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**Strengths and limitations of early
career mentoring schemes: Case
Study, the New Zealand Police
Field Training Officer
programme**

A thesis

submitted in partial fulfilment

of the requirements for the degree

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Abstract

This study focuses on the Field Training Officer (FTO) programme that the New Zealand Police adopted as an early career mentoring programme in 2003. The purpose of the research was to understand the nature of workplace mentoring and how such mentoring schemes are experienced by the mentor and the mentee. A qualitative approach was used to achieve this purpose which drew on literature, policy, internal review documents and interviews (practice). Specifically, the New Zealand FTO programme was compared to broader mentoring literature, including a comparison is research on early career mentoring in teaching, nursing and policing outside of New Zealand. To gain an understanding of the New Zealand Police FTO programme, three reviews and a range policy documents were thematically analysed alongside three in-depth interviews which were carried out with resigned New Zealand Police members, exploring their experiences as both probationary constables and FTO mentors. This information was used to determine the strengths and limitations or issues with formal early career mentoring systems generally and more specifically in relation to the FTO programme.

Based on the findings from the literature, policy documents and interviews, the central arguments of this research are: 1) that workplace mentoring has benefits but also common implementation problems, including; time management: a) balancing mentoring with normal duties; and b) building a strong relationship between mentor and mentee, selection of the ‘right’ mentor, and lack of access or insufficient training for mentors. 2) The FTO programme is beneficial to the development of both probationary constables and the FTO mentors alike. 3) The reviews and interviews demonstrated the FTO has all the implementation issues identified in the literature demonstrating that some of the issues in the programme are symptomatic of workplace mentoring schemes. 4) That the issue of inconsistent implementation across districts is different and can and should be addressed. 5) That the funding constraints associated with neoliberal influenced policy and practice means that it is likely that some of the issues identified in the FTO programme will continue. 6) The thesis argues that despite the funding constraints it is worthwhile putting aside some resources to ensure effective socialisation of new police officers, including: a clearer career path and/or

different forms of recognition for FTOs; develop a centralised position to co-ordinate the recruitment and training of FTOs; increase the amount of training provided.

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Acronyms

CFIT	Career Foundation Initial Training
CIB	Criminal Investigation Branch
CMD	Counties Manukau District
FTO	Field Training Officer
GDB	General Duties Branch
HCT	Human Capital Theory
PST	Public Safety Team
RESC	Research and Evaluation Steering Committee
RNZPC	Royal New Zealand Police College
SJPD	San Jose Police Department
TSC	Training Service Centre
WPA	Workplace Assessor

Chapter 1: Introduction

Background

In 2003 the New Zealand Police adopted the Field Training Officer (FTO) programme to mentor, guide and coach recruits recently graduated from the Royal New Zealand Police College (RNZPC), called probationary constables. The programme's aim is to bring the probationary constables to a professional level where they are able to operate by themselves and lift their probationary status (Trappitt, 2007). Before the introduction of this programme, the duties of inducting these new staff members fell on the sergeants¹ in each unit. However, sergeants are generally responsible for numerous staff members and cannot necessarily provide the one-on-one mentoring² that is required under the aims of the FTO programme.

The goal of this research is to critically assess the FTO programme of the New Zealand Police. My desire to investigate the strengths and weaknesses of this programme has come from a series of experiences that I have encountered throughout my life, both as a serving police officer and a student studying adult education at the University of Waikato.

The following chapter will briefly outline my own experience as an officer of the New Zealand Police Service. I will then discuss how my study at the University of Waikato influenced my decision to conduct this research. The significance of the research will then be discussed, including the research objectives and the central arguments of this thesis. Last, I will conclude by providing a summary of the literature review and will outline the rest of the thesis, before moving on to Chapter Two.

¹ Sergeants generally hold supervisory positions in the New Zealand Police. They are often considered the first level of management. They can be directly responsible for varying amounts of staff, but generally no more than around 10. They carry out training, development, incident management and staff management duties. Some sergeants do hold specialist positions such as prosecutors and are not directly responsible for staff.

² The idea of mentoring is to build that close personal relationship to help the mentee with the transition of theory into practical knowledge (Daloz, 1999; Fagan and Ayers, 1985; Allen, 2006).

Police experience

My time in the New Zealand Police has provided me with the primary motivation to conduct this research. I am a serving officer with 12 years of experience. I currently hold the role of a Public Safety Team³ (PST) Sergeant in the Kaikohe Police, Northland. In this role I am directly responsible for the development and supervision of, constables⁴, probationary constables and constables who are also Field Training Officers in the FTO programme. I have one FTO on my section who is a mentor for one probationary constable, the mentee, and I have supervisory duties over both. For the purposes of this research FTO will be used to refer to both the programme and the mentor. To avoid confusion efforts will be made to clearly differentiate between FTO – the mentor; and FTO – the programme.

I started my career at 18 years old, joining the New Zealand Police in a newly formed cadet scheme, which at the time was run as a trial basis for younger people (under 22 years old) wanting to join the New Zealand Police. The final stage of this scheme placed me in the RNZPC as a recruit and on equal footing with everyone else joining the New Zealand Police at that time. Upon graduating from the RNZPC in late 2003, I was placed into the Counties Manukau District and here I received my first FTO as a mentor.

The position of FTO is given to selected constables. They provide mentoring specifically to new police officers who have recently graduated from the RNZPC. It is their job to guide these probationary constables through the first two years of their job. This guidance includes assisting them in the completion of ten workplace standards, with a time limit of two years. On completion of these workplace standards, the probationary constables become constables, effectively ending their initial training period.

For me, going through my probationary period was at times a frustrating experience. For the first three months I had a great FTO who assisted me in all aspects of policing as well as in my personal life. During my second three months,

³ Public Safety Teams are the teams that are generally responsible for responding to 111 calls for service. They also carry out many other tasks such as traffic duties and community relations. They make up a large majority of those police officers who are referred to as frontline officers.

⁴ Constables make up the majority of the New Zealand Police Service. They are generally front line and carry out the usual day to day tasks of the New Zealand Police. They only take up positions of supervision as and when required, generally in an acting capacity, not full time.

I had an FTO who was capable for the majority of the time. However, at times he did things that I now know were not up to the required standard of a police officer. These were the only formal mentors from the programme I would have. From this point I was effectively left on my own, sporadically receiving assistance from my supervisors and other constables. After 18 months in Counties Manukau I transferred to Northland for family reasons and started working from the Kerikeri Police station. It was at this time I fell behind in my standards. In the end, it took me around three years to get them completed, causing a significant level of stress. I worked with some great staff in Kerikeri and they guided me through the remaining stages of my probation period, although not in an official FTO capacity.

Thanks to a great sergeant who really inspired me, I began my journey to promotion. I started to take on study and extra responsibility. I was eventually asked to be an FTO mentor in recognition of my strengths. I stayed in Northland for a couple more years before deciding to transfer to the Waikato district in 2008, where I continued on as an FTO. In my time as an FTO, I have had about 12 probationary constables under my supervision. I spent six years as an FTO covering both Northland district and Waikato district.

In 2010 I enrolled at the University of Waikato to gain a formal qualification to improve my managerial and research skills. There I completed a Bachelor's degree in Social Science, majoring in Industrial Relations and Human Resource Management. During the course of study, there were two papers that had a major influence on my life since completion. The first was 'Planning learning opportunities for adults (PCSS231-)'. This paper gave me my first real taste of adult education and the theory behind it. It developed a desire to become more involved in this area, both in my capacity as a police officer and personally. The second paper that has influenced me was 'Workers Education and Training' (LBST331-). This paper gave me greater insight into adult education and the knowledge to analyse the FTO programme from an academic perspective.

From 2011 I started to take on acting sergeant roles. This placed me in a position where I supervised both probationary constables, constables and FTOs. In 2013 I took a secondment at the RNZPC training recruits, putting the qualification I gained at the University of Waikato to practical use. This gave me a greater

understanding of the police training structure, particularly the initial period of training. Throughout my career as a recruit, probationary constable, constable, FTO, and sergeant, I have had extensive exposure to the FTO programme. I saw some great work being done by our FTO's and other staff members to bring our new probationary constables into the fold of the New Zealand Police. However, I also saw the opposite, which encouraged me to take some action and investigate the FTO programme. Through this exposure I have made the following observations.

- I am proud of the success of the probationary constables that were my responsibility. I have also seen this in those FTOs that I have supervised. They are always keen to approach me to tell of the successes of their probationers. For me, the personal satisfaction is the paramount reason for being an FTO mentor.
- FTOs are a powerful tool for the socialisation of new recruits into the greater police family. By having one-on-one contact the probationers have a better ability to get to know not only the job, but also the political landscape and informal relationships that exist in every workplace.
- As an FTO, I was only given around four days training in total, three in Northland and one in Waikato. Some FTO's have had none, while others have only had a single day over several years of being in this position. I believe that this training can be inadequate for most people.
- At times the wrong people are selected for the role of FTO. For example, people who do not hold the desired traits that are required to be a successful mentor. From what I have seen, the selection process could be more robust resulting in higher quality FTOs.
- FTOs are not held to account for their performance as an FTO. This is an issue for two reasons; first the FTOs are not given feedback from their probationers as to how they are doing as mentors. Second FTOs receive an allowance, however a common complaint that I have heard from other constables and probationary constables is that some FTOs are doing nothing for the money they receive.

- There is no time allowance for FTOs to take longer completing their usual duties. They must complete the training of probationers while still doing their usual job. This effectively makes the FTOs time poor.

These observations are my own, based on personal observations within the workplace.

The University of Waikato

From my studies and personal observations I gained the skills and confidence from these papers to formulate a plan to investigate the New Zealand Police FTO programme, with the idea of doing this research. The following section will describe the significance of this study, demonstrating that there has been minimal research investigating the FTO programme internationally as well as in New Zealand. The objectives of this thesis will then be discussed, outlining what the research is aiming to answer. This is followed up with the central arguments of this thesis. A summary of the literature review will provide early definitions and theories that will be used throughout this work. Finally, there will be an outline of the thesis describing each chapter in turn.

Significance of the research

Mentoring within the police is not a new subject. The FTO programme has been used by numerous police forces around the world, most notably in the United States of America. In New Zealand, however, very little research has been undertaken as to the effectiveness of the Field Training Officer programme. There are three reports that had to be requested by way of Official Information Act request on this topic, one by Elliott (2006) entitled *Evaluation of Field Training Officers*, one by Superintendent Trappitt (2007) entitled, *A study of Organisational Preparedness of Police Training in Support of the Police Strategic Plan*, and another by Collins (2009) entitled, *Review of District Training*. Based on the absence of reflective examination of this programme and the points raised by my own personal experience, my goal is to examine workers' perceptions of the following; whether or not there is sufficient training for officers, the level of time constraints on completing FTO tasks and the level of support given to FTOs and probationary constables by the New Zealand Police at an organisational level. In particular, Collins (2009) identified that there is a lack of feedback from

probationary constables. This lack of feedback and evaluation has meant that there is little internal information that speaks to the effectiveness or otherwise of the FTO programme within the New Zealand Police. As such, this research intends to build on the review by Elliott (2006), Trappitt (2007), and Collins (2009) and create a template for feedback from workers involved in the programme.

To this end, I will explore the experience of workers that have been involved with the FTO programme. This will provide further knowledge on the mentoring system and offer valuable feedback. By gaining an inside view of how workers experience the FTO programme, I will identify the extent to which their experiences coincide with the issues identified in mentoring and workplace learning literature. There is also a notable gap in the international literature around the topic of FTOs; this research will help to provide further information in this field. The research is applicable beyond the confines of the police and has value for other organisations with workplace mentoring programmes such as nursing and teaching.

Research objectives

In order to achieve my research aims, I will explore the experiences of those who have been involved in the FTO programme in New Zealand. This research will have two foci. First I will investigate policy documents which influence how the FTO programme is implemented. Second, I will investigate the experiences of workers who have been involved in the programme via in-depth interviews.

The themes identified within the interviews will be compared to literature on mentoring and workplace training packages in order to ascertain if these themes are those associated with this kind of workplace learning or if they are specific to the New Zealand Police. This will be done in order to isolate areas where policy changes within the New Zealand FTO framework can have a positive impact, as well as identify issues that are likely to occur regardless of the programme's framework.

I have developed the following objectives:

- To explore the experiences of workers involved in the New Zealand Police Field Training Officer programme.

- To describe the FTO programme in context of the New Zealand Police
- To discuss possible strengths and weaknesses of the Field Training Officer programme.
- To compare these strengths and weaknesses with the appropriate literature and discuss any issues identified in context of the literature.
- Based on these findings, I will make recommendations to the New Zealand Police on how the Field Training Officer programme could be improved.
- Highlight the strengths of the programme, showing what practices should be used as best practice.

I have developed the following research questions:

- What is the FTO programme in the New Zealand Police?
- What issues have arisen since the implementation of the FTO programme in 2003?
- What are the experiences of the workers involved in the FTO programme?
- To what extent are these experiences connected to mentoring/ workplace learning literature?
- How does the FTO programme compare to other early career workplace mentoring programmes?
- What kinds of policy changes should be recommended to strengthen the positive aspects of the FTO programme and address any possible weaknesses identified?

Central arguments

The first central argument of this thesis is that the experiences of those involved in the New Zealand Police FTO programme demonstrate that the programme reflects the characteristics of a formal mentoring programme. Therefore it is connected to the literature on this topic through structural similarities. This argument will be reinforced by showing how the experiences of both probationary constables and FTOs are connected to the available mentoring/ workplace learning literature.

Making the distinction that the FTO programme is a formal mentoring programme is important as formal mentoring programmes have some distinct benefits and issues that are different to those of informal mentoring.

The second central argument of this research addresses the fact that the issues of the New Zealand FTO programme are not singular to the New Zealand Police and are a common theme throughout formal mentoring programmes. This argument will illustrate the issues and benefits raised in the literature reflect the experiences of the participants in this research but also the experiences of workers in other early career mentoring schemes such as teaching and nursing. It is important that this is recognised as it will help show that while there may be some issues with the New Zealand Police FTO programme, it may not be a direct reflection of the organisation's execution of the programme, but a more general problem with workplace mentoring schemes.

The third central argument is that due to the neoliberal traits of the current New Zealand government and the subsequent impact on resourcing, the FTO programme will continue to struggle to address the limitations of workplace mentoring schemes. The current budget freeze that has been in place for several years makes it difficult for the New Zealand Police to increase resourcing in what should be considered a critical role. An increase in resourcing could help address some of the issues, however, the New Zealand Police would have to prove how this extra funding will increase the effectiveness of the New Zealand Police as a whole. This would show accountability to the government by showing that the money is adding value to the New Zealand Police's service to the public.

Literature review summary

The literature reviewed is based on articles, policy documents and books from the sphere of workplace learning and mentoring. A particular focus was placed on literature surrounding police FTO programmes in other countries as well as similar programmes in workplaces such as teaching and nursing. In terms of a New Zealand focus, the only documents that could be located in relation to a specific FTO programme were policy documents from the New Zealand Police. No independent research into the New Zealand programme has been completed yet. The reviewed literature has been split into three chapters. Chapter three

focuses on workplace learning and mentoring, defining key concepts that will be used throughout this research. Chapter four focuses on international literature surrounding FTO programmes, examining how they have been implemented and the challenges they have faced. Chapter five examines the New Zealand context of the FTO programme including the current ideology under which it operates.

Workplace learning literature with a focus on mentoring is discussed in the first part of Chapter three. The principles of workplace learning as described by Vaughan (2008) are explored, noting how workplace mentoring can be utilised to support these principles. Mentoring is then defined using different interpretations of numerous authors'. Daloz (1999) argues that mentoring in a workplace is most important at the beginning of one's career such as when a probationary constable graduates from the RNZPC. Informal mentoring and formal mentoring are both defined and described with references made to the FTO programmes, highlighting the difference between the two and how they apply to the programme. General issues with mentoring are identified linking to the factors that are commonly identified as problems with FTO programmes. The positive side of mentoring is then discussed, to show why it is advantageous to use mentoring schemes to induct new staff. Finally, there will be a brief examination of mentoring within the fields of nursing and teaching and how this links into the police FTO programme. The similarities between the three professions is discussed, as is why mentoring works in each field and some of the issues faced by all three.

The literature reviewed for chapter four and five will discuss what the FTO programme looks like and it will be described with reference to overseas programmes. The New Zealand FTO programme is defined using policy documents and position descriptions. Current issues for the New Zealand FTO programme will be explored with reference to Elliott (2006), Trappitt (2007) and Collins (2009) reports. Research conducted by Fagan and Ayers (1985) and Eisenburg (1981), who both studied American police organisations, suggest that the issues currently being faced by the New Zealand programme are not limited to this context but are possibly inherent in formal mentoring systems. Two Australian researchers, Tyler and McKenzie (2011), gave a more recent account of some of the issues faced by an FTO programme in an Australian context.

Thesis outline

This thesis is made up of nine chapters. The previous discussion has outlined some of my own personal experiences within the FTO programme, the purpose of this research, and a summary of the literature review, which this research will be compared with. Chapter Two outlines the research methodology underpinning this work. The process for carrying out the interviews will be explained, providing details on why and how the in-depth interviews were administered.

As outlined above, Chapters Three, Four and Five have provided the data gathered from the literature for this research. Chapter Six outlines the information gleaned from the in-depth interviews, picking up on the key themes expressed by the participants. The information gathered from the interviews forms the basis of the research. This chapter will help answer the key question of this research by detailing the experiences of three different people, each of whom have spent time in the New Zealand Police as probationary constables, constables and FTOs. This is first-hand information that is rich in its detail, providing not only accounts of what they said and did, but also their feelings on these experiences. Chapter Seven provides my own reflections on the FTO programme as a currently serving police officer. In this chapter I will discuss where my experiences intersect and deviate from those of the research participants.

Chapter Eight compares the interviews with the primary source documents, drawing parallels between the two and identifying significant details. The interviews will also be compared with the literature review, looking more in-depth at the themes that have been raised throughout the information gathering process. The main purpose of this chapter will be to answer the research questions discussed above. Finally this chapter draws on what was found in the interviews and literature, and makes a number of recommendations to the New Zealand Police. In Chapter Nine I will draw on all the information discussed, making a number of concluding statements.

Chapter 2: Methodology

Introduction

The purpose of this chapter is to explain the research methods employed to gain and analyse the qualitative data used throughout this work. Two key methods have been used including the deconstruction of primary texts such as policy documents and job descriptions, and three semi-structured in-depth interviews to draw out qualitative data in relation to the research questions. Due to ethical concerns, all participants were resigned members of the New Zealand Police. This ethical issue will be discussed in further detail below.

Research purpose

This research is both exploratory and descriptive, and investigates mentoring in relation to the New Zealand FTO programme. As briefly mentioned in Chapter One, there are gaps in the knowledge regarding the effectiveness of the New Zealand Police FTO programme. This research intends, in part, to address this gap by presenting rich in-depth qualitative data on the experiences of participants in the FTO programme.

As identified in Chapter One, this research has two key intersecting goals. This work aims to: explore the experiences of workers involved in the FTO programme through interviews; discuss the New Zealand Police FTO programme and what it is, discuss the strengths and weaknesses of the programme with comparisons made to literature, looking at possible solutions to identified issues as well as highlighting strengths. As such this research will contribute to workplace mentoring literature, while providing valuable knowledge to the New Zealand Police.

Methods of information collection and analysis

Three methods of information collection were used in this research to develop and give a robust account of workplace mentoring and the New Zealand Police FTO programme: a review of literature, semi-structured interviews and textual analysis of primary texts. The following section describes these methods, why they were selected and how they contribute to this research project. Another important point

to make is that this research is descriptive and explorative in nature, focussing in-depth on the experiences of those involved in the FTO programme. Using only three participants means that this research will not be able to be generalised to the greater population of the New Zealand Police Service.

Literature review

A thorough review of both primary and secondary material was conducted in order to provide context to the concepts of this research; mentoring, workplace mentoring, and field training officers within the police and other similar mentoring roles. The review of the literature and primary documents has been broken down into three chapters (Three, Four and Five) to differentiate between the three main segments this research is focussed on. Chapter Three explores general mentoring literature, Chapter Four describes the FTO programmes and the research that has been completed on them, including the three reviews of the New Zealand Police FTO programme. Some of the information that has been used includes internal police documents that are reviews of their training procedures. The rest of the material was drawn from policy documents, research articles, books and websites.

Chapter Five discusses the New Zealand Police and the FTO programme that they have adopted. The documents that were used for this analysis were all internal documents that were not easily accessible to public. To gain access to these documents, an official information request was made and the information was provided. These documents will be examined in Chapter Five and will help define the New Zealand experience of FTO programmes. These documents were examined for content, themes and intent. Completing this analysis has provided a context of the New Zealand Police FTO programme that cannot be located within the existing literature. The analysis also identified some of the issues that have faced the programme throughout the years and in a small way makes some recommendations and acknowledges some of the benefits of the FTO programme. This information will be used both within the discussion and literature review chapters.

In-depth interviews

The in-depth interviews conducted for this research provide the empirical data that has been compared to the material provided in Chapters Three, Four and Five. The interviews are a component to this research that assists in investigating the New Zealand Police FTO programme, they will be used to help contextualise the information obtained from other sources by providing first hand details. Punch (2005) describes the interview as a powerful tool that can be used to gather a person's perceptions, meanings, definitions, and constructions of reality. Jones (1985) provides a deeper definition affirming that interviews are used to understand another person's construction of reality. As such this research method gives me, as the researcher, an ability to ask a participant what their understanding is in their own words without imposing my own views, thought and words onto them.

Along with the use of reflexivity, this is an important component of this research used to reduce my insider bias, as it allows the participants to use their own language (Davies, 2008). It is for this reason that the interviews were semi-structured. Using semi-structured in-depth interviewing also allowed for a greater depth of discussion and a richer understanding of the topic than if I had relied on my own point of view. Three interviews were conducted for this research, all with resigned members of the New Zealand Police.

Social contacts were used to locate and identify potential participants who matched specific criteria; first they had to be resigned from the New Zealand Police, be a mix of male and female, and they need to have been an FTO mentor during their career. Three participants were selected and agreed to be interviewed. This cohort of participants was a mix of two males and one female. One of the participants had been a police officer in a foreign police service, and so was also able to provide examples of her experiences across two police services, showing a contrast between her New Zealand experience and the Foreign Service.

A set of open-ended questions were developed, with the aim of each to generate conversation around particular areas that were viewed as important. However, participants were allowed to go off topic so they could speak about what they thought was important. This technique allowed for each interviewee to provide a unique account of their own specific experiences. The questions were drawn from

areas of importance identified from within the literature review and the policy documents. The questions were asked in the following order, however some participants did deviate into issues designed to be raised by later questions. These deviations were not stopped as to accommodate for the flow of conversation. The questions are as follows:

1. What is your work background?
2. What kinds of education and training have you participated in?
3. What were your reasons for becoming an FTO?
4. What did you view your role was in the FTO programme?
5. If you were to describe the FTO programme to a person outside of the New Zealand Police Service how would you describe it?
6. What kind of experiences have you had in relation to the FTO programme?

Prompt: Both as an FTO and a probationary constable

7. Can you provide specific details on the training and mentoring you have provided for the FTO programme.
8. In what ways do you think the FTO compliment, extended or limited you in relation to the execution of your duties?
9. How did your experience as a probationary constable affect you as an FTO?
10. If you could change the FTO programme what would you change?

Two interviews were carried out in person during the month of June 2015. One interview was conducted over Skype as the participant lived overseas. Each of the three interviews were recorded electronically using a digital recorder. All interviews were 45 minutes to an hour in length and were conducted in a location of the participants' choice. Each interview was subsequently transcribed verbatim. To maintain consistency with the ethical procedures of the University of Waikato, each transcript was provided to those participants who requested it and they were able to change it if they wished. None of the participants wished to make changes to their transcripts once they had been made available to them. Once the transcripts were completed and checked, I took the responses from the participants and extracted key quotes using a thematic analysis process (Joffe & Yardley, 2004). These responses and the themes that they were broken down into can be

read in Chapter Six. In order to maintain confidentiality, all the participants have been given pseudonyms to protect their identity. I have also removed any other features from their transcripts that could identify the participants, such as names of probationary constables that they trained, districts in which they worked and the exact time period they worked in the police and FTO programme.

Reflexivity

In the introduction I have provided an overview of my own experiences in the New Zealand Police, including my time as both a probationary constable and an FTO. I have gone into detail about these experiences, and how they compare to those of the interviewees, in Chapter Seven. These experiences are extremely important to me, not only as a student carrying out this research but also as a serving member of the New Zealand Police. I wrote these reflections from the perspective of belonging to the New Zealand Police and the culture that entails. I have analysed my experiences, comparing them with those of the participants in this research, which has helped with my assessment of the data collected. To make my data relevant for those within and outside the culture of the New Zealand Police, I have drawn comparisons between my own experiences, the literature, policy documents and the interviews conducted for this research. It is both the positive experiences and negative ones from my service within the New Zealand Police service that has driven me to complete this research. I want to share my experiences to help improve the good work being done every day by the New Zealand Police. By revealing my position as a researcher, my bias is incorporated as part of the research process reminiscent of auto-ethnography (Davies, 2008; Ellis, Adams & Bochner, 2011).

Ethics

The ethics process for this research has been somewhat of a convoluted process. The original research design intended to interview current serving members of the New Zealand Police in the Hamilton area. This was put to both the University of Waikato's Ethics Committee and the New Zealand Police Research and Evaluation Steering Committee (RESC). However, approval was declined by RESC due to the risk they considered the research entailed to the New Zealand Police and the fact that it was too small in scope, so could not be generalised to

the population of the New Zealand Police. This research application was amended in 2014 after consultation with senior members of the Royal New Zealand Police College (RNZPC). The application was made larger in scope to include three different police districts, including both FTO's and probationary constables, with interviews of nine FTO's and three focus groups with up to eight probationary constables. This was given the go ahead by both RESC and the Waikato University on the condition that permission was gained from the respective District Commanders to interview their staff and that I did not interview any probationary constables I had supervised. Numerous attempts were made to gain permission through the appropriate channels. However, I was never given a response and so could not fulfil the requirements needed by the University of Waikato nor RESC. In the meantime my timeline for completing this research was quickly disappearing on me. Therefore I could not proceed with the research design as it stood at that time.

