

Best Value Review of Police Training

Force: Gloucestershire

Date of Inspection: 8–9 March 2005



A Report by Her Majesty's Inspectorate of Constabulary

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Context and Force performance

Context

Population served by the Force	566,977	
Number of police officers	1,304	
Number of police staff	656	
Number of special constables	170	
Budget for training for the financial year	Financial Value	Percentage of Overall Force budget
2003/04	Not asked	1.33%
2004/05	£786k	0.1%

Performance

A baseline assessment of the Force was undertaken during March and October 2004. The findings of HMIC relating specifically to the HR area can be found at:

www.homeoffice.gov.uk/hmic/gloucbaseline1004.pdf

Further details of the Force performance can be found at: www.gloucestershire.police.uk

For details of the rationale and methodology for the Best Value Reviews and inspection of police training please visit: www.homeoffice.gov.uk/hmic/training.htm

Findings

Area Examined	Findings
TRAINING STRATEGY	HM Inspector was pleased to find there is a training strategy in place that conforms to HOC 53/2003. The strategy is fully integrated with the HR strategic plan and the Force five year strategic development plan, 'Vision 5'.
QUALITY OF COSTED TRAINING PLAN	<p>The Force has a good quality, detailed costed plan for the training function. The 2004/05 plan captures all Force training. The arrangements to produce next year's plan are well advanced and the full NCM methodology is being applied through effective use of the B plan software. The Force has made good use of the B plan training opportunities to provide resilience in this area and a good level of management information is being produced.</p> <p>The training planning cycle has influenced the budgetary decisions and ACPO have been engaged throughout the process, reinforcing their client/contractor responsibilities outlined in the training strategy.</p>
MONITORING COSTED TRAINING PLAN THROUGHOUT THE YEAR	The training plan is routinely and regularly monitored at the Personnel Staff Development Board [PSDB], who also authorise significant changes as appropriate. Activity and budget spend against the plan are reported and the Force has seen year on year improvement in the accuracy of training predictions.
TRAINING NOT INCLUDED IN THE COSTED TRAINING PLAN	HM Inspector was pleased to find that all training has been captured in the training planning process.

Area Examined	Findings
<p>CLIENT/CONTRACTOR ARRANGEMENTS</p>	<p>HM Inspector was encouraged to find that there has been good leadership of the training function by ACPO and the PA to prioritise and monitor training. There is a view among many managers that the clarity of the meeting structure could be improved to demonstrate where training sits at the strategic level of the Force and to provide a focal point where all training issues can be progressed. Currently, it is dependent on the perceived importance of the training programme/project as to where it is presented for ACPO decision on prioritisation for resource allocation. Some training programmes are referred only to the PSDB, which is chaired by the Director of Resources and others are referred to the Force Senior Officers' Conference.</p> <p>Most training business for the BCUs is discussed at the PSDB where BCU commanders and departmental heads are represented but there is no lower level training user group which oversees the training function at BCU level. This could also provide an effective focal point across all BCUs to coordinate collaboration and initial prioritisation.</p> <p>The Force needs to ensure that the senior client side develops a more effective and consistent monitoring regime of the training function by routinely holding the training deliverers to account for the outcomes achieved.</p>

Area Examined	Findings
<p>MANAGEMENT ARRANGEMENTS FOR TRAINING</p>	<p>Responsibility for the training and development function rests with the Director of Resources, an ACPO appointment who oversees organisational development. The Head of Organisational Development is line manager to the Head of Training.</p> <p>The Head of Training, a chief inspector, is seen as the ‘head of profession’ for all training. All training deliverers, including the operational trainers are accountable to the Head of Training for consistency of standards.</p> <p>Local training on the BCUs is delivered by central training staff, although most training in the Force occurs at HQ. There are two divisional training officers on each BCU who are mainly dedicated to probationer training. They are line managed by the Head of Training. A professional development unit [PDU] has been established in Gloucester for the past 2 years and it is acknowledged there are plans to introduce a further PDU in Cheltenham in April 2005. The Force will use this opportunity to emphasise the coaching and mentoring opportunities for all staff and complement the continuous professional development policies in the Force.</p> <p>There was some concern among the trainers that succession planning is not being consistently applied across the training function. This can affect the ability to deliver to capacity and is likely to deter new staff from applying for training posts.</p> <p>The Head of Training is included in strategic meetings outside the Staff Development Unit.</p> <p>HM Inspector was encouraged to see there is consistently good support from the PA representatives. They meet regularly with the Head of Training and who sits on the IPLDP working group.</p>
<p>IMPLEMENTATION OF:</p> <ul style="list-style-type: none"> • Managing Learning • Training Matters • Diversity Matters • Foundations for Change 	<p>HM Inspector was pleased to find there has been sound activity which supports the <i>Managing Learning</i>, <i>Diversity Matters</i> and <i>Training Matters</i> recommendations, with action plans for each, together with effective Police Authority monitoring. The remaining work to be done is being integrated into improvement plan objectives.</p> <p>Progress against FfC is monitored Regionally. The Force is leading the Region on training venues, costing and communication and marketing of training.</p>

