Assessing professional competence: a critical review of the Annual Review of Competence Progression

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Summary

The Annual Review of Competence Progression (ARCP) is the process used to determine whether trainee doctors in the United Kingdom are safe and competent to progress to the next training stage. Criticisms from doctors led to a review of the ARCP in 2017, for which the current review was commissioned. The aim was to provide an evidence base to inform recommendations that would enhance the validity of the summative and formative elements of the ARCP.

Evidence obtained from a systematic search of the peer reviewed and grey literature was synthesised with information from national ARCP guidance documents, and local and specialty-specific ARCP guidance. Evidence from the wider literature on assessing competence in medical education was used to critically evaluate the summative and formative elements of the ARCP.

Trainees and trainers were skeptical about the ability of the ARCP to differentiate between different levels of professional competence, and were concerned that the ARCP only reliably identifies the most poorly performing trainees, and not trainees performing at or just under the borderline. National ARCP guidance lacked detail, resulting in variability across locations and specialties in how the ARCP is enacted, threatening the validity and reliability of outcomes. Feedback is not routinely provided to all trainees, which can leave those with performance difficulties unsupported, and high performers demotivated. Variability in the provision and quality of feedback after ARCP panels, and in preparation for panels, can negatively affect learning.
The ARCP functions as a high-stakes assessment, likely to have a significant impact on patient care. To ensure it is fit for purpose the ARCP should be subject to the same rigorous evaluation as other high-stakes assessments; there should be consistency in ARCP procedures across locations, specialties and grades; and all trainees should receive high-quality feedback.

**Keywords:**

assessment, competence, summative, formative, ARCP
Introduction

The Annual Review of Competence Progression (ARCP) is a yearly review of United Kingdom (UK) trainee doctors’ performance against curricular milestones. The ARCP is a competency-based review of whether a trainee doctor is suitable to progress to the next stage of, or to complete, their training. It aims to protect patients and the public by determining whether a trainee is safe to practice, thereby providing the mechanism by which trainees revalidate with the General Medical Council (GMC) and maintain their license to practise. Thus, it is a high-stakes assessment for trainees, as an unsatisfactory ARCP can result in trainees undertaking more training, having their training time extended, or being released from their training programme.

Definitions and terms of reference

In this paper, we regard the ARCP process as including the systems and practices of collecting and presenting evidence about trainees’ progress during their training and the judgments made about that evidence by a panel of assessors (summative elements); and any feedback given to trainees before and after the panel (formative elements). Aspects of the ARCP, notably e-portfolios and workplace-based assessments (WBAs), have been much researched (e.g. 2-7), as has the competency-based model of medical training from which the ARCP arises (e.g. 8-12). We did not set out to conduct a review of each of these constituent elements; rather, the main focus of this review is the ARCP itself. In doing so, our aim was to draw together evidence about the process and outputs in a manner that has not yet been done despite the important role that the ARCP plays in trainee progression.

Rationale for the research
Dissatisfaction with the ARCP has been recorded in the literature (e.g. Viney et al\textsuperscript{13}), reflecting widespread unhappiness with the process that led to a review being undertaken by Health Education England (HEE) in 2017.\textsuperscript{14} This article is drawn from the research underpinning that review, which was commissioned by HEE in order to support evidence-based recommendations for improving the validity of the summative and formative elements of the ARCP.\textsuperscript{15} Thus, we present a critical review of the validity of the summative and formative elements of the ARCP obtained by synthesising information from the ARCP literature, from policy and guidance documents, and from the wider literature on assessing competence in medical education.

**Methods**

We performed a systematic search of Medline and PubMed databases using the search terms “ARCP”, “Annual Review of Competence Progression” and “Annual Review of Competency Progression” from January 2005 to August 2017. Backwards and forwards citation searches of relevant articles were conducted. As the ARCP’s implementation is guided by policy documents unlikely to be retrieved through database searches, we also conducted targeted searches of key policy-makers’ websites, including HEE, the GMC and the UK Foundation Programme (UKFP), for relevant reports and policy documents. The inclusion criteria were: articles or reports containing qualitative or quantitative information about ARCP process or outcomes; articles published in English. Articles or reports mentioning the ARCP but not containing information about the ARCP process or outcomes were excluded.