In January 2015 a decision had to be made as to whether to continue with the research or abandon it. Due to timeframes and the likelihood of gaining approval from RESC, I decided to change the research design to use self-completed questionnaires from a variety of FTO's and probationary constables. To avoid RESC, it was decided that the research would focus on participants that have resigned from the New Zealand Police. This would not only make the ethics procedure easier, but also removed the inherent risk of talking to employees about the experiences of their respective organisation. The ethics committee at the University of Waikato agreed but insisted that in depth interviews be used instead of self-completed questionnaires in order to ensure the participants' body language could be monitored and by doing so, keep them safe. In May 2015 the ethics application was amended for the fourth time and was accepted. This long drawn out process has shown how difficult it can be to conduct qualitative research in the workplace, and particularly on the New Zealand Police.

It has to be acknowledged that this research does carry inherent risks, those that are being interviewed may say things that place the police, or specific people within the organisation, in a negative light. It has never been the intention of this research to place anyone in a position where they may undermine their place in the workforce. The goal is rather to give a voice to those who may not have the power to be heard.

Limitations

As described above this research has not been without its difficulties. The main problem has been trying to get approval to interview current serving police staff throughout New Zealand. This difficulty has been due to a number of administrative issues, including a very complicated sign off process involving the need for multiple people to approve the application before staff could be interviewed. Obviously it was important that current serving members were protected and the process has proved that their protection is paramount. However, due to this, the research has had to undergo changes on several occasions and has resulted in a final compromise by using members of the police who have resigned.

Although I have tried to ensure that I have used those members who have resigned within the last three years, my research will still be limited by current information. My original application also was larger in scope with more interviews and focus groups (for probationary constables). Now however, this research is focused on the interviews of three participants. This limits the amount of information that was collected as the three members were not even able to cover each district, of which there are 12. This reality, along with the fact I am using data gained from resigned members, means that the research will not be able to be generalised to the population. However, I believe that the rich information gained during the interviews still provides sufficient depth of understanding that can be used to make recommendations to the New Zealand Police.

Summary

The purpose and scope of this research has been outlined in this chapter. In particular this chapter identified the qualitative nature of this research showing how the data has been collected and analysed. This chapter has included sections on where the data is to be collected from including the literature, in-depth interviews and the use of my own personal reflections. An outline of the difficulties to gain ethical approval has been included to help explain why the research has taken the shape that it has. This chapter concluded by explaining the limitations of this research.

Chapter 3: Mentoring and Workplace Learning

The goal of this chapter is to establish the groundwork for a response to one of the key questions of this research: To what extent are the experiences of workers involved in the Field Training Officer (FTO) programme in the New Zealand Police connected to experiences of workers in mentoring and workplace learning literature? In order to fulfil this objective, the material in this chapter has been taken from numerous journal articles, reports and books related to the topic of mentoring both in and outside of the workplace. Particular attention was paid to mentoring and learning in the workplace. The literature reviewed was separated into different groups to assist in identifying relevant themes. These groups included; general mentoring, workplace mentoring, benefits and issues, and early career mentoring in the field of nursing and teaching.

The purpose of this chapter is to define mentoring and workplace learning as key concepts to this thesis, this will make up the first section of the chapter. Second, this chapter identifies key themes within the mentoring literature. Further to this, the two distinct forms of mentoring are explained, demonstrating that different forms of mentoring can take place. The strengths and weaknesses of mentoring as a form of workplace learning will also be outlined. Third, the work placement experiences of nurses and teachers are presented as the practicum component is a workplace learning tool which includes mentoring similar to the FTO programme. There is very little research completed on the field training programmes of police forces internationally. Therefore the nursing and teaching professions provide the basis for comparison on the experiences of workers in early career workplace based mentoring programmes. These findings will be used to help make connections between workplace mentoring and the data gained from the participants' interviews.

Workplace learning

Formal learning institutions can provide the knowledge and discipline for a person to enter the workforce but how that knowledge is transitioned into practical skill comes down, in part, to workplace learning. For example, many people develop professionally while 'doing the job' and this term is often used to describe someone who is 'getting to know the job', although this process is not often

recognised as learning (Vaughan, 2008). However, this is exactly what informal workplace learning can be characterised as (Fenwick, 2005; Misko, 2008). Each workplace will have its own unique culture and traits that will require a different approach to the learning it needs to promote. However, workplace learning needs can move beyond the need to familiarise workers with the organisation's culture or the requirements of their job. Matthews (1999) claims that organisations recognise the need to implement workplace training to meet the demands of the ever changing work environment. There is a need to constantly up skill the workforce as competition between organisations becomes more intense, while also facing the challenge of the ever changing technological innovations (Misko, 2008; Standing 2002).

One of the ways workplace learning can be tied to the needs of the organisation is by making the learning situational focussed and providing context to the knowledge the learner already possesses (Billet, 2003; Gee, Hull & Lankshear, 1996). However, this focus on situational learning can create tension between formal educational institutions and workplace learning. As Vaughn (2012) states, education was previously viewed as separate to working. However, governments, individuals, industry and education bodies no longer see this as applicable based on the arguments regarding knowledge societies. Due to arguments like these, workplace learning is progressively being seen more as a way of learning that is accepted over that of the classroom. In addition Vaughn (2008) claims that certain workplace specific knowledge and skills cannot be learnt in a formal educational setting but instead must be learnt within the workplace. However, the opposite also occurs in that some skills cannot be taught within the workplace and will require the support of some formal education. In order to deal with the contemporary labour market, workplaces need to provide a balance of informal workplace learning that is on-the-job and formal workplace learning that is situational and grounded in the organisational context (Vaughn, 2008).

Misko (2008) provides definitions of formal, non-formal and informal learning as follows. She defines formal learning as that learning that takes place in courses and programmes leading to national or international qualifications. Non-formal as learning in structured programmes to gain skills and knowledge required by organisations, this does not lead to national or international qualifications. Informal learning is that learning that is acquired through everyday life and work.

While there does not appear to be one model of workplace learning that is stronger or more complete than any others, there does seem to be certain principles that should be adhered to for effective workplace learning to occur. In their research on workplace learning, Vaughan, O'Neil and Cameron (2011) found that the subsequent principles should be followed:

- There needs to be support at the organisational level. This needs to be beyond mere written policy and documentation. An active role needs to be undertaken by the organisation to make their workplace conducive to learning by its members.
- An appropriate orientation to a person's job should be undertaken. Understanding the why of a job is sometimes of greater importance than the how. Allowing people to settle into their job allows for greater comfort and engagement within their new workplace.
- When using classroom type learning strategies, ensure that those strategies support the actual skills that the organisation requires of their learners. Also ensure that there are clear lessons and guidelines that are easy to follow so both teacher and learners know where they are going.
- The use of on-the-job learning, or 'learning from experience' type of learning requires reflective practice and debriefs of real life scenarios that the learner has participated in. It is the real teaching of the skills and knowledge that the learner may have acquired in a more formal setting.
- There should be assessment at both formative⁵ and summative⁶ level. Workers should be given feedback to assist their learning and on how to progress to the accomplishment of their qualifications (Vaughan, et al., 2011).

Mentoring in the workplace is an effective tool that can help ensure that the principles above can be implemented effectively. The next section will describe mentoring and will explain the ways it fits into workplace learning. When mentoring is used effectively, it is a pro-active measure that seeks to induct, train,

⁵ Formative assessment is used to summarise a learner's development at a particular time.

⁶ Summative assessment is used to assess a participant against the outcomes of a learning programme.

socialise and provide feedback on the many different aspects of learning that take place within an organisation. However, there are also challenges associated with mentoring and these too will be explained.

Mentoring

Mentoring is not a new phenomenon. Mentors appear throughout history in the form of guides providing insight, understanding, advice, determination, and planning, arriving to help people along their respective journeys (Jung, 1958). Another way to describe a mentor's activities is to say that mentors are concerned with transmitting wisdom, taking us on the journey of our lives (Daloiz, 1999). Levinson (1978) also suggests that mentors serve as a transitional figure in a person's life. In this process they complete different functions such as teacher, sponsor, host, guide and exemplar, often formed from a personal relationship. Allen (2006) believes that mentors provide the catalyst to transformation as they instruct, guide and facilitate the development of others. Gehrke (1988) takes a very different approach to mentoring, describing it as a gift giving and receiving process, whereby the mentor gives the gift of wisdom. Burns (2002) provides a definition of mentoring as a relationship between an experienced and less experienced person, providing the less experienced with guidance, advice, support and feedback.

Each of these definitions are focussed on or concerned with the transition of knowledge from one person to another, demonstrating that learning is a key part of the mentoring relationship. Mentoring, as a tool for learning, can be used by organisations to assist them with adhering to the principles of workplace learning. By organisations developing mentoring programmes they are showing a level of support towards situational workplace learning recommended by Vaughan et al (2011). These mentoring programmes help individuals learn by; taking them through a formal induction programme that includes socialising new members to an organisations culture, guiding them through real working experiences, providing feedback and in some cases evaluating the new members in a formal manner (Vaughan, et al, 2011; Lunt, Benett, McKenzie, & Powell, 1992; Fagan & Ayers, 1985).

However, along with this transfer of knowledge, a relationship between the mentor and mentored is needed as part of the transformation process. A number of authors recognised that a personal relationship is essential in mentoring. The mentoring relationship is described in different ways. Daloz (1999) mentions that it is like a parenthood where the mentor must take on many different roles including, teacher, guide, sponsor, patron and advisor. Kutilek and Earnest (2001) explain that a relationship needs to be built before any valuable mentoring relationship can take place, this relationship must be based on mutual trust. Eller, Lev and Feurer (2014) discussed how protégés found that a mutual friendship that was supportive, caring and nurturing was of great importance. However, Eller et al (2014) identified that protégés discussed the mentoring relationship as a friendship, while the mentor still believed that they needed professional boundaries. This suggests creating a balance that meets both parties' expectations is a challenge. The interpersonal relationship is important for mentoring, without a relationship mentoring will not take place. Mentoring is deeper than just a teacher/learner relationship as it requires more psychological commitment from both parties (Kram, 1985). Considering the different points of focus, mentoring is a term that is difficult to define. That said, I have identified several themes from the literature which I argue are key to understanding the concept of mentoring. These are guidance, transition, knowledge, wisdom.

Guidance

The earliest tales of a mentor appears in the form of a character called 'Mentor', an old and trusted friend of Odysseus in the story 'The Odyssey'. In this tale Mentor serves as a guide to Odysseus's young son Telemakhos in his search for reunion with his father. During this journey Mentor guides Telemakhos to carry out the tasks that he needs to do, thus achieving his manhood and confirming his identity (cited in Daloz, 1999). Levinson (1978) conducted a longitudinal study of the lives of forty men. In this research he found that many of these men had been guided and supported by those he defined as mentors. It was claimed that if the young males received bad guidance by their mentors then it amounted to the same as a child receiving bad parenting. Both examples above show how mentoring requires a strong sense of the associated psychological activities, including counselling, role modelling and friendship in order to be successful. Mentors

guide their protégés by participating in these activities, guiding them to a positive outcome.

Transition

Mentoring can have a key role to play in career development. As Daloz (1999) states, mentors are most important at the beginning of one's career and during crucial turning points in their profession. This illustrates the theme of transition in mentoring. Others view mentoring in the workplace as two or more people working together to help develop the career of another (Lunt, et al., 1992; Goodyear, 2006). In this respect, mentors are concerned with bridging the gap between theory and practice. Theory often provides people with the knowledge but not the practical experience required to utilise that knowledge. Mentors bridge this gap by showing protégés how to use their knowledge in a practical sense, providing guidance and tuition.

This bridging the gap transition also involves transferring professional attitudes and ethics. Certain professions have their own code of ethics, which members must abide by. Mentors must hold these ethics and attitudes in high regard and be an exemplar of these attributes. In this way the protégé will learn how these ethics and attitudes are applied in a real life setting, allowing them to participate fully as members of their profession (Lunt, et al., 1992; Goodyear, 2006; Fagan & Ayers, 1985). Allen, Eby, Poteet, Lentz and Lima (2004) argues that mentoring in the workplace leads an individual to have a much more rewarding career, which in turn can generate an improvement in organisational performance (Payne & Huffman, 2005; Garvey & Galloway, 2002).

Early career mentoring is common practice in a range of professional fields to assist new entrants adjust to the demands of their work. Teaching, nursing and the police are three examples relevant to this chapter, however there are a number of occupations that use mentoring and workplace learning to a lesser or greater degree of formality, such as apprenticeships through to buddy systems.

Knowledge

As described above mentors have a role to play in the transition of knowledge. Knowledge is defined by the Oxford Dictionaries (2015) as "Facts, information, and skills acquired by a person through experience or education; the theoretical or

practical understanding of a subject". Mentors must possess knowledge if they have any chance of passing it on. This means that the mentor will need to have a greater knowledge of the subject in which they are providing mentoring. Mentors need to be people who are experienced, have knowledge and wisdom that they can pass on. But further to this, there has to be recognition from the protégé that the mentor does in fact hold that knowledge (Inzer & Crawford, 2005). This is particularly important in workplace mentoring. The mentor must possess a greater knowledge of the workplace including the practical application of the job, the culture of the workplace, any values that the organisation abide by including the specific code of ethics. Having superior knowledge in these areas is essential for successful mentoring (Tyler & McKenzie, 2011).

Wisdom

Wisdom is one of those concepts that is difficult to define. The Oxford dictionary (2015) provides the following definition: "The quality of having experience, knowledge, and good judgment; the quality of being wise." Ryan (2012) gives a more workable account of what wisdom entails. She discusses wisdom in many different forms, however, offers the following useful insights. She believes that it is the highest state of development resulting in a deep state of rationality, but is one that does not necessarily require knowledge. Thus wisdom is different from knowledge. Rather wisdom can be argued to be about making decisions that are sound using every piece of information at their disposal. In terms of mentoring, having knowledge is not sufficient as the mentor has to display how to use that knowledge to make decisions that are sound. So not only do mentors need the knowledge of their respective jobs but they also need to display wisdom to use that knowledge in the correct manner.

Forms of mentoring

There are two forms of mentoring that take place, informal and formal. Informal mentoring is described by Inzer and Crawford (2005) as the natural coming together of a mentor and a protégé, with the view that it is a relationship based on mutual respect and friendship. They further explain that it is the type of relationship that occurs in everyday settings such as society, workplace, in a professional capacity and within families. Fagan and Walter (1982) also state that informal mentoring is natural and as such it cannot be forced or contrived. It

appears that informal mentoring is more beneficial to the learning process because those involved in the mentoring relationship are more likely to engage in psycho-social activities such as counselling, role modelling and providing friendship. Informal mentoring finds its strength in the nature of the relationship. In this case, both the mentor and the protégé want to work together for intrinsically motivated reasons. For example, it could be that the mentor sees themselves in the protégé or, the protégé see qualities in the mentor they wish to emulate (Inzer & Crawford, 2005; Garvey & Alfred, 2000; Nemanick, 2000). However, informal mentoring does have limitations. It relies on people building personal relationships with the right people. Furthermore the nature of these relationships, which develop much like friendships, means that the workplace is unlikely to provide support for either party to meet the needs of the mentoring relationship. Lastly, there are no rules or guidelines on how the relationship should develop, leading to inconsistencies and inequality of treatment (Zachary, 2010). It is argued that formal mentoring can help address some of these issues (Inzer & Crawford, 2005; Zachary, 2010).

Formal mentoring takes a more structured approach, and is often used by professionals to develop new personnel into their ranks, such as nursing, teaching and policing (Fagan & Walter, 1982; Fagan & Ayers, 1985; Williams, 2000). These early career mentoring systems are an important way for theory and practice to be bridged, but also to ensure that new entrants gain access to the written and unwritten codes of their chosen work identity.

Formal mentoring differs to informal mentoring in a number of ways. Primarily, these differences centre on the fact that it is the organisation that creates a programme or process that enables mentoring to take place (Inzer & Crawford, 2005). This includes the organisation purposefully developing the mentoring relationship by placing together two people into a mentee-mentor relationship. In doing this, however, the organisation needs to continually support the relationship. For example, a lack of oversight can be one of the biggest failings of formal mentoring programmes. Formal mentoring requires the forcing together of two people to form a working mentoring relationship. If the organisations do not have oversight then problems can occur. For example, the relationship may not be healthy due to personality conflicts so may need to be managed or re-organised (Inzer & Crawford, 2005). The mentoring process may not be tied to the

organisation's goals, which is a problem because the mentor may teach the protégé what they themselves think is required but does not actually meet the demands of the organisation (Murray, 2006). Research also suggests that informal mentors may have negative behaviours towards the organisation and/or mentee resulting in problems such as, bullying, exploitation and sabotage (Sandberg, 2008). In order to address these issues, institutional support is needed in many forms and includes, but is not limited to; training in order to successfully execute the mentoring tasks, remuneration packages, and promotional opportunities (Baugh & Fagenson, 2007; Inzer & Crawford, 2005; Fagan & Walter, 1982; Fagan & Ayers, 1985; Williams, 2000).

Another core difference between informal and formal mentoring is that informal mentors are those that are not formally recognised by the organisation but decide freely to mentor new workers. This distinction is important to make as the relationship between a mentor and protégé is a key component of mentoring. Those involved in informal mentoring find each other due to the qualities that they see in one another, just like someone would in a friendship. However, those involved in formal mentoring are forced into a mentoring relationship. This means that the motivations for those being mentors or protégés are not necessarily in part based on a mutual relationship that has been built up between the two. It may be that external motivation such as promotion, remuneration or extra training is greater than intrinsic motivations such as passing on knowledge. This may take away one of the key aspects of being a mentor, which is the personal touch, being the friend and support the protégé needs (Baugh & Fagenson, 2007; Inzer & Crawford, 2005; Williams, 2000).

The positives of mentoring

Mentoring can be a powerful tool in the transmission of knowledge and attitudes from one person to another. This can be extremely effective in a workplace context where specific skills and attitudes may be required to fulfil a role. It can also help with enhancing interpersonal relationships, for example, a mentor can help the trainee develop appropriate strategies to deal with interpersonal issues within the workplace (Rhodes, Grossman & Rensch, 2000). In terms of behaviour, a mentor can help instil a sense of psychological attachment to the context in which the relationship is embedded (Chao, Walz & Gardner, 1992). This could

assist with staff retention by ensuring those new to the organisation feel as though they are a welcomed and valued member. There is also the added benefit that the activities that both protégé and mentor engage in will be viewed positively by the protégé. Combining a positive relationship with in-depth reasoning for the job will ensure that tasks are viewed in a more positive light (Chao, et al., 1992; Payne & Huffman, 2005).

The literature suggests that mentoring within the workplace has specific positive impacts on three different groups; mentees, mentors and organisations (Billet, 2003; Inzer & Crawford, 2005). Mentees gain obvious benefits from participating within mentoring programmes. By having a guide to help transition knowledge, mentees are more likely to pick up job-related knowledge, skills and abilities. Dougherty and Dreher (2007) refer to this as the 'human capital path'. Furthermore as mentors introduce mentees into the workplace, it helps the mentee build their relationships within the workplace, while also exposing them to those who may help advance their career. In this way the mentee is also able to build their social capital, possibly allowing them to find future mentors in different areas of their organisation. This is referred to as the 'movement capital path' (Dougherty & Dreher, 2007).

Mentors themselves also reap the rewards of a mentoring relationship. Firstly, the act of being asked to be a mentor to a junior staff member can be very gratifying, resulting in an increase in status in the workplace and an acknowledgement of their own success. But there are the added benefits of learning how to teach, learning about their own job and learning how to supervise, personal development, creation of personal relationships and the opportunity to network, enhanced managerial/ supervision skills, and improved understanding of the workings of their own organisation (Eby, 2007; Billet, 2003).

Mentors have been shown to be successful in socialising the new employee into a workplace. Socialisation into a workplace provides the following benefits for organisations; they provide role clarity, a mentee will naturally have a more substantial understanding of their new role if working alongside someone who knows the role intimately. Mentees will gain more from their job when they know what they are doing and they are receiving positive feedback resulting in increased job satisfaction. These are the two key tasks that mentors complete in

their role as mentioned in the general mentoring section above (Dougherty & Dreher, 2007; Clutterbuck & Lane, 2004; Chao, 2007).

The organisation will also be in a better position to pass on its core values and attitudes to the person entering the new role. By being looked after and cared for, particularly after entering a new environment, new employees may gain a sense of organisational commitment. All of this enables an organisation to build up an effective workforce that is more satisfied within their organisation. This in turn helps with the retention of staff, a point which is reiterated throughout the literature on mentoring (Dougherty & Dreher, 2007; Clutterbuck & Lane, 2004; Chao, 2007).

Issues with mentoring

Both formal mentoring and informal mentoring have strengths and weaknesses. The nature of informal mentoring can lead to an assumption that little external support is needed as they are individualised relationships (Zachary, 2010). However, issues can arise for an organisation that relies on informal mentoring. For example, the mentoring may not be mandated within the organisation. Given that serving as a mentor can require a substantial amount of extra time to complete the duties required to be an effective mentor, it could be seen as a distraction from their normal workplace duties (Allen, Poteet & Burroughs, 1997). There is also the issue of mentors not being held to account, and a lack of formal training being provided to mentors (Collins, 2009). To help minimise some of the issues that arise from informal mentoring, a number of organisations have developed formal mentoring programmes, however, these too come with their own unique problems.

Similar to informal mentoring, there are problems surrounding the pairing up of mentor and protégé in an organisation mandated programme. In a formal mentoring relationship, the issue can be that the mentor or protégé have no choice in the selection of each other, making it harder to form a trusting friendship or relationship, considered a major factor in effective mentoring. This in turn inhibits the core reason for having a mentor, the ability to transition knowledge (Cotton, Millar & Ragins, 2000). There also needs to be certain criteria around the selection of the mentor, with considerations given to their knowledge and capability. Mentors need to have good interpersonal and counselling skills. They

need to be able to provide constructive criticism and feedback around the development that the mentee has undergone. Further to this, they need to be good at their job and be respected within the organisation (Inzer & Crawford, 2005).

Those who are selecting mentors must be careful that the selected mentors do not hold negative qualities such as being prone to stereotypes, being inexperienced or judgemental. A mentor holding these negative qualities is likely to treat their protégé in an unfair manner and possibly not build the trusting relationship that is required of a successful mentor/ protégé relationship. There is also the risk that negative attitudes will be passed onto the protégé, as it is argued that they pick up the traits of their mentors (Eisenburg, 1981).

As formal mentoring programmes rely on bringing together two people into what is supposed to be a mutual relationship, training is required to ensure mentors are properly equipped for the role. An individual being an expert in their own professional field does not mean that they will also be a good mentor. An organisation can help accomplish this development, not by directly intervening in the mentoring relationship, but by facilitating training to develop both the protégé and mentor (Inzer & Crawford, 2005; Rowley, 1999). Garvey and Alfred (2000) found that experiential workshops were the best method to train mentors, however, they are rarely used by organisations.

Billett (2003), in his research based on mentors, found that time as a resource was a dominant issue. This included the identification that mentors needed to assign time for preparation of mentoring as well as the actual time spent completing the activities and that this requirement of time placed pressure on the organisation and mentors. This is supported by Allen, et al (1997), who found that time and work demands were a main contributing workplace factor that inhibited effective mentoring. A way to mitigate the issues mentioned above is to provide quality training to build the skills necessary to become a good mentor and provide the mentors with the time to prepare for and conduct the mentoring relationship.

Early career mentoring

Early career mentoring is workplace mentoring, however, its focus is placed on those people who are newly entering into their profession or new workplace. As previously discussed, many professions use it as it is an effective way to transition

new members' knowledge into practical experience. Early career mentoring is a concept that has been used by many professions to induct and train their respective new members. As can be seen above, formal mentoring programmes come with many benefits which organisations can capitalise on in the development of their staff. Carter and Francis (2001) believe that early career mentoring is crucial for the long term development of teachers in the education profession. Other professions such as health (Byrne & Keefe, 2004) and academia (Sedlacek, Benjamin, Schlosser, Sheu, 2007) have also illustrated the benefits of early career mentoring in their respective fields. These benefits include the preparation of the protégé for advancement throughout their career, and an enhanced sense of competence, identity and workplace effectiveness on the part of the protégé (Arnold & Johnson, 1997). The next section will examine two different professions that are known to use early career mentoring.

Teachers and Nurses mentoring

Both teaching and nursing have some similarities to police in terms of their workplace identity as well as their education and teaching approaches. For example, all three are public sector professions, responsible for what are considered essential services in westernised countries as part of the welfare state (Cheyne, O'Brien, & Belgrave, 2008). Mentoring has increasingly been used in teaching since the late 1980's, with many education institutions building the mentoring relationship into the tertiary degree programmes through work placements. Nursing has a long history of work placements, which also include a mentoring system. Nursing, teaching and policing, although completely different jobs, have a lot in common in the way they train for their respective profession. All go through formal off-the-job educational process and then take that accumulated knowledge and transition it into practical working knowledge before they are considered competent in their profession. The similarities that these professions share in terms of workplace and work-based learning make them an appropriate basis to compare and evaluate against each other.

Given the importance of the work placement in securing the entrance into the profession for students of teaching and nursing, a wide range of research on this process has been conducted. Many of these studies have more recently focussed on the experiences of the mentees, which is a different approach from that taken in

the general workplace mentoring literature. The general workplace mentoring literature tends to give perspectives from both parties. This section explores some of the benefits and disadvantages of mentoring systems for both teaching and nursing in order to provide more specific examples of issues in mentoring.

