

Centrex

Training of Trainers

2004 Inspection



A Report by Her Majesty's Inspectorate of Constabulary

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# Foreword and Acknowledgements

Centrex was the focus of an organisational-wide inspection in 2003, the report of which was published in January 2004. The last 12 months have seen a great deal of internal activity, including action to address many of the issues found within that inspection.

The timing of this inspection, focusing on trainer development, could be interpreted as a further intention to subject Centrex to close scrutiny. However, training and development in the police service has in recent times become fundamental to improving operational performance. The better trained a police employee is, the better they can fulfil their duties and, ultimately, the better service they can offer to the public. As the Government seeks higher levels of performance from all of the service, there is a recognition that significant improvements can be made through the provision of smarter, more timely and appropriate training. Training needs to be provided in a cost-effective fashion, meet both individual and organisational requirements, and be delivered where it is needed.

Effective and efficient needs analysis, design, delivery and evaluation requires people who are themselves properly skilled and managed. I view the way that the service trains its trainers as being fundamental to achieving the success for which the service strives. Centrex plays a large part in equipping the service with trainers. If trainers are to operate as I describe, and Centrex is chiefly responsible for providing trainer development, it is critical that the organisation functions effectively and efficiently in this area.

I offer my thanks to the Board, directors and personnel of Centrex and to those chief constables that provided assistance and support during this inspection. I am particularly grateful to those people who were interviewed, or took part in focus groups, workshops and seminars. Specific thanks are also due to the commissioners, chief constables and chief executives or their equivalent in:

- Centre for Management and Policy Studies
- Chartered Institute of Personnel and Development
- Defence Centre for Training Support
- Employers National Training Organisation
- Merseyside Police
- Metropolitan Police Service
- Police Service Northern Ireland
- Strathclyde Police

## Foreword and Acknowledgements

- The Scottish Police College
- University of Bristol

who welcomed visits as part of a benchmarking exercise.

One of the most important contributions was made by the members of the inspection team, which comprised both HMIC and seconded staff who were key to the successful completion of the work:

HMIC	Kevin Bowsher (Team Leader) Teresa Sears David Cole
Avon and Somerset Constabulary	John Flavin Christopher Worth
West Mercia Constabulary	Helen Lippitt
Sussex Police	Nathan Evans
PSSO (now Skills for Justice)	Sue Hunter
Adult Learning Inspectorate	David Lindsay
Centrex Nominee	Yvonne Burgess

I reserve particular thanks to the heads of the three parts of Centrex: Training Development Unit, National Specialist Law Enforcement Centre, and Police Information and Communications Technology Training Services for facilitating visits to their locations.

During the life of the inspection, it was announced that Centrex's budget for this financial year (2004/05) was to be reduced. Understandably, this generated a great deal of concern about the organisation's future and also of individuals who work within it. However, these matters had no impact on the conduct of this project, owing mainly to all of those within Centrex, who ensured that the inspection was afforded all necessary support and assistance. This cannot have been an easy period in which to welcome an external examination of the organisation and their efforts are recognised.

Finally, gratitude is due to Ms Yvonne Burgess, the Centrex nominee whose co-operation and assistance ensured that this inspection was successfully conducted.



RA Field-Smith MBE MA Chartered FCIPD FCMI  
HM Inspector of Constabulary (Personnel and Training)

- 1.1 Training and development is a key enabler of police performance. Ensuring people have the skills they require effectively to perform their role is the function of training departments across all forces, and in relation to a number of products accessed on a service-wide basis, of Centrex – the central provider of police training. It therefore follows that the delivery of quality training and development requires the deliverers themselves to be properly selected, skilled, developed and supported. In recent times, many police trainers, both force-based and also those located within Centrex, will have gained their qualification to train through Centrex delivered training courses.

*'Government has got to see that to get quality training requires quality trainers'*

## Rationale for Inspection

- 1.2 Notwithstanding how a trainer is qualified, police service development, including critical areas such as child protection, domestic violence, the use of firearms and driving standards, relies on the ability of a trainer to deliver the content of inputs in a consistent and effective fashion. A number of critical factors therefore centre on the capabilities of police trainers and their role in improving police performance both at the individual and organisational levels.
- 1.3 In addition, reactions to the BBC TV programme *Secret Policeman*<sup>2</sup> needed to be considered. Whilst the focus of that broadcast was on the attitude of some police recruits, concerns were also raised around the capability of trainers engaged in delivering the probationer programme it featured. Questions were asked as to whether the training that trainers received adequately equipped them to operate effectively and professionally in relation to these issues. The course that prepares personnel to deliver training to recruits is the same course that the majority of police trainers complete, ie the Trainer Development Programme (TDP), which is offered by Centrex. However, as Centrex offers other courses, and to add clarity to this report, the generic term 'Training of Trainers' abbreviated to 'ToT' is employed when referring to Centrex trainer development programmes as a whole.
- 1.4 Given the level of risk involved, HM Inspector saw a need to conduct an inspection of Centrex's ToT programmes. The terms of reference covered how Centrex develops its own staff and also how effectively force-based trainers are skilled. Within the Centrex internal project 'Modernising Learning', part of the organisation's strategic change programme,

1 A Centrex senior manager when interviewed

2 Transmitted on 21 October 2003 featuring an undercover exposé of racist police recruits

## Introduction

changes to trainer development are already being considered. In addition, there have already been a number of comments and recommendations made in respect of police service trainer development in previous HMIC reports including; *Training Matters*<sup>3</sup> and *Diversity Matters*<sup>4</sup>, although neither piece of work focused specifically on the training of trainers. One aspect of this inspection was to ascertain the level of response to those reports by Centrex.

- 1.5 It is also of critical importance that any ToT programmes meet the requirement of the police service of today. Therefore, although this report focuses on Centrex ToT programmes, it also examines the service-wide approach to training of trainers, the part that the Integrated Competency Framework (ICF) role profiles play and what is required of strategic level governance. The ICF effectively combines National Occupational Standards (NOS) and the National Competency Framework (NCF) into one personnel management tool for the police service.
- 1.6 An important point of note concerns the first statutory HMIC inspection of Centrex, which took place in 2003. Centrex, at that time, had recently been formed, and is still evolving. The subsequent report, titled *Central Police Training and Development Authority 2003 Inspection* (CPTDA), is available at [www.homeoffice.gov.uk/hmic/training.htm](http://www.homeoffice.gov.uk/hmic/training.htm). The report contained a number of recommendations, designed to impact positively on the efficiency and effectiveness of the organisation, including those elements that provide ToT programmes. However, HM Inspector recognises that the timing of this work means that many of the recommendations will not, as yet, have been fully met. In reality this meant that many of the issues commented on in that report were still found to be factors in this inspection.
- 1.7 Timing has also proved to be a critical factor given the announcement of the Centrex funding arrangements for the financial year 2004/05, which resulted in a substantial reduction of the funds allocated to it from central resources. The majority of programmes scrutinised in this report were delivered in a way that meant that Home Office-funded forces were not charged for the places they took up. This position, given the funding issue, is now likely to change. This will have a direct impact on forces.
- 1.8 Between the end of 2003 and the beginning of 2004, forces had been requested to indicate their needs in this area. Centrex staff, as part of their business planning process, devised an appropriate delivery schedule and started to inform customers about the allocation of places. Because of the financial constraints it faces, Centrex has now indicated that it will curtail the number of courses it originally offered. The budget issue may now result in forces seeking access to training programmes from elsewhere, if they are not persuaded that Centrex products are both fit for purpose and value for money.

3 *Training Matters* HMIC 2002 inspection of police probationer constable training

4 *Diversity Matters* HMIC 2003 inspection of police race and diversity training

## Background

- 1.9 In the post Second World War era, most of the centrally-provided trainer development programmes were designed and delivered at a site in Harrogate in North Yorkshire. This venue is now the location for the Centrex Trainer Development Unit (TDU). Police personnel attending courses there are currently required to do so on a residential basis. More recently, the products offered by the TDU could also be accessed at Centrex's Headquarters at Bramshill, Hampshire. However, delivery of Centrex ToT programmes is not limited to these two centres. Police trainers intending to work in specialist areas are trained at either the National Specialist Law Enforcement Centre (NSLEC) Wyboston or the Police Information and Communication Technology Training Services (PICTTS) in Leicester. Some Centrex personnel have also been contracted, where a force has agreed to meet the associated costs, with delivering courses 'in force'. Interestingly, Centrex has also been engaged, on a contractual basis, to deliver trainer development products to international customers, both here and abroad.
- 1.10 Therefore, the inspection encountered a variety of programmes delivered by Centrex, all designed to equip new trainers, both working in Centrex and in force, for their roles. These were delivered by different departments and were of varying duration and qualification routes. In addition, each course had evolved independently over a period of time and was not necessarily the product of a service-wide needs analysis or design to meet a common learning requirement. Importantly, Centrex programmes were not designed in accordance with an agreed trainer role profile. The Police Skills and Standards Organisation (PSSO)<sup>5</sup> has incorporated such a profile within the ICF.
- 1.11 Currently, within Centrex, the following programmes are offered:
- TDP; six week duration course which is required internally by Centrex Foundation Training for its people. Qualification route is six National Occupational Standards from the Level 3 National Vocational Qualification (NVQ) in Learning and Development<sup>6</sup> achieved in the workplace assessment phase (of the nine needed for a full NVQ award), plus one additional 'in house' competency in relation to educational theory
  - Trainer Development Officers (TDO) programme; three week duration aimed at individuals engaged in trainer assessment and guidance. Qualification route is NVQ A1 Assessors Level 3 Learning and Development, work-based assessment, plus additional 'in house' competencies and underpinning knowledge
  - Access programme; two week duration which is offered to people entering employment in the police service with existing teaching/training qualifications

5 PSSO, the National Training Organisation (NTO) for the police sector, which has now been incorporated into a sector skills council for the criminal and community justice sector. This body is now called 'Skills for Justice'.