In analysing the literature, we took validity to mean the purpose of the ARCP, whether in its current form it is fit-for-purpose, and the extent to which it achieves its purpose.\textsuperscript{16} We reviewed and synthesised the information obtained from the search with information obtained
from official ARCP policy and guidance documents, and a sample of policy and guidance documents which adapt national policy for use in a particular location, within a particular specialty, or at a particular training grade. We critically reviewed the information obtained about the ARCP in light of evidence from the wider literature on assessing competence in medical education.

**Results**

**Systematic search results**

Searches of databases and journals plus backward- and forward-citation searching gave 297 hits in addition to 11 potentially relevant reports of which we were already aware as researchers in this field. After de-duplication, irrelevant reports were removed by screening titles and abstracts, and then by reading full-texts. This resulted in 30 reports for inclusion in the review, 17 of which were peer-reviewed. Included reports mostly related to summative aspects of the ARCP. See Supplementary Table 2 and Supplementary Figure 1 for details.

**Policy information and guidance**

We extracted policy information about the stated purposes of the ARCP and practical guidance on undertaking ARCPs from the official national guidance.\(^1,17-20\) We also reviewed a convenience sample of local and specialty-specific ARCP guidance obtained via online searches (see Supplementary Table 1).

**Summative aspects of the ARCP**

Criteria and evidence used by panels to make decisions

The national ARCP guidance lacks detailed information about which evidence should be assessed and how different types of evidence should be weighted. Qualitative research
suggests this lack of clarity and the subsequent variability of evidence required by panels can undermine panels’ ability to make valid, reliable decisions; it can also affect trainers’ ability to guide trainees effectively through a changing curriculum while remembering the different requirements for trainees at different levels. To address issues of this sort, additional guidance has been issued by Medical Royal Colleges, Local Education and Training Boards (LETBs), Deaneries, and Trusts (see Supplementary Table 1); however, trainees believe that the resulting inconsistencies in requirements between different specialties, grades and regions is unfair.

The Gold Guide implies that the Educational Supervisor (ES) Report should take precedence over other evidence. The ARCP literature suggests that, in practice, the ES Report and the number of WBAs a trainee has recorded are both important, although their relative weighting may vary. Different aspects of the same type of evidence may also be weighted differently - for example, two studies in General Practice suggested panels value the quality of individual WBAs over the quantity recorded, whereas a small study of paediatric trainees found panels were satisfied when trainees achieved sufficient numbers of assessments and did not penalise trainees whose WBAs contained poor quality reflections.

There is evidence from the medical education literature that to make valid judgements, panels should consider a range of evidence reflecting different aspects of performance rated by a variety of assessors, and both the number of assessments and the performance of the trainee are important. The literature is unclear about how any weighting should be applied, however greater consistency between ARCP panels would provide equitability for trainees in different specialties.
Attendance of the supervisor and the trainee at the ARCP panel

The Gold Guide and the Guide to the Foundation ARCP take slightly different positions on the presence of ES at panel meetings. The Gold Guide states the ES should remove themselves if it is anticipated that their trainee will get an unsatisfactory outcome (implying they can be present otherwise) whereas the Foundation Programme guidance states the ES should not take part in their trainee’s panel at all.

Attendance at the panel can present challenges for the ES: a supervisor in Rothwell’s study described it could cause problems for their educational relationship with the trainee, particularly if the ARCP outcome is negative; however another study found trainers perceived this as more problematic than trainees did. This issue is much discussed by van der Vleuten and colleagues. While they believe supervisor input is important to increase the accuracy of panel judgements, they are concerned that the crucial trainee-supervisor relationship may be compromised when the supervisor makes high-stakes decisions about trainee progression. In this regard, the Foundation Programme Guidance is better aligned than the Gold Guide with the views of leading medical education researchers.

The Gold Guide and Foundation guidance state trainees may be present at ARCP panels, and in some circumstances may even be expected to attend, such as when receiving notification of an unsatisfactory outcome. The guidance is clear however that a trainee’s attendance should not contribute to panel decision-making; however, the literature confirms that when trainees do attend panels, they can feel that their attendance affects the outcome they receive.
Identifying poor performance and patient safety issues

The validity of the ARCP as a summative assessment hinges on its ability to reliably distinguish between satisfactory and unsatisfactory performance, between different levels of unsatisfactory performance, and to identify patient safety issues.