Research on these mentoring programmes has identified the following advantages for both mentors and protégés. For the mentor there is the positive impact on their professional and personal development. Being a mentor can allow those that are seeking promotion the opportunity to develop staff in their own unique way, allowing them to build their supervisory and coaching skills. Along with personal growth, is the pride and satisfaction that a mentor may feel in the development of their mentee, providing motivation and a new reason to come to work (Hagger & McIntyre, 2006). For example, mentors have been recognised to play a key role in the socialisation of new teachers. This socialisation helps mentees to adopt the norms, standards and expectations of their new profession and even the schools in which they teach (Bullough & Draper, 2004). A mentor needs to be trustworthy and maintain confidentiality regarding the ideals, goals and dreams that are shared by the mentees. In conjunction with this, it is noted that the mentor should enjoy the success of the mentee, feeling pride with their personal and professional growth (Allen, 2006).

Mentees involved in teaching mentor programmes have reduced feelings of isolation, increased confidence and self-esteem (Bullough, 2005). They also have greater professional growth with improved self-reflection and problem solving capacities (Hagger & McIntyre, 2006). One of the more noted benefits was the provision for emotional and psychological support. This type of support, in addition to increasing morale, can increase retention as mentees feel a stronger psychological connection to their profession through the relationship with their mentor (Bullough, 2005).

There are also benefits to the organisation as a result of mentoring programmes. The mentoring of nurses has major benefits for the organisation as it helps build leadership capabilities and increases the retention of staff. By encouraging those nurses that are willing and able to mentor, an organisation is more likely to successfully integrate staff into their workplace. That in turn leads those mentors to grow in terms of leadership by developing and supervising staff. By having a

mentor, mentees will have an increase in access to information, self-esteem, job satisfaction and professionalism. This in turn has the added benefit of decreasing stress, worry, absenteeism and waste, providing not only benefit to the individuals but also to the organisation (Allen, 2006). The benefits to the organisation are obvious, however, caution must be taken to ensure that mentoring programmes are adapted and supported in a manner that is suitable to the organisation. Failing to do so could result in the above benefits being compromised (Billet, 2003; Allen et al, 1997; Allen, 2006).

The literature also identified disadvantages and issues with the mentoring systems and programmes. An increase in workloads, at times completely unmanageable, can result from the mentors' normal work tasks being combined with their mentoring duties. This carries the risk that mentors become either disengaged from their duties or they sacrifice the mentoring relationship in order to keep up to date with their 'real' job (Lee & Feng, 2007). This is a common theme in the literature on workplace mentoring (Tyler & McKenzie, 2011; Billet, 2003; Allen, et al., 1997).

Another problem area stems from the disposition of the mentor. For example, some mentors may feel a level of job insecurity, nervousness, and even inadequacy. This results from one of two areas; first, they may feel that their teaching methods are being judged by mentees. Second, the mentees may express ideas that are better or more up-to-date than the mentor (Bullough & Draper, 2004). This can lead to bullying or negativity between the mentor and mentee. There is the risk that mentors will feel isolated in their roles. When mentors are left on their own, with no form of support from either each other or the organisation, they can become confused and disengaged from their mentoring role.

As can be seen in both teaching and nursing specific mentoring research, there are common themes that are prevalent in the wider literature on mentoring. Therefore it is possible to extrapolate out from the nursing and teaching literature to better understand the benefits and difficulties of early career mentoring programmes in the police.

Summary

This chapter set out to investigate to what extent are the experience of those workers involved in the Field Training Officer (FTO) programme in the New Zealand Police are connected to the experiences of workers as reported in mentoring and workplace learning literature. The concept of mentoring has been described identifying some central themes including, transition, knowledge, wisdom and guidance. A more focussed examination has been undertaken with a focus on workplace mentoring, including formal and informal programmes. Alongside this was an identification of the benefits and issues that accompany these forms of mentoring. To conclude this chapter a brief examination of early career mentoring in teaching and nursing has been completed. These will be used to compare and relate to information in future chapters with the New Zealand Police FTO programme.

When compared with the in-depth interviews, the information gleaned from the above chapter will demonstrate that those involved in the New Zealand Police FTO programme do have some experiences that are comparable to those outlined in the literature. This will be discussed further in Chapter Seven.

Chapter 4: Research on Field Training Officer Programmes

Introduction

Research on Field Training Officer (FTO) programmes around the globe is minimal. Despite this, a range of police forces have adopted FTO programmes as early career mentoring programmes, to help with the induction and training of newly recruited police officers into their respective police forces. The purpose of this chapter is to outline and investigate the international research that has been completed in relation to this type of early career workplace mentoring. This chapter will be drawing from those few authors who have conducted research on FTO programmes in America, Australia and New Zealand. The earliest research that will be used is that of Eisenburg (1981) and Fagan and Ayers (1985), both of whom researched FTO programmes in the United States of America, the two research reports focused on the issues that faced those programmes. Australian authors Tyler and McKenzie (2011) give an account of the experiences of mentors in an Australian police force FTO programme, while Campbell (2009) describes the views of police recruits through their learning stages in an Australian police force. The articles focus mostly on the issues that face FTO programmes, however, there is some information that shows how these mentoring programmes are beneficial to policing organisations as well.

The last three authors, Elliott (2006), Trappitt (2007) and Collins (2009), conducted reviews of the New Zealand Police's training systems. Elliott (2006) was the only New Zealand author that focussed solely on the FTO programme of the New Zealand Police. The focus of this literature review is on the FTO programme section of their reports. The Elliott (2006), Trappitt (2007) and Collins (2009) findings will be discussed in greater detail in Chapter Five to provide a more specific New Zealand context to the FTO programme the New Zealand Police have adopted.

The structure of this chapter is as follows; the first section describes the history of the FTO programme, providing definitions and the key concepts that make up an FTO programme. This will be taken from an American San Jose Police Department (SJPd), as they were the first recorded police department to start

using FTO programmes (San Jose Police Department, 2015). They also train other police departments in implementing and developing FTO programmes. Second, the benefits and issues of FTO programmes will be discussed in reference to the research described above. A summary of some of the recommendations from these reports will also be detailed. The findings from this chapter will later be used to compare with the data gathered from the in-depth interviews.

Field Training Officer Programme

History

Formal FTO programmes began in the United States of America, created by Lieutenant Robert Allen from the SJPd in the summer of 1971 (San Jose Police Department, 2015). The original purpose of the FTO programme was to pair new police officers with veterans who were to provide training and mentoring in a structured manner. This was an innovative programme at the time and was aimed at developing the skills of new police officers in a more formal manner (San Jose Police Department, 2015). The SJPd were the first to start using the programme to train new police officers and are still using it to this day. The SJPd (2015) website⁷ provides the best resource in explaining the concepts and ideals of a police focused FTO programme.

The programme is designed to take new police officers and pair them with veterans in order to provide on-the-job training. The mentoring relationship and training package is designed to develop the skills and abilities of the new police officer or 'rookie' to a point where they can work by themselves.

- The training generally takes 17 - 20 weeks and is provided by Field Training Officers (FTO's) and sergeants, both of whom are specifically trained to train new police officers on the job.
- The new police members are required to meet the requirements of specific performance categories before being certified to carry out solo patrols. This is administered by the FTO programme and includes being interviewed by a senior member of the police to assess whether the rookie has the knowledge of the job they are doing.

⁷ <http://www.sjpd.org/>

- FTO's take on dual positions where they take responsible for the training of new staff in conjunction with their usual policing duties.
- The FTO programme provides a 40 hour seminar for new FTO's and sergeants that are involved in the programme. This is focussed on how to implement the FTO programme, what procedures are required to implement it and some basic skills around mentoring and coaching. The sergeants are in charge of supervising FTO's so need to understand the programme.

The SJPd also provides training to other police forces in the United States of America so that they too can create their own form of FTO programme. Given its leadership in the development and proliferation of the FTO programme, SJPd's description can be described as typical of other FTO programmes.

Benefits of FTO programmes

This section outlines some of the benefits that researchers have identified in FTO programmes from America, Australia and New Zealand. Sparfka and Kranda (2003) produced a report for the International Association of Police Chiefs entitled *'Institutionalizing Mentoring into Police Departments'*. In this report they highlighted the benefits of formal mentoring with a particular focus on FTO's. This report was produced for a specific audience, police departments, and so is tailored accordingly. However, some important points can be taken from this report that are helpful in defining FTO programmes and how they benefit police organisations across the board, such as; all employees gain the benefit of belonging to a mentoring relationship (See Chapter Three for benefits).

Socialisation

Mentoring programmes promote loyalty within their respective organisations and create a feeling of inclusiveness amongst new staff (see teaching research for similar finding). The formal FTO programmes, through its processes, identify goals, and create structures and procedures to help those operating in the programme complete those goals. This is applicable to both the mentor, who will have goals of their own professional development and the protégé, who will be wanting to complete their workplace learning in a required timeframe (Sparfka & Kranda, 2003; Allen, 2006). The FTO's role is to manage the learning experience

of the mentee. They fulfil this role by guiding the mentee through real life situations and in turn imparting their wisdom with the mentee. This is a transition of knowledge from the more senior, experienced person to the less experienced new member of staff (Daloz, 1999; Fagan & Ayers, 1985; Allen, 2006; Tyler & McKenzie, 2011).

Thus the FTO programme allows for an easier transition for new police officers coming from classroom-based situations, where they generally start their training into the real life setting. This then benefits both the organisation and the individuals involved as there is a greater feeling of inclusion expressed by those new police officers. This socialisation process teaches new members all the behind the scene aspects of their profession, the culture of the organisation, the politics, the code of ethics and the personal connections required to do their job. This is true also of teaching and nursing as was discussed by Bullough and Draper (2004) and Allen (2006). They both discuss that mentors have key roles in inducting new staff and passing on the necessary traits that are required to complete their job.

Professional growth of the FTO mentor

FTO programmes provide mentors with an opportunity to increase their own skill base in a variety of areas, including; supervision, leadership, management, and training. By leading protégés through the initial stages of their careers, mentors themselves gain valuable experience in handling the supervision of a member of staff (Sparfka & Kranda, 2003). This gives the FTOs the knowledge and experience that they will need when it comes to taking promotions. This benefit is not singular to the mentor. Policing organisations using FTO programmes can identify those they think will be future leaders in their organisation, using the FTO programme as a tool to develop and enhance the desired leadership skills. In the context of nursing Allen (2006) claims that the act of mentoring has major benefits for the mentor and the organisation, as it builds leadership capabilities, and also increases the retention of staff. Hagger and McIntyre (2006) illustrated that teachers benefit in the same way, by allowing those seeking promotion the opportunity to develop staff in their own way. Coupled with this increasing of skills for mentors, is the personal satisfaction that mentors may feel at the growth of their protégé. Feelings of pride and satisfaction are an additional motivating

factor for mentors to come to work (Allen, 2006; Hagger & McIntyre, 2006; Tyler & McKenzie, 2011).

Carrying on positive traits

Fagan and Ayers (1985) found that those involved in FTO programmes were generally satisfied with the programme. His study demonstrated that the probationary constables who participated in the FTO programme often took on traits of their FTO, particularly discipline, dedication and patience. Over two decades later, Tyler and McKenzie (2011) found that this was still a beneficial aspect of the programme. The traits they identified were being methodical about paperwork, being open and approachable, and being thorough. These traits are essential to policing so by having the right mentors in place, policing organisations can ensure that these professional traits are passed on from one generation to the next.

Issues with FTO programmes

Fagan and Ayers (1985) and Eisenburg (1981) were both researching FTO programmes within the American context in the early 80's. Fagan and Ayer's (1985) research was designed to find whether newly formed FTO programmes, not including the SJPd, were superior to the unstructured methods that were previously used by their law enforcement agencies (rookies being haphazardly partnered with senior members). Fagan and Ayers research also identified areas of concern that faced the FTO programmes he studied. Eisenburg (1981), an industrial psychologist and one time police officer who was trained by an FTO, completed similar research. He found six potential hazards of FTO programmes. These were identified for future FTO administrators, so that they could be aware of potential issues. Tyler and McKenzie (2011) focussed on mentors within the programme and found that while the mentoring programme was a good conduit for workplace learning, there were still several issues with the programme. Elliott (2006), Trappitt (2007) and Collins (2009) provide insights into the specific issues the New Zealand FTO programme faces. Some of the weaknesses or issues discovered by the authors will now be discussed in thematic groups.

Recruitment of FTO mentors

The issue of selecting the right police officer to take on the role of FTO was raised by several of the authors (Fagan and Ayers, 1985; Eisenburg, 1981; Elliott, 2006; Trappitt, 2007; Collins, 2009). As FTO programmes are formal mentoring programmes, it is essential that the right people are selected as FTOs, as they will need to be someone who is knowledgeable and personable with a wide range of people. As Inzer and Crawford (2005) outlined they also need to be respected within the organisation and seen by the mentee as having knowledge worth acquiring. Both Fagan and Ayers (1985) and Eisenburg (1981) found that the FTO programmes had selection issues in relation to the mentors' experience and ability. Just because someone is a good police officer does not mean that they will make a good FTO. Eisenburg (1981) discussed FTOs who are too judgemental, for example, those who are unable to see past the personality and judge someone on their merits. Of note Fagan and Ayers (1985) stated that this could also lead to negative stereotyping of recruits by mentors, particularly females and ethnic minorities, however, this issue has not been raised in other reports.

Selectors must take into account a number of criteria, looking for those who are patient, are nurturing in a way that allows the probationer to grow individually, and those who have a desire to teach. They must also be tolerant of a diverse range of people from different backgrounds, ages, sex, and cultures (Fagan & Ayers, 1985). The New Zealand reviews found that the selection of FTOs is done by the senior officer in the station. They also identified that generally there is no selection panel for the FTOs, they are simply picked by the sergeant in charge of the section or by the senior sergeant in charge of a station (Trappitt, 2007; Collins, 2009). Elliott (2006) identified this as a problem as at times it appeared that FTOs were being selected based on the fact that they were 'good' police officers. He claimed that instead they should also have to display coaching and mentoring skills.

Time

The burden of time (see Chapter Three) was discussed by both Fagan and Ayers (1985), and Tyler and McKenzie (2011) as impeding on the duties of being an FTO as they were generally not provided with extra time to complete their mentoring duties. FTOs need to complete their daily activities in addition to their

mentoring. The time pressure can cause issues for both the mentor and the young officers being mentored. If there is no extra time put aside for the FTO duties to be completed, in the demanding job of policing this can mean that the mentoring duties are put aside to carry out the day to day function, inhibiting the learning of the protégé. Tyler and McKenzie (2011) reaffirmed Fagan and Ayers (1985) earlier finding that the work of being a mentor coupled with the normal duties the person must complete can become a significant burden. Fagan and Ayers (1985) argued that time pressure is something that must be recognised by FTO administrators, and allowances made to promote for the growth of the mentoring relationship. This is an issue that was mentioned across policing, nursing and teaching, leading to mentors, at times, having to give up the duties of being a mentor as their everyday job needs to take precedence. This choice is obviously at the expense of the mentee. If mentors did not give up their mentoring duties then their usual duties would not get completed, to the detriment of their usual job. The organisations that employ these mentors expect them to carry out both, and generally without any extra time allocated for it to happen (Tyler & McKenzie, 2011; Fagan & Ayers, 1985; Lee & Feng, 2007).

Training FTO's and probationers

Training for both the FTO and mentors was discussed by all authors. Elliott (2006) found that in some districts in New Zealand there was minimal to no training provided to mentors in the FTO programme. Once in the role, Tyler and McKenzie (2011) found that there was a lack of information sharing between the FTOs. There was no system in place to allow FTOs to exchange ideas and be involved in conversations on 'how to mentor'. This was coupled with a lack of training on how to transition knowledge into practice. Participants from their research suggested that they would like a chance to be able to network with other FTOs in order to exchange ideas and concepts. Fagan and Ayers (1985) discussed issues of training within a different context. He outlined some of the limits to training by claiming, in order to ensure fairness and consistent treatment of all probationary workers, the police aim to standardise field training, which sacrifices the benefits that a one-on-one relationship bring to mentoring. Both Fagan and Ayers (1985) and Eisenburg (1981) further elaborated on this by stating that FTO programmes can emphasise evaluation to the point where they inhibit good teaching. As a result of standardisation many FTOs complained of having to be

both evaluator (written reports/ dealing with public etc) and mentor. This dual role created tension, which would de-tract from the building of a successful mentor/ protégé relationship. These findings demonstrate that changes made to the FTO programme can often create further problems, adding to the pressure for both officer and rookie.

The length of time that probationary constables spend with their respective FTOs was a topic of concern for Fagan and Ayers (1985). His research found that probationers and FTOs viewed the programmes as too short (defined as less than three months). Fagan and Ayers (1985) argued that three months was the minimum required to develop an effective mentoring relationship. Collins (2009) identified a similar problem, however in a more day-to-day context. Collins argued that a probationary constable will only spend limited time with an FTO and this was dependant on how much time the FTO or supervisor believes is suitable. This level of variation can be problematic as the mentoring relationship takes time to build. If the programme is too short then the learning of the probationary constable will be compromised.

Some other issues identified were specific to the research conducted by individual researchers. Eisenburg (1981) found that FTOs can be put into a position where they hold too much authority over their trainees, to the detriment of their mentoring ability. This is referred to as the inferior/ superior syndrome where the FTOs see themselves as superior to their inferior probationers. This can in turn lead to bullying where probationers, the inferiors, are treated in that exact way. The research also suggested that mentors should be senior colleagues but not senior in ranking. The mentoring relationship can be strained if the mentor holds a rank that is a lot higher than that of the mentee. The situation may be one where the mentor will have to discipline the mentee, creating negative tensions (Fagan & Ayers, 1985; Eisenburg, 1981; Allen, 2006).

Recommendations for change

Tyler and McKenzie (2011) discussed the following points as a form of moving forward with FTOs in their research. They argue for the creation of a learning space that is devoted to the 'how' of mentoring, a place where FTOs can gather and exchange ideas with each other about the role of a FTO. In line with this train

of thought, they also raised the point that explicit engagement by FTOs through relevant workshops could enhance their knowledge and ability to transfer skill to protégés. Lastly they believed that a mechanism for feedback from the protégés to the FTOs would be of great benefit to the professional development of the FTOs. This mechanism should be developed in conjunction with FTOs so that appropriate feedback is given.

Fagan and Ayers (1985) also made recommendations to improve the United States FTO programme that they researched. These included; a need for smaller training classes so that less FTOs would be needed and rotating the FTOs every six to eight weeks instead of every four. They also suggested being more selective of who can take on the role of FTO. They reiterated the point that just because someone is a good police officer does not mean they will necessarily be an appropriate FTO. They also identified traits that FTOs should hold including being patient, nurturing, and having a desire to teach. They argued that FTOs should be screened to remove those that resent the presence of minority groups. According to Fagan and Ayers (1985), FTOs need more training, especially on how to evaluate the performance of rookies consistently. Like Tyler and McKenzie (2011), the authors suggest sending FTOs on a retreat once or twice a year for networking and to discuss their role. One other interesting point the authors raised was that of having FTOs wear plain clothes while on patrol with the rookies. This was suggested so that the rookie cannot naturally fall back on the FTO mentor when faced with a difficult interpersonal situation or conflict with the general public.

Eisenburg (1981) made recommendations for those that administer FTO programmes, identifying six potential problems they may encounter; an overemphasis on technical skills, more evaluation than teaching, stereotyping recruits, programmes that are too short (less than three months) or too demanding, FTOs who are too young or inexperienced and FTOs who judge more on personality than actual skill. It is recommended that these concerns be taken on board whenever an FTO programme is to be implemented in a policing capacity.

Summary

FTO programmes have been operating in the United States of America since the early 1970's. During this time the ideals of the FTO programmes have spread, not only throughout America but into other countries including Australia and New Zealand. These formal mentoring programmes aim at pairing new police officers with veterans to transition the knowledge the rookie has gained in the classroom into practical application. As with any formal mentoring programme there are issues, and the police FTO programmes are not immune to these. Some of the benefits include socialisation, and the passing on of traits. Issues include the burden of time, selection issues, training for both mentors and protégés and the length of time of the mentoring relationship. Throughout this section comparisons were made with teaching and nursing to show how these fields are similar to policing. This chapter concluded with a section on recommendations from Tyler and McKenzie (2011), and Fagan and Ayers (1985), giving a brief example of how some of the issues faced by FTO programmes could be addressed.

Chapter 5: The New Zealand Police

Introduction

The New Zealand Police have commissioned or completed several internal reviews of the FTO programme in order to evaluate its performance. However, only one of these reviews, that of Elliott (2006), a consultant was solely focussed on the FTO programme. Superintendent Trappitt completed a general review of training in 2007, however, his work only contained a small section on FTOs. The most recent report on training in the New Zealand Police was written by Collins, a consultant, in 2009 and again this was not focussed on FTOs but more generally on training practices across the organisation. My research hopes to add to the knowledge of the training systems of the New Zealand Police, thereby improving how staff are trained and supported in the training of others.

The purpose of this chapter is to describe the context of the New Zealand Police politically and in terms of its broad education and training policies. As part of this, the early career formal mentoring and training scheme (the FTO programme) adopted by the New Zealand Police in 2003 will also be described.

This chapter includes three sections. The first section is a discussion of the current hegemonic ideology that influences the policy and practice of the New Zealand government (Cheyne, et al., 2008). This has been included to help explain the outside influences and political environment that influences the implementation and management of the FTO programme. The second section is a brief description of the workplace training and education that takes place within the New Zealand Police Service. This provides a context to the wider training system that the FTO programme operates within. The third and final section explores the policy documents obtained from the New Zealand Police through the Official Information Act request. These four documents will provide definitions and an account of some of the benefits and issues of the FTO programme that have been identified by the internal reviews conducted for and by the New Zealand Police.

Ideology

It is important to understand the political climate under which New Zealand Police operate in order to get a better understanding of the strengths and constraints involved for the organisation's operation. The New Zealand Police

currently operate under a policy and practice framework shaped predominantly by neoliberal values. This section will first define, ideology, hegemony and neoliberalism broadly and then outline the impact of this ideology on the public sector. Finally, this section will discuss the specific relationship between neoliberalism and education.

First the concept of ideology, this can be defined as a grouping of beliefs, attitudes and opinions that a group, organisation or society hold to be true or important (Larrain, 1979; Law, 2005). Hegemony is described as how the domination of one class over another is achieved through a combination of political and ideological means (Anderson, 1976; Law 2005; Cheyne, et al., 2008). Therefore when an ideology is hegemonic in a society it is in prominence and the values and beliefs of that ideology are considered important to or normalised in that society.

Neoliberalism is a political ideology based in part on the neo-classical theory of supply and demand, whereby the free market determines the price without interference from government or any other agencies such as trade unions or international institutions (Olssen, 2001). This set of values leads to a deregulation of the labour markets, privatisation and retrenchment of the public sector, minimization of the size of the government and an increase in the scope for competitive forces within the market (Tickell & Peck, 2003; Standing, 2002).

Neoliberalism has a set of guidelines that have been expressed in a document called the Washington consensus. This document puts forward ten economic policies, neoliberal in nature, to be adopted by countries (Standing, 2002). The main policies which effect workers' education and training are; deregulation of the labour market, diminished public spending, privatisation, and flexible labour markets (Standing, 2002). Instead of the government taking an active role in the markets, they take a laissez faire approach. Significantly, for the New Zealand Police, governments who adopt these values restrain and even cut spending in the public sector.

In the context of New Zealand, neo-liberalism began impacting government policy and practice during the Fourth Labour government (1984-1990). A number of changes were made to New Zealand's economic policy, bringing it more in line with neoliberalism that are now known as Rogernomics. Rogernomics is a complex set of economic policies that can be characterised by market-led

restructuring, deregulation and the control of inflation through a tight monetary policy (Peet, 2012; Cheyne et al., 2008). These changes were intensified by the policies put in place by the 1990-1999 National government. The Fifth Labour-led government pursued a more third way approach but continued to emphasis accountability and place pressure on public institutions to create savings (Cheyne, et al., 2008; Piercy, 2011). The third way can be described as a centralist political movement that seeks the revival of social democratic values such as social justice and community responsibility, while also preserving the achievements of the neoliberal policies (Duncan, 2004; Powell, 2003). These kinds of budget constraints have only been intensified under the current National-led government since the global financial crisis in 2008 (Giesecke & Schilling, 2010; Batters, 2010; Whitman, 2012).

As a public service, the New Zealand Police experienced a budget freeze over the last five years. When inflation is taken into account, this has resulted in a 40 million dollar cut to their operating funds each year (Vance, 2014). This reflects a neoliberal approach to restrained spending on public services, and can be described as a policy practice that can have severe consequences to the operating procedures of public sector organisations. Neoliberalism is characterised by a reduction of the state across the board, allowing for greater freedoms of the markets to operate. As a public institution, the police must now compete with other government agencies to receive the funding that they require. This competitive supply of public funds effectively reduces the amount of money that public services have at their disposal. By reducing the amount of money that public sector organisations like the police have, organisations begin to cut funding in areas that they view as unnecessary to ensure that they can meet the operational demands of their organisation (Giesecke & Schilling, 2010; Olssen, 2001). However, what is deemed to be unnecessary is a value judgement and is also effected by the values in the political environment. The other option open to the public sector is to use contracts as the basis of their services they provide. This way they can obtain the best agent to carry out the service that they require, creating further tension, rivalry and unnecessary duplication of resources. This option is referred to as agency theory (Olssen, 2001; Cheyne et al., 2008)

A final comment to make on the current ideology is that education under a neoliberal government is typically viewed as a commodity. Human capital theory

(HCT) provides a simple way of examining education under a neoliberal ideology. HCT in basic terms states that by investing in humans with education, they gain capital value and this can be used to increase the productivity of the economy (Schultz, 1960; Marginson, 2003). Neoliberals view individuals having an education as a commodity that can be exchanged for economic value and argue that it is an individual's choice as to how they are educated and to what level. To this end, education can be viewed as the responsibility of the individual, something they must do for themselves if they want to be competitive in the labour market and ensure they can sell their labour at the top price. This private rate of return from education is what drives individuals to invest in private education. If the rate of return is not higher than the investment cost then neoliberals would argue that there is market failure for that type of education. However, the telling point to take from this is again the reduction of input from the government in further education (Olssen, 2001). If the government itself transfers the risk and costs of education and training to individuals seeking to make themselves more competitive in the labour market it is understandable that public sector organisations will also wish to transfer the costs of education away from themselves as well. This flows on to encourage competitiveness within the labour market as individuals suddenly need to become more competitive for jobs not only within their own firms but also at an international level; leading to the negative effect of insecurities within the labour market (Standing, 2002).