6 Learning and Development Standards are set by the Employment NTO (ENTO) and adopted by employers across the UK. For more information about ENTO see Appendix B

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- Training Skills programme; two week duration containing a programme for people who are not trainers per se, but who are delivering training within their core role, for example schools liaison officers. The qualification route offered three NVQ Units at Level 3 in Learning and Development
- Race and Diversity Trainers programme; currently two week duration (plans exist to extend to three weeks). Qualification route is an internal qualification with plans to obtain academic accreditation
- Health and Fitness Trainer programme; completion of TDP plus five weeks extra input. Qualification route is as TDP plus other internal units
- Personal Safety Trainers course; completion of TDP plus three weeks. Qualification route as TDP plus internal qualification
- Trainer Refresher course; one week duration which is designed for individuals who have completed the TDP in the past but have not practised for some time. Qualification route is dependent on existing individual qualifications
- Presentation Skills programme; one week duration, a programme designed for those who deliver presentations of information to audiences, no qualification route
- NSLEC Surveillance Trainer course; two weeks duration with a qualification route of City and Guilds 7307 which is achieved through work-based assessment.
- PICTTS – Information Communication Technology (ICT) Trainers course; three weeks classroom plus workplace assessment. Optional qualification route includes NVQ Level 4 as well as Level 3
- Centrex United Nations (UN) Accredited Trainer programmes; two courses varying in duration from two to six weeks. Qualification route is a UN certificate. Centrex is contracted to the Foreign and Commonwealth Office to deliver this programme to international learners. It is not directly impactful on the Service and is therefore not closely examined within this report

Overviews of the above courses are available via the Centrex web site at [www.centrex.police.uk/courses](http://www.centrex.police.uk/courses)

- 1.12 It is also important to note, however, that forces and some Centrex units also employ personnel in training roles who have not attended a Centrex ToT course. Moreover, trainers in forces may not necessarily hold a Centrex ToT qualification, but they may have obtained an alternative training qualification from either an academic institute or other awarding body operating through a training provider.

## Inspection Methodology

- 1.13 Each police organisation in England, Wales and Northern Ireland is inspected by one of six Inspectors of Constabulary. Each inspector is independent of government and acts under

royal warrant with statutory powers provided under the Police Act 1996, and extended under the Criminal Justice and Police Act 2001. Their task is to examine the way in which an organisation is operated, together with its performance against set objectives and targets. Ultimately they consider whether an organisation is effective and efficient across the broad range of tasks it performs. The inspector with responsibility for police personnel and training matters is Robin Field-Smith MBE MA Chartered FCIPD FCMI.

- 1.14 This project relied on desktop analysis of existing data and fieldwork visits to a number of Centrex sites. Selected stakeholders were interviewed and the wider customer base was invited to contribute through letters and seminars. In addition, a total of 143 separate interviews were conducted, some with individual contributors, others on a group basis.
- 1.15 Benchmarking activity took place with a number of bodies; their details are shown in the acknowledgement section of this report and Appendix B contains a fuller rationale for why they were chosen.
- 1.16 As in the previous HMIC Centrex report, a set of working protocols and terms of reference were published, and a member of Centrex staff was appointed to work with the inspection team as a 'nominee'. The role of a nominee is to act as a single point of contact for the inspection team with the Senior Management Team (SMT), advising the latter of key issues as they arise.
- 1.17 This report makes use of the European Framework for Quality Management (EFQM) model as a framework within which to comment on Centrex's performance in the identified criteria. The EFQM process can result in a RADAR<sup>7</sup> 'score' being awarded. However, for the purposes of this report, this will not be done.
- 1.18 It is recognised that for some time a number of forces have their own arrangements in place to train trainers without the involvement of Centrex. These arrangements can include the employment of external training providers or academic institutions. The scope of this inspection did not include an in-depth examination of each and every force's provision.
- 1.19 Recommendations contained in this report direct the service towards a national standard for police service trainers, irrespective of the provider. It is recognised that these proposals may have an impact on some existing activities. However, it is hoped that the benefit of having a single service-wide outcome will outweigh local preferences.

7 RADAR – Results, Approach, Deployment, Assessment and Review, the framework used for scoring performance in EFQM assessments

### 2.1 **The EFQM model asserts that leaders:**

- develop mission, vision and values and are role models of a culture of excellence;
- are personally involved in ensuring the organisation's management system is developed, implemented and continuously improved;
- are involved with customers, partners and representatives of society;
- motivate, support and recognise the organisation's people; and
- identify and champion organisational change.

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2.2 In the context of the EFQM model, this criterion is about 'walking the talk', being authentic with the words and actions associated with what the organisation embraces as a vision. It is about creating an internal ethical culture that generates a feeling of pride. Further, leadership is associated with the consistent implementation of systems, how leaders interact with others, how far they reach out to engage with stakeholders, and also how staff are motivated and valued. Leaders need to be at the forefront of change programmes without necessarily engaging themselves in specific detail.

## Leadership at the Strategic Level

2.3 As of 1 April 2004, the strategic level governance of the ToT programmes examined in this inspection rested with three of the directors who are part of Centrex's SMT:

- Accountability for products delivered either at Harrogate and Bramshill by staff from the TDU resides with the Director of Learning and Development.
- Responsibility for the courses offered by NSLEC and PICTTS is now with the Director of the National Centre for Policing Excellence (NCPE).
- UN-related products delivered by the International Faculty ultimately fall under the remit of the Director of National Police Leadership Centre (NPLC).

2.4 Recognising the nature of the work undertaken by NCPE, from the documents examined during this inspection, its director does not appear to be highly involved in the strategic

management of the ToT programmes delivered there. The transfer of PICTTS to NCPE took place on 1 April 2004, and previous to this date the unit had been part of what is now the Directorate of Learning and Development. The inspection could not find a clear audit trail which gave evidence of the decision to move it. This low level of involvement at the strategic level is also to be found in respect of the director in charge of the UN courses, which is, to some extent, understandable given the level of activity associated with them.

- 2.5 The *2003 Centrex Inspection Report* made reference to a lack of consistency in relation to the operation of programmes delivered by individual directorates. This inspection found evidence of activity taking place to address these issues, notably the work to produce a corporate quality assurance and evaluation strategy and the 'Learning and Development Skills Framework' project which aims to clarify the competencies required by those engaged in delivering training. Both activities fall under the auspices of 'Modernising Learning' a work strand of Centrex's corporate Strategic Change Programme (SCP) which was formally titled 'Excellence by Design'.
- 2.6 The latter of these activities, because of the involvement of representatives from Skills for Justice, is aimed at all levels of trainer, both those employed within Centrex, but also to trainers qualified by Centrex-qualified force trainers. It is intended that the project's output will identify the skills required by trainers. However, as yet, no clear high level direction exists to provide the Director of Learning and Development with a clear mandate to do so in relation to individuals employed in forces. This is despite recommendations 7.2 and 7.3 within *Diversity Matters*, which both call on Centrex to produce new service-wide trainer development programmes, based on a requirement set by the Police Training and Development Board (PTDB). No evidence was found of PTDB engaging Centrex in the way the recommendations required:

**Recommendation 7.2**

*HM Inspector recommends that Centrex, based on a requirement produced by the Police Training and Development Board (PTDB), by February 2004 designs, delivers, reviews and monitors a new trainer development programme, to be adopted by all forces, including the Metropolitan Police Service. The programme must equip police trainers with the level of expertise necessary to deliver race and diversity training on a fully integrated basis*

**Recommendation 7.3**

*HM Inspector recommends that Centrex, based on a requirement produced by the Police Training and Development Board (PTDB), designs, delivers, reviews and monitors a new race and diversity trainer development programme, to equip a selected number of individuals with requisite, higher levels of expertise, in race and diversity issues, for the purposes of promoting excellence by example across the Service. The programme must be supported and recognised by all forces*

## Leadership

- 2.7 The individual director should be commended for taking steps to address service-wide issues. Doing so without the proper authority may place Centrex in future difficulties with forces, the majority of which, at the time of the inspection, had not been fully consulted in the process.
- 2.8 There was only some recognition by the people interviewed within Centrex that any outcomes from these projects, for the sake of corporate efficiency and effectiveness, will need to apply to all ToT programmes irrespective of the directorate responsible for their delivery.
- 2.9 In March 2004 Centrex conducted its first organisational staff survey. Amongst the results, internal communication, both within and across directorates and also strategic level direction, were recorded as being major areas for development. The findings of this inspection support these conclusions. An overwhelming majority of personnel interviewed raised the same concerns. The task now for all of the organisation's strategic level leaders is to ensure that any ToT products delivered by Centrex, irrespective of which director has overall strategic level responsibility for them, adhere to any directives produced by the Director of Learning and Development. Fundamentally, leaders will need to ensure that all relevant personnel possess an understanding of the relevance and status of any new directives.