The ARCP literature shows trainees and supervisors have concerns that the ARCP measures clerical rather than clinical ability; that it does not reliably identify anything other than extremely poor performance; and that it cannot reliably identify patient safety concerns. \(^{13,21}\) We found no quantitative studies linking ARCP outcomes with patient safety or fitness to practise outcomes. Six studies found ARCP outcomes are correlated with performance in other assessments,\(^ {27,34-38}\) which suggests it can distinguish between different levels of performance, although there is not currently sufficient data to know how sensitive it is. A recent review of WBAs reached a similar conclusion;\(^ 2\) however a number of studies have found a link between examination performance and sanctions\(^ {34,35,39}\) so it should be possible to establish whether ARCP outcomes also predict patient safety risks or other professional difficulties, particularly if the quality of ARCP data collection were to be improved.\(^ {38}\)

The Gold Guide states panels will require additional information about trainees anticipated to receive a poor outcome. This may enhance the accuracy of borderline judgements; however the system relies on concerns being easy to detect, raise, and investigate, and the ‘failure to fail’ phenomenon suggests trainers may be unwilling to identify trainees who are struggling.\(^ {21,40}\) The new Generic Professional Capabilities Implementation Guidance\(^ {41}\) , jointly produced by the Academy of Medical Royal Colleges and the General Medical Council (GMC), goes some way to recognise and address the ‘failure to fail’ problem, stating supervisors should be given ‘time, training and support and be empowered to act if trainees are judged not to be making satisfactory progress’(p.13). A
recent review on ‘failure to fail’ supports training to overcome the problem, and also emphasises the need for ‘strong assessment systems with established criteria’ (p.1097) and ‘opportunities for trainees after failing’ (p.1098). Reducing the weighting of the ES report in panel decision-making may also help, and it may be helpful to formally review trainees’ progress well before the ARCP, when the stakes are lower. This might take the form of an interim or pre-ARCP panel, which is considered in the formative section below.

Reliability of the ARCP

We found no published numeric estimates of the reliability of ARCP outcomes or about the number and success rates of appeals. Our own descriptive analysis of ARCP outcome data published by the GMC showed the proportion of unsatisfactory ARCP outcomes varies by specialty and region (see Figure 1), reflecting qualitative reports from trainees that the requirements of ARCP panels vary ‘across specialties, regions and training grades’ (p.113). Without a large-scale, longitudinal multilevel analysis, it is not clear how much these differences are due to variability in factors such as trainee ability, curricular requirements, or panel decision-making approaches.

Figure 1 about here

Much of the ARCP is based around WBAs, which inform the ES Report and are presented to the panel in the e-portfolio. WBAs typically have low reliability but reliable judgements about a trainee’s overall competence can be made using WBAs so long as there are a large number of assessments and narrative reports sampled across curriculum areas and assessors. The literature suggests however that WBAs are not always well sampled because trainees have difficulty collecting evidence, or because the high-stakes nature of the ARCP means trainees are incentivised to select assessors or cases that show them in a positive light (e.g.).
We found no evidence regarding the reliability of ES Reports; however the ARCP literature indicated a significant number may be poor quality. The Gold Guide refers to ES Reports as ‘structured’ and provides a general overview of the information that they should contain, although a template - which may improve the report’s reliability - is not provided. A non-systematic Google search revealed several templates in existence, and these varied considerably by medical specialty and region. It seems likely, therefore, that the quality and content of ES Reports – and therefore of the ARCP decisions based on them - vary considerably.

The way ARCP panels make decisions as a group can also affect reliability, as shown in the wider literature. A literature review on group decision-making included recommendations for improving how Clinical Competency Committees (similar to ARCP panels) in the United States make decisions. The Accreditation Council for Graduate Medical Education has also produced an evidence-based guidebook containing detailed guidance on enhancing the Clinical Competence Committees judgments. No such evidence-based guidance exists for the ARCP.

**Fairness of the ARCP**

The ARCP literature shows that on average trainees who qualified outside the UK, who are male, older, or from black and minority ethnic backgrounds are more likely to have an unsatisfactory ARCP outcome. The reason for these differences may be multifactorial, although it is likely that they reflect the additional risk to achievement some groups experience during training. There is also evidence that some trainees believe ARCP panels can be biased against minority ethnic and/or pregnant trainees.

Equality and diversity training – a requirement for all panel members – does not guarantee that panel decision-making will be fair. Indeed, Ahmed warns poor quality
training can conceal rather than guard against discrimination. Explicit discussion of equality and diversity during decision-making may remind assessors of their commitment to fairness as they make decisions.