Workplace learning in the New Zealand Police Service

Introduction

Training within the New Zealand Police occurs throughout an officer's career and is delivered in a number of different ways. The core of initial police training is undertaken at the Royal New Zealand Police College (RNZPC). RNZPC is overseen by the Training Service Centre (TSC)⁸ which is responsible for training programmes both at a national level and district level. The New Zealand Police have several distinct groups governing training, which will be explained here. A major review of the initial training of police was recently conducted and as a result of this review numerous changes have been made to the overall training

⁸ The TSC is the overarching service centre that is responsible for the training of the New Zealand Police. It includes the RNZPC and other staff that are directly involved in the training and development of staff.

package of new police constables. This new package, called 'Career Foundation Initial Training' (CFIT), is a four stage process that starts with pre-police college learning syllabus, a course at the RNZPC, post college workplace training (FTO's) and qualification to the rank of constable. Please note that CFIT was been introduced into the New Zealand Police in late 2015, and as such will not be a part of this research.

Initial training

To join the New Zealand Police a person must first make contact with police recruiting, generally through the website, newcops⁹. The district which an applicant decides to join will determine which recruiting unit the organisation will use. District recruiting has been centralised into the two main stations, Auckland and Wellington. Trappitt (2007) described three working groups that were involved in the recruitment and training of a new police officer; district recruiting, the RNZPC, and the district group (Trappitt, 2007). Once an applicant is accepted into the police, they are sent to RNZPC to complete their initial 19 week off-the-job training course which introduces recruits to police culture. It also provides a theoretically driven knowledge base in a range of subjects that they will utilise once they graduate. The RNZPC is the second group involved in a new police officers career.

Once a recruit leaves the RNZPC and returns to their district, further training is at the discretion of the District Commander, their line supervisor, the workplace assessor (WPA) and Field Training Officers (FTO). These staff are considered the district group (line supervisor, WPA and FTO mentor) and are the third group involved in a new police officer's training. The district groups are most heavily involved in the training and induction of staff into their respective district (Trappitt, 2007). There is mandatory training which every police officer must undertake including defensive tactics, driver training, custodial suicide etc. This training is implemented and monitored by the TSC. However, at this point the TSC, which is primarily responsible for the initial training of a constable, loses a lot of their input into further development of those recruits. This is because while TSC design the training packages they only have very minimal overview of the administration and assessment of them; that is the responsibility of the districts.

⁹ <https://www.newcops.co.nz>

Additionally, probationary constables' ten workplace standards that they must complete to lift their probationary status and become fully fledged members of the New Zealand Police. These workplace standards are overseen by the TSC but they are assessed at a district level by the WPAs. As such a constable's capacity to complete this training is at the discretion of district level operations. These ten workplace standards over a two year period provide the formal workplace learning for probationary constables that complements mentoring found in the FTO programme.

Workplace Assessors

A WPA usually holds the rank of senior sergeant and is responsible for assessing probationary constables as they progress through their ten workplace standards. Workplace standards consist of ten modules such as domestic violence, performing road policing duties, administrative tasks etc. A probationary constable must complete these modules within the first two years of employment after the initial training at the RNZPC to attain permanent appointment. These modules cover a range of topics that a constable is expected encounter during the course of completing their normal duties (Trappitt, 2007). WPAs assist probationary constables by assessing the standards that they submit and by assisting them to achieve their workplace standards. There is a national co-ordinator that is based at the TSC in the RNZPC. Their role is to ensure national compliance with the workplace standards and to try and ensure there is consistency across the nation. However, reviews have identified that even with a national co-ordinator, there still appears to be some discrepancies in the practices of the district WPAs (Trappitt, 2007). This national WPA co-ordinator is solely responsible for the workplace standards that the probationary constable complete, not the FTO programme. Collins (2009) identified some of the issues that face WPAs within the district, for example, having the wrong person fill the role. This problem can be compounded by how each district prioritises the role, who is currently available to fill the role and the number of staff that are actually a part of the workplace standards program. Another problem is a consequence of not having enough WPAs to process all the staff that are currently completing their workplace standards. This can cause issues with staff being unable to book in meetings to get workplace assessment signed off, causing unnecessary stress for the person under-going the training. It may also mean that some assessments are

rushed and the constable does not get the appropriate formative feedback/reflective time to genuinely go over the standards. The small numbers of WPAs compromises the capacity of the assessors to provide a quality review of performance. Collins argues that the WPAs are stretched enough just supporting and signing off probationary constables ten standards. They do not have the time to complete a comprehensive evaluation of their own performance. This can cause issues if there is an underperformance by a WPA. If performance issues are not identified early then there will be an inconsistency across the nation in terms of how standards are measured. Some probationary constables may be scrutinized closely while others are signed off on a whim (Trappitt, 2007; Collins, 2009). As will be discussed later, some of these issues resemble problems faced by the FTO programme.

Senior training

The FTO programme is only one workplace learning method that is used by the New Zealand Police, and is only used to train new staff members. There are also numerous senior courses that the police run every year. These courses cover a range of topics such as leadership, dog handling, crash investigation, criminal investigation, intelligence, community policing etc. A majority of these courses are held at the RNZPC and are delivered in a classroom setting with a practical component that may be completed within the respective district of the member taking the course. An example of this process is the experience of someone who wants to become a detective. They must complete some pre-requisite exams on-line, they then complete a month long classroom based course at the RNZPC. The detective in training must then complete a number of workplace standards, a process similar to the probationary constables, within a two year time frame. At the conclusion of the workplace standards they must complete a qualification course at the RNZPC before becoming qualified detective. There are also qualifications that staff have to complete on a regular basis which include defensive tactics, driver training and first aid.

New Zealand FTO programme

Probationary constables require direction after their initial training at the RNZPC to allow them to become professionals in their own right. As outlined in the

previous chapter, like many professions, the majority of police officers develop their job identity, knowledge and skills through real life experiences, providing relevant contextual learning (Smith, Sanders, Norsworthy, Barthow, Miles, Ozanne, Weydeman, 2012; Hobson, Ashby, Malderez, Tomlinson, 2009; Lunt, et al., 1992). This situated workplace learning has been incorporated into a formal mentoring programme within the New Zealand Police. The nature of policing requires that the mentoring received from FTO's is comprehensive and professional whilst meeting the needs of their probationary constable (Collins, 2009). The FTO programme has been designed to allow for the purposeful coming together of a mentor and protégé to encourage the growth of the protégé (Inzer & Crawford, 2005; Trappitt, 2007). It differs from an informal system as it does not rely on a natural coming together of two individuals. Rather, it is a structured system that has its own programmes of study, selection process, salary benefit and even a position description.

History

The FTO programme of the New Zealand Police was introduced in 2003 as a part of the collective employment bargaining process that year. The purpose of its introduction was largely due to the retention issues of staff on General Duties Branch¹⁰ that the police faced at that time, especially in Auckland. The thinking was that the majority of probationary constables in New Zealand would come from the Auckland area and so they would have the larger number of FTOs. It was decided that these FTOs would receive a \$2,500 allowance as an incentive. The programme was also developed to provide coaching and mentoring to probationary constables (Elliott, 2006). Before the FTO programme was introduced to the New Zealand Police, the induction and on-the-job training of staff was the responsibility of that staff member's sergeant or supervisor. Senior members on the section would also assist where required. This approach meant that the training of probationers would completely depend on how section members and the supervisors viewed the needs of their probationer. The FTO programme was supposed to help with the retention of senior staff on the frontline by offering some senior officers an incentive to stay, these retention issues

¹⁰ General duties branch is the name given to those police officers who work in a 'front line' capacity. It is their job to respond to calls for service from members of public. They also complete road policing duties. They have now been renamed and are now Public Safety Teams (PST)

however have yet to be addressed by the FTO programme. This is discussed in more detail in Chapter Eight.

Policy framework of the FTO programme

Specific policy documents were collected from the New Zealand Police under an official information request (see appendix A). These documents have subsequently been used to provide some context and definitions of the New Zealand Police FTO programme. The four that are used include; the position description for FTOs, a review of the FTO programme by Mike Elliott (2006) an employee of HR solutions, a review of training in the New Zealand Police written by Superintendent Trappitt (2007) a senior member of the New Zealand Police and a review of district training within the New Zealand Police completed by Nicole Collins (2009), an independent consultant working for the New Zealand Police. All four of these documents were thematically analysed as discussed in Chapter Two.

Position description for Field Training Officer, from the New Zealand Police (New Zealand Police, 2009)

The position description for FTOs states the purpose of the FTO is to:

- work with probationary members of the police,
- debrief probationary members on their learning experiences, and
- provide on the job training and mentoring to probationers to the point where they may work by themselves (New Zealand Police, 2009).

The position description spells out the general terms of what is expected of an FTO. This document defines what an FTO is in reference to the New Zealand Police and is broken up into three main sections; compulsory requirements, purpose, and key accountabilities. The compulsory requirement section includes; having permanent appointment where a constable has completed all workplace training and now holds the permanent rank of constable. The FTO also needs to have had an acceptable performance appraisal for the last year and an acceptable disciplinary record. Furthermore they need to have completed all qualifications needed for frontline officers including, first aid, defensive tactics and fitness.

The next section outlines the purpose of the programme. It states that the position requires an FTO to work with probationary constables through the initial stages of

their career. Alongside this they are to plan and debrief probationary constables on their learning experiences, be a positive role model, and provide on-the-job training to upskill probationary constables to a point where they can work by themselves. Key accountabilities for an FTO include; general duties, training and education, professionalism and relationship building. In the education section, it describes the role of FTO as being a mentor of probationary constables, actively promoting learning opportunities for them.

The key sections of this document that are useful for this research are the definition of the role of an FTO and the expectations that the New Zealand Police have for them as stated above. This document clearly stipulates that the FTO programme is a formal mentoring programme requiring the forced pairing of FTO (mentor) and probationary constable (protégé), and assisting probationary constables in the transition of knowledge into practical skills.

FTO programme under review

In 2006 a review on the FTO programme was carried out by Mike Elliott. The purpose of this review stemmed from a report by the auditor general¹¹ in 2005 who raised concerns about the FTO programme. These concerns were that the FTO programme may have contributed to difficulties of recruitment to the Criminal Investigation Branch¹² (CIB), and that there are no national assessment systems in place relating to the role for either the probationer or FTO (Elliott, 2006). Elliott conducted interviews and focus groups on a range of people that were involved in the FTO programme. These people included the HR manager, an association representative, FTOs, probationary constables, and supervisors of frontline police.

In October 2006, the Deputy Commissioner in charge of Resource Management¹³ commissioned a separate study to assess training in the New Zealand Police. The primary purpose of this review was to assess whether the Training Service Centre (TSC) was strategically placed to meet the demands of policing in the 21st

¹¹ This report was titled *New Zealand Police: Dealing with dwelling burglary*.

¹² CIB is the department within the police that are commonly referred to as Detectives. They investigate serious crime.

¹³ The Deputy Commissioner Resource Management is one of the highest ranking members of the New Zealand Police. They are in charge of resource management, the position is a part of the police executive alongside the commissioner of the New Zealand Police.

Century. Part of this study examined the support given to recruits making the transition to probationary constables. Trappitt (2007) completed the study by conducting numerous interviews investigating the various topics related to police training.

Trappitt (2007) argues that the FTO programme was designed to emulate other professions like teaching and nursing in the induction and mentoring of new staff. Such mentoring programmes pair more experienced professionals with new staff in order to pass on the senior staff members experience and knowledge in the hope of competence and expertise (Schwille, 2008; Fagan & Walter, 1982). By guiding the experiential learning of new staff, mentors assist new recruits through stressful transitional periods with the aim, Young (2009) argues, of increasing retention levels.

Two years later Collins (2009) completed a review of district training for the New Zealand Police, specifically focussing on TSC's structures and services. This review was exhaustive in its coverage of topics relating to the police training, including the FTO programme, even though this programme sits outside of the purview of the TSC. The report provided insight to the concerns of FTOs and probationary constables currently in the FTO programme. Collins (2009) found that the level of formality of the FTO programme depends heavily on the district in which the programme is located. Some districts have more robust systems around the work an FTO does, how they report that work, the way they are selected and the training they receive. Whereas other districts have no formal programme in place. There was also variability in the ways in which staff were recruited to the mentorship role in the programme. For example, some FTOs are placed into their position based on their length of service whilst others are put through a selection process to ensure they have the right qualities to be an FTO. An inconsistent programme, with deviations depending on location means that not all recruits will receive the same training. This inconsistency undermines the aims and effectiveness of the FTO programme in New Zealand. However, I also argue that Collins research needs up-dating. A more in-depth examination of the FTO programme is needed to gauge the success and failures of these mentoring efforts. This information can be then utilised to inform policy, developing best practice to be spread throughout the country. This research, in part, addresses this important need. The following section details the outcomes of these reviews in more detail.

Report to New Zealand Police (Elliott, 2006) “Evaluation of Field Training Officers”

The report authored by Elliott (2006) was, in part, a response to the auditor general’s recommendation that the New Zealand Police undertake a formal evaluation of the FTO role. The sole focus of the report was to examine the FTO programme by conducting interviews with different people involved in the FTO programme including; the HR manager of the police, supervisors, a police Association representative, FTOs and probationary constables. Five main evaluation points included the availability and utilisation of FTOs, access to FTOs for probationary constables, the quality and quantity of FTO training, the awareness and support of FTOs, and the level of consistency across the training in the selection, training and monitoring of FTOs. This report will now be examined with the main points highlighted. At the conclusion of this section the recommendations from Elliott’s (2006) report will be stated. These can then be used as a reflection point when the next two policy documents are discussed. This review only covered five policing districts and was criticised for not including rural areas in its review.

This discussion will start with the findings from the focus groups of probationary constables involved in the FTO programme. Elliott (2006) identified nine themes. The first three themes to be discussed are all in relation to the gaining of permanent appointment by probationary constables. The first theme highlighted by Elliott was that there was not a lot of incentive for obtaining the permanent appointment. A lot of the probationers complained that there was not enough time during work hours to gather the evidence required to have their workplace standards signed off on, which meant that they often would return to work on days off to gather the evidence. This was coupled with the fact that FTOs did not proactively assist probationers with their workplace standards. One district did have a formal process that provided guidance to the probationers on behalf of the FTOs, with the WPAs taking an active role in how the probationers were performing on the job. In other districts it was up to the FTOs to make their own decision as to how much time and input they gave to the probationary constables about how to do their workplace standards. The last theme highlighted for this section was that the probationers found that having to complete the university papers on top of all the normal paperwork was very demanding. There was a

general feeling of frustration that all the university papers did was add extra stress to an already stressful time (Elliott, 2006). These university papers have since been removed from the permanent appointment process and are no longer a requirement.

The next themes cover what probationers thought of their FTOs. During the focus groups, the participants highlighted the fact that the FTOs were very helpful, particularly in relation the support that they provided probationers when they attended incidents at the early stages of their career. However, the report also noted that there were times when two probationary constables were partnered up together and therefore did not have the support of the FTOs. The next theme discussed was that the FTOs were good coaches and could be a person who could provide advice, but they were not regarded as long term mentors. Probationary constables did not believe that the FTOs were true mentors and found that they did not have someone they could discuss personal or other issues with. The last theme in this section was that probationary constables felt they got very little support overall. This was a general feeling expressed from amongst the probationary constables who felt as though they did not receive adequate support in the initial stages of their career. This theme is very similar to that of not being assisted in their workplace standards (Elliott, 2006).

Some issues identified by Elliott have less to do with the FTO programme and more to do with the police generally. One was the fact that probationary constables tended to believe that they would leave General Duties Branch (GDB) as soon as they obtained permanent appointment. This stemmed from the fact that they felt there was pressure to move on. They were concerned that failure to do so would mean that they would be perceived as lacking ambition. The group discussions also highlighted that many of the probationary constables felt that the management of the police were quick to criticise when things went wrong but seldom provided praise for a job well done. This tended to be from the supervisors and up. However, the review highlighted that the FTOs in contrast were actually good at providing praise of a job well done. The last theme to be mentioned is that the general paperwork requirements could be overwhelming for new recruits. It was mentioned by the probationary constables that there was a lot of paperwork that needed to be completed adding to the demanding nature of the job (Elliott, 2006).

Elliott (2006) did not break down the interviews with the FTOs into themes, instead he wrote the questions he asked and summarised the answers that he received. The main points that relate to this research will be summarised here. The main themes I identified from Elliott's (2006) discussion with his cohort of FTOs was the selection of FTO's, the allowance, the role of the FTO, and impediments to the role of FTO. Elliott (2006) described the programme as having no consistent or robust approach in the selection of FTOs. This was further elaborated on with the illustration of one district adopting the method of shoulder tapping people to become FTOs or with FTOs being appointed to the role just to fill the numbers. This approach seemed to be based on appointing those that were good police officers, rather than recruiting officers who had a genuine desire to mentor and teach probationers. The allowance was also raised in the discussions. Some FTOs spoke of how the allowance was an incentive to become an FTO and at the same time the money acted as an incentive to stay on GDB. Elliott (2006) noted that it appeared to him that the allowance was the reason why officers became FTOs, as opposed to actually be a workplace mentor. However, a smaller amount of FTOs commented that they would continue to be FTOs even without the allowance as they had a genuine desire to teach (Elliott, 2006). The structure of the role of the FTO was another theme I identified. Of important note here is that according to Elliott (2006) there was no clear definition of the role of FTO and that each district seemed to run their FTO programmes in a different way. Elliott (2006) made a distinction that districts tended to run their FTO programmes in different ways, and could basically be split into those that were more formal and less formal. The more formal districts tended to pair their probationers with the FTOs for a set amount of time, around five weeks. They also had guided systems in place to assist FTOs and probationers to get through the workplace standards. The less formal districts generally only paired FTOs with probationers in the initial stages of their career (less than a month), but at times this could be one FTO to up to four probationers. These districts also offered no guidance on how probationers or FTOs should navigate the workplace standards.

At the conclusion of this report Elliott (2006) provided six short term recommendations and two long term ones. In terms of the short term, ownership of the FTO programme needed to be aligned with the probationers training

programme, workplace standards and the requirements of the supervisors. While not explained in further detail, it appears as though this means that Elliott believed one person should take an overall leadership role of the FTO programme. Second, Elliott argued that a set of clearly defined roles and responsibilities of FTOs, supervisors and probationary constables needed to be completed and implemented as policy. Third, there needed to be a clearly defined position description for FTOs, with the competencies clearly stated (see the section on position description above). Fourth, the selection process needed to reflect that of the normal appointment process.¹⁴ Fifth, the role of FTO should be a permanent role so that it is properly recognised for the additional responsibilities expected of the workplace mentors. Elliott did not necessarily mean remuneration, rather that the extra duties be officially included into the job. The last of the short term recommendations was that a centralised training programme for FTOs should be developed and implemented locally. Both the long term recommendations tied into one another, Elliott argued that further study should be undertaken into an alternative FTO programme, based on the Reno police department in Canada.

This evaluation of the FTO programme identified some issues that are normal across formal mentoring programmes as identified in Chapter Three. Some of the recommendations that have been made by Elliott (2006) have already been implemented, such as the position description as described above. Other matters appear to have only been implemented in some districts. The next two policy documents by Trappitt (2007) and Collins (2009) will show how some of these recommendations have been implemented. The points and themes that have been raised by Elliott's report will be useful as a comparison point for the in-depth interviews that appear later in this research. This report provides some context as to the early issues and some benefits that were identified during the early stages of the FTO programme in the New Zealand Police. The next two reports discussed are not focussed on the FTO programme however, as will be seen, some of the same issues reappear.

¹⁴ In the New Zealand Police the appointment process consists of making a written application to a panel. They then select who meets certain criteria to go to interview. The interview is then a competency based interview with the panel asking the applicant to give examples of their competency for the role.

New Zealand Police Training (Trappitt, 2007) "A study of organisational preparedness of police training in support of strategic plan"

The report, written by Superintendent Trappitt in 2007, outlines the extent to which the training service centre (TSC) of the New Zealand Police is positioned to meet the demands of policing in the 21st century. This report covers a variety of training environments in the police, from initial training through to leadership training, and makes recommendations as to opportunities to improve performance or to carry out functions in a different manner (Trappitt, 2007).

Trappitt (2007) discusses the risk in leaving probationary constables to manage their own personal development to permanent appointment. He believes that as they move on from the college and into the districts to start their own work they will need additional support if they are to succeed. This is where the FTO becomes an integral part of the three staged process of attaining permanent appointment for new constabulary staff in the police. The FTO not only provides coaching in the operational context but also provides guidance through the probationary constables' workplace standards. The FTO however, should not act alone to provide the support. Trappitt (2007) recommends that the front line supervisors, the TSC, FTOs, and the WPAs all need to work in conjunction with one another to provide support to the probationary constables.

Trappitt (2007) had some concerns as to how probationary constables are managed once they leave the RNZPC and enter their respective districts. Comment was made as to how different districts have varied levels of induction and varied levels of support is given from district to district. It was mentioned that FTOs play a central role in this arena as they are the ones who are expected to carry probationary constables through this initial period.

Assurance Services Report (Collins, 2009) "Promoting excellence in governance: Review of District Training"

This report by Nicole Collins (2009), discusses key issues from the bigger picture of district training. Collins also makes suggestions regarding the structures and roles of training services. This report focuses on district training, looking closely at the many different aspects that make up district training including their structures and functions, the planning of training, facilitating training in districts,

ensuring the quality of training, staff experience of training and workplace assessment/ field training. The last point is key to this research as it discusses some aspects of the FTO programme for the New Zealand Police.

This report and the work done by Collins (2009) did not complete a full examination of the FTO programme, however it did offer some insights that may be useful to this research. Collins (2009) starts her section on FTOs by discussing some of the variances of the programme between districts. She states that some districts have highly structured programmes while others are lacking in structure. Like Elliott (2006), she noted variations in the following areas; selection processes, training available for FTO's, work expectations, documentation that is required by the FTO's for completing their duties, and who the FTO's report to (Collins, 2009).

Like Elliott, Collins (2009) identified that there were two distinct ways in which districts implemented their respective FTO programmes; formal and informal. The more formal and structured districts did the following; they used a selection panel for appointing who could be an FTO as well as using the position descriptions to assist in providing guidelines to those making the decisions as to who should be selected for the role of FTO. This includes completing checks on FTOs in relation to professional standards¹⁵ and key performance indicators. Some districts also provided training days for the mentors. These were up to one to two days in length and aimed to provide skills and an outline of what is expected of the FTOS, as well as providing them with some basic knowledge around adult learning. There were also the requirement for the FTOs to complete daily documentation such as progress reports and debriefs in an effort to document the progress of the probationary constables. There was also the expectation that the FTOs will work closely with probationary constables for a set time, however, no one district provided a definitive time period. By maintaining accountability by the FTOs, some districts were able to manage the performance of FTOs, catching those that were falling behind. For example, FTOs identified as underperforming were followed up with performance improvement plans (Collins, 2009).

¹⁵ Professional standards are an internal group whose role it is to ensure that police maintain high ethical and moral conduct. They also investigate some complaints that are made against serving police officers.

The less formal districts were more unstructured in their approach and the following types of behaviour were identified as occurring; the senior officer of the station picked the FTOs, with no robust selection process such as specified in the position description. There was no provision for training or very minimal training was provided to the FTOs. There was no need for the FTOs to provide evidence of their work as a mentor, nor did they have to report to anyone regarding their progress or that of their probationary constable. Working with probationary constables depended on an FTO's assessment of their need, not the probationary constable's desire for help, leading to some frustrations among probationers who felt unsupported.

Collins (2009) also made the point that WPAs are not required to have contact with the FTOs. This means that the assessors miss out on insightful information that the FTOs hold on probationary constables. WPAs only have to meet with the probationary constables to carry out the mandatory assessments.

Collins (2009) discussed that the real value of FTOs are unknown as there is little feedback from probationary constables about their experiences. However, she continued to explain that it is reasonable to assume that probationary constables will benefit from FTO assistance, particularly in districts that select the right people for the FTO role, provide basic training skills for FTOs, have FTOs document what they do, and link the mentor FTOs with the WPA assessors. If the FTO programme is comprehensive then it is likely to provide the core skills and knowledge that is required by probationary constables. She also found in her review concerns such as probationary constables working together for the first two days of their job rather than being paired with an FTO, and a section consisting of eight probationary constables and no FTOs. She believed that a robust FTO programme would remove such concerns. Collins (2009) concluded this section of her report by suggesting that there is a need to review the FTO programme, particularly because FTO programmes vary significantly between districts. My research will assist in part with this by providing rich data into how those involved in the programme experience it, something she notes is missing at the time of writing her report.

Summary

This chapter set out to identify the context of the New Zealand Police with a specific focus on the FTO programme which they have used since 2003. To begin this discussion the current hegemonic ideology (neoliberalism) in New Zealand and the effect this has on the New Zealand Police and education was discussed. Following this was a brief examination of the workplace learning strategies that are used by the New Zealand Police, a particular focus was placed on the initial training of new members into the New Zealand Police. The reviews that have been carried out on the New Zealand Police training systems were then examined in-depth with focus placed on the Elliott (2006) review. These reviews showed that the FTO programme of the New Zealand Police has similar characteristics to other formal mentoring programmes. One of the main issues to come out of the reviews on the FTO programme was the inconsistency of the way the FTO programme was implemented across the country. The information from this chapter supports the information gathered from the in-depth interviews and will be used to compare against the information from Chapter Three and Chapter Four.

Chapter 6: The interviews

In order to provide authentic and rich accounts of FTOs' experiences, this chapter aims to outline the main themes that arose from in-depth interviews conducted with the three participants. The themes were created by identifying key ideas, which were expressed by more than one participant and points made more than once by the participants. These insights will present a first-hand empirical context to the literature review and policy documents discussed in Chapters Three, Four and Five.