Area Examined	Findings
CURRENT IMPROVEMENT PLAN	<p>The BVR service improvement plan 2003 is largely complete and is planned to be signed off by the Police Authority. HM Inspector was pleased to find well documented progress of the recommendation areas and that it has had regular monitoring by ACPO and the Police Authority. An action plan has been developed within the staff development unit to progress the BVR outcomes in addition to other areas for improvement for the training function. The DCC “owns” the best value Implementation plan process and the DOR “owns” specific plan recommendations.</p>
MONITORING THE IMPROVEMENT PLAN	<p>The BVR Service Improvement Plan has been regularly monitored at the BVR panel that includes ACPO and the Police Authority.</p>
QUALITY ASSURANCE PROCESSES NOTEWORTHY PRACTICE	<p>HM Inspector was pleased to see a very well structured approach to QA that brings together all training deliverers to work towards the common standards detailed in the QA briefing files. In addition the Force has achieved Centrex approval since 1999.</p> <p>Every two months the head of QA brings together all representatives of the training sites to one QA Group meeting where developments in training are discussed. In addition, the group monitors the action plans that follow from a generic and ongoing QA self assessment process at each delivery site.</p> <p>The Head of Training is developing the QA capability by merging training design, evaluation and QA and providing some administration support. This will enable a more holistic approach being applied to the training process.</p> <p>HM Inspector was encouraged to find the Chief Constable has recently inspected the training function as part of his own inspection programme.</p> <p>There are routine trainer assessments and clear audit trails of the changes to the content of training courses. Lesson plans are routinely validated, mapped against NOS and monitored through the QA self assessment process.</p> <p>HM Inspector was pleased to see quarterly development days where the Head of Training brings together all Force training staff to discuss both strategic and tactical developments in training. In addition, there is ‘built in’ development time for staff such as the Driver Training Unit, where all training staff will be trained in the use of 4 x 4s before they become operational in the Force.</p>

Area Examined	Findings
<p>EVALUATION OF TRAINING</p>	<p>The Force evaluator also carries out the QA function and is line managed by the Head of Training. Tasking has not been particularly structured or independent from training but tends to be done by either the Head of Training or the Head of Organisational Development. Evaluation outcomes are reported to the evaluation sponsors or to the senior officers' conference. Monitoring of evaluation recommendations is ad hoc.</p> <p>There is an evaluation strategy but it does not describe the client/contractor responsibilities for evaluation or the evaluation priorities.</p> <p>There has been effective level one and two evaluation but the Force has not fully engaged the higher level evaluation. Some level three evaluation has explored the value of leadership training and more recently the value of civilian detention officer training.</p> <p>The PDR process or NOS have not yet been linked to evaluation and there is a general absence of external indicators of the impact of the training on performance or return on investment. HM Inspector acknowledges that the chief constable is committed to implementing the recent Home Office circular on evaluation and has planned for it to be presented to all senior managers as a priority.</p> <p>The Force helped establish the Regional Evaluation Group which is progressing Regional collaboration for training evaluation.</p>
<p>COMMUNITY INVOLVEMENT IN TRAINING</p>	<p>HM Inspector was pleased to find good examples of community involvement in diversity training. The 'TRUST' board is an independent group of advisors that have assisted with the delivery of diversity training. The TRUST is also being used to develop a community placement programme which will impact upon the IPLDP and ICIPD in the future. However, the Force acknowledges that there is a lot of work to be done in this area.</p>