## Corporate Identity

- 2.10 The *2003 Centrex Inspection Report* also identified that to some extent an 'isolationist mentality' and 'fractured identity' existed within the organisation, which resulted in fierce loyalty on the part of personnel to individual units rather than Centrex as a whole.
- 2.11 Some external customers interviewed prefer to identify with the name 'Bramshill' (the location of Centrex's organisational headquarters) rather than the business name 'Centrex'. This may be more based on tradition and history but was a factor that was often repeated. Internally, as there are a variety of ToT programmes, with little crossover of design, delivery and qualifications, each provider is perceived to be working in isolation from others and failing to operate in a corporate manner. The term 'centre of excellence', which Centrex has adopted within marketing and branded materials, has itself attracted criticism from customers.
- 2.12 One area for this disquiet centres on the 'Quality Approval' process, which is operated from within the Learning and Development Directorate and was reported on in the 2003 Centrex inspection. Centrex grants 'approval' status to force training centres after examining their key processes and procedures. It does not, as yet, apply the same rigour internally. This perceived lack of 'walking the talk' has the potential to discredit the ethos of 'excellence' and undermines the notion that Centrex is a wholly efficient and professional organisation. Encouragingly, the implementation of Quality Assurance (QA) is a performance objective for the Directorate of Learning and Development for 2004/05. It is a major strand of the QA team's business plan for 2004/05. All the planned work is believed to be on target, although the June 2004 monthly performance report indicates that the work streams of 'Modernising Learning' are at risk of not meeting their target implementation dates.

## Operational Level Leadership

- 2.13 The same staff survey that indicated strategic level difficulties in relation to communication and direction found that people in Centrex, generally, value their line-managers. Again, the inspection captured evidence to support this finding. Many of the operational leaders and heads of departments interviewed were found to be well informed, motivated individuals who recognised areas for improvement within their own functions and also wider within Centrex. However, what they had collectively failed to address thus far is the issue of 'silo' operation. It is perceived that these individuals were working hard to manage their own units well without fully recognising the problems created by having differing systems and procedures from other units.
- 2.14 Evidence was found to show that some leaders at this level are failing to communicate effectively with colleagues in respect of the ToT products for which they are responsible. For example, there is little evidence of co-operation in the design and development of products. This results in there being several products and no commonality of what standards trainers need to obtain across Centrex and in the wider service. Evidence that this issue has now been recognised was found within the operations of the Learning and Development Skills Framework project, where representatives of TDU, NSLEC and PICTTS meet to try to develop a common approach. However, at the time of the inspection fieldwork, there was no obvious output from the project, although subsequently a standardised skills profile has been produced.

## Race and Diversity

- 2.15 In the 2003 Centrex inspection, there was a focus on Centrex's response to *Diversity Matters*. Centrex was required to 'articulate its response...to the whole police service...by February 2004'. This has been actioned through the Home Office-led Race and Diversity Steering Group which the Centrex Director of Personnel attends. The slowness of the workstream, and the difficulties of distinguishing action by individual stakeholders, has made it difficult to identify specific progress made by Centrex.
- 2.16 This raises questions in three key areas:
- The manner in which responses to reports which contain recommendations or directives affecting Centrex are corporately managed and maintained.
  - How Centrex proactively engages with stakeholders in relation to ToT programmes.
  - The level of commitment collectively afforded by the SMT to race and diversity in respect of ToT programmes.
- 2.17 Many of the Centrex ToT products have race and diversity content included on a mainstreamed basis. Reference is made to such issues when and where the deliverer deems it appropriate, and some evidence was found to prove this is taking place, although as not all Centrex trainers are themselves equally trained, the approach is inconsistently applied.

## Race and Diversity Trainers Programme

- 2.18 Some other<sup>8</sup> ToT programmes include the Level 3 ENTO NOS Unit L9 in Learning and Development, which outlines anti-discriminatory practice in the delivery of training (although achievement of this unit is not mandatory for all candidates). However, the primary route for equipping trainers with skills to handle race and diversity issues within the training they deliver is the Race and Diversity Trainers Programme. This course has been developed to build on an experienced trainer's knowledge, understanding, skills, attitude and behaviour and is designed to complement the TDP.
- 2.19 The two-year programme, which is not mandatory, encourages continuous workplace development, including a post course assessment phase which will result in the awarding of a 'Diversity Unit of Competence' (an internal Centrex qualification). Potential candidates should hold a current Centrex TDP certificate or its equivalent. What constitutes an equivalent level has, to date, not been properly articulated by Centrex, although it is acknowledged that the complexities of equivalence will make this a lengthy document! Candidates must also have at least six months police training experience and be sponsored by a manager responsible for either diversity or training. With a high number of entry factors, and given that for a number of reasons the majority of police officer trainers do not normally spend more than three years in the role<sup>9</sup>, the potential for any return on investment in this important course is low.
- 2.20 Positively, learners who were spoken to whilst attending this course generally valued its ethos and praised the commitment of those individuals who deliver it.
- 2.21 There is some evidence to show that customers have little knowledge or understanding of the purpose/objectives of the course. Content of the Race and Diversity Trainers courses that were delivered at the time of this inspection included references to obsolete standards.<sup>10</sup> Any customer confusion may also be an issue in relation to its marketing or a lack of recognition by the designers of the customer's requirements. Of great concern is the fact that there is similar confusion within the Centrex estate itself, between some units and departments, as to the status, aims and objectives of this product. In addition, the product is not yet explicitly aligned to the ICF.<sup>11</sup>
- 2.22 The timing of the inspection means the first attendees have not been in force for the full two years. But not one police trainer has successfully completed the diversity unit of competence. This is mainly because the supporting systems have not been developed in forces to allow a certificate of completion to be issued. The lack of successful achievement thus far somewhat undermines the credibility of the product.

8 See list in paragraph 1.11

9 As sourced by the PSSO publication *2003 Skills Foresight* which shows 39 per cent of constables and 38 per cent of sergeants engaged in training roles have one–two years experience

10 This refers to the continuing inclusion of Minimum Effective Training Levels (METLs) and Community and Race Relations (CRR) Occupational Standards

11 The ICF contains Standard 1A5 'Promotes Equality and Rights', adopted from the Community Justice NTO, which is set for a number of key roles in policing

- 2.23 There is no co-ordination regarding the race and diversity proofing of all ToT products and no records were found to demonstrate clearly that this activity took place in respect of all PICTTS and NSLEC products, although the process is built into the latter's maintenance programme for this financial year. A capability to scrutinise materials exists within the QA function based at Harrogate, although at present this is limited to ToT programmes located there and does not yet amount to a corporate process. Ensuring all products are race and diversity proofed through such a corporate process is a key strand of 'Modernising Learning' with an achievement target date of August 2004. Centrex are already aware that they face difficulties in meeting this target.<sup>12</sup> The Chief Executive's letter of July 2004 to all business units requiring compliance with the QA framework is a welcome step forward.
- 2.24 Centrex's dedicated Race and Diversity Unit has no role in relation to the ToT course materials and content nor in the ongoing maintenance of products. It is acknowledged that an appropriate high level of skill can be found within the QA function, however, there do not appear to be clear linkages between the two functions.
- 2.25 Once all Centrex products are robustly audited, ensuring that their trainers are confident to deliver race and diversity issues, either as a stand-alone subject or on a mainstreamed basis, is critical to organisational credibility. Further, as Centrex plays a major role in developing trainers employed in forces, skilling people in this way can be said to be fundamental to policing performance. To achieve this will require suitably high levels of leadership skills.
- 2.26 Centrex has recognised its responsibility in respect of equipping its own trainers to deliver race and diversity content. The organisation contracted Ionann Consultants Limited<sup>13</sup> to devise a role for 'race and diversity trainers'. This work was ongoing at the time of the inspection fieldwork although it is now believed an output has been produced. However, this approach appears to suggest that race and diversity content will be delivered on a stand-alone basis by specialist trainers rather than by a mainstreamed approach by all trainers.
- 2.27 Recommendation 7.3 of *Diversity Matters* calls for a programme of development for a 'selected number of individuals', and it is unclear if this work is in response. As was stated above, this recommendation was supposed to be fulfilled under the auspices of PTDB and thus cannot, as yet, be extended to cover trainers employed in forces. Nonetheless, the work expended thus far appears to demonstrate an organisational desire properly to equip its own trainers.
- 2.28 Two other recommendations, contained in *Diversity Matters*, called for action on the part of Centrex. The following have a bearing on the quality of ToT programmes. Progress on achieving them is at present unclear. For example:

12 Centrex Business Unit and Corporate Activity Monthly Performance Report June 2004

13 Ionann were the former holders of the Home Office contract to provide specialist race and diversity training

## Leadership

### **Recommendation 6.1**

*Centrex ensures that by September 2003 the National Training Design Model contains explicit direction for designers of training in relation to wide reaching community involvement and participation in all aspects of the training cycle*

### **Recommendation 7.4**

*With advice from Centrex and PSSO the service devises by February 2004 a common assessment procedure in line with NOS for all in service and external race and diversity trainers*

- 2.29 It is accepted that overall ownership of these and the other 48 recommendations contained in *Diversity Matters* lies with a strategic level governing body made up of key stakeholders and that Centrex cannot be responsible for compliance alone. Progress in relation to 6.1 is not clearly visible. In respect of 7.4, the Centrex monthly performance report for June 2004 indicates that progress is being made but on an internal basis as no clear mandate exists for Centrex to complete the work on behalf of the service.
- 2.30 Clearly, for Centrex to fulfil its ambitions in respect of strategic and operational leadership and race and diversity issues, it will require suitably high levels of leadership skills and expertise.
- 2.31 Centrex does employ a number of such individuals. The following examples only serve to demonstrate this and the list is not exhaustive:
- the current Head of the Harrogate-based TDU has recently been acknowledged at ministerial level for the work they produced on behalf of the Association of Chief Police Officers (ACPO) in respect of a new National Learning Requirement in race and diversity issues; and
  - a member of staff from the Race and Diversity Unit has produced a profile for specialist race and diversity trainers in conjunction with external consultants, meeting target dates set for the process.
- 2.32 Building on the comments in the *2003 Centrex Inspection Report*, Centrex would benefit from benchmarking its organisational leadership function with that found at the Centre for Management and Policy Studies (CMPS) Sunningdale. During the visit there, the organisation's strategic direction, vision and also the corporate ownership of products and services impressed the inspection team.

### **Recommendation 2.1**

***HM Inspector recommends that, with immediate effect, Centrex identifies a selection of successful, corporate organisations with which to benchmark their leadership capability***

# Policy and Strategy

## 3.1 Policy and Strategy are:

- based on the present and future needs and expectations of stakeholders;
- based on information from performance measurement, research, learning and externally related activities; and
- developed, reviewed and updated.

## Introduction

- 3.2 This criterion encompasses how Centrex implements its vision through strategy and how policies, plans, objectives and processes deliver the strategy. It also covers how the stakeholders' current and future needs, internal measurements and data inform policy and strategy. For the purposes of this report, this chapter focuses on the policies and strategies that are relevant to Centrex ToT programmes. However, relevant service-wide strategic issues relating to training will be reviewed in Chapter 8.

## The Strategic Change Programme

- 3.3 Centrex's previous organisational change programme called 'Excellence by Design', was launched in early 2003. It had a two-year agenda and encompassed a variety of work streams including 'Modernising Learning'. The programme was also aimed at implementing effective processes throughout Centrex and at the time of this inspection had been in place over a year. It was found that there was still a clear lack of knowledge and understanding as to the overall purpose and outcomes of the programme amongst the majority of those staff interviewed. Several were unsure as to how the overall strategy supported and influenced their role.

- 3.4 Centrex has now recognised some of the difficulties associated with the strategy and has re-launched the programme under the title of the SCP:

*'Over time, the scope of Excellence by Design widened as more and more projects were included. The criteria for inclusion were unclear and, as a result, the programme has become increasingly unwieldy and lacking in focus'<sup>14</sup>*

## Policy and Strategy

- 3.5 It is too early to comment on the effectiveness of the SCP. The paper that outlines it states that its purpose includes the development of a comprehensive programme providing a platform to:
- focus on the future as well as the day-to-day;
  - maintain a pressure on changing the organisation;
  - ensure there is a collective understanding of a shared vision for the future; and
  - allow staff to meet their customers' needs.
- 3.6 'Modernising Learning' was a distinct work stream of Excellence by Design. It has been retained under SCP and appears to have been managed in an effective fashion. As was described in the previous chapter, clarity is required around the mandate to act on behalf of the service in devising ToT-related products and processes. The business plan for the Learning and Development Directorate, who own *Managing Learning*, contains the following:
- development of trainer skills framework to support **force** training for officers and staff;
  - design of learning and development material to meet NOS and ACPO/Home Office learning requirement;
  - design, delivery and support of e-learning programmes to meet NOS and ACPO/Home Office learning requirement;
  - to institute procedures to rationalise learning and development work across Centrex using consistent procedures and working to audited standards. Includes implementation of internal QA, evaluation and franchise scheme management;
  - to ensure all programmes, products and services provided undergo legal checking;
  - training of trainers and tutor constables; and
  - design and dissemination of blended learning materials.
- 3.7 At the time of the inspection, a lack of clarity as to the overall strategic direction and ownership of Centrex ToT programmes was found despite the best intentions of those engaged in delivering them. This lack of clarity, it is suggested, is fundamentally linked to issues concerning the ICF role profiles for trainers, together with slow progress in implementing the ICF internally within Centrex and also the impact of how corporate ownership of units and departments is manifest. Evidence exists, exacerbated by the recent funding difficulties, to show that some ToT managers and their staff lacked an understanding of Centrex's overall strategic direction and purpose. There is also a low level of understanding of the ICF, NOS, NVQ systems and qualifications, and linkages to role profiles.

### Recommendation 3.1

***HM Inspector recommends that, with immediate effect, Centrex within its Strategic Change Programme ensures that clear direction is provided in respect of all trainer development programmes, including their relationship with the Integrated Competency Framework. This process must include named ownership, accountability and commitment***

- 3.8 It should be noted that Centrex personnel are not alone in finding it difficult to comprehend the status of NOS, as this was also found to be the case in many of the forces contacted.

## Costing within the SCP

- 3.9 Internal works on 'Trading Rules' including the use of the National Costing Model (NCM) for training is taking place as part of the SCP. The NCM was developed outside of Centrex as a service-wide product, and provides a common basis for calculating the costs of providing internal training within forces.
- 3.10 As part of the 'Trading Rules' project, Centrex states it has been working hard to develop both robust and professional processes for interactions with forces, and product cost information to allow for charging where it is appropriate to do so. It claims that significant progress has been made since the time of the 2003 Centrex inspection and that the first product cost reports will be available in August 2004. It should be stressed that Centrex intends to phase in the implementation over a three-to-five year period, and that only a very limited range of products and services will be affected in year one, ie 2005/06, setting aside any charging which is being authorised in the current financial year to meet requirements not covered by central grant.
- 3.11 At the time of the inspection fieldwork, Centrex intended to commence charging for some products it previously offered free of charge to forces without an effective and transparent mechanism in place to show how costs were derived, though it is believed that the charging base was the cost of in force delivery in the financial year 2003/04. Further, by Centrex failing fully to adopt the NCM on a corporate basis for all products when forces are doing so prevents comparisons with some products offered elsewhere and makes it difficult for customers to gauge whether the products truly offer value for money.
- 3.12 Finance issues are dealt with in more detail in Chapter 5, under 'Partnerships and Alliances', but it is clear any longer-term Centrex strategy has been affected by changes to how funds are provided and the level of funding provided in the financial year 2004/05. It is perceived that Centrex is not yet ready to engage with its customers in the way it needs to do, ie by marketing all products with accurate cost calculations applied.

## Policy and Strategy

- 3.13 Of the benchmark organisations visited, Chartered Institute of Personnel and Development (CIPD) and CMPS both had clear strategic vision as to where their organisations were heading. The tri-services centre also operated as a result of strategy to combine the efforts of all the three armed services in this area.

## Policy

- 3.14 As was highlighted in the *2003 Centrex Inspection Report*, there is no 'policy on policy', ie no policy on how policies are devised, monitored or reviewed. Several examples were found of staff designing policies locally. It is acknowledged that a new Quality Assurance and Evaluation Strategy has been designed, although it was too early for any associated policies to have been set. In addition, it is pleasing to note that a policy on the use of external consultants had been introduced since the 2003 inspection.
- 3.15 Notwithstanding these new outputs, during this inspection, corporate, Centrex-wide policies that relate to key ToT issues could not be readily found. It is suggested that the issue of local policies being used leads to the possibility of inconsistent practices being applied in relation to ToT programmes. As is outlined in Recommendation 4.4 of the 2003 report, Centrex must implement a policy setting process that ensures all subsequent policies adhere to corporate format, and are readily accessible, monitored and reviewed.
- 3.16 It is suggested that Centrex, within the 'Modernising Learning' work stream of the SCP, sets policy in relation to ToT in accordance with *Models for Learning and Development in the Police Service*.<sup>15</sup> Centrex-wide policies are required in relation to:
- training needs analysis (TNA)
  - training design
  - course maintenance
  - Continuous Professional Development (CPD) (both for learners and existing Centrex personnel)
  - product costing
  - trainer assessment
  - quality assurance (policy)
  - training evaluation (policy).