This chapter will be broken into four sections. The first section will outline who the participants were, their working background including their time as probationary constables. The second section will describe the participants' motivations for becoming FTOs. Section three examines the duties of FTOs, the selection process and how FTOs complete their job. Section four outlines the issues and problems faced by FTOs as discussed by the participants about the FTO programme.

Section One: Participants

Describing the participants will provide insight into their experiences as members of the New Zealand Police. It illustrates how they progressed through their career from being probationary constables through to their time as FTOs and, in two cases, beyond. Part of this section will explore the participants' motivation to become FTOs and how they were selected.

The participants: "Ended up doing just over nine years"

The first participant interviewed was Adam (2015), who spent 12 years in the New Zealand Police Service. During his time in the New Zealand Police, Adam (2015) worked in a broad variety of roles and locations, both rural and urban. Adam became an FTO in the first half of his career.

...that's where I started my FTO. That was before the formal FTO programme came out as we know it now but I was an FTO in [Station removed] ... and the programme just started to roll out and I was there in [Station removed] ... and I was one of the first

members of the new introduced FTO programme. There really wasn't a hell of a lot to it at that stage (Adam 2015).

Adam became qualified to the rank of sergeant, and took on numerous acting sergeant positions, however, never took on promotion. Although Adam tried numerous times to be promoted, he was not successful and this stall in his career led to frustration and formed part of his motivation to leave the New Zealand Police. Late in his career he suffered from an injury that placed him on light duties for a significant amount of time. During this time, he took on a supervisory role within an administration squad until he was capable of completing full duties again. Adam ended his career working as a pseudo FTO on a traffic section. While fulfilling this role, he saw some things that dismayed him regarding the FTO programme. These will be discussed below. Throughout his career Adam was in the role of FTO on and off for about four years. He was a FTO on sections that covered two different roles, one being General Duties and the other Road Policing.¹⁶

Adam spoke fondly of his time in the police. He had a positive attitude which became very infectious while speaking with him. He showed, through his interactions with me and the way he spoke, that he was a people person. He spoke with enthusiasm when describing how he felt about being an FTO and you could hear the pride in his voice. Before the interview began proper, I found that the rapport building stage was extremely easy. The interview was held in his place of work, he was very accommodating and made me feel welcome. When he spoke of wanting to help people you could hear in his voice that it was genuine.

Ben (2015) was the second participant to be interviewed and the most junior in terms of length of service in the police. However, Ben was the most experienced FTO with seven years in the role for the New Zealand Police. Ben's career developed in an urban area of New Zealand.

Ended up doing just over nine years which composed of an element of traffic, there was probably about 18 months to two years worth

¹⁶ Road policing staff are commonly referred to by the public as 'traffic cops'. They make up the Highway patrol units, Traffic Alcohol Groups and Motorway squads. Their responsibilities revolve around enforcing traffic law such as speeding and driving under the influence of alcohol. However, they are still police constables and assist in other areas as required.

of traffic duties in there. Team policing¹⁷ for three and a half years and then the rest of it was all front line general duties (Ben, 2015).

Ben became an FTO immediately after gaining his permanent appointment. Ben's decision to take on this role was driven by a desire to provide an induction to the job for new staff that he felt he missed out on. Ben applied for this role by a written request to his supervisor and was selected by that person to carry out these new duties. As Ben's career developed, he became a specialist trainer within his district. This exposed him to training large numbers of police personal and was a role that gave him a lot of enjoyment. His experience as an FTO drove him to take on the extra commitment of the role of specialist trainer as he enjoyed the training aspect so much. Ben described himself as a competitive person and made some references to turning different aspects of policing into little competitions, including the speed at which probationers completed their workplace standards.

I became an FTO relatively early on in my career actually, it was probably after two years, pretty much after getting my Permanent Appointment. I got booked in on a course to mentor the young guys (Ben, 2015).

Ben did not take promotion in the job and ended up leaving as he had a young family that he wanted to spend more time with. When he spoke about his time in the police it was generally with a positive pitch in his voice. He was proud of the work he had done in the job and of those colleagues that he had worked alongside.

Claire (2015) was the final participant that I interviewed. She is now living in Australia, so this was the only interview that was not conducted in person rather it was conducted over Skype. Claire had 12 years total service in policing western countries, including eight years in the New Zealand Police. Claire had a varied career in the police including working in rural and urban locations and working in numerous different types of sections.

I've worked in a lot of different areas that has given me a broad background and experience in policing which could bring that experience to help tutor someone. Just for example in ... [Country

¹⁷ Effectively New Zealand's version of a 'riot squad'. However, they also perform tasks such as checking liquor licence premises, executing search warrants and policing public events such as rugby games and concerts.

removed] I worked on the train systems, the Transport Police...
[District removed] I did a wildlife crime course, that specialised in offences related to wildlife, surveillance and specialist in importation of illegal species and animals so that was quite an interesting side of the police (Claire, 2015).

Claire was an FTO for a couple of years in New Zealand. She spoke quite frankly about the FTO programme throughout her interview. She did, however, speak very fondly of her time in the New Zealand Police. Claire talked of missing her time here in New Zealand, explaining that she would have liked to have returned. This was because of the great friends she had made during her time in the police. She viewed some as family, illustrating the great family culture the New Zealand Police have. There was also an aspect of the New Zealand lifestyle that she yearned to have again.

Experiences as a probationer: "I guess for me going through the probationary period was a lot harder than I think then it would be now."

I certainly did have a hell of a lot of workplace assessments, I had modules that I had to complete and I remember pretty much being on my own for those. I didn't have and wasn't partnered up with anyone in particular and I had to complete these modules. I generally had to go and ask the sergeant stuff at the time which, you know, he was always too busy to put too much time into me. It was quite frustrating in that respect. I guess for me going through the probationary period was a lot harder then I think than it would be now. Just lack of supervision and no FTO. (Adam, 2015)

Adam (2015) stated that in addition to not having an FTO, he was also moved from area to area and he struggled with the fact that he did not have any consistency in the initial stages of his career. He did not have an FTO as when he was a probationary constable the FTO programme was in its founding stages and the number of FTOs was limited. He also worked in a district that organised work in such a way that the chances of ending up on a squad that contained FTOs was greatly reduced. By the time there were more FTOs, there were other probationers that were newer in the job and in greater need of a mentor.

Claire's account resembles the experience of Adam.

As a proby it was quite a while ago so the programme [in New Zealand] wasn't that strict and I guess I wasn't with the same person so you were learning different things off different people. Plus we covered a huge area so I wasn't just working...[at one station] and I think at the time I came over they were in need of staff so I was more utilised in those areas, plus I had a bit of experience behind me. So I guess I can't really comment too much as a proby because I was used a bit differently, I was brought over as a bit of cover. (Claire, 2015)

However, as was mentioned earlier, Claire (2015) did have previous experience in a police service from another country. She herself recognised that her previous working experience may have influenced the way in which she was treated as a probationer here in New Zealand.

For me being a proby It would have to be in [Country removed]... because that's where I started, that's where I was fresh from college and it was very strict in that you stay with your FTO for that six months. So I really enjoyed that and I really benefitted from that (Claire, 2015).

The benefits of this stable relationship were spoken of enthusiastically by Claire (2015) who claimed that one of the biggest advantages was the effect it had on her confidence. The experience of the tutor staying with the probationer allowed her to become confident in his presence, claiming that this assisted with her learning of the job (Claire, 2015). The consistent presence of the tutor is in contrast to her New Zealand experience. This difference in experience for Claire might have happened because she had previous familiarity with policing.

...when I was a proby where we got stationed [Station removed]..., there was quite a big influx of staff to start within [District removed]... There was about four to five of us to one person and you kind of got left to your own devices, then it was like "Why haven't you done this?" So it was a little bit hard for me (Ben, 2015).

Ben (2015) alluded numerous times to being one of many probationers during his first two years of the job. Like Claire, however, he did not speak of this in a negative manner. It was more matter of fact, it was just the way that it was. He did mention frustrations at feeling like he was, at times, left alone with little to no guidance into how to progress through his probationary period. This experience had a big influence on him. As discussed earlier, he became an FTO as early in his career as he could, after only two years in the job.

Section Two: Motivations

The reasons that the participants gave for why they decided to take on the extra workload that the FTO position entails was intriguing. Personal satisfaction and preventing previous experiences were strong among the motivations to become and remain in the role. An interesting point to come out of the discussion surrounding this topic was that, although there is a monetary allowance attached to the role of FTO, at no point was this given as a motivator. This section will discuss these motivations.

Motivations to become an FTO

Each participant gave different accounts of what motivated them to become an FTO. The strongest motivator to come through from Adam and Ben was preventing the experiences the participants had as probationers from happening to other staff. Others included promotion through the ranks and personal reasons such as their own personal safety.

Prevent what happened to me, happening to someone else: "I don't want that to be me"

Ben (2015) was one of four or five probationary constables to a single FTO, leaving him feeling unsupported. This made him more determined to become a supportive and motivated FTO. When asked how his experience as a probationer affected him as an FTO he responded.

I always said to myself when I get to that position I don't want that to be me. I don't want to be challenged. I wanted to make sure that they (probationers) know what they have to do from day one rather than going oh I've got this to do and I'm late because it's not a nice

feeling and I didn't like it so obviously I wanted to give them one on one time. I partnered up with them in the cars and things like that to make sure we were giving them the right training... Like I said I was kind of one of five I think so I didn't get as much attention as I probably would of thought I needed. I got there, I got there pretty quickly so obviously you know I did an alright job, but like I said I took that experience and said well I don't really want that for my guys, I want to be able to give them as much mentoring and I want them to know that they can come to me whenever and it's not going to be too much (Ben, 2015).

Adam (2015) and Ben (2015) spoke with frustration at how in their initial stages of their career they did not have someone who they could approach, and how this made it more difficult for them. This came about because either the FTO or the sergeant was too busy to make time to help out. Eventually it drove them to consult their peers in the same situation rather than the more experienced, but busy, senior staff. This experience compelled these two participants to ensure that when they became FTOs, they would make certain they were approachable (Adam, 2015; Ben, 2015).

Career and promotion: "My career aspirations was always to seek promotion"

The police is a rank structured organisation with recruits being the lowest ranked officers through to the Commissioner at the very top. To go up the ranks, one must gain a variety of experience in different fields as well as showing the capability to manage staff. FTOs are not officially considered a rank but do generally provide the initial experience at supervising staff for constables. It is therefore often thought of as a stepping stone for promotion to sergeant (Adam, 2015).

My career aspirations was always to seek promotion and to be in supervisory roles. I think this was, an FTO position, is a very good first step towards that career aspiration... (Adam, 2015)

Using the FTO programme as a tool for promotion was mentioned by both Adam and Ben. Adam (2015) described being an FTO as a natural step towards a supervisory role such as sergeant. The role of FTO is to supervise a probationer,

so it is a supervisory role in itself. This section looks into why the participants thought the FTO role was a step towards gaining promotion. It will also look at how it gave them some of the skills and experience required to take a promotion into a supervisory role.

Ben (2015) also spoke of the skills that he obtained from being an FTO which he thought would help him to become a sergeant in future years. He saw himself as a natural leader and therefore saw the FTO role as a great way to increase his skills and knowledge in that area. By developing and coaching new staff, he got to pass on the experience that he had, contributing to a greater team environment.

Obviously it was a good start to supervising new staff. I got a buzz out of doing it and it really helped me as well. You know, I got some good skill from it and like I said I considered myself a natural leader and I wanted to progress, and being an FTO helped (Ben, 2015).

Personal reasons: "It's dangerous"

Out of all the participants, Claire (2015) raised an interesting point that was not spoken about by any of the others. Her choice to become an FTO was, in part, so that she would always have a partner. Claire explained that working in a prominently rural area meant it was common for her to work by herself, something which she was not overly comfortable with. For her, this was obviously something that would often be out of her control due to the staffing levels within the district that she worked. When discussing her motivations for becoming an FTO, she talked about having a partner as one of her primary considerations. From her point of view it meant that on a day to day basis she would be able work with another person, ensuring some level of personal protection.

However, Claire (2015) also explained that having a new person with her in dangerous situations could be very stressful, as it meant another person to consider. During the course of her interview, Claire discussed the risk of management taking her probationer away from her to cover shifts. She explained that when she first became an FTO, she reluctantly allowed this to happen. It generally meant that those probationers were working by themselves. Claire became unwavering about how it placed not only the probationer, but also the

police as an organisation at risk. She reinforced her concerns by making assertions that the probationers were not properly trained. Claire described that as she became more experienced in her role as an FTO, she became stricter regarding the time she spent together with her probationers. Claire would not allow her probationers to be pulled away for other shifts, for their safety and hers.

It's dangerous and that's why we've lost constables in the past because they've got themselves in situations that have been horrendous. They should never have been left or patrolled on their own so they've been afraid, it's too risky or they never got that chance to get their confidence and deal with situations (Claire, 2015).

Motivations to keep being an FTO

Once the participants became FTOs they then had to stay motivated to continue with the role. The next section will explore these motivations and include; the personal satisfaction for completing the FTO duties, leaving a legacy, and the personal gain of knowledge, pride and confidence.

The joys of teaching/ mentoring: "It was always a facet of the police that I absolutely enjoyed"

When discussing motivations for being an FTO there were some interesting points that were raised by all three participants, with a major factor being the personal satisfaction they felt in that role. All of the participants were asked what their reasons were for becoming an FTO and not one answered that money played a part in their decision. Adam's (2015) response summed up well why he wanted to become, and continued to be, an FTO.

I just really enjoyed teaching the new ones coming through. It was always a facet of the police that I absolutely enjoyed...I guess both, just passing on the knowledge and absolutely seeing what I had taught being applied is what I enjoyed (Adam, 2015).

Ben (2015) echoed these comments. Throughout his interview he reiterated how much enjoyment he got from seeing the probationary constables develop, and extend their knowledge and practical skills quickly. It was obvious that he

enjoyed the role, while speaking of his time as a FTO he was animated and positive. He continued to expand on this by claiming that he got a big buzz from helping people become proficient police officers. He spoke about the workplace standards that probationers have to complete, which usually take two years. It was obvious he was very motivated to help his probationers. He would challenge his probationers to complete the workplace standards within 12 - 14 months, turning this requirement into a bit of a competition. He found this technique helped to motivate himself and the probationers. If they achieved this then he felt a great degree of personal satisfaction.

...it was good for me that I could pass on my skills to someone else, it did give me a little bit of a buzz that you're helping someone else and seeing them develop. It was always good to see them move on and go somewhere or apply to be a sergeant or something like that, especially when they start overtaking you. It's always succession training, seeing guys succeed and then get to somewhere, it's always a good feeling to see that, and even now looking back, now out, looking back and seeing some of the guys and where they are, dog handlers and all that sort of thing. It's great to see. (Ben, 2015)

Claire (2015) described enjoying her role as an FTO, it was a challenge and it allowed her to grow both professionally and personally. Claire described the teaching component of the FTO programme with pride and it was telling that Claire received a lot of satisfaction and pride from being an FTO. She really enjoyed the FTO role as she was given extra responsibility, which she thrived on.

It's a really good role an FTO because also as a constable it's making you very aware of the breakdown in the legislation and crossing t's and dotting the i's... you've got to fully explain it. So it's good on yourself that you are learning everything, all the basics and legislation so that you can explain it for someone to understand, it's quite challenging as well. (Claire, 2015).

Personal gain - Knowledge: "having that knowledge"

One of the key traits to being a successful FTO is knowledge. Each participant mentioned that their knowledge had to be greater as an FTO than as a constable

and discussed completing extra training, such as the sergeants exams, to increase this working knowledge.

You need to be very specific and knowledgeable because you're having to explain all of that to a new person, a new constable and they always want to know why you're doing something and the legislation behind it... As a probationer you already hold quite a bit of knowledge around legislation and policy, however, the job of the FTO is to increase that knowledge base and teach the probationer how to turn it into practice (Claire, 2015).

Ben (2015) explained that the passing on of knowledge is what the FTO programme is set up for, it is what needs to happen to get the probationers up to speed. The faster that transfer of knowledge takes place, the more beneficial it is to those involved. Policing requires workers to make good decisions, as these decisions can have lifelong consequences for not only the public that they serve but also for themselves and their colleagues. Therefore, the job of the FTO and others on their section becomes easier, the workload becomes less of a burden and their personal safety is greatly increased when a probationer can become a competent member of their respective section. On the other hand, without the right knowledge, the wrong decisions can be made causing problems that did not need to exist, costing the organisation reputation, time and money (Ben, 2015).

Adam (2015) mentioned that knowledge was required to explain all the answers and concepts that accompany policing.

...I drew back on my experiences as a probationer when I was dealing with my probationers. You can definitely relate with them not knowing something, I cast my mind back to when I was in that same position which helped me deal with them really. When I am giving an answer to them like completely explaining everything, consequences, how you go about doing what you're doing and what the flow on effects of everything that you do was one of my big things. There's no use telling a probationer to do something, I would always tell them why they're doing what they're doing. (Adam, 2015)

He used his experience to help himself understand what knowledge he needed to impart onto his probationary constables. This process of reflection demonstrated Adam's instinctive incorporation of reflexive pedagogy, an important part of teaching practice (Knowles, 1980).

Section Three: Being an FTO

This section will be split into two distinct themes. The first will describe the role of the FTOs from the experiences of the participants. This will include how the participants were recruited into the FTO programme. The second grouping will discuss the traits that were identified by the participants as being important to them, or as they saw as important to the role of FTO.

The role: doing the job of FTO

The role of the FTO as discussed in Chapter Four and Five is to guide and mentor the probationary constables through the initial stages of their career. This section will show how the participants believed that they carried out this role by describing their experiences. How the participants were recruited into FTO programme will also be explored.

Recruitment: "I applied by way of just a 258"

All the participants gave slightly different accounts of how they were selected to become an FTO. This section will explore these experiences.

I did apply for it. There certainly weren't like the workplace assessments and stuff you have now, there wasn't that. It was more of a yes I applied for it, I got it, I was partnered up with a probationer... I think it was advertised, just within the station and I think I applied by way of just a 258¹⁸ expression of interest from memory (Adam, 2015).

Adam (2015) described having seen the job advertised as being open to all those working as frontline officers. A simple report was submitted to his supervisor and he was later told by that same supervisor that he had the job. Claire (2015) gave an account where she was asked by her sergeant at the time to apply for the role

¹⁸ 258 is a standard written multi-purpose report that is used by the New Zealand Police for administrative matters.

via a 258, she did so and ended up with the job. Ben (2015) on the other hand became an FTO so long ago that he could not remember how he was recruited, although he did say that it was early in his career. He could not remember the process as being robust, believing it involved a simple report and did not include any interviews. Not one of the participants mentioned having to do an interview or undergo any type of selection process. They simply made an application on a 258 and their supervisors made the decision. Reflecting on this recruitment experience, the participants expressed concerns arguing that this approach allowed for those who believed they were entitled to the job, or those who were doing it for the wrong reasons to get through the process without too much scrutiny.

Tasks/ Focus: "You're teaching and they're watching you"

Each participant was asked to provide some specific examples of the training and mentoring that they imparted during their time as an FTO. All the participants provided very similar stories as to how they trained their probationary constables. They also discussed that how they were treated when they, as probationary constables, left the RNZPC, heavily influenced the way they acted and the way they taught as FTOs. This was especially the case with Claire, who said that her tutor officer in the original police service where she served was such a big influence that she tried to emulate him. All of the participants discussed the teaching experience joyfully, showing a genuine enthusiasm for the role.

I learnt a lot from my FTO, I was very lucky to have an amazing tutor who was very thorough, very knowledgeable, just a brilliant cop who inspired me. I learnt everything from him, I've definitely aimed to be like him as an FTO in every possible way in training someone. Just the fact to stick with them for that length of time I think is really important and the way he was very good at explaining things, very thorough. I guess as an FTO I just thought that's the way to do it (Claire, 2015).

Claire (2015) spoke about training officers that are fresh out of the RNZPC and about giving them the confidence to do the job. She expressed that confidence was a major component of the job, and claimed that this was something that she tried to impart on her probationary constables.

They've had their very basic training at college and now they're out into the real world of policing, so you are introducing them not only to the legislation and how that applies in real life. Plus, basically as a police officer, your duties and you're teaching them and they're watching you and you're guiding them in the practical side as well as the legislation. Not only teaching them but helping them establish their confidence and make their own decisions often in very challenging and pressurised circumstances, you're teaching them and giving them the confidence to apply that law. (Claire, 2015)

Adam (2015) was the only participant who did not have an FTO when he graduated from the RNZPC. He also received no training on how to be an FTO. However, the language that he used showed that he obviously had a fundamental understanding of how to mentor and train new probationers.

I would generally show someone something once, then after that it was their turn to start leading the role. I would always expect myself, if it was a new experience I would do it the first time and then expect them to do it from then on. Then I would simply stand back and just watch and then provide feedback afterwards (Adam, 2015).

On top of this, he continued to talk about the importance of passing on knowledge from the senior members to those that are younger. He claimed that the FTO programme makes logical sense in this regard, policing is a practical job and so on the job learning is the best way to learn how to do it. Six months of theory can't prepare you for the job, you need the real life experience to put it into practice. (Adam, 2015). Adam gave a more detailed explanation as to why passing on knowledge was so essential when questioned about real life experiences.

Especially a lot of police members, the way they are recruited, where they are recruited from its mostly from good backgrounds where they are not exposed to the type of people that the police come across so they don't have the instinct to figure out what's going to happen in one of these domestic scenario's. They are just

not exposed to it so they've got to have a mentor there who does know and what the risks are (Adam, 2015).

Ben gave a similar account when asked to describe his role and gave the following description of his experience:

My role, I viewed it as being the one on one coach of that person. So they had their 19 weeks at Police College, it was my responsibility over the next 12 months to two years to bring them up to speed and teach them, on the job training. Obviously oversee all their paperwork and things like that to sign off. (Ben, 2015)

As the most experienced FTO, Ben (2015) was able to go into detail in terms of how he trained his probationers. Basically for him it was all about spending time with the new staff, partnering up with them on an almost daily basis. He also took the initiative to produce notebook printouts that would help keep the probationers on track. This was not something that was produced by the police but independently by Ben himself. In terms of what he actually did, his training style was very similar to Adam (2015).

Obviously for the first month or so I always told my guys just observe, I'll get you to do stuff after we finish and we'll go through and explain it. So obviously there observing what's happening in my experience and then after that throwing them in and getting them to do it themselves and sitting with them. (Ben, 2015)

At times Ben could have up to two probationers assigned to him at once. To keep on track with this, Ben organised weekly catch up meetings or, if that was not possible, monthly. These were generally informal and could even be as simple as asking "how are you doing?". Another method used by him was to be inclusive with the greater section that he worked with. At line up¹⁹ he would make mention of different types of jobs that his probationers needed to attend, be they a sudden death or a vehicle crash. He would then request that the section either allow the probationer to attend that job, or at least assist, thereby the probationer had a greater chance of completing their standards and getting them signed off sooner.

¹⁹ Meetings that are held at the beginning of a shift to organise staff, talk about latest crime trends, and debrief major incidents from the shift before.

They would also get to see how other officers deal with different situations, giving them access to a greater range of policing styles that might suit them.

Traits - leadership, openness, dedication, time together

The participants all spoke of different traits that either they held or believed needed to be held to be a successful FTO. Four different characteristics were expressed strongly from the participants and will be discussed below.

Leadership: "Natural leaders I believe are always good"

Ben (2015) sums up this section nicely with the following quote:

Natural leaders I believe are always good. People that don't express stress or havoc or anything like that because that will rub off onto them and they're not going to get the right end... (Ben, 2015).

Ben (2015) spoke of himself as a leader and saw it as something that was essential to being an FTO. Probationers are impressionable and need someone who can guide them through what can be a stressful time in their lives.

Adam (2015) spoke about how it was common that when the probationers start their first shift at a new station, they would not know anyone. The FTO needs to take that leadership role and act as a guide to help the new person through the initial stages of their career.

I think it makes absolute logical sense to partner up a probationary constable with someone with a few years' experience. It's not the sort of job where you can learn everything in six months from a text book. Experience has so much of a role to play in this job that it's absolutely essential that there is an FTO programme. (Adam, 2015)

Claire (2015) talked fondly of her mentor when she first became a police officer. She described how he inspired her to be better through his actions and attitudes. When she took on the role of FTO, she reflected on these experiences and used them to lead and guide her own probationers. Key was trying to build up their confidence just like her mentor had done for her.

Openness: "I want them to know that they can come to me whenever"

I would get times where I would go to him and he'd be like "Oh look, just come see me tomorrow." because he's too busy. Some of the older guys were like that, where as I was always like "Yip Yip, no worries." And I'd put my stuff to the side even if I had to stay back an hour later, it was all part of the development. (Ben, 2015)

Being open and approachable is an aspect of being an FTO that should come as standard. A probationer needs to feel comfortable enough to speak with their FTO about anything. Ben (2015) gave the above account when he spoke about the way he was treated as a probationer. It shows how being approachable is of great importance for those in the role of FTO. Those interviewed that did not have an FTO to guide them through their initial stages all claimed that it was difficult to find help.

Adam (2015) argued persuasively that the feeling of mutual trust was a much needed commodity in the relationship and something that needed to be built up. Probationers need to be able to approach their FTO and speak to them about anything. Mistakes, in particular, needed to be aired early so that remedial action could be taken before it became a bigger issue. Adam (2015) also emphasised that the probationers needed to understand that it was normal to make mistakes.

One of the points I always tried to drum into anybody I worked with is air your mistakes, I was big with that. If we make a mistake let's hear about it, because mistakes can be fixed but when you start covering things up that's when we get into trouble. So I was always big on that, if you make a mistake for gods sakes tell me and we can fix it. Don't be afraid of making a mistake and telling me about it, just do not do nothing about it. So I was big on that. (Adam, 2015)

Dedication: "People that turn up before shift, are happy to stay after shift"

Dedication was spoken of in different ways by all participants. There was talk of having dedication to the probationers themselves, ensuring that time is given to them to help build trusting relationships. Once those relationships were built up then it required dedication to maintain it. Claire (2015) spoke of this when

discussing how she held onto her probationary constables for as long as she could, fighting to keep them with her for at least six months. She would even go as far as telling supervisors that her proby's could not go off shift without her, as it was for their own safety. It is something she recognised from her time as a probationer in her original police service where her tutor²⁰ stayed by her side for six months. The ongoing effect of this type of dedication led to a more conducive relationship built on trust and confidence.