Area Examined	Findings
<p>COLLABORATION – EXTERNAL ORGANISATIONS</p>	<p>The Force has developed placements for senior managers at GCHQ as part of a wider mentoring programme.</p> <p>There are reciprocal arrangements for advice and consultancy in respect of training design and delivery for victim support, rape crisis, survivors of child abuse and the Forensic Science Service. Consultation is being conducted with the University of Gloucestershire in respect of the development of academic programmes that will complement occupational professional development programmes in the Force. These will incorporate the IPLDP programme and the continuous professional development programme.</p> <p>There is sound evidence that operational training managers are developing key training programmes with partner agencies. For example, there is multi-agency training for managing emergencies and a very positive drive to involve the community in public order and major incident training.</p>
<p>COLLABORATION – OTHER POLICE ORGANISATIONS</p>	<p>There are good examples of collaborative effort within the Region. The Force has played a full part in the establishment of the Regional collaborative training framework that is focusing on all stages in the training cycle. To support this work there is a regional collaborative work plan. The Force has also agreed to undertake the regional evaluation strategy for IPLDP. Driver training are developing their QA with Devon and Cornwall which also involves working with ROSPA.</p> <p>HM Inspector was pleased to see examples of intra-Force collaboration across the three BCUs to deliver probationer training and some informal update training for operational staff, such as stop and search and improving detections.</p>
<p>ADOPTION OF NATIONAL GUIDANCE</p>	<p><i>The Models for Learning and Development</i> is the basis against which all training is quality assured. Furthermore, a self assessment process has been designed to achieve a consistent standard across all training.</p>

Area Examined	Findings
<p>MAIN AREAS FOR IMPROVEMENT FROM THE PERSPECTIVE OF THE FORCE</p>	<p>Further integration of PIP standards into all aspects of training for police officers.</p> <p>Increase training opportunities and the take up of training for police staff.</p> <p>Develop the IPLDP so that it becomes more realistic and relevant for the role to be performed by the student.</p>
<p>APPLICATION OF THE 4Cs SINCE THE REVIEW</p>	<p>The principles of Best Value have continued to be applied to the training planning process through effective challenge by ACPO and the Police Authority, particularly in the development of new training programmes. The Force has also continued their development of the NCM process which they apply to all areas of training. The outputs are used as the basis for comparisons across the Force to improve efficiency and reduce wastage of costs.</p>
<p>IMPLEMENTATION OF THE INTEGRATED COMPETENCY FRAMEWORK</p>	<p>The Force is implementing the national PDR process in April 2005 and the roll out has begun. Role profiles and objectives have been produced for all police officers and police staff profiles will follow. The PDR process is linked to priority payments and promotion.</p> <p>The Chief Constable's inspection identified that line manager skills needed to be improved to progress PDR and HM Inspector was encouraged to see workshops for managers being delivered alongside other leadership programmes to improve this area.</p>
<p>MONITORING PROCESS AND COMPLETION OF PERSONAL DEVELOPMENT REVIEWS FOR POLICE OFFICERS AND POLICE STAFF</p>	<p>PDRs are monitored on Areas and central monitoring is planned with the introduction of the new PDR system in April. Force completion rates average 90 per cent for officers and police staff.</p>

Area Examined	Findings
BUSINESS PLANNING FOR THE MANAGEMENT OF TRAINING	The training business planning cycle correlates to HOC 53/2003 and assists the corporate planning process. HM Inspector was pleased to find that training planning is effectively integrated so that it can contribute to and influence the budgetary decisions in the Force. The Force is moving towards a two year training planning cycle to improve the alignment with the budget setting process.
PRIORITISATION MODEL FOR TRAINING	HM Inspector found that prioritisation is led at the strategic level by ACPO but through different strategic meetings. In the main the Personnel Staff Development Board oversees the training function to prioritise according to Force needs. The prioritisation framework links all training requests to either PPAF or Force objectives. The Force needs to ensure that all training is subject to a consistent prioritisation process.

Recommendations

Recommendation 1

HM Inspector recommends that the Force develop a more distinct client/contractor arrangement that ensures that the client has a clear role in the commissioning and evaluation of training and the contractor is held accountable for delivery. This should also include a forum that can provide a focus for the training function and collaboration across the BCUs

Recommendation 2

HM Inspector recommends that the Force develops a robust evaluation function for all training, with a tasking and reporting process independent of the Staff Development Unit. This should include a clear mechanism for commissioning and actioning evaluation projects and monitoring their recommendations. The evaluation strategy should also reflect the client/contractor responsibilities and priority areas for evaluation

Recommendation 3

HM Inspector recommends that the Force review the effectiveness of succession planning processes across the training function, particularly where they impact high risk areas for the Force

Judgements

Judgement 1:

There has been frequent change within the Head of Training post over recent years leading to considerable instability. However, with the appointment of the current chief inspector and his deputy for a fixed tenure stability is now more likely to be achieved. There has already been significant improvement following the introduction of sound structures and policies on which to build progress. This has led to noticeable standardisation and good management oversight of all Force training. The training strategy has been influenced and supported by ACPO and the Police Authority and there is clear commitment to its successful implementation to deliver improved performance to the public. Furthermore, QA is being applied robustly and systematically to all training areas.