**Formative elements of the ARCP**

**Feedback given to trainees by the panel**

National guidance states that trainees anticipated to receive an unsatisfactory ARCP outcome are required to attend the panel to discuss previous performance and plans to improve future performance (‘feedforward’), and that such discussions should be separate from panel decision-making. The Foundation Programme Guidance also states that trainees with an *unanticipated* unsatisfactory outcome should have a feedforward meeting, that all trainees should have feedback about ‘targeted learning, areas for improvement and/or areas of demonstrated excellence’ (p.18) and the implication is for written feedback.

We found no estimate of what proportion of trainees attend a meeting with the panel, although the literature suggests that only some do. For trainees who do attend, the research suggests that the separation of the ARCP decision-making process from feedback/feedforward may not always be clear. Where feedback is provided, trainees can perceive it as unhelpful, negative or even confrontational. Many trainees are also critical that the ARCP does not provide enough good quality feedback (e.g.).

The wider literature is clear that the benefits of feedback depend on the nature of the feedback, who it is delivered by, and how and when it is delivered. The provision of constructive feedback and goals for improvement by ARCP panels is likely to encourage a culture of learning and development in which trainees aspire to excellence, and may therefore enhance patient safety. In the United States all trainees (residents/fellows) are required to
receive feedback after the Clinical Competency Committee, and guidance is issued on how feedback can be collated and delivered usefully.47

In terms of trainees who are released from training following an ARCP, the Gold Guide does not mandate support, stating only they ‘may wish to seek further advice […] about future career options.’(p.56)1 By definition those required to leave training are likely to have performed very poorly. It makes sense educationally and for patient safety that ways be found to support them to develop their careers.

Preparing trainees for the ARCP
The literature suggests that when the ARCP was first introduced many trainees did not feel prepared25,29 and it is not clear from the literature whether things have changed. Three studies reported on tools to support preparation by tracking achievement of competencies mapped to curricular requirements throughout the year.22,58,59 We also found an article describing how life coaching to address affective and attitudinal problems (rather than knowledge and skills problems) might help trainees with persistently poor ARCP performance.60

We found examples of several LETBs who have introduced interim reviews, designed to support trainees in preparing for the ARCP. We found no formal evaluations of interim reviews, although one study reported trainee and trainer experiences of attending a pilot Annual Planning Meeting (APM) three months prior to the ARCP, at which feedforward was provided.53 Trainees in the pilot found the APM encouraging, non-confrontational, and supportive, and liked that it did not rely on paperwork. Interestingly, trainers felt that only trainees in difficulty should have the meetings, but trainees who were progressing satisfactorily felt they gained from it, which supports the value of constructive, stretching feedback for all.
Impact on trainee motivation

The ARCP literature shows many trainees find the minimal competence aspect of the ARCP demotivating and discouraging of excellence.\textsuperscript{13, 24-26} The existence of several different categories of \textit{unsatisfactory} ARCP outcomes (\textit{cf.} a single ‘satisfactory’ category), and the manner in which these categories have been used, has contributed to a perception of the ARCP as negative, bureaucratic, and detrimental to learning.\textsuperscript{13, 21, 26}

There is much discussion in the medical education literature about minimal competence\textsuperscript{8-10, 12, 61, 62} and we cannot review it all here; however Eva and colleagues\textsuperscript{63} argue compellingly that the concept is underpinned by the incorrect assumptions that a trainee who can perform a task well in one context can perform it equally well in all contexts, and that once competence at a task has been achieved and ‘ticked off’ a trainee no longer needs to work on it. This encourages trainees to learn just enough to achieve ‘sign-off’, and not to revisit a competence once it has been recorded as complete, which can hinder learning, result in poor performance, and endanger patients. Educators can also find it difficult to help just-passing trainees since they are rated as equivalent to trainees performing at an extremely high level.

Discussion

Summary of findings

We found relatively little published research assessing the validity of the ARCP. National ARCP guidance lacks detail, resulting in variable practice across locations and specialties, and threatening the validity and reliability of outcomes. Trainees and trainers have concerns ARCPs only identify very poorly performing trainees, which may arise partly from the ‘failure to fail’ phenomenon. The fact that feedback is not routinely provided to all trainees may leave those with specific or less serious performance issues unsupported and
demotivate high performers. Variability in the provision and quality of feedback from ARCP panels and when helping trainees to prepare for panels can negatively affect learning.