Ben (2015) gave a differing point of view based around dedication to the job, which he believed was an essential trait of an FTO.

People that turn up before shift, are happy to stay after shift, they're not there seven till five, that's my day done. People that are prepared to put in the extra mile. I think those people are the ones who would rub off better on new staff than obviously, the other guys (Ben, 2015).

He expanded by claiming that those that are willing to put in the extra mile to their job should be the ones considered for FTO positions as these traits are the ones we want probationers to pick up on.

Time together/ Patience

The first aspect of choice that will be discussed is the length of time that a probationary constable stays with an FTO. Claire (2015) argued that it required time and consistency to build up a good working relationship with a probationary constable. Claire (2015) spoke adamantly about this and elaborated on the topic when she reflected on her time as a probationary constable. She spent the first six months of her career with the same tutor and she believed this gave her the best chance to start off her career. She also argued that the time provided meant she was able to build a strong relationship with her mentor resulting in feelings of trust, confidence and compatibility, all important for police working together.

...we had six months in college which is about the same, and then you have six months with a tutor so you are with that same person for six months. You are working on a shift, I had about eight

²⁰ Tutor was the title given to those officers who took on a similar role to FTO's in the foreign police force where Claire worked.

people on my shift and I was always with my tutor for that six months. He didn't leave my side really throughout the whole thing unless you were needing to do things like go and take a statement or do an interview on your own. I was double crewed with him for that entire time, huge consistency. Throughout those months you become more confident and he would stand back a lot. So I'd be dealing with the incident, making the decisions, doing the files, doing the typing, towards the end of it you end up doing it all but he's always there so if I did falter or need some assistance then he was there to guide me. (Claire, 2015)

Claire (2015) fondly described what it meant to her that when she made a mistake she could easily put her hand up. She could ask questions without worrying that she was possibly being looked down on, and she could discuss the stressful parts of the job and the effect it had on her personally. Her experience in the New Zealand Police was almost in direct contrast to this. During her probationary period she was transferred from station to station, working in four different stations in her first six months. Therefore she was not consistently with the same mentor, and she felt her understanding of New Zealand Policing was compromised because of this consistent change. However, Claire did acknowledge that she had prior policing experience, which may have influenced the decision to move her around. This made her determined that when she became an FTO in New Zealand she would ensure that her probationers stayed with her for as long as possible.

I was very strict with mine towards the end, when I got told I was getting one that was it, right, now you're not getting pulled off shift to fill in. I sort of caved in a bit with the first ones and then, when I realised the benefit and importance of having someone, towards my last few I held onto them and if they tried to shift change them or take them away from me, I was like "Nope, you're not having him, he's not ready for one, two what he's learning with me you're not going to". You need someone to fight for you really and say "No you're with me for the next few months" (Claire, 2015)

Ben (2015) spoke about similar choices that he faced during his time as an FTO. He claimed the input of time to train the probationary constables was beneficial to the overall team environment. He argued that the time spent bringing the probationers up to speed was so they could contribute to the successes of the team overall. His view was that if you don't invest the time that is required you are not going to have competent people to work with, which can cause safety issues in the police.

All participants spoke about making a conscious decision to make time for their probationary constables. Even though the probationary constables come out of the RNZPC with a good level of knowledge around policing theory, the struggle for them is turning that knowledge into practice (Claire, 2015). The probationers need time, they need everything explained to them in a manner that they will understand to be able to fully comprehend the job they are doing, and the flow on effects of their actions.

It takes a lot longer to deal with a situation and to complete a file. As long as your supervision were aware that you needed that extra time because often you're in very tight situations, you arrest someone and you have to get the file done that night. You really have to put the time in to explain for that person to learn how to do those things and if your sergeant needs you at another job you're rushing out to that and you're cramming your probationer with too much. (Claire, 2015)

There is also an observation component, where the probationer watches how the FTO deals with different situations. Normally the FTO or another experienced officer may be able take a shorter route to get the result needed, but the FTO needs to be aware that the probationer is learning and needs to take the full steps required (Ben, 2015). With all new staff mistakes are going to happen, a good FTO will take the time to explain firstly why it was a mistake and secondly how to rectify the mistake so it doesn't happen again. One of the best ways to accomplish this is to get the probationer to work through the error and come to their own conclusions. Again this process takes time and a person without the right temperament may try to rush the process or become frustrated. However, as Adam (2015) pointed out, there were times when you had to put them on the spot.

It is a high pressure job and the probationer needs to learn how to figure things out and do it quickly.

Some probationers often thought I was putting people on the spot. They come to me with a problem and expect me to solve it but quite often I just put it back on them and they feel on the spot I guess. But unless they are really really really struggling, that's the point I'd step in if they were feeling quite uncomfortable. I think from my point of view the whole idea is that you're in a high pressure job, you've got a problem, you need to figure it out (Adam, 2015).

Section Four: Problems and challenges

This section will look at some of the issues and problems faced by the participants when they were in FTO positions. It has been split into five distinct sub sections. It will begin by looking at how the participants described being time poor. Secondly relative to what they saw or the role requirements, some issues surrounding selection of FTOs, including a description of the 'dead fodder' element. The 'dead fodder' element will be expanded with a description of how money was seen by both Adam (2015) and Ben (2015) as attracting the wrong people into the job, not acting as a 'good' motivator. Fourth is the training that FTOs received to carry out their duties. The last section will look at reporting of the FTO duties and the lack of feedback.

Time poor- choice, proby or duties: "You really have to put the time in to explain"

I think the FTO certainly can't take on as much work as if they weren't an FTO. Absolutely as you do need to invest time in the probationer to teach them what they need to know, and that time could otherwise be spent investigating stuff or attending jobs. (Adam, 2015)

This discussion continued with the assertion that it takes time to teach and that time needs to be invested in the probationers. However, this time cannot just be given by any trainer, it needs to come from someone who knows the job, someone who is a police officer. The law and policy surrounding policing is in a constant

state of change, this is why you need mentors who are current serving police officers (Adam, 2015).

Claire (2015) was passionate when she spoke on how timing affects the duties of an FTO. She was resolute, claiming no matter what, as an FTO you have to take longer to do your job, and that it was the most limiting factor of being an FTO.

It takes a lot longer to deal with a situation and to complete a file. As long as your supervision were aware that you needed that extra time because often you're in very tight situations, you arrest someone and you have to get the file done that night. You really have to put the time in to explain for that person to learn how to do those things and if your sergeant needs you at another job you're rushing out to that and you're cramming your probationer with too much. As an FTO you'll be relying on your supervision to allow you to have that extra time, so you've got time constraints. (Claire, 2015)

Ben (2015) made some similar observations. He noted that there was an element of being an FTO that meant you had to make the choice between completing your day to day duties, or organising training and feedback.

Obviously there was an element of the job where it did stop you from doing your day to day duties because you were sitting down training and things like that but that's all part of it, I saw it as part in parcel. There may have been times there where I had to stay back in the office just to get stuff done with them rather than attend that job or go out and be proactive or anything like that. So on a nightshift where it's quiet sit down and get the stuff done rather than go round and do bail checks and things like that, so yeah there were parts of the job which didn't get done because we are dealing with it but in the long run we are getting more benefit out of training that person up. (Ben, 2015)

This can be mediated as some probationary constables will have an aptitude to the paperwork side of the job, while others will have a natural charm that allows them

to relate to people easily. However, there will be something the probationer does not understand and it will take time to explain it to them (Claire, 2015).

Now if you had a standard you were going through you'd obviously sit down with them with the file, you'd explain the file. You would talk about the different sections of the Crimes Act or the Arms Act or whichever section it fell under. You would talk to them and make sure they understood, because obviously those questions would then be asked by the person signing it off, so you would make sure before they submitted that they were fully aware of what was involved in each standard. This obviously took a lot of time and we had to do it on a one on one basis (Ben, 2015).

Ben (2015) did not speak as negatively about time as the other two participants but still identified that it was something that impacted on his job. All three participants found that time had an influence on their jobs, whether they considered it a negative impact or just part of the role of a FTO.

Dead fodder: "He wasn't a great mentor and he was a grumpy old bugger"

Ben (2015) gave a good example of someone who was selected to be an FTO that he considered unsuitable for the role.

He wasn't a great mentor and he was a grumpy old bugger. Yeah he may have all the knowledge and experience but he's not training the guys in the right way and giving them the love that they need. So I didn't see him as suitable leader or FTO. (Ben, 2015)

Selecting the right person for the job was a facet that all participants mentioned, albeit differently. They identified the issues as the wrong people being recruited into the programme, people becoming FTOs by default and those taking up the role for the wrong reasons. Ben (2015) gave a good description of some issues he saw with the selection process.

I think the choosing of the FTOs needs to be a little bit different, like I said there was a lot of; I've been here the longest, I'm more suitable, I should be getting the money and I should be the one training and those people just aren't the right people. They're in it

for the wrong reasons. So whether it be a sergeant recommendation or a training course or an exam or whatever, I think there needs to be a little bit more around whose going to be an FTO. I don't know if there is now or not but when I left there wasn't (Ben, 2015).

Adam (2015) spoke with great frustration of the selection process and used expressive language when describing how some were selected.

There's too many guys that are doing it just to get the extra \$50 a week to help out with their expenses around the house at home when there's guys who genuine want to progress through the channels that just can't get there because the systems clogged up with dead fodder...How the FTO programme is applied by some FTOs is questionable. Again I think that it is just that fodder element there and maybe having the right incentives in the right place hence the money whether that's attracting the right people or not. I think it's questionable (Adam, 2015).

'Dead fodder' was explained as those that take up the role for the extra remuneration with no intention to do the job properly or any aspirations to progress through the ranks (Adam, 2015).

The other issue is the type of workplace where there are only a limited number of permanent members attached to a workgroup. It did not seem to matter who the permanent staff were, they were appointed to the role of FTO via seniority. When speaking of the last workgroup that Adam was on, he made the following observations.

Each section in TAG²¹ is made up of two permanent staff and all the rest are rotational positions for probationers so the two permanent staff are generally the FTOs. So it's more or less by default, if you've got a permanent position you've got a FTO position by default. (Adam, 2015)

²¹ TAG is the Traffic Alcohol Group. Their main focus is the prevention and apprehension of drivers of motor vehicles under the influence of alcohol.

Money: "I do know a lot of FTOs who are only doing it for the money"

Remove the pay (Adam, 2015).

Every participant made mention of the monetary allowance that is attached to the FTO role. One of the more interesting aspects of this theme was that when the participants were asked if they could change an aspect of the FTO programme, Adam (2015) immediately responded with remove the pay, while Ben (2015) discussed that the money attracted the wrong people to the job. Adam's (2015) response was the strongest, when asked to further elaborate he stated:

...I do know a lot of FTOs who are only doing it for the money and they have no aspirations to progress their career any further. I think that's a reasonably common scenario from what I've observed.
(Adam, 2015)

Ben (2015) spoke dejectedly about the senior guys on section²² who were only FTOs for the money and didn't really do it for anything more. They had an attitude of having been in the job for a long time and so deserved the extra bit of pay. Claire (2015), in contrast, only very briefly mentioned the monetary allowance. She felt that it was a fair recompense for the extra duties and responsibilities that an FTO had to undertake.

I think definitely you should be paid more, I can't remember how much it was but you should be paid more because you are taking on a more demanding role and more responsibility. You are always concerned about looking after that person's safety so you should definitely be paid more and you are paid more. The money incentive is good. (Claire, 2015)

Training: "For the FTO side they had a one day course"

So obviously the certificate in contemporary policing. Nothing in relation to the FTO programme. I've done the sergeant qualifying course. (Adam, 2015).

²² Section is the word used to describe a team of people who work together in the New Zealand Police, for example a frontline section could be made up of one sergeant and six constables. This includes FTO's and probationary constables.

Adam (2015) gave the most surprising answer out of all the participants, having received no training whatsoever for being an FTO. Adam further elaborated that there was no official training for him to become an FTO. He used all his own knowledge and previous experience to provide training to the probationary constables. He explained that his time as a probationary constable influenced how he acted as an FTO. However, after becoming an FTO Adam was selected to attend the Sergeants Qualifying Course, which is designed to hone the skills of individuals in the supervision and management of staff. These skills, he argued, could also be used be utilised to carry out the role of being an FTO. As such he felt confident that he had the required skills without specific training.

Ben (2015) and Claire (2015), on the other hand, both received training in how to be an FTO. This ranged from a single day to up to three days. Claire (2015) spoke of what the FTO programme was like when she first entered her first police district. She was quite negative to begin with, but she expanded on this, claiming that the programme became stricter over time.

As the program developed and became more strict I think it was a really good programme and I think it needed to be more strict because I think New Zealand Police were losing good constables because there wasn't a program in place, there wasn't sufficient FTO training and so they were losing quite good constables that were getting put out there on their own without the experience straight from college (Claire, 2015).

When Claire (2015) described her training, she stated that she completed a couple of days training focused on how to mentor, coach, and on different learning styles. She spoke about this training in a really positive manner, claiming it was really beneficial to her in the role as an FTO. She argued that the training provided tools on how to give probationary constables feedback in a constructive manner. She was required to undertake this training before she could officially take on the role of FTO, however, did not mention any follow up or refresher training. When asked directly about her FTO training she replied:

Yes, I can't remember how long ago it was but it was a couple of days or maybe even a week... so it's maybe a few days training... I remember it being good. It makes you think about how you explain

to someone, how you teach them, the constructive criticism and all of that. I think that's quite important not to just tell someone how it is but to explain it is really important. The more probationary constables you get the more better you become a tutor as well and you probably learn things from your first few that maybe you'd do differently as you get more. (Claire, 2015).

Ben (2015) gave a similar account. He was an FTO for around seven years and in this time received a single day of training. This training was very similar to that which Claire received, focusing on coaching.

...for the FTO side they had a one day course I think they did where they run through all the different standards, going through what was required for sign off all that sort of thing. Coaching tips, you know, ways to talk to people to get the most out of them, things like that. (Ben, 2015)

Ben (2015), like Adam (2015), received training outside of the FTO programme that would have also assisted in the FTO role. As a specialist trainer he also provided training to large groups of people in specific fields of policing, giving him increased knowledge and capability in the training of adults. However, this training that he received was unique to him. He also spoke about how it increased his ability to train, helping him to carry out his FTO duties. Ben (2015) commented that the one day of FTO focused training he received was the only day he had. He spoke of this despondently and believed that more training could have made the role easier.

Accountability: "you were never assessed at how good you were"

Another problem that participants identified was that they were not provided with feedback as to their performance as an FTO.

It was kind of once you got there you were there and that was it, you were never assessed at how good you were or how good your guys were. It was just you got five through you know, good stuff. There was never any assessment to see that you're doing it right. (Ben, 2015)

Ben (2015) spoke of this as if he was almost confused by the fact that he was not assessed on his performance as an FTO. He claimed that one of the easiest ways to monitor if the FTOs were doing their job properly was to look at the workplace standards the probationers had to complete. First, if the probationer was not completing them in time then obviously there are either some issues with the probationer himself or the support they were receiving from their FTO. Second, the actual work the probationer submitted should reflect on their FTO. Sure, some of the work has to come from the probationer themselves but it is the FTO who is responsible for teaching them the different forms of paperwork and how and when to use them (Ben, 2015).

This confusion was echoed by Adam (2015). He also spoke in baffled tones when discussing the administration aspect of being an FTO.

The administration side of things was next to zero, I can't even remember any paperwork that the probationer had to go through.

Claire (2015) spoke about this in an opposite manner, claiming that the FTO needed to be able to report back on what the probationer was doing. This reflected Claire's discussion in the choices section where she insisted that probationers stay with their FTOs for as long as possible.

I think if you are paying someone and you've made someone an FTO they need to stay with that probationer for the time period and be consistent. Also so your tutor can report back, it's very hard to report and write things about the constable if they have been on another shift and they've done something that you don't know how they handled that situation. I would say setting a timeframe, being consistent and not being pulled from your tutor to go and fill gaps would be ways of improvement. (Claire, 2015)

She expanded by stating that the probationers, FTOs and sergeants needed to set goals around the probationers development. She believed that the FTOs needed to be held responsible for these goals in conjunction with the probationer. However, she continued by explaining that for this to work the probationer needed to stay with the FTO for the duration of the goals timeframe.

Summary

This chapter presents the findings from those participants who were interviewed for this research. The participants reflected a mixture of age, gender, length of service and districts within which they worked. The mixture of the participants allowed for valuable information to be gleaned from a variety of points of view. However, it also showed that even though there are differences throughout the districts, there were a lot of similarities. The themes that were focused on in this chapter included; 'the motivation for FTOs', 'traits of FTOs', 'Choices: training or the job', and finally 'issues/ problems with the FTO programme'.

While all the experiences hold value to this research, there were some that were expected and others which were unexpected. Those that were expected due to the literature review and reports by Elliott (2006), Trappitt (2007), and Collins (2009) were; the issue of time in both time together with the probationer and time to carry out FTO duties, a lack of training provided to FTO's, the personal satisfaction of carrying out FTO duties, an increase in supervisory skills by being an FTO, the accountability of FTOs and issues around the selection of FTOs. Those that were unexpected included; the removal of the monetary allowance, and being an FTO so as to always have a working partner.

As this research is interested in the real world application of the FTO programme in the New Zealand Police, several themes from this chapter will be discussed in the next chapter. This will align with the central arguments of the thesis. It will focus around the makeup of the FTO programme, showing that it fits the definition of a formal mentoring system. The issues and benefits of the New Zealand Police FTO programme will be explored, describing how they are not just problems or benefits of the New Zealand programme, but are part of the inherent factors of formal mentoring. These factors will include personal satisfaction, timing issues, selection problems, professional development, and socialisation. The factors unique to the New Zealand Police FTO programme will also be explored, including accountability, pay and personal safety.

Chapter 7: Experiences of the New Zealand FTO programme

Introduction

This chapter provides an account of my own personal experiences of the FTO programme. It includes my own personal reflections on the FTO programme as during the interview process I realised that my experiences mirrored the stories of my participants. I will draw on the stories of the participants to demonstrate the areas where our narratives intersect and diverge. The purpose of this chapter is to answer the first question set out by this research: what are the experiences of those involved in the FTO programme of the New Zealand Police. This chapter coupled with Chapter Six will provide a greater understanding of the experiences of workers that have experienced the FTO programme in New Zealand.

My personal reflections

This section will explore my own personal reflections of the FTO programme from my last 12 years as a serving frontline police officer. Where my experiences intersect with those of the participants will be highlighted and explored. Just like with the participants, these are my own experiences in my own words. This section will not only help provide more context to the interviews but will also add another differing perspective. This will be written in a chronological narrative.

Probationary period

I have been an employee of the New Zealand Police for 12 years. My first interest in the police came when I was 14 years old, after being helped by a police officer in Whangarei. At the age of 17, I decided to apply to join the police through their new pilot cadet scheme. I was a successful candidate and was recruited to Counties Manukau Police, moving to Auckland from my home in Whangarei to begin my policing career at 18 years old. As part of the cadet programme I completed the same training as everyone else wanting to be a police officer. This included the 19 week recruit course at the Royal New Zealand Police College (RNZPC). Upon graduation I joined the Counties Manukau District (CMD) and was placed under the guidance of a FTO. I was told that this officer would assist me in the initial phases of my 'active' duty; to help me transition my knowledge

from RNZPC into real life practice. I was informed that I had ten workplace standards that I had to work through and two papers to complete through Victoria University²³. The workplace standards were effectively modules that new probationary constables were required to complete. This was done by collecting evidence of completed work and jobs that had been attended, such as a domestic call out. This evidence would then be submitted through the FTO and passed on further to a supervisor, who would then pass it on to the workplace assessor. To get a module signed off, the workplace assessor would make sure the work was up to standard by looking at a probationers' physical file. This would then be coupled with an interview, which would quiz a probationer on legislation and policy.

The combination of on and off job learning through the RNZPC and FTO programme reflect the parameters of workplace learning. Workplace learning takes a more holistic approach to the way in which learning is conducted. It combines on-job learning with classroom settings and usually carries out forms of assessment, in both formative and summative level (Vaughan, et al., 2011).

I was with my first FTO for more or less the first three months of my job. He was extremely helpful and understanding as I navigated not only work related issues of this new profession, but also the personal issues that arose from the disturbing and stressful situations I was placed in. He guided me through these new experiences with his steady demeanour and his own personal knowledge. I was provided with thoughtful feedback that allowed me to identify my own failings and rectify them. However, due to a change in organisational structure, I was moved away from this mentor and placed with another FTO for the next three months of my career. Again he was a senior member of police and was able to relate to me easily in both my personal and work life. However, this new FTO would, at times, do things that I now look back on and realise were wrong. For example, at times he would not answer radio calls from communications. This was a clear breach of policy. Not only that but this practice posed a risk to the public who were calling on police for assistance, and to our colleagues who may be in trouble. It was basically a dereliction of duty. In retrospect, and with the knowledge I now have, I can see that he was not suited to the role of mentor. This would be the last FTO I had. The next section that I transferred to was made up completely of probationary constables and so had no FTOs. My sergeant on this section was one

²³ These University papers are no longer required to be completed by probationary constables

of the most unapproachable people that I have ever worked with in the police. Therefore, I was left completely on my own with only other probationary constables to rely on, and out of these, I was the most senior. Just six months into my career and with a year and a half left on my probationary period, I was left without a formal mentor. After another eight months or so at CMD, I transferred to the Northland Police.

My first six months in the police resembled the experience of Claire, where she had a solid tutor for the same time period. However, my experience drastically changed after that first six months and began to resemble that of Ben, who was one of many probationers on his section, and Adam, who had no FTO. Adam and Ben made it clear that when they did not have the necessary support they became frustrated. Claire's experience of the New Zealand FTO programme was similar as she spoke of having no consistency and was constantly being moved from station to station. Those first six months for me were a great time in the police, and I got a lot of enjoyment out of them as I felt really supported. Daloz (1999) identifies that workplace mentors are most important at the beginning of one's career or during times of crucial change, such as a probationer constable entering their respective districts from the RNZPC. It is then the mentor's responsibility to help turn the theory into practice, by showing protégés how to apply their knowledge in a practical setting. Mentors are also responsible for passing on the organisation's professional code of ethics (Daloz, 1999; Lunt, et al., 1992; Goodyear, 2006; Fagan & Ayers, 1985). Claire demonstrated this when discussing her mentor, explaining that she took on his traits and work ethics.

My time with the Northland Police was spent in various roles, including looking after rural one-man stations in the absence of their usual occupant. During my time in Northland I was not assigned an FTO, mainly due to the fact that I had almost two years' service. It was a period that included some of the darker moments in my early career. I worked alone and without guidance 90 per cent of the time and fell behind in the achievement of my workplace standards. These standards are meant to be completed within a two year period. However, I took over three years to complete mine. I do not lay the blame for this squarely at the feet of the police as an organisation, as it was my responsibility. However, looking back, I wonder what difference it would have made if I had had someone assigned as my FTO for the entirety of those first two years. The stress of not

completing my standards would often make me consider resignation, as I saw no light at the end of the tunnel. I was constantly hounded by management to get them completed but was too afraid to ask for help. Ben (2015) similarly spoke of his hesitation to ask for help as his sergeant was too busy to deal with him. Those interviewed also spoke of inconsistent support and practices during their probationary period. I was struck by how their accounts of frustration resonated with my own experiences. However, these feelings of frustration are also what drove me to become an FTO so that other new staff did not have to face the same experiences that I had. Both Adam and Ben too mentioned this as motivation for becoming FTOs as they did not want probationers to have the same experience that they were exposed to.

Becoming an FTO

After about three years I got my standards signed off and also completed my university papers. This allowed me to finally lift my probationary status and become a fully-fledged police officer. However, like all jobs, I never considered that this was the end of the learning phase of my career. I have a vivid memory of being told by the workplace assessor in one of the interviews that the paperwork I completed was so bad that I would never have much of a career in the police. This became a huge motivating factor for me. I wanted to become a better all-round police officer to prove the assessor wrong. At this time I developed a strong relationship with a sergeant who took the time to teach, mentor and coach me through different aspects of policing, providing me with the practical knowledge needed to be a police officer. Part of this was entrusting me with increasing responsibility, such as looking after one man stations and being a liaison officer for United Kingdom officers entering the New Zealand Police service. I was also informally given the role of being an FTO for a probationary constable. At this stage I had no training in the role, nor was I being paid the allowance. However, I was responsible for and worked alongside this probationer for about three months. This informal mentoring relationship cemented my aspirations to want to take a promotion to sergeant. So I began on my journey to promotion and started to sit my qualification exams and practical assignments. I passed several of these showing that I had some aptitude toward becoming a supervisor.

The learning experiences I gained through this mentoring relationship provided me with a repertoire of skills and knowledge. I was rewarded when my sergeant approached me about being an FTO. In my case, I was just 'given' the job and I accepted this request with excitement. I saw it as an opportunity to help those in areas where I had needed assistance. I already knew that I wanted to progress to a leadership role in the police and I saw this as an opportunity to develop my supervisory skills. Reflecting on the interview participants' accounts, my own experience reinforced that the way in which FTOs are recruited is ad hoc and informal, particularly as there was no application process for this position. Adam wanted to be promoted and thought of the FTO programme as a stepping stone in his career. Ben also thought that being an FTO provided the chance to display leadership and take on supervision responsibility. Thus being an FTO could be seen as important part of a police officer's career path as this has been true of my experiences and those of the interview participants.