Since the end of the fieldwork visits, Centrex has supplied information to indicate some of these policies are now in place or under development.

- 3.17 Effective policies were found in CMPS, CIPD and at the Scottish Police College. Centrex has a working arrangement with the last of these establishments and may find it worthwhile to examine in detail what is in place there.

<sup>15</sup> A service-wide publication, issued by Centrex, but commissioned by ACPO and designed to standardise training procedures

# People

## 4.1 **People:**

- resources are planned, managed and improved;
- knowledge and competencies are identified, developed and sustained;
- are involved and empowered;
- and the organisation have a dialogue; and
- are rewarded, recognised and cared for.

## Introduction

- 4.2 This criterion is about how Centrex manages, develops and realises the potential of its personnel employed within ToT programmes, and how fairness, equality and empowerment are supported. It also relates to how Centrex's people are motivated and the ways in which their skills, knowledge and commitment are maintained.

## People in Centrex

- 4.3 People delivering ToT programmes in Centrex can be described as being:

- police staff
- seconded police officers
- external associates or consultants.

- 4.4 Many of the individuals have an excellent reputation internally and externally for their commitment and enthusiasm. Several of those interviewed enjoy their role and there was evidence of some contractual hours being exceeded to try to ensure they deliver the best product possible.

- 4.5 Yet there was also evidence that any loyalty they exuded extended primarily to the individual unit or location in which they worked and not generally to Centrex as a corporate body. These findings further support the perception that a silo mentality still exists across the organisation.

## People

- 4.6 The majority of work undertaken within Centrex concerns the design and delivery of training in one format or another. The organisation's portfolio covers a number of diverse areas ranging from leadership development to IT skills. Making sure that the people delivering these products are suitably skilled, supported and deployed appropriately is fundamental to the organisation's performance, but is also key to maintaining morale and goodwill amongst its people.
- 4.7 The processes for the selection and deployment of trainers across Centrex were found to be inconsistent and examples were found of some individuals delivering training or supervising its delivery without the development required to equip them effectively to undertake their roles.

## Induction

- 4.8 At the time of the inspection, as a result of previous HMIC recommendations, Centrex had just put in place a corporate induction process. Sessions are held regionally, so that there is usually an event arranged every three months or so, near where an employee works. The aim is that every new employee attends within three months of joining; this is a corporate performance objective monitored via the regular reporting process. An SMT member attends, to give a short talk and answer questions.
- 4.9 At the time of the inspection, a new member of staff engaged in ToT programmes had attended. Documentary evidence was also submitted which provided an overview of the induction process into particular departments. However, the content of some lacked clarity and outcomes. Induction of staff onto ToT programmes relies to some extent on the process of 'job-shadowing'. This concept is dependent upon the existing trainer's skills and practices being appropriate, and in some cases can lead to inconsistent directions being given to new staff. Where induction includes co-training with a peer it is equally important that practices are appropriate. Evaluation of the corporate programme had not been completed at the time of the fieldwork visits but subsequent data submitted to HMIC appears to show that it is valued by attendees.

## Continual Professional Development

- 4.10 Centrex was unable to provide a comprehensive staff skills matrix or database in relation to all personnel engaged in ToT programmes. It is recognised that NSLEC ToT does make use of one on a local basis and this is closely monitored. Any trainer who does not achieve the City and Guilds 7307 qualification within the set timeframe is removed from the database.
- 4.11 In addition there is no corporate policy to prioritise development opportunities, although there is evidence of more informal CPD opportunities being made available on a departmental or unit basis. The absence of a systematic, organised and Centrex-wide CPD process was a concern for many of those staff interviewed. As a result of a recent increase in the number of

ToT programmes being delivered and also, in the last financial year, some staff shortages, the opportunity to undertake CPD had apparently been reduced.

- 4.12 It is accepted that units operate differently in this area, some more robustly than others. For example, all NSLEC trainers are required to maintain CPD files and records are kept of when they deliver products. The budget for staff development in 2003/04 for the TDU, as an example, was £12,500. TDU have staff development weeks throughout the year, where staff are updated on skills and knowledge, business planning, and race and diversity issues. In addition staff are supported to attend external courses and conferences and have the opportunity to shadow colleagues. However, while recognising all this local activity, Centrex as an organisation does not ensure all of its trainers have access to a common CPD framework.
- 4.13 There was also an absence of a formal structured process to update and inform any external associates or consultants who had been contracted. This included problems around the provision of access to resources and information only available on the Centrex intranet system.

## Personal Development Review

- 4.14 A functioning Personal Development Review (PDR) process exists within Centrex and it is generally valued and up to date. However, some individual police officers stated that, when they attempted to utilise evidence from their Centrex PDR within their originating force, it did not receive equal value. Partly this was because there was a lack of understanding about the skills and experience that they had gained during their Centrex secondment. Partly, it was because their force had adopted the ICF when Centrex had not as yet done so. Knowledge of the ICF PDR format and competences was found to be poor amongst a high number of Centrex's managers and staff. Recommendation 5.1 of the *2003 Centrex Inspection Report* is designed to address this issue, and a response from ACPO is still being developed.
- 4.15 Many seconded police officers were also concerned about the absence of a clearly defined career path and career progression structure for trainers both within Centrex but also within the service in general. It is hoped that Recommendation 5.3 of the same report, will, when met, address this matter. Further concerns were raised in relation to police staff employees. No clear policy exists on criteria for acting up to a higher rank or grade nor any clear strategy around career progression for police staff trainers.
- 4.16 Concerns raised in the *2003 Centrex Inspection Report* about varying employment terms and conditions for staff were again raised during this inspection. The key issue for many of the personnel interviewed was the likely impact of the budget cut. Some police officers feared that their secondments would be terminated, resulting in them returning to force. Some police staff interviewed perceived that they faced redundancy. Terms and conditions for police officers and police staff trainers have proved to be problematic for the organisation.

## People

- 4.17 The fact that police staff are cheaper to employ than police officers is important, just as is the fact that seconded police officers enjoy considerable benefits from Central Service (for example monetary allowances, food and accommodation). Police officers can be working alongside a police staff colleague carrying out the same role without these benefits and at a considerably lower level of remuneration. Morale levels were found to be adversely affected by all these concerns.

## Trainer Assessment

- 4.18 The current informal induction processes are further undermined by a lack of some lesson plans for some of the ToT programmes, and importantly the absence of a corporate approach to the assessment of training delivery (as outlined in Chapter 6 'Processes'). There was little evidence of a structured, managed process of trainer assessment in the workplace. Some informal peer-to-peer assessments had taken place, but these did not benefit from an agreed framework or transparent criteria.
- 4.19 Many of those interviewed, and who delivered Centrex ToT programmes, were not aware of any formal assessment process. Many ToT deliverers had only been assessed by their peers on an informal and unstructured basis. Further, this had often only taken place when the trainers requested it themselves. The lack of any formal assessment of ToT trainers applied to many of the Centrex ToT programmes, and to both established Centrex staff as well as external associates or consultants.

### Recommendation 4.1

***HM Inspector recommends that, by April 2005, Centrex implements a robust trainer development assessment of workplace performance system, to be linked to the personal development review, continuous professional development and performance management processes***

## Support Mechanisms – First Contact Officer

- 4.20 The Centrex-wide scheme to support both staff and learners engaged in ToT programmes operates under the banner of 'First Contact Officer' (FCO). Information on how to access the service can be found on the Centrex intranet system. A series of posters also advertises the scheme and these can be seen on noticeboards located around the estate and in hotel venues employed for the delivery of courses. Evidence, obtained from those interviewed, identified a lack of understanding and awareness of the scheme by both learners and staff. A number of issues were raised, for example:
- the scheme does not offer 24/7 support;

- there is no access to photographs or curricula vitae of the volunteers (which makes it difficult to access appropriate support);
- no out-of-hours telephone message recording system in place;
- Centrex does not robustly monitor calls made to the scheme;
- there is no support system in place for those volunteers who staff it; and
- training for volunteers appears ad hoc.

4.21 It is accepted that in some areas of Centrex a more robust FCO scheme does operate, for example within Foundation Training sites. Here, effective management addressed many of the failings listed above. However, this inspection examined what was on offer to those engaged in delivering ToT products and the learners attending them. The issues identified impacted on the effectiveness of the scheme. For example, those attending race and diversity trainer courses may, because of the subject matter, have a heightened requirement for the services offered by FCOs. HMIC encountered such a course, located on a residential basis in hotel accommodation, where access to the service by learners was not possible.

4.22 It will be advisable for Centrex to re-launch the scheme with a more effective marketing campaign to ensure there is greater understanding of it and that it is implemented consistently at all sites. In addition, the information created should be closely monitored by Centrex senior management to identify any trends and recurring issues.