**Strengths and limitations of the study**

To our knowledge this is the first review of the ARCP, which is a fundamental aspect of postgraduate medical training in the UK, and has parallels in postgraduate medical training globally. Our study is strengthened by the systematic and inclusive search of the peer-reviewed and grey literature on ARCPs, by including information from national and local policy documents, and by comparing with the wider medical education literature on assessing competence. It was not possible to include all of the wider medical education literature on assessing competence, however we referenced reviews and highly cited papers where possible.

**Implications for policy and practice**

We have highlighted that increasing the standardisation of how ARCP decisions are made, how feedback is provided, and how trainees are prepared for the ARCP, are crucial to combat threats to the reliability of the ARCP. While national guidance cannot provide detailed information about specific curricular requirements, it could include information on: how panels should weight different pieces of information (which would need to be supported by further research); the expectation that assessments submitted in the portfolio are sampled across the curriculum and assessors; the need for the ES to be absent when panels are making decisions; the need to ensure trainee presence at a panel does not influence decision-making; and evidence-based ways to guard against bias arising from panel group decision-making. In addition, the quality of locally-generated tools for supporting decisions can be compared and standardised nationally.
Research is urgently needed to assess the predictive validity of the ARCP, in particular its ability to distinguish reliably between satisfactory and unsatisfactory performance and progress, to distinguish between the different levels of unsatisfactory performance, and to identify patient safety issues. This will require the collection and provision of good quality data to researchers, and the publication of findings. Initiatives such as the UK Medical Education Database provide a mechanism for linking ARCP data with other outcomes and providing linked data to researchers, although the quality of such research will depend on the quality of the ARCP data. Fairness should also be considered as part of research into the validity of the ARCP, as is the case for other high-stakes assessments (e.g.,). As Tiffin and colleagues point out, it is unlikely that the ARCP is ‘free from cultural influences and opportunities for assessor bias’.

The wider educational evidence suggests that ensuring all trainees receive constructive feedback to improve their learning and performance, including ‘stretching’ feedback for those performing well, will increase the educational value of the ARCP process and help motivate high performers. Providing all trainees with a pre-ARCP meeting with their ES and another person, possibly an ARCP panel member, to check progress and provide feedback can help ensure any problems are addressed early and will guard against ‘failure to fail’ by reducing the high-stakes nature of the final ARCP.

Conclusions

Assessment of trainees is necessary to ensure standards and protect patients. Epstein and Hundert state that assessment is ‘a statement of institutional values’ (p.231), and thus investment in developing the ARCP to the highest educational standards demonstrates the value placed on developing excellent doctors, and will help combat the current impression of the ARCP as a relatively ineffective, bureaucratic, box-ticking process. We suggest that
investment in undertaking high quality and continual evaluation of the ARCP is essential to ensure the validity, reliability, robustness, and defensibility of the ARCP and its role in postgraduate training.

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Competing interests
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Author contributions
KW designed the study and conducted the literature review using search parameters and inclusion and exclusion criteria agreed by KW and MP in advance. KW analyzed the data and wrote the first draft of the original research report. MP redrafted the research report in collaboration with KW and RV, and all authors approved the final manuscript.
References


21. Rothwell C. A study to identify the factors that either facilitate or hinder medical specialty trainees in their Annual Review of Competence Progression (ARCP), with a focus on adverse ARCP outcomes PhD Thesis, Durham University, 2017.


Figure 1: Variability in the percentage of ‘unsatisfactory’ ARCP outcomes awarded to trainees from 2010 to 2016 across 13 specialties in two Health Education England Local Education and Training Boards: Thames Valley and East of England. ACCS= Acute Care Common Stem; CAT=Core Anaesthetics Training; CMT=Core Medical Training; CPT=Core Psychiatry Training; CST=Core Surgical Training; EM=Emergency Medicine; GP=General Practice; O&G = Obstetrics & Gynaecology; Clin onc= Clinical
Oncology; Clin rad=Clinical Radiology. Data from http://www.gmc-uk.org/education/14105.asp
### Supplementary Table 1: Local and/or specialty-specific guidance and decision aids included in the review.

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Supplementary Table 2: Summary of final full-text studies and reports. Main topic addressed in the reports: 1=Statistical relationships with other variables; 2= Demographic differences in outcomes; 3= Stakeholder perceptions; 4=Evaluation or description of process; 5= Preparation and feedback.

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Supplementary Figure 1: PRISMA Flow diagram for the ARCP literature search