Although the selection of FTOs needs to be robust to maintain credibility of the programme, the interviews describe a different situation. For myself, my selection process consisted of being asked by my sergeant to apply, and filling out a pre-formatted form. When I changed district the process was the same. It was no different for those who were interviewed, with all three describing applying by way of a simple form and getting the job. This does not come across as a robust process, having seen the preformatted forms and 258s that have been submitted, I note that they contain sparse information, at times not resulting in strong selections taking place. The result of this process is the selection of people who do not hold the required traits that an FTO should hold. Adam (2015) spoke of the 'dead fodder' element, those being appointed to the role of FTO but not completing the duties. These are the FTOs who take on this crucial role for the wrong reasons, with status and money being mentioned as two of those reasons. It is an issue that has been identified by both Trappitt (2007) and Collins (2009) in their respective reports on the New Zealand Police. Another issue that was identified in this area included selection by default. This basically means that in some squads there is a limited number of permanent staff who will automatically hold the position of FTO, while the rest of the section operates on a rotational policy. This rotational policy includes probationary constables. For these

members it appears as there is no selection process. They still have to apply for the role, however this is a mere formality.

The training course I completed for the FTO position was run over three days. This course was focused on the different way individuals learnt, and on ways to provide feedback to probationary staff. The course also contained a small section on how to complete some minimal administration tasks. I was handed a position description, which explained what this new role would entail. The position description stated that my job was to 'work with probationary members of the police, debrief probationary members on their learning experiences, and provide on the job training and mentoring to probationers to the point where they may work by themselves' (New Zealand Police, 2009). After the training, I went back to my station where I was occasionally assigned probationary staff; three over 18 months at the Kerikeri station. At no point was I ever asked for feedback on how the probationary staff were going or if they were completing their standards. I had no communication from the RNZPC to provide me with background on the recruits. For better or worse, I was effectively left to my own devices. Ben was also left to create his own training aids to assist him in the training of his probationers, these had not been vetted by the police as an organisation. He only had the one training day in his seven years as an FTO and was effectively left to do what he saw as being necessary to create a positive learning environment. Like Claire (2015), I built strong relationships with my probationers in order to provide consistent support and I still maintain contact with them to this day. This is because I have a strong interest in their career development, though this is done out of my own volition based on the mentoring relationship I developed after I completed my probationary training.

After two years, I decided I needed to move from the far north. When an opportunity in the Waikato presented itself, I took it up. My position in the Waikato was part of a newly formed team, which was to be a mixture of full time appointments and constables fresh from the RNZPC. During the initial meeting with my sergeant, it was established that I was receiving the FTO allowance. It was decided that I would continue to be an FTO for this newly formed team. However, this presented a number of challenges. Being new to the district, I did not know some of the established processes, nor did I know the right people that needed to be contacted when various situations arose. During my time as FTO for

this section, I had around 12 probationary constables report to me over the four year period. At times I would have two, and sometimes three, concurrently. Ben mentioned this from his time as a probationer, explaining that he was one out of about four probationers to a single FTO. I have kept in regular contact with some of my probationers, becoming something of a workplace mentor above and beyond what is expected of an FTO. Some of my probationers have become very close friends, forming part of a support network for both me and my wife.

No longer an FTO

This was the last time that I was an FTO and as I reflect upon my own experiences, there are several feelings that come to the fore. The first is an intrinsic feeling of positivity and accomplishment, to see the growth of a person and know that you have had a part to play in their development. This was reflected by both Ben and Adam as being the strongest motivator for them continuing to be FTOs. Second, I can recognise my own development and see the changes that I have undergone myself. I understand that because of this programme, I have learnt several skills including staff development, providing constructive feedback, managing staff workloads, supervision of staff at incidents and how to be a better mentor. Adam too used the FTO programme to bolster his supervision skills in the hope of being promoted to sergeant. He claimed that the role of FTO was like a stepping stone to a supervisory rank. It exposed you as an individual to the skills that would be required to become a successful supervisor. Due to my experiences, I have become a better supervisor overall. And last, the informal feedback I have received from my probationary constables about their own development and seeing where they are heading in their career is a positive ongoing outcome of the programme. This feedback shows that the initial work I did paid off, providing me with a sense of personal satisfaction. It also provided validation that what I was doing was working, making me more confident as a supervisor. The majority have been successful, becoming Detectives or progressing on the path to sergeant. All are still in the police. Ben spoke of this as succession training, commenting that he loved to see those who were once underneath him pass him by.

Whilst in the Waikato I decided to further myself by taking up study at the University of Waikato. I wanted to ensure that whatever study I did was beneficial

to my overall career. I decided on studying Social Science, as I believe that part of being a police officer is not just understanding law, but understanding society and how it functions. As I have a strong interest in the development of workers, I majored in industrial relations and human resource management. Part of this degree saw me complete two papers which have resonated strongly with me; 'Planning learning opportunities for adults', and 'Workers education and training'. It was during this second paper that I became more interested in the FTO programme, identifying that there were some issues that I would like to investigate. I wanted new staff joining the New Zealand police to be involved in a more positive learning experience in their initial stages and I believed these two papers equipped me with the skills to do this. I formulated a plan and Gemma Piercy assisted me with this, resulting in this current research.

Becoming a supervisor

I left the Waikato in 2013 to take up a secondment at the RNZPC as a recruit instructor based in the school of initial training in Porirua. It was my job to take 20 members of public, who had been through the recruiting process and introduce them to policing including legislation, policy, culture, values and principles of policing. Most of what I did was classroom based, presenting the theory behind policing and providing some context from my own experiences. I drew on my time as an FTO, and the work I had completed at the University of Waikato, to assist me in teaching these 20 recruits. By the time I had finished at the RNZPC in 2014, I had been directly responsible for 40 recruits, but had been involved with around 400. I knew that once these recruits had finished at the RNZPC, they would enter the workforce proper and be assigned to an FTO. Having been there myself, as both recruit and mentor, I had a greater insight into why the role of FTO is such an integral component of police training here in New Zealand. The RNZPC provides a good core knowledge around policing but cannot provide the real life experience to apply that knowledge. Adam spoke specifically about this, stating that there is no way to teach the incidents that police have to deal with, the only way to learn is through real life experience. New officers need to put the knowledge they learn at the RNZPC into practical application. There is nothing like attending a domestic or a mentally affected person in a real setting, and that is where I believe the FTOs are crucial. Police training should not be viewed as just

a 19 week course at the RNZPC, but more like a two and a half year training programme, with FTOs playing a major part of this process.

For the last year I have been directly involved in the FTO programme due to the fact that I am now a Public Safety Team (PST) Sergeant, supervising both probationary constables, constables and FTOs. As a supervisor throughout my career, in both my capacity as a sergeant and in the acting sergeant role, I have seen how other FTOs interact and I have, at times, been dismayed in the way in which they treat their probationers. The cause of this dismay has included FTOs who do not care for the progression of their probationary staff to those who are just outright lazy. Or as Adam described them, the dead fodder element, those that are doing the job for the wrong reasons. I have also seen the opposite; FTOs that spend extra time at work beyond their scheduled hours to ensure that probationers have the support needed to get their job done. These people also tend to build stronger relationships and I believe, because of this dedication, they have an aptitude toward supervising and mentoring staff. This is how Claire described her first tutor in the foreign police service that she worked for, someone who really inspired her to be the best she could. They tend to feel let down when something goes wrong for the probationer and they try their hardest to make amends.

There is another form of FTO that I have observed, one that is not recognised by the organisation: that of the informal mentor. That is, officers that have taken it upon themselves to complete the role of FTO without the training, allowance or formal title. Obviously this does come with risk; the organisation does not have the ability to ensure the right people are completing these mentoring duties, they will not have been through a training regime and so may teach contrary to what the police require and there is no accountability on them to ensure they do the job correctly. However, what this does identify is that there is a gap in the training that is initially provided to police officers once they leave the RNZPC until they get the probationary status lifted. Adam described doing this at the start of his FTO career, and then again towards the end. He carried out the duties of an FTO without any of the recognition or allowance that accompanied it.

Summary

In this chapter I have further expanded on the experiences of those workers who have participated in the FTO programme of the New Zealand Police. To do this I provided an account of my own experiences, starting from my first day in the police up until I completed this research covering twelve years of policing experience. I identified areas where my experiences intersected with those of the participants such as the frustrations of not having an FTO in the early stages of my career, and the professional development I received from being an FTO. I also wished to share these experiences in this research to demonstrate my perspective of the FTO programme. This shows that while I do have an insider bias that my own experiences are not that different from those of the participants. It is important to note that the experiences described above were the motivating force for me to complete this research.

Chapter 8: Discussion

Introduction

The interview findings demonstrate that the experiences of those involved in the New Zealand Field Training Officer (FTO) programme, reflect the issues and benefits that have been raised in mentoring and workplace learning literature as seen in chapter three. Therefore the aim of this chapter is to discuss these findings in relation to the literature review, policy documents and my own personal experiences in order to address the following research questions:

- What is the FTO programme in the New Zealand Police?
- What issues have arisen since the implementation of the FTO programme in 2003?
- What are the experiences of the workers involved in the FTO programme?
- To what extent are these experiences connected to mentoring/ workplace learning literature?
- How does the FTO programme compare to other early career workplace mentoring programmes?
- What kinds of policy changes should be recommended to strengthen the positive aspects of the FTO programme and address any possible weaknesses identified?

This chapter will be split into four sections. The first section will discuss the FTO programme, how it fits into the New Zealand Police, the impact of the reviews and the perceptions of those involved in the FTO programme. The second section will explore the benefits of the FTO programme, at the same time it will offer ways in which these benefits could be enhanced. The third section will describe some of the problems that face the FTO programme and what could be used to alleviate these problems that are faced. The last section will outline specific recommendations to enhance and strengthen the FTO programme.

Before I begin this discussion I, as a researcher, wish to again reiterate my point stated in Chapter 2 that the purpose of this research has never been to portray any

individual in a negative way. It has set out to examine the view of those workers involved in the programme and identify if there are any areas for improvement in the FTO programme in the light of international, domestic and my research.

FTO programme and workplace learning in the New Zealand Police

The New Zealand Police is made up of over 11,000 staff members spread across the whole of the country. Every day they are called on to respond to all manner of emergencies and incidents that require a variety of different responses. A lot of these responses require specialised knowledge, therefore the New Zealand Police require a robust workplace learning system that tailors to the needs of the employees and the public they serve (Trappitt, 2007). There are different ways that police officers become involved in workplace training; the heart of workplace training for the New Zealand Police is the RNZPC. It is here that many officers attend courses off-the-job on all different manner of subjects to upskill so that they can either specialise or promote up the ranks. However, the RNZPC is not the only training the police provide, supervisors train their staff on a daily basis on-the-job, there are on-line training courses that officers can take and debriefings of incidents to take learnings from them to name a few. The FTO programme is part of this workplace learning and is an early career mentoring programme that assists the learning of probationary constables through their probation period.

The FTO programme was first designed by the San Jose Police Department (SJPd) for the purposeful coming together of a mentor and a mentee. The purpose of this relationship is to transition knowledge from those police officers with experience behind them, to those who are new to policing and so still need the experience (Tyler & McKenzie, 2011; Sparfka & Kranda, 2003; Elliott, 2006; Fagan & Ayers, 1985). This ideal has remained true across all the police forces that were examined in this research (except for New Zealand). The FTO programmes investigated in this research fit the definition of an early career, transition focussed formal mentoring programme as defined in chapter three. All the programmes have had a similar philosophy of operation, placing a rookie police officer with a veteran officer to transition the knowledge that they learned from their respective training colleges to being applied in the workplace (Fagan &

Ayers, 1985; Inzer & Crawford, 2005). However, it is more encompassing than just training, they are concerned with the induction of staff into a profession which includes teaching a code of ethics, the politics and values; this is often referred to as the socialisation process. Many of the researches also recognise the stressful nature of policing and described the disturbing scenes that rookies may be exposed to in the course of their duties. They believed that having the FTO programme in place will help counsel the rookies through these hard times (Reiner, 2000). In the United States system it was also the role of the FTOs to make assessments of their rookies. This is different from the New Zealand system. This gives the officers power over the rookies because they could possibly assess them as not competent of being a police officer, which would in effect dissolve the rookie's employment relationship (Fagan & Ayers, 1985).

The FTO programme introduced to New Zealand- the aims of the programme

The FTO programme was initially set up in New Zealand to retain experienced staff on the frontline, particularly in Auckland. In 2003 the New Zealand Police were struggling to keep experienced police officers on the frontline. The thought behind the FTO programme was that the allowance would act as an incentive to attract senior officers to stay on the frontline or come back to it. Of note was that with the introduction of the FTO programme, there was no mention that the FTO programme was implemented to better train probationary constables, however, this is something that has been recognised as a benefit of the FTO programme.

Human resources calculated that there needed to be 1.166 FTO's for every probationary constable, this placed a large majority of the FTO's into the Auckland area, providing management with an allowance of \$2,500 per annum that would attract the senior members back to the frontline, especially in Auckland (Elliott, 2006). The FTO programme was implemented rather quickly without a lot of documentation supporting the programme's activities. This lack of clarity resulted in inconsistencies within the programme across the country (Elliott, 2006). This difference in district was demonstrated in the interviews were processes varied in the way each participant was selected, trained, and the amount of probationers they had at any one time, in support of this point. This variation has been identified in reviews Elliott, 2006, Collins, 2009 and in the interviews conducted for this research (2015). I argue, as my participants did that this

variation hampered our learning when we were probationary constables and is an issue which needs to be addressed. For example, Adam (2015) shared this sentiment when describing his experiences as a probationary constable. He claimed that he did not want to see probationers go through the same frustrations he did, this motivated him to becoming an FTO, to try and fix the programme from within.

The FTO programme introduced to New Zealand- the type of mentoring and learning

The FTO programme that is currently being used by the New Zealand Police, can be described as an early career mentoring programme. This is quite different to other workplace learning initiatives that are in use by the New Zealand Police. This is based on the fact the FTO programme is focussed on the building of a trusting and nurturing relationship to assist in the transition of knowledge at the onset of one's career, it gives it a clear distinction. It is not classroom based teacher centred training, it is a hands on one-on-one relationship with the purpose of conducting full induction of a new staff member into the profession of policing. (Inzer & Crawford, 2005; Fagan & Ayers, 1985; Elliott, 2006). The FTO mentor role is crucial for those probationers at the beginning of their career post the RNZPC. This period of a new police officers careers is a crucial turning point where the new police officers will learn skills and traits that will stick with them for the rest of their career (Daloz, 1999)

This FTO programme fits into the principles outlined by Vaughan et al. (2011) that make up effective workplace learning as discussed in section one of chapter three. It is an attempt by the New Zealand Police to provide organisation support for learning to those that need it, probationary constables. At the same time this programme offers an extensive orientation to a probationary constable as to what their job is going to entail beyond what is available in theory based programmes. All participants in this research described how they trained their probationary constables and all described guiding them through real life experiences to teach them the practical aspect of their job, situated learning. To measure how a probationer is progressing is not responsibility of the FTO. Because this has been identified as an issue in other countries the decision was made to separate this task out. Summative assessment (see Chapter Three) in the case of New Zealand is

under taken by the Workplace Assessors (WPA's). However, Ben mentioned he would often review a probationer's work and examine their workplace standards to ensure they were up to standard. This shows that formative assessment of the probationers has the potential to take place that provides additional support to the probationary constables. One area where support is lacking, in relation to providing formative assessment effectively is that the FTO's, in terms of training them, assessing them may not have this knowledge. However, even if they do understand how to conduct formative assessment they may not have the time to do their job. These issues of time and training for FTOs will be returned to later in this chapter.

Reviewing the FTO programme

Since 2003, the FTO programme has been introduced to every police district across New Zealand. As outlined in chapter 5, in 2005 the auditor general recommended that a review of the FTO programme be undertaken, completed by Elliott from HR solutions in 2006. This review identified that there were several problems with the FTO programme including, inconsistent selection, the wrong motivations for accepting the FTO allowance, impediments to the FTO programme and role clarity of for the role of FTO. Two further reviews were carried out in 2007 (Trappitt) and 2009 (Collins), however, these did not specifically focus on the FTO programme but on the training systems of the police in general. What is important from these reviews is that the same issues that were identified by Elliott were identified in both of these reviews, demonstrating that the recommendations from Elliott were not able to be implemented easily or effectively. The interviews from this research also show that while the FTO programme is a positive programme for the New Zealand Police, equally it reinforced the findings from these reviews. The interviews also demonstrated however that in some districts the FTO programme has become more structured than in others, through clearer processes and practices that have been developed, but this is not consistent across the country.

Barriers to change

As mentioned in Chapter Five the New Zealand Police is a public service operating in a neoliberal environment. This puts the police into direct competition

with other public services for funding and as a result and as a result the police have to deal with funding constraints. This forces the organisation to be more efficient with their allocation of funding, as the police's budget has effectively been cut by 40 million dollars each year for the last five years. Also the FTO programme was created under a false pretence, it was created so as to pay an allowance to senior members on the front line, particularly those in the Auckland area. Due to this it was implemented without the proper preparations being made and perhaps has not had the buy-in to the programme originally and nor has buy-in be acquired to make all the changes demanded in the three reviews. Some changes have occurred for example after Elliott's review a position description for FTOs was introduced. However, it appears that a lack of buy-in to the FTO programme from the top of the organisation across the nation has resulted in many of the recommendations having only been implemented in some districts.

The perceptions of those involved in the FTO programme

Chapter six and seven provide an in-depth account of the interviews of this research and my own personal reflections of the FTO programme, providing the perceptions of the FTO programme from those who have worked in it. The research completed by Elliott (2006) also provided perceptions from workers. When these accounts are considered together there is a definitive feeling of positivity towards the FTO programme and the benefits it brings to both the mentors and the probationers. Claire (2015) gave an account from the foreign police service that she belonged to as a probationary constable. This account showed that having a good mentoring programme in place left a lasting impression that influenced the way that Claire policed, and later how she carried out her duties as an FTO. She spoke of the transfer of his trait onto her such as being a hard worker and his professionalism showing the socialisation process in practice. The FTO programme was viewed by the participants in this research as being necessary for the successful training of probationary constables. The participants spoke of the benefits that the FTO programme brought to the New Zealand Police in a very positive manner claiming that it was a logical and beneficial initiative. Before the FTO programme it appears as there was no formal structure in place to mentor the probationers, this was the role of the sectional sergeants. So by having the FTO programme in place there is a formal system in place that helps probationers navigate their way through the 'real world' of

policing. It also recognises those that do take on the mentoring role, providing both status in a title and remuneration.

As FTO's, all the participants gave accounts of the personal satisfaction they felt at the growth of the probationers that were their mentees. This was the primary factor for both Adam and Ben for continuing to be FTO's once they had obtained the role. Both claimed they would have continued in the FTO role just for that personal satisfaction and would not need the monetary incentive to continue. This point was reiterated throughout the interviews and struck a note with my own reflections, I never thought of the money but in fact of the success stories of the probationers I trained. I am not surprised that this personal satisfaction was held in such high regard, but instead the surprising factor was that two of the FTOs I spoke with would have completed their duties without remuneration. This was an interesting point and one that I did not expect even though it was also raised in the Elliott report (2006). However, there is a strong culture in the New Zealand Police of team work, with everyone pitching in to help out. This is a culture that the New Zealand Police are proud of, often referring to themselves as a family which everyone is a part of. This sentiment of the feeling of pride helps show the existence of this culture in the police. This part of the culture should be embraced by the New Zealand Police and enhanced wherever possible, use of FTOs can ensure its continuance.

Secondly, the interview participants also viewed the FTO programme as a means to increase their own knowledge, this had a two-fold effect. One it meant that they had to develop more operational knowledge to carry out their day-to-day job, also a benefit for the organisation. If the FTO's did not possess this greater knowledge, they will be found wanting by their probationers leading to embarrassment and frustration on the part of the FTO. The participants in both this research and the Elliott (2006) research viewed the FTO programme as a stepping stone to promotion. Part of being a sergeant in the New Zealand Police is being able to develop and manage staff, something that the FTO programme allows constables the opportunity to do so. It gives those not in supervisory roles the ability to gain experience in this area, effectively preparing them for taking on the more involved role of being a sergeant.

Some negative perceptions were also reported, for example, Adam (2015) gave an account of his probation period where he did not have access to an FTO and described some of the frustrations at trying to get assistance with his learning in the first two years on the job. Ben (2015) gave a similar account but his frustration and lack of support was because he was one probationer of many (four to five) to the same FTO. Claire (2015) spoke of frustrations around the time it took to complete the mentoring duties of an FTO. It often impeded her normal duties and she commented that this was often not recognised by management. Other issues with the New Zealand FTO programme will be discussed below.

Benefits of the FTO programme

In this section the benefits of the FTO programme this research has identified will be discussed. The FTO programme has many effective attributes that the New Zealand Police should embrace and enhance. The first and what I believe to be the most important is the socialisation of new staff into the New Zealand Police. The second and third, both of which have links with socialisation is the ability of the FTO's to provide positive feedback and counselling to probationary constables. The fourth and fifth both relate to the benefits for FTO's, being professional development and personal satisfaction respectively.

Socialisation

A major strength I have identified from the FTO programme is the socialisation of probationary constables into the New Zealand Police. The socialisation process can assist in the transfer of positive traits that are needed to be a police officer in New Zealand. It is as Ben discussed, 'you want people in the role of FTO who are prepared to put in the extra mile as you want these traits to rub off on the new staff'. As the literature also identified (Dougherty & Dreher, 2007; Clutterbuck & Lane, 2004; Allen, 2006; Fagan & Ayers, 1985; Tyler & McKenzie, 2011), the socialisation process can be used to transfer the code of ethics and culture of an organisation. Policing as has been noted is a profession that deals with very stressful situations that can be disturbing to the majority of people. Socialisation assists probationary constables in gaining the skills and experience to be able to manage these incidents in not only a procedural manner but also on a personal level. Teaching new staff members how to positively handle the stress they will

encounter. To strengthen this aspect the New Zealand Police need to ensure that they have the right people in the FTO role, this comes back to selection process. To ensure the right people are selected, this research has identified several traits that should be held by an FTO, these are; knowledge, wisdom, dedication, leadership, and openness. The selection process will be discussed later in this discussion.

The FTO programme was originally designed to help with the retention of senior staff on the frontline by providing them with a remuneration benefit. However, it must be noted that if this socialisation process can be effected properly then new probationary constables will gain a sense of organisational commitment. This will help with the retention of staff over the long term, possibly achieving the objective that the FTO programme was originally implemented for (Dougherty & Dreher, 2007; Clutterbuck & Lane, 2004; Chao, 2007).

Positive feedback

Policing can be a negative job at times, the media makes light of mistakes that are made and management can be quick to point out errors. Praise for a job well done can be in very short supply, this was commented on in the report by Elliott (2006) and to a certain extent by the participants of this research. It can be extremely daunting for probationary constable who not only have to contend with the stress of learning a new job, but also not knowing if they are doing a good job or not. However, as noted in the participant's interviews, they discussed ensuring that they were giving their probationers positive feedback. This had a twofold effect the first was to help improve the knowledge and skill of the probationer, and the second was to encourage and motivate them. FTOs provide a gap in positive feedback that is obviously lacking, providing for a more positive experience for the probationers in the initial stages of their career. There is nothing in this research to suggest that probationers are leaving due to the negative feedback factor. However, it is something that would be worthy of further investigation (see Chapter Nine). The majority of FTOs are already providing this positive feedback, however, this is an easy concept that can be enhanced by some simple training. In this way the culture of negative feedback may also be minimised by changing the way feedback is provided from the bottom up.

Counselling

There are a lot of pressures placed on probationary constables in the first two years of their job as a police officer. Not only do they have to possibly adjust to the pressures of shift work, but there are the added pressures of having to come face-to-face with some of the worst aspects of society such as domestic violence and death. On top of this they also must complete ten workplace standards within the two year time frame. Both Ben and Adam spoke of their frustrations of not having anyone to assist them with their standards, having no one to turn to for assistance. FTOs can fill this void by being the person that the probationary constable can turn to in this stressful time for assistance. Training the FTOs in what is required of the probationer can ensure that the probationers received the appropriate support. Not only that but the FTO can also help to alleviate some of the personal stress that the probationers will be feeling, they can do this by being the constant in the hectic first years of the probationer's career.

Professional development

Probationers are not the only people who benefit from the FTO programme, the FTOs themselves gain from their own professional development. They gain skills in developing staff, managing staff at incidents, providing feedback and general supervisory ability. The fact that two participants mentioned the gaining of these skill outweighed the monetary allowance deserves further investigation. The FTO programme obviously provides an avenue for constables wanting to make the transition from constable to sergeant to grow their skills in the relevant area. As this already takes place, it is a cost effective measure to develop aspiring sergeants. With the right systems and performance indicators in place the FTO's could be given a fair account of how they are performing in the role of FTO. With this information they could make changes to better their performance, leading to more well trained leaders in the police.

Personal satisfaction

All the participants spoke quite animatedly of the pride and satisfaction they felt watching those probationers underneath them grow and develop. For Adam (2015) it was one of aspect of policing that he got the most enjoyment from,

passing on his skills to new police officers and watching them put those skill into use. Ben (2015) loved watching those probationers that he mentored progress their career and move either up the ranks or into specialised roles such as detectives or dog handling. Claire (2015) described how it made her enjoy the job more, which partly derived from a safety aspect (having a partner) and also because it challenged her to be a better person. These comments show that the FTO programme provides the FTO's more than just some money in their pockets each fortnight. The New Zealand Police should emphasise these points, it may be that these experiences will act as motivators to keep experienced staff on the frontline more than the allowance. However, to take it further the successes of both the FTO's and the probationers need to be recognised at higher levels of management. Allen et al. (2004) argues that mentoring can benefit the individual to have a much more rewarding career, this can in turn create an improvement in organisational performance.

As can be seen from the above examples being a mentor for the FTO programme carries traits that can be found within the literature on mentors. Gehrke (1988) described mentoring as a gift giving and receiving process, such as the FTO giving the gift of wisdom and practical knowledge and receiving the gifts of personal satisfaction and professional development. Exploring the probationer's experiences, it is clear that having a good mentor in the early stages of their career can be of great benefit as it can help alleviate some of the frustrations that they face in those early stages. Having that mentor can also instil some desirable traits that will assist them throughout their career, just as Daloz (1999) argues having a mentor early in a career is crucial, as it assists with the transitional period the new worker is experiencing.