There are elements of the training process that the Force acknowledges could be improved such as the integration of PDRs into the planning and evaluation process, the clarity of the client/contractor arrangements generally and evaluation. The Adult Learning Inspectorate observed some good training by committed trainers and this also deserves to be recognised.

HM Inspector concludes therefore that the quality of the service is **'good'**

Judgement 2:

The Best Value improvement plan has been regularly monitored and there is a clear audit trail that shows how the recommendations within it have been actively implemented. The Staff Development Unit has laid out their intentions for improvement in the unit's action plan. A revised action plan clearly shows the priority areas needed to deliver enduring improvement and the plan is owned at ACPO level. The Police Authority is actively engaged in the training process and is committed to close monitoring and scrutiny of the training function. The chief constable too regularly reviews the training function to seek improvements. It has been encouraging that there has been realistic year on year investment in the training budget that reflects growth in the Force.

HM Inspector concludes therefore that the prospects for improvement are **'excellent'**

For further information on the judgement criteria refer to Appendix H/Annex A of the below document.

BEST VALUE AND PLANNING GUIDANCE FOR POLICE AUTHORITIES AND FORCES

Adult Learning Inspectorate

Summary of Findings

The Adult Learning Inspectorate undertook an assessment of several training sessions in February 2004. A summary of their findings is shown below:

Achievement and standards

- Most training courses include some form of on-going assessment carried out by the tutor. Some courses also include formal examinations. All learners are required to meet specific achievement criteria in order to pass the course and gain certification.
- In classroom sessions, most learners showed good understanding and knowledge of the course material. They were able to accurately recall information from previous training courses and apply their knowledge to practical situations. Most learners are developing good analytical skills and many ask incisive and relevant questions about the content of their programmes.

Quality of Education and Training

- Most of the training observed was satisfactory and some was good. There was no unsatisfactory training. Course and lesson planning are detailed, but there is sometimes an insufficient emphasis on meeting the individual needs of all learners. In the better lessons the objectives of the sessions were outlined to learners and presentations were clear and supported by good resources.
- In all lessons the tutors made very effective links between the theoretical topics being taught and practical situations involved in working in the police. The relevance of the course content to effective police work was reinforced regularly. Tutors have good working relationships with learners and encourage them to ask questions. Learners make good progress in developing new knowledge and skills.
- In many of the theory lessons there was insufficient involvement of learners and little variety in teaching methods. Although assessments of knowledge and understanding are an integral part of most training programmes, there was insufficient use of targeted questions to check the understanding of individual learners within many lessons.
- Learning resources are good. Tutors are well qualified and very experienced for their roles. All have a basic trainer qualification from Centrex and some also have teaching qualifications. Tutors make very effective use of their experience within the police to illustrate key points during training and to provide useful practical advice to learners.

- Most of the training accommodation is satisfactory. Some rooms are slightly restricted in terms of space and this can impact on the range of teaching methods used. Other rooms are pleasant and spacious and there is some good use of wall displays. This is particularly true in the driver training unit, where tutors make good use of visual images and props such as worn tyres to enhance learning. Learning resources are of good quality and learners have good access to ICT facilities.
- Assessment arrangements for all courses are good and well understood by learners. Most courses are assessed by a mixture of continuous evaluations of learners' performance together with summative tests and, in some cases, examinations. On most courses, learners receive regular detailed feedback on their performance. Progress is reviewed regularly on shorter courses and learners on probationary courses have a useful progress review with their supervisor once every 15 weeks.
- In some of the progress reviews on shorter courses the action-planning for learners is inadequate and does not clearly identify how they will practice and develop the required skills. All new recruits go through an initial assessment and selection process, and the results are recorded in their personal file. However, tutors make insufficient use of this information and initial assessment is not used in course planning.
- Tutors on the probationary courses have a good awareness of the training delivered externally and adapt their own training to provide a coherent programme for learners.
- There is insufficient use of alternative learning methods, such as e-learning. The training department has recognised this issue and plans to introduce some e-learning packages when the ICT system has been adapted to enable the tracking and monitoring of learning.
- Pre-course information is appropriately detailed and induction arrangements on longer programmes are satisfactory. Attendance at training is monitored closely. Tutors provide good support for learners both in and out of lessons. There are effective arrangements for providing relevant support for learners on personal issues.



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www.homeoffice.gov.uk/hmic