### **Recommendation 4.2**

***HM Inspector recommends that, by December 2004, Centrex re-launch the First Contact Officer Scheme to ensure it is effectively marketed and accessible to all staff and learners. In addition, there must be effective monitoring and management of the scheme by the Senior Management Team***

4.23 None of the benchmark organisations visited had suffered the budget cuts experienced by Centrex. Nonetheless, higher levels of organisational performance in the people criterion were found at CIPD, a private sector company and at CMPS which is publicly funded (but operates a robust charging regime). The staff at these centres were supportive of their managers and employers to levels not experienced within Centrex.

# Partnerships and Resources

## 5.1 Under this criterion:

- external partnerships are managed;
- finances are managed;
- buildings, equipment and materials are managed;
- technology is managed; and
- information and knowledge is managed.

## Introduction

5.2 The criterion of partnerships and resources covers the way in which Centrex plans, manages and deploys internal resources including finances, estates and technology. It also covers how it plans and manages external partnerships, alliances and joint ventures. It also refers to the way Centrex assesses associated risks within the ToT programmes.

## Partnerships and Alliances

- 5.3 In respect of ToT programmes, Centrex was found to have some constructive local partnerships in place which were often the product of local initiatives, for example, the TDU relationship with Leeds Metropolitan University and NSLEC's relationships with Loughborough College and Christchurch College, Canterbury.
- 5.4 Little evidence of either internal or external benchmarking was found. Centrex ToT programme managers did not actively research best practice across either the public or private sectors as part of a corporate systematic process. It is acknowledged that some managers do scan other practices but no central repository for such activity existed at the time of the inspection.
- 5.5 A low level of knowledge and understanding of ToT programmes within other Centrex departments was found amongst trainers. To some extent, this position results in individual units not having an opportunity to promulgate good practice or effectively to communicate with others in respect of procedures and practices. Staff interviewed identified a number of

informal professional relationships between units, but these were mainly driven by an individual's personal interests or friendships.

- 5.6 Nonetheless, customers interviewed did perceive that Centrex has the potential and opportunity to act as a focal point, as a co-ordinator and disseminator for good practice in respect of trainer development across both the public and private sectors. Despite there being a number of differing Centrex ToT programme deliverers and formats, completion of Centrex programmes promotes a consistency in subject language and concepts both internally and externally in forces (for example within lesson plans, written assessments and the use of individual development plans). The TDO system, a product of the TDU, also allows for a degree of consistency across any other Centrex functions that employ it.
- 5.7 Centrex TDU, NSLEC and PICTTS utilise differing awarding bodies for their ToT programmes. This leads to some duplication of administration and fails to take full advantage of assessors' skills and NVQ expertise across Centrex. Centrex should streamline their administrative processes related to external qualifications and reduce the complexity and bureaucracy caused by having a number of awarding bodies and awards in place. If it is decided that an external qualification is to be offered, adopting such an approach could lead to a more robust and widespread relationship with a single awarding organisation.

## Community Involvement and Independent Lay Advice

- 5.8 At present, the level of involvement by the community in Centrex ToT programmes varies considerably. Currently, there is no formal structure within Centrex to co-ordinate and manage the involvement of the community across all its ToT programmes. The process is instead somewhat ad hoc and often managed by individual course trainers.
- 5.9 Community involvement in TDU-based ToT programmes primarily consists of invited community members attending the venue where delivery is taking place and then aiding in the delivery. Conversely, some ToT learners visit local community sites. This process is usually managed by the trainers delivering that particular course, and makes use of an informal network of contacts. No evidence was found to demonstrate that members of the community, either on a geographic or interest basis, had been involved in the design or evaluation of TDU ToT products.
- 5.10 The NSLEC and PICTTS ToT programmes do not include any community involvement in any of the elements of the training cycle. The location of the NSLEC products, given that some sensitive products are delivered there, does present difficulties in involving community members, but it is suggested that these are not insurmountable. It will be for PICTTS to justify why community involvement in its ToT programme is inappropriate.

## Partnerships and Resources

- 5.11 The perceived lack of clarity around the role of the Centrex Race and Diversity Unit referred to in Chapter 2 includes how it supports other departments within Centrex in arranging for community engagement at the operational level and how such involvement at the corporate level can assist the organisation.
- 5.12 The *2003 Centrex Inspection Report* outlined that the original organisational level lay advisory panel had been formed in 1999 but had been disbanded in early 2003. In late 2003, the panel was reformed although the aims, objectives and links to ToT programmes have yet to be formalised. The reintroduction of the panel is welcomed, but its role relating to ToT programmes should be made clear at the earliest opportunity.

## Finance

- 5.13 As was outlined in the *2003 Centrex Inspection Report*, the customer cannot easily ascertain any return on the investment made by the Home Office when it provides central funds from the overall police budget. This is also the case in respect of ToT programmes for which no charging regime exists. Until the NCM is openly used it will be difficult for both Centrex and its customers, especially forces operating within a 'Best Value'<sup>16</sup> regime, to calculate the true cost of selecting these Centrex ToT products and services for which they are directly charged. The inability of force training managers accurately to calculate the cost of a Centrex ToT programme was found to have a detrimental effect on the level of trust and confidence they had in the organisation.
- 5.14 It is understood that Centrex intends to introduce charges for a limited number of courses from April 2005. Any such charges must be based upon a clear and transparent cost breakdown. The ABC Project within the SCP is developing this information, which should be available in August 2004. At that time, it is expected forces will be supplied with information detailing which courses will incur a charge and their 'true' cost.
- 5.15 The outputs from the Learning and Development Skills Framework should be available at that time. It is apparent that the NCM will need to be applied to the products that are devised as a result.
- 5.16 During the past year, Centrex – like many forces – has been developing its understanding of the NCM and developing product cost information. Centrex states that it is committed to utilising the NCM, although it has reservations about how this will allow favourable comparisons with non public sector competitors.

16 'Best Value' places a legal requirement on public bodies, through the Local Government Act 1999, to use the associated Framework to drive up efficiency and quality

### **Recommendation 5.1**

***HM Inspector recommends that Centrex, by December 2004, fully implements the National Costing Model for training in respect of all trainer development programmes, including any new designs that arise from the Learning and Development Skills Framework***

- 5.17 Concerns were raised about the variety of methods used to pay for a learner's NVQ registration where that qualification route is employed. Learners completing TDU courses are automatically registered for the relevant units by Centrex who also cover associated costs. No system was found to monitor the achievement of these learners to identify those who had not completed their programme. This means that there is no return on investment for Centrex, unless the learner is employed internally, irrespective of whether the candidate achieves the qualification or not. However, PICTTS 'offers' NVQ registration to their ToT learners, but the employing force meets the registration fee. It will assist the financial efficiency of Centrex if the methods it uses to fund NVQ registration in the future are reviewed.

## **The Centrex Estate**

- 5.18 A large number of trainers, managers and learners identified that some of the accommodation used for the delivery of ToT products was unsuited for the purpose they were being used. For example, some of the 'older' locations make use of cramped classrooms, which lack adequate heating or cooling. Conversely, it was also reported that where ToT programmes were delivered at NSLEC or at some of the hotels in use, the response from those involved was very positive towards the quality of classroom and bedroom accommodation. Although learners were generally complimentary about the standards of hotel facilities, this must be offset against the considerable costs of using such facilities on a regular basis.
- 5.19 The programmes delivered at PICTTS do not make use of residential settings and many are delivered in a customer's own facilities. This appears to be a more customer-orientated approach and is worthy of duplication at every available opportunity. A clear rationale, agreed between provider and customer, needs to exist where courses are delivered on a Centrex site (or hotel leased by Centrex).
- 5.20 Considerable evidence was found to show that the traditional residential-based style of delivery in use had been exclusionary, and has dissuaded some potential trainers from applying for courses. Some of the people interviewed stated that attending courses on a residential basis was a deciding factor in them not applying for a training role.

### **Recommendation 5.2**

***HM Inspector recommends that, by February 2005, Centrex review both the location and the need for a course to be residential in delivering trainer development programmes, to ensure that they enable equality of access for all learners***

## **Technology**

5.21 The inspection found that staff were generally complimentary about IT and technology. However, IT support was deemed to be poor when ToT programmes are delivered off site, especially where hotel venues were used. For example, a large majority of the learners and trainers interviewed stated that they were unable to access the internet for research purposes. In addition, Centrex staff said they were also unable to access the organisation's intranet, including e-mail and CPD resources.

### **Recommendation 5.3**

***HM Inspector recommends that, with immediate effect, Centrex reviews the suitability of using hotel facilities to deliver trainer development programmes in the light of cost and IT access problems. Where it is necessary to use 'off centre' accommodation, Centrex should seriously consider the viability of employing community-based premises***

# Processes

## 6.1 Processes are:

- systematically designed and managed; and
- improved, as needed, using innovation in order to fully satisfy and generate increasing value for customers and other stakeholders.

## Products and services are:

- designed and developed based on customer needs and expectations; and
- produced, delivered and serviced.

## Customer relationships are managed and enhanced.

## Introduction

6.2 This criterion encompasses how Centrex designs, manages and improves their processes and how they, in turn, create value for money and also help satisfy customers and other stakeholders. Processes are the means or approaches by which strategic directives are put into action throughout the organisation. They include the systems and measures established to ensure achievement of these directives.