Problems facing the FTO programme

The FTO programme in New Zealand is not without its problems. This section explores why some of the problems exist. The first and second to be looked at will be issues that arose from the way the FTO programme was introduced and implemented. The third will look at the effect that the internal reviews the New Zealand Police carried out had on the FTO programme.

The way it was introduced

As mentioned above the FTO programme was introduced as a means to attract senior officers back to the frontline, to keep experienced officers where they were needed. This along with the way the FTO programme was implemented, I believe has in part led to what Adam described as the 'dead fodder' element. Those officers who are claiming the FTO allowance not because they want to be FTOs, but because they want a bit of extra cash in their pay. Elliott (2006) too found this when he claimed that a majority of FTOs that he interviewed did not want to be FTOs to develop and help staff, but actually just to claim the allowance. This can give rise to the wrong people taking up the role, people who have no interest in actually taking on a mentoring relationship and all that it entails. Elliott (2006) mentioned that the few FTOs who were taking on the role for the right reasons said that the allowance would not have influenced the fact they wanted to do the job. This reflects what Ben and Adam stated to me during the interviews.

Implementation

FTO programme was implemented rather quickly and so it suffered from being an under-developed product, not being taken to its full potential. This has led to inconsistencies in the way the FTO programme is managed across the districts. While the fundamental purpose of the FTO programme remains the same, there are different ways that each district approach it. For example, there is no set way that the districts should train their FTOs, there is no system of accountability on the part of the FTOs, and no robust selection methods. I do not think the FTO programme was given the required time needed at its inception to become the effective early career mentoring programme it needs to be. There also seems to be no one person who is in charge of the programme, there are those that influence it, but not one individual that has overall control. Some of the benefits and issues that have been identified throughout this research could be easily enhanced or fixed by having a centralised group devoted to ensuring consistent role out of the policy across the nation. This is something that is still missing. Elliott (2006) recommended that the FTO programme needed ownership in the form of one organisation controlling the FTO programme.

The FTO programme takes responsibility of probationary constables once they graduate from the RNZPC. FTOs actions support the probationer through the

completion of the 10 workplace standards that they must complete. However, there is no official oversight of the FTO programme for the reasons mentioned above. This means that the training induction of new police officers falls on three groups of people, these being the recruitment centres, followed by the RNZPC which conducts initial training, then finally the district who guide probationary constable through their probation period with FTOs supporting the probationers through this. Each of these three groups have very little connectivity as they are all overseen by different sections of the organisation. For example, an FTO will not have contact from the RNZPC about the specific needs of their probationer identified during their initial off-job training.

Post the reviews

Many of the problems that the FTO programme faces are similar to those that are faced not only by other policing organisations, but by other organisations that utilise formal mentoring programmes. The most obvious is the burden that time has on those that operate in formal mentoring. A large group of authors have commented on the effect that time pressure has mentoring programmes, this is due to mentors often having to carry out their normal duties as well as being mentors. FTOs too face this same problem, as mentioned they either have to give up their mentoring duties or their policing duties but generally struggle to do both at the same time (Billet, 2003; Tyler & McKenzie, 2011; Allen, 2006; Elliott, 2006).

Selection of the right mentor was also raised by several authors, it was mentioned that just because someone was good at their job did not necessarily translate to being the 'right' mentor. Being a mentor has deeper meaning than just doing their job well and therefore the right people must be selected to carry out the role. This has been identified as an issue in this research and I argue that a consistent selection process is not being used across the nation. It is these kinds of inconsistencies which allows for some FTOs to be put into the role who possibly should not be there. The participants also spoke on this issue, Adam (2015) gave an account of how some FTO's are selected for the role as they are were the only permanent members on their respective group. They were not selected based on merit and this was happening within the last year. Ben (2015) spoke of those that were given the job just because they had been on a section for a long time, almost like a reward for length of service. Claire (2015), like me was 'shoulder tapped'

and given the job of being an FTO, not allowing others the chance to apply for the job that may have been better suited.

Organisational support of formal mentoring programmes as described by Billet (2003) is necessary for the successful application of a formal mentoring programme. Part of this support can come in the form of training for the mentor. By training the mentor, the organisation can better ensure that the programmes aims are met, that all mentors are delivering a consistent message and that mentors have the skills required to be competent in the role. However, as Tyler and McKenzie (2011) found, in Australia there is minimal training put into the FTOs, with the FTOs wanting more, particularly around networking with other FTOs. This is similar to the New Zealand experience as in some cases there is no training taking place or very minimal. Time is also a form of organisational support that can be provided, Claire (2015) made it quite evident that there needs to be recognition on the behalf of management that the role of FTO will impact on their other duties. She also made comment that it takes longer to deal with an incident as the incident needs to be broken down so the probationer can get a clear understanding of what and why certain actions are being undertaken.

These issues are not singular to the New Zealand Police. They are common issues that can be found in formal mentoring programmes in not just other police forces. It is important to raise this point as it highlights just how much the FTO programme is connected to the issues that are common to workplace mentoring schemes. As such these issues are not the fault of the ways in which the police service implemented the programme, rather they are part of broader issues which result from contemporary workplaces. Therefore solutions to these problems are not easily addressed.

Improvements

In this section I will draw on the information collected in this research and suggest ways certain aspects of the FTO programme can be improved. These also act as recommendations for the New Zealand Police and will be listed in Chapter Nine. The first aspect is the selection of FTOs. Selection is key to a successful formal mentoring programme, you need the right people in the right place. Second is allocating specific work time to carry out the role of FTO. Third is carrying out

training for FTO's. Fourth and fifth discuss completely new ways that the FTO programme could be administered.

Selection of FTOs

One concern that has been a constant throughout this research is the selection of the 'right' mentor. Mentoring is a special relationship that requires the right attributes on the part of the mentor for it to be successful. It was mentioned by Elliott (2006) that the selection process was not robust enough, and Collins (2009) described a selection process that was inconsistent across the districts. Both these reports have brought this issue to the New Zealand Police, however, it appears as though there are still issues with the way that FTO's are selected

This research has found several traits that a mentor should hold to be successful at their role such as; wisdom, patience, knowledge, leadership, tactfulness, and dedication. FTOs need practical and theoretical knowledge of policing, this is what they are transferring to the probationers and the purpose of the role. Wisdom was defined as using knowledge to make decisions, police must make life altering decisions on a daily basis, it is imperative that the right decisions are made. FTOs need to be patient with their probationers and recognise that they are going to take longer to do the basics and respect this fact. This may lead to longer hours at work, but police officers often work overtime and therefore a certain amount of dedication is required. Ben (2015) mentioned leadership as being important, FTOs are effectively leaders for their probationers and are possibly the future leaders of the police. All these traits need to be present for the right mentor to be selected, some can be taught but they should be held as necessities for the role.

A solution to the issue of selection is to come up with a framework at a national level and have the FTO's assessed against this criteria before being given the role. In each district there is a district development board, it is this board that should make the decisions as to who is appointed. The development board has greater oversight of the skills and aspirations of those employees in their districts, it uses this information to help them make informed decisions about who gets access to professional development. This puts them in a prime position to make decisions about who should hold the role of FTO. It will also take away the decision making

from the frontline sergeants and senior sergeants who may put FTOs in place as a form of reward for long service.

To maintain integrity in this system there needs to also be a form of accountability on the part of the FTO. Again this should be designed at a national level and should include the following; a review from the probationers they mentor, a review of their own performance during the time they are an FTO, a review of the work that the probationer carries out, and an assessment that the probationer is completing their required standards during their probation period. If the FTO is not performing to the required standard, they should be performance managed and if that fails, removed from the role. At the moment there is no accountability on the FTOs, so some are able to take the allowance and not have to show they are completing the duties. As there is an allowance attached to the FTO role, FTOs should be aware that they do have to be accountable for this extra money they are receiving.

Making time

Another theme from the literature and the interviews was that of the burden of time. Mentoring in the workplace tends to be an extension of FTO's existing role instead of a role on its own. All the participants made comment that the duties of being an FTO do impact on their other duties that they must too carry out. An easy way in which this issue could be mitigated is to have the sergeants and senior sergeants who are in charge of FTOs trained in the administration of the FTO programme. This does not have to be extensive training but at least an awareness that the FTOs under their command are going to need more time, so when it comes to deploying their staff they can make the appropriate considerations. Unfortunately there will be times where it becomes so busy or urgent that there will be time pressures, these cannot be avoided but must be managed appropriately. In some areas it may be possible to remove the FTO mentor and the probationary constable from the frontline for a set amount of time to help establish the mentoring relationship (two weeks).

Training FTO mentors

The training of FTOs was described differently by each of the participants showing a major inconsistency of training across the country. Claire (2015) spoke of a course that was a couple of days long, Ben (2015) had a one day course and Adam (2015) received no specific training on being an FTO. This issue too was raised in all three reports that were explored for this research, further emphasising the point that training of FTOs is inconsistent. Each FTO should be trained, it is a specialised role and needs to be treated as such. Police officers are not normally required to be educators and as such do not receive training in training staff. However, the role of FTO is in part an education role, so a basic grasp of adult education, including providing feedback and counselling skills, will be of great benefit to the FTOs. Again this training needs to be designed centrally and delivered locally. It should be mentioned also that those who remain FTO's for numerous years should undertake refresher training on a yearly basis. As Adam who was an FTO for six years had only a single day training in that time.

A simple way to increase the training of FTOs is to have a mandatory on-line course that FTOs must complete each year. This can provide a refresher on the basic principles of mentoring, adult education and counselling. All new FTO's should have to undergo mandatory training taken by an instructor. This training should be what unlocks the ability for a person to receive the remuneration tied to the FTO position. There should also be an opportunity for FTOs to meet and network with one another and have conversations around how to carry out the role of FTO. The networking sessions could be a way for the organisation to say thank you to the FTOs providing meals and genuine appreciation for the work they have done. These days could be viewed as a celebration of a job well done and something the FTOs will look forward to.

Tying FTO position to the promotion framework

Above it has been mentioned some ways basic ways that the New Zealand FTO programme can address some of the issues it faces. This section will now discuss two ideas that are very different to the current system that is in place. The first

idea is that of tying the FTO programme to the promotion framework²⁴. This would work by giving the FTO role to those who have expressed a desire to promote to sergeant and are on the path to promotion. This will have two effects, the first is that it will provide those who want to increase their supervisory skills with the opportunity to gain experience in this area. It will also provide feedback in areas of improvement by identifying any deficiencies. It will also mean that those who are FTO mentors will have a motivation to ensure they are doing the best job they can, they will need to prove that they can develop and build relationships with staff members if they are to promote. If they prove successful then it should be recognised by management, and count towards the standards required for promotion, this will increase their chances of promotion.

Providing clarity on the role as a career path is not a perfect way to fix the role however, as there are those who will want to be FTOs and will hold all the right attributes to be an FTO but not necessarily want to be promoted. However, it needs to be noted that there will not be enough staff on the promotion framework to cover the required amount of FTOs needed. Therefore other solutions also need to be explored.

FTOs as a specialised permanent role

The second idea that could be considered is to turn the FTO role into a full-time position with each district being allocated a certain amount of FTOs. This could be turned into a specialist role, coming with an extra allowance for the added responsibilities but also a recognition that their sole responsibility is to train and mentor new staff members through the initial stages of their career. They could align themselves with frontline sections so as to still maintain their operational capability, but with more responsibility placed on training new staff members. I believe that a position like this would take away from the mentoring aspect and turn the FTO position into more of a workplace learning initiative. The reason for this is that the FTO could possibly be responsible for several probationers taking away from the more one-on-one relationship that mentoring brings.

²⁴ The promotion framework is a development programme allowing those that wish to promote through the ranks the opportunity to develop their skills in the right areas. Those on the promotion framework must pass through a selection process that includes psychometric testing. They then have to complete a development course at the RNZPC followed by workplace standards.

This position would need to be applied for like any other permanent position in the police, they would then have to attend a training course at the RNZPC to become qualified. As this would be their sole role, they would be accountable for their performance as an FTO. To ensure that this position is carried out correctly there will be a need for a centralised manager, to ensure that there is consistency across the districts. Finding the staffing to fill these roles could be difficult, particularly in the smaller stations. It would also cost more than what is currently spent on the FTO programme and with the tight fiscal times the public sector in New Zealand finds itself in, this may be unattainable.

What can be done?

In the current fiscal times that the New Zealand Police find themselves in I believe that simple cost efficient solutions will be the best way to manage some of the problems that are faced by the New Zealand FTO programme. It is highly unlikely that the FTO programme will receive any large amounts of further funding due to the tight budget situation. However, if the FTO programme can be shown to be an effective way to train and induct staff management may see a reason to invest further. The benefits of the FTO programme have been well established therefore, proving the programme to be worthwhile. Some small and simple fixes have already been established above which I believe could greatly enhance the effectiveness of the FTO programme. Another aspect that could be explored is the establishment of an FTO coordinator at the RNZPC. This position would operate in much the same way as the Workplace Assessor (WPA) coordinator, providing guidance and information to the districts, acting as a conduit between district and the RNZPC. These will be summarised in Chapter Nine for further clarity.

Summary

This chapter has drawn on all the information that has been collected throughout this research. The purpose was to draw on all the data answering the questions that this research had established. Through this it has been found that the FTO programme the New Zealand Police are using is considered to be crucial for the development and induction of probationary constables as they transition from

recruit into constable. However, like other formal mentoring programmes it shares similar issues that are inherent in this form of workplace learning.

Chapter Nine: Conclusion

This research has focussed on the New Zealand Police's FTO programme, a formal mentoring programme used to train probationary constable in the initial stages of their career. The research has been completed for several reasons. The first and foremost is my personal interest in the programme, having been a part of it since its inception and my belief that when successful it makes a long term difference to the workers involved in the police force. Secondly, I believe that the police is an exceptional organisation that is able to instil strong values in its members and I see the FTO programme as a way of ensuring future success in this area. Lastly, the research has noted both strengths and weaknesses of workplace mentoring and the FTO programme more specifically. This aim is because I have wanted to understand the reason for the weaknesses in the programme in order find out how to strengthen these areas.

The thesis has identified that while the FTO programmes has numerous strengths there are some issues with the way it is managed across the country. There is a theme of inconsistency throughout my research and my examination of others. This finding arose from both the participants and reviews that have been completed on the FTO programme. However, the strengths and issues identified throughout this research are not solely belonging to those of the New Zealand Police; they are issues inherent in formal mentoring programmes. This conclusion will provide a quick summary of each chapter and will finish by making recommendations to the New Zealand Police and areas that warrant further investigation. This chapter will conclude this research and will be split into three sections, the first will provide a summary of the findings, the second will show how these are connected to previous work done in this field and lastly recommendations and areas for further research will be stated.

Summary of findings

Mentoring as a concept has been happening naturally since the dawn of man, the idea of a father or mother raising their offspring, teaching them the way of their culture. However, as society has evolved so too has the concept of mentoring and now the idea is widely regarded as a way to assist teaching others. This has been taken on by numerous organisations with mentoring being formalised into official workplace training programmes. This research has identified that these

programmes have both positive and negative aspects to them. The positives include; socialisation of new members, transfer of knowledge from an experienced member to a less experienced, the professional development of both mentor and protégés and, a feeling of personal satisfaction on the part of the mentor. However, there are issues also these were identified as; the burden of time from double sets of responsibilities, selection of the right mentors, training for the mentors, and the time that a mentor spends with a protégé. It was found that nursing and teaching, two professions that are similar to the police and also use early career mentoring programmes, share many of the same issues within their mentoring programmes.

FTO programmes from the United States and Australia were examined alongside the one used in New Zealand. It was found through this examination that many of the benefits and issues that exist within formal mentoring programmes also exist within these FTO programmes. However, there were several findings that were highlighted in the research. Socialisation was considered very important due to the specific nature of policing. There are particular traits that police officers require, and the research noted that the socialisation process which is core to the FTO programme being an effective manner to ensure these traits are passed on. This ties into one of the primary reasons for mentoring, the transfer of skills and wisdom, going further to include values and ethics. This led into another aspect that was mentioned frequently, the selection of FTOs. It was noted that policing organisations had to ensure they were selecting good mentors, as well as good police officers, not people that were just good at one aspect. Time to carry out the role of mentor was again mentioned, noting that like teaching and nursing, police officers in FTO programmes generally have to carry out their normal duties along with their mentoring duties.

The New Zealand Police FTO programme was examined through the analysis of policy documents and reviews. Through this analysis it was found that again many of the aspects of the New Zealand experience of FTO programmes match those of the other formal mentoring programmes that were examined in this research. However, some unique findings emerged also. For example, it was noted that there were inconsistencies in the way the FTO programme was run throughout New Zealand. In some areas the FTO programme was more formal, having robust selection processes, and training for FTO's. While in other districts

it lacked clear processes and procedures in areas such as selection, training, time to do the role and the number of probationers assigned to one FTO. The Elliott (2006) review provided further perspectives of the FTO programme, it was interesting to note that some of the views expressed in this review were also the same as those of the participants in this research. Some recommendations were made by the Elliott (2006) review, but it appears that some of these have not been implemented as the same issues were identified in later partial reviews conducted by Collins (2009) and Trappitt (2007).

The in-depth interviews provided the information that this research was most concerned with, the experiences of those involved in the New Zealand FTO programme. The interviews provided rich data as to how the FTO programme was perceived from both the perspective of FTOs and probationers. All three participants had been probationary constables and FTOs in the New Zealand Police Service, while one was also a probationer in a foreign police service. Through some strong themes that came through their experiences, the first was the personal satisfaction received by being an FTO. Secondly, concern over the selection of FTO's was mentioned by all three, showing that there were real issues with the selection of FTO's which included, selection by default, shoulder tapping and the 'dead fodder' element. Other themes that were identified were; the limited amount of training an FTO receives, the range in number of probationers to one FTO, and the skills an FTO learns while completing the role. There were two unexpected results which came out of the interviews; the first was the ambition to be an FTO so as to always have a partner for their own personal safety. The second finding was that two of those interviewed claimed they would carry out the FTO duties without the remuneration attached to it. Again there was a commonality between what was found in the literature, the reviews and the data from the interviews. This helps show a link between the literature and the New Zealand FTO programme, highlighting first that some characteristics of formal mentoring programmes are inherent in their make-up and second that there are clear issues which need to be addressed in the FTO programme.

Connections of the findings and literature

As mentioned throughout the discussion chapter and this chapter there are connections between the findings from the in-depth interviews that I conducted

and what is located in the literature. When examining this research and comparing it with the research done on other early career mentoring programmes from overseas it is noted that there are many similarities. Fagan and Ayers (1985) conducted a survey that was completed by 70 police officers, however the same survey was also completed by 87 nurses and 107 public school teachers as a comparison point. Tyler and McKenzie (2011) completed 13 semi-structure interviews with FTOs that had a range of experience from two years to 30 years. The Elliott (2006) report used a mixture of focus groups with probationary constables and semi-structured interviews with key figures in the FTO programme and FTOs themselves. I highlight these research methods as if I could have my research would have included much more empirical evidence. I originally wanted my research design to be similar to that used by Elliott (2006), with the difference of including a rural area in my selection process to gain a more robust understanding of the rural policing perspective. This also would have increased my pool of participants to nine FTOs and 18 probationary constables providing much more data.

One factor that needs to be noted in all these research designs is that it appears as there has been no specific focus to draw out observations specifically regarding gender, sexual orientation or race. My research was unable to make appropriate allowances to cover all these groups, I did however, ensure that I had at least one female as a participant. To be more representative of New Zealand culture I would have liked to have a Maori participant to gain insight into their experience of the probation period and being an FTO mentor in the New Zealand Police. Also if the research was bigger, I would have included Pacifica and Asian, including females in these groups. As there has been minimal research done into the New Zealand Police and their training methods, I believe that a Maori perspective could be greatly beneficial to the police as an organisation. The New Zealand Police are currently trying to make their organisation more reflective of the community they police, researching the specific needs of ethnic minorities and gender, particularly female will assist the police in improving their training and retention of these groups.

Recommendations

In this section I draw on all the information from this research and provide a list of recommendations. These are intended to show what further research could be undertaken and also how the FTO programme could be improved further.

Improving the FTO programme

- The selection of FTOs needs to be reviewed in order to ensure that the right officers, who hold the right traits are being accepted into the role. The police already have a robust selection process for other jobs, this could be transferred to the role of FTO to provide integrity to the selection process.
- At this time FTOs are not specifically measured as to their performance as an FTO. Performance measures could be developed to help show the effectiveness of the FTOs in the role and also the programme as a whole.
- In order to support these first two measures it would be beneficial to provide a national co-ordinating position. This appointment, in line with the Elliott report's recommendations, should follow the same structure as the workplace assessment system, would be a person with oversight over all of the FTOs. This person would also be a conduit of information from the RNZPC down to the districts.
- It would be beneficial to develop one specific and compulsory training programme for new FTO's, but have this training programme delivered at a local level, overseen by the district training boards. If the boards work with the national co-ordinator effectively this will provide a consistent approach to the way FTO's operate within their districts. The training provided with also giving clear role clarity to the FTOs and those that supervise them.
- This training could be reinforced through the development of a second training package that is designed as a refresher training programme for those that continue to be FTOs for more than a year. This course could be either a networking type training day (Tyler & McKenzie, 2011) or an on-line tutorial on the on-line training system the police use called Te Puna. I recommend that both aspects be incorporated into this training.

- It is clear from all my research that greater recognition of the time that it takes to build and maintain a mentoring relationship also needs to be built into workplace management structures for both the FTO and probationary constable. One way to do this could be to remove the FTO from their usual duties for the first two weeks of the relationship. In this way the FTO and probationer can get to know one another and go over some basic tasks such as; talking to public in uniform, stopping motor vehicles, attending domestic incidents but with the time to go through it step-by-step.
- Further investigation should be conducted into the payment of the allowance that FTOs receive. There are possibly other avenues open to the New Zealand Police to reward those that take on the role of FTO. These could include rank insignia, or the programme could be repositioned to be viewed as a development opportunity to promotion as part of a career path.
- Having FTOs as a specialised role could be investigated, this role would not be a mentoring role but more of a workplace learning initiative. There would be issues trying to establish this role as there is already funding issues for the New Zealand Police, so finding new staff to fill these roles will be difficult. However, this would be worthy of further investigation.
- Finally, but most importantly, investigations of the inconsistencies between districts need to be made. However, these investigations should be conducted in a manner different from the former reviews which were top down and driven by outside perspectives. The districts that operate differently have done so for some time and there may well be valid reasons for this. Therefore a more bottom up approach needs to be taken that can discover why reasons for these differences and if other recommendations are put in place then the changes need to be made cognisant of the less formal districts different capacities. Part of this needs to be a range of efforts to gain greater buy-in from the less formal districts to increase the level of formality that this thesis recommends.

Further research

- This research focussed on only three participants and their views. Further research into the perspective of Maori and Pacifica will provide a more

holistic early career mentoring programmes, giving a unique insight to their specific needs.

- The above point can be reiterated for the differences in gender and sexual orientation. This research only had one female's view, by including multiple views a more robust account of their views will be available.
- Socialisation was raised as factor that was important to mentoring new police officers. However, there is little research into the actual value of mentoring and inducting new police staff using current FTO models. It is clear that the socialisation process does perpetuate the traits of one generation of officers onto the next. However, further research into this area could help the policing organisations around the globe future proof their police forces by ensuring the right changes are happening at the right level.
- Neoliberal policies reduce the amount of public funding there is available to public services. Further research into public professions such as teaching, nursing and policing use of early career mentoring programme and how neoliberal policies possibly affect them. This could help further understand how the current hegemonic ideology is impacting on training with the public services.

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Appendix A:



21 September 2015

Mr Haydn Korach

fyi-request-2779-32e2a5ff@requests.fyi.org.nz

Dear Mr Korach,

REQUEST FOR INFORMATION

I refer to your request dated 27 May 2015, in which you requested the following information:

- *New Zealand Police Training - A Study of Organisational Preparedness of Police Training in Support of the Police Strategic Plan*
- *Organisational Assurance Group Assurance Services Report - Review of District Training November 2009*
- *Position Description - Field Training Officer*
- *Any other documents in relation to the Field Training Officer Programme*
- *Any other documents in relation to any reviews of the Field Training Officer Programme*

I must apologise for the delay in getting this information to you, I was awaiting sign off of confirmation for sending the information to you and missed the approval to do so.

I have considered your request in accordance with the Official Information Act 1982 and enclose a copy of the following information:

- *New Zealand Police Training - A Study of Organisational Preparedness of Police Training in Support of the Police Strategic Plan(2007)*
- *Evaluation of Field Training Officers (2006)*

- *Position description - Field Training Officer (generic)*
- *Position description - Field Training Officer (Waitemata District)*
- *Policy document - Field training officers (Counties Manukau District)*
- *Policy document - Field training officers (Wellington District)*

THE ROYAL NEW ZEALAND POLICE COLLEGE

Te Kāretī Karauna O Nga Pirihimana O Aotearoa
Papakowhai Rd, Private Bag 50906, Porirua

Phone: 04 238 3000, Fax 04 2371571, DX SX 11139

In regards to a number of the documents provided, it should be noted that they are a minimum of six years old and significant work has been undertaken to address the recommendations made in each report.

It is also worth pointing out that the report completed by Superintendent Trappitt was commissioned by The Royal New Zealand Police College (RNZPC) to inform the XCED (Excellence in Education) programme.

As a result of the XCED programme there has been a complete restructure of district training provisions and the structure of the RNZPC itself has changed with the move to a Schools based arrangement.

The documentation relating to the restructure of both the district training provisions, and RNZPC have limited, if any, information in relation to field training officers. I therefore do not propose to provide them to you at this time.

If you are not satisfied with my response to your request you have the right to complain to the Office of the Ombudsmen and seek an investigation and review of my decision.

If you have any additional queries, please don't hesitate to contact me.

Yours sincerely



Sean McManus
Inspector
Head of School: Initial Training
The Royal New Zealand Police College