## Wider than Centrex

6.3 Centrex provides ToT programmes not only for people employed in forces but also internally, to equip its own people. At present it does this by arranging for both groups to attend the same courses, usually at the same time, irrespective of organisational or individual needs.

6.4 Thus far the emphasis in this report has been on the performance of Centrex as an organisation rather than service-wide issues. This approach is not possible in this chapter owing to the fact that the issues discussed cannot easily be separated.

### Needs Analysis

- 6.5 One of the key processes that an organisation with a customer base must have in place is that which ensures that its products are fit for purpose and meet requirements. The process to analyse training-related needs and devise a product that fulfils them is called a TNA (although some also refer to this as Performance Needs Analysis because providing a training solution to a requirement may not always be the most effective one). The inspection team expected to find a clear, audited trail to show how each ToT product had been devised in response to a service-wide TNA process. These were not found in all cases and those that were did not adhere to the ICF role profiles.
- 6.6 The process of identifying what skills are required for police service trainers has to some extent been assisted by Skills for Justice when they set role profiles for trainer, training supervisor and training manager within the ICF. However these are presently too generalist and may not fully meet all needs.

### Needs Analysis – Impactive Issues

- 6.7 The origins of the TDP, the ToT programme that is employed to train the majority of police trainers, are inextricably linked to the police recruit training programme. Other TDU-based products have evolved as being complementary to the TDP (for example the TDO course) or through a recognition within the TDU that the TDP is not suitable for all (for example the Access and Presentation Skills courses). The PICTTS courses have been devised in response to the police use of IT, primarily the use of the Police National Computer (PNC). NSLEC programmes have been implemented with the advent of ‘high tech’ crime, to reflect the specialist nature of the courses, and the need to focus on coaching and assessing skills. However, each of the programmes is ostensibly about equipping people to deliver training in a police context.
- 6.8 Despite its origins, the TDP does not even fully meet the needs of Foundation training. For example, Ashford Police Training Centre, one of the Centrex Foundation Training sites, finds it necessary to provide further modules to staff who have completed the TDP. Extra input is provided including:
- leadership, supervision and management skills (for example constable level trainers take on such responsibilities in the classroom environment); and
  - teaching investigative interviewing.
- 6.9 Additionally, some of the skills that forces in particular require of their trainers are also not presently covered, for example:
- delivering race and diversity content on a mainstreamed basis (both the *Training Matters* and *Diversity Matters* inspections found that most trainers were ill equipped to deliver mainstream race and diversity content);

- conducting needs analysis processes;
  - designing products;
  - evaluating learning and development events;
  - the requirements of trainer supervisors, assessors, coaches and mentors (recognising that the Centrex QA department has, until recently, delivered a limited number of evaluators courses); and
  - delivering e-learning or blended learning (including the use of IT software and hardware).
- 6.10 Centrex has recently implemented a Managed Learning Environment (MLE) system within its National Centre for Applied Learning Technologies (NCALT) department. This software programme will manage the e-portal, a system of delivering e-learning products, accessible widely throughout the police service. Trainers will need to be able to make use of the programmes available in a blended learning approach if the strategy is to be successful. They will therefore need to be appropriately trained.
- 6.11 Centrex has departments that fulfil the functions. Equipping the people who work within them is presently unstructured and not explicitly linked to ToT programmes. There is a reliance instead on achievement of relevant external academic qualifications and/or 'on the job' training.
- 6.12 The implementation of the Learning and Development Skills Framework Project is to some extent a recognition by Centrex that the ToT programmes it offers are not wholly fit for purpose and that a corporate product or range of products is the way forward.

### **Recommendation 6.1**

***HM Inspector recommends that, with immediate effect, the Police Training and Development Board formally contracts Centrex to conduct a thorough needs analysis process and use the outcomes to provide a trainer skills framework by February 2005, for the entire police service. The work must be progressed under the aegis of Skills for Justice and include full stakeholder involvement***

*It is acknowledged that Centrex has commenced work in this area, but PTDB has had no directive involvement.*

- 6.13 Police Service, in this context, means every police organisation operating within the policing sector and bound by any NOS set by Skills for Justice.

### **Recommendation 6.2**

***HM Inspector recommends that, by February 2005, Skills for Justice, working in partnership with Centrex, ensures that any trainer skills framework properly and clearly identifies the National Occupational Standards to be achieved for all roles especially those of a specialist nature***

## **Qualification Route and Standards**

- 6.14 With the variety of Centrex ToT programmes available there is also a variety of mandatory and optional academic qualification routes. Some Centrex units, and most forces, place their staff on the TDP, which results in the completion of six Learning and Development NVQ units at Level 3. Importantly, there is considerable evidence to show that the vast majority of TDP learners do not go on to complete the additional units required to achieve a full NVQ.
- 6.15 Much of the confusion found in relation to the relevance, access and suitability of NVQs was due to lack of knowledge and understanding of the NVQ framework by some key people both within Centrex and, fundamentally, within Forces. Many of those interviewed in this work were unclear as to why Centrex focused on only six units. For this inspection, ENTO were contacted and this position was discussed. Staff within ENTO suggested that a submission, on behalf of the service by Skills for Justice, for an accredited 'mini-award' consisting of the six units contained in the TDP was feasible. It appears this option has not so far been explored, while the skills framework is being developed.
- 6.16 Other Centrex ToT programmes, including those at PICTTS, allow their learners to work towards a full NVQ at Level 3 or 4, but over a longer period of time than the TDP. As outlined in the 2003 Centrex report, no corporate learner assessment framework exists within Centrex and this may be one reason why qualification routes are currently inconsistent.

### **Recommendation 6.3**

***HM Inspector recommends that, by April 2005, Centrex engages with a single academic awarding body to ensure a consistent and progressive qualifications structure for any of the trainer development programmes it delivers***

## Centrex Quality Assurance

- 6.17 In addition to needs analysis, Centrex's other key processes in relation to providing training can be described as:
- teaching and learning;
  - learner assessment, support and monitoring; and
  - training design and evaluation (internally delivered as well as packages for use within police organisations).
- 6.18 The overarching mechanisms to ensure that such functions operate on a corporate basis, adhere to agreed standards and are consistently delivered can be described as quality assurance processes.
- 6.19 At the time of the inspection, Centrex did not have in place systematic and structured approaches to designing, implementing and setting standards for its key quality assurance processes. Differing QA practices were found at differing sites and even within departments accommodated at the same geographic location. Some of those practices are generally robust and comprehensive. This issue was commented on in the *2003 Centrex Inspection Report* and a supporting Recommendation (7.1) was made. The process of producing learning and development design standards to be applied uniformly across Centrex is now underway.
- 6.20 Centrex is currently providing a large number of ToT products and services. Given that many of these were also outputs of National Police Training (NPT), the inspection team expected to find established systems in place to support each and every one of them.
- 6.21 As part of this inspection's methodology, HMIC formally requested from Centrex copies of the training materials in place for its ToT programmes. These included:
- training needs analysis reports;
  - course curriculum documents;
  - programme aims and objectives;
  - lesson plans;
  - version control systems; and
  - validation and evaluation reports.
- 6.22 Further, HMIC requested any information that identified which maintenance processes existed for ToT programmes as these identify how programmes are checked for currency, legal, human rights, race and diversity content, and any other compliance issues.
- 6.23 The material submitted, accepting the rigour and robustness of some associated processes, was found to be of varying styles and format. Overall, little evidence was found to show that

## Processes

every ToT programme is designed, maintained and evaluated against a corporate model or that they benefited from being monitored through a single QA framework.

6.24 From the Centrex ToT programme material submitted, a number of key issues were identified:

- aims and objectives – the majority, but not all of, the programme materials that were submitted contained aims and objectives, mostly within the associated curriculum documents;
- lesson plans – they were not in place for all programmes, and some that were, dated back to 1999;
- version control – only the products offered by PICTTS contained robust evidence of a version control process being applied; and
- evaluation of programmes – there was a variety of evaluation methods in use across ToT programmes. Most employed the corporate, Kirkpatrick Model<sup>17</sup>-based, Centrex Level 1 process. Most ToT learners interviewed had completed the Level 1 evaluation questionnaire at the end of their respective course. However, some interviewed stated that the process was somewhat bureaucratic and unwieldy and did not necessarily produce effective information about quality with which to improve ToT programme performance. HMIC will watch closely the implementation of the new QA and Evaluation Strategy (see Chapter 3) to see if this issue is addressed.

6.25 It is also acknowledged that an external consultant has comprehensively evaluated the TDP course<sup>18</sup> although this work focused on programme evaluation rather than impact evaluation, ie the project examined how the course was delivered as opposed to its effectiveness in the workplace or on operational performance.

6.26 There is a dearth of evaluative material available to demonstrate the value of ToT programmes either to Centrex or to the wider police service. This is disappointing and also unhelpful to Centrex in their attempt to 'sell' their products widely.

6.27 In the absence of such material, and given the lack of needs analysis processes applied, it is difficult to make an objective assessment of the fitness for purpose of the current ToT programmes. Whilst many learners enjoy their experience, whether the skills they gain from completing events are appropriate for their role or for the needs of their employers is at present impossible to measure accurately.

17 *Evaluating Training Programs* Donald Kirkpatrick 1998

18 Prof. Robert Flood *Trainer Development Programme 2002 An Evaluation*

### Recommendation 6.4

***HM Inspector recommends that, with immediate effect, Centrex ensures that all trainer development programmes are encompassed under the action taken to meet Recommendation 7.1 of the 2003 Centrex Inspection Report***

## Individual Learner Needs

- 6.28 Centrex has no involvement in the selection of potential trainers (unless they are to be employed within Centrex and here selection processes vary across directorates). Forces employ differing methods of selection for their trainers or potential trainers. Centrex knows very little about learners prior to their arrival on ToT programmes. Some evidence was captured of personnel being selected for programmes inappropriately.
- 6.29 In addition to the issues around assessment and qualifications, there is little evidence of a structured process to identify individual learning requirements that each learner attending programmes may possess. The 'one size fits all' approach currently in use on some programmes fails to take account of previous experience or Accredited Prior Experience and Learning (APL). The absence of individual assessments was also highlighted as a common theme within observations of training delivery. The fact that wide variations of learners' skills exist impacts on the way some elements of ToT programmes are facilitated.
- 6.30 In some cases, there was a lack of recognition of the qualifications achieved on some Centrex ToT programmes which then cannot be accredited on others. People who complete the Trainer Skills course are able to achieve three Learning and Development NVQ units, but are currently unable to offset them against the TDP course, even though the three units are included within the six NVQ units offered as part of that programme. As the latter is a six-week residential programme, there is potential for some levels of wastage. Centrex also stipulate the use of TDOs to assess TDP learners in the workplace. Assessors qualified by other routes, such as those who have achieved an NVQ A1 assessor's award elsewhere, could be equally as effective and valid, as long as they can fulfil the coaching and supporting roles.
- 6.31 Some forces have found difficulty in accessing the number of places they desire on TDO courses. Other forces, who have a small number of training staff in place, find difficulty in taking up places on TDO courses, owing to abstraction from the workplace given the residential nature of the programme and/or tenure of position issues. For example, an individual may not be in post long enough to gain the experience necessary to comprehend the role or to make effective use of the skills gained. Likewise, secondments to Centrex, which vary but may last for up to three years, can sometimes be too short for individuals to be able usefully to apply the concepts they will learn on TDO courses.

## Processes

- 6.32 During a benchmark visit to Merseyside Police it was found that they use individuals who have gained external assessor awards in the TDO role. The force now provides a course for such people. The course, which is delivered locally, is under review but is available to neighbouring forces. It is a five-day programme and covers a wide range of areas. Its aim is to acknowledge prior learning by bridging the gap between external assessor awards and the current Centrex TDO course, and thus mirrors Centrex's view that the A1 qualification alone is not sufficient.

### **Recommendation 6.5**

***HM Inspector recommends that, with immediate effect, Centrex ensures that all trainer development programmes fully take account of an individual learner's accredited prior experience and learning***

# Results

- 7.1 The EFQM model considers areas as being either *enablers* or *results*, one set informing the other. Results are, within the model, reflected on after the enabler criteria have been examined, in order that appropriate emphasis is given to Centrex's outputs and the organisation's impact on policing performance.

**Customer:**

- perception measures
- performance indicators

**People:**

- perception measures
- performance indicators

**Society:**

- perception measures
- performance indicators

**Key Performance:**

- key performance indicators
- key performance results.

## Introduction

- 7.2 For clarity, 'perception measures' relate to information that indicates a level of satisfaction. 'Performance indicators' predict whether or not target outcomes will be achieved. 'Customer results' mean what Centrex is achieving in relation to its ToT customers. 'People results' encompass Centrex's staff. 'Society results' are about what is being achieved in relation to local, national and international society, as is appropriate. 'Key performance' results refer to what is achieved in respect of strategically planned performance such as finance and product and service take-up.
- 7.3 As outlined in the *2003 Centrex Inspection Report*, the business areas responsible for ToT courses primarily operate in isolation from each other. They also do not compare their

## Results

performance internally or with external public or private bodies. Moreover, they were unable to produce any corporate performance results such as:

- achievement rates;
- trainer/learner contact time; and
- customer satisfaction rates (both at learner and employer level).

7.4 A recurring theme throughout this and previous inspections had been the absence of a robust and system-driven approach to performance monitoring. Many of the people interviewed readily identified that an organisational performance culture is required, and that although some information is available, it was not used effectively to develop ToT programmes or business objectives.

7.5 Since the time of the inspection fieldwork, the Centrex Director of Performance has worked hard to implement a performance monitoring framework, one which is corporately driven and applied. HMIC have been supplied with the framework and documents that detail its workings. Copies of performance reports are now submitted to HMIC on a monthly basis. This approach is welcomed and it is hoped that in time the framework will itself address some of the issues found during this inspection.

## Mission and Vision

7.6 Centrex promotes its vision:

*'To be the leading police learning and development organisation, promoting the achievement of professional excellence and enhancing the operational effectiveness of police services in the United Kingdom and internationally.'*

7.7 The key point here is that quality training and learning is critical to improving the performance of an individual member of the service and therefore the service they provide. However, as previously outlined in the *2003 Centrex Inspection Report*, the role of Centrex currently remains somewhat imprecise. This is particularly true in respect of ToT programmes. Some of those people directly involved in delivering ToT programmes had difficulty in articulating who the customer was, and what they required. In some cases, given that Centrex's ToT programmes also equip its own people, the level of understanding around customer requirements is of extra concern.

7.8 In the opinion of HM Inspector, and as previously articulated to Centrex, what is required of it as a training, and ultimately a learning, organisation are products and services:

- identified against a clear operational and learning requirement (linked to ICF, which includes NOS);
- available on an equally accessible service-wide basis;
- professionally designed to an agreed national standard;

- delivered consistently to agreed standards;
- devised to impact positively on operational policing performance in a timely fashion;
- independently evaluated and monitored to ensure appropriate impact and best value; and
- appropriately resourced and funded.

## Customer Results

7.9 The term customers has a number of connotations in respect of Centrex ToT programmes, including:

- candidates attending ToT courses;
- policing organisations that utilise Centrex ToT programmes;
- strategic level of the police service; and
- the community, the ultimate customer.

7.10 Centrex does not yet have effective and established links in place into policing organisations and training users, to allow it to monitor and measure either positive or negative levels of customer satisfaction. The only links currently in place are somewhat informal. It is accepted that Centrex is aware of this issue and is striving to remedy it, although budgetary pressures may impact on the robustness of any new approach. Therefore, in relation to capturing data from policing organisations as customers, the systems are presently immature.

7.11 Some numerical data, relating to course completion and achievement of course qualifications, is collated but not robustly analysed. Centrex ToT departments were able to submit data about candidates who had attended their programmes. However, the departments used different formats and there was no integrated, corporate management information system that co-ordinated and analysed candidate and course performance data. Of concern is that this failing relates to some statutory requirements aligned to equal opportunities legislation. Centrex does not yet have a corporate capability in respect of monitoring customer results in areas such as gender, age, ethnicity or disability, religious belief or sexual orientation. It is acknowledged that many individual units do collect some or all such data. Robust, future use of the MLE may also alleviate this problem.

7.12 The data in Table 1 overleaf was submitted by Centrex and used to exemplify the information available. The year 2002/03 was chosen for analysis by HMIC because it allowed sufficient time for a learner to be assessed in the workplace and to have completed their programmes.

## Results

**Table 1 TDU Course Attendance Data**

<b>Course</b>	<b>2002/03 Total students</b>	<b>2002/03 Qualification completed</b>	<b>2002/03 Qualification not yet completed</b>	<b>5-year Total</b>	<b>5-year total Completed</b>	<b>5-year total not yet completed</b>
<b>TDP</b>	283	167	116	1354	923	431
<b>TDO</b>	106	35	71	516	233	283
<b>Access</b>	50	19	31	236	105	131
<b>Training Skills</b>	138	26	112	474	74	400
<b>Race and Diversity (new course)</b>	75	0	75	390	253	137
<b>Health and Fitness</b>	8	4	4	63	35	28
<b>Personal Safety attendance</b>	32	32	N/A	113	113	N/A
<b>Trainer Refresher Attendance course</b>	8	8	N/A	44	44	N/A
<b>Presentation Attendance course</b>	57	57	N/A	181	181	N/A

- 7.13 There was no evidence contained within Centrex TNA or evaluation reports to explain why candidates, who had completed ToT programmes, had not completed the associated qualification. Centrex argue that they have no way of recording progress of candidates completing their assessment in forces. However, as part of the inspection, HMIC approached 31 forces to attempt to track Centrex ToT students in the workplace. The data requested included portfolio completion rates, whether the individual was still employed within the training function and additional qualifications achieved by the individual. Disappointingly, only 10 forces responded and some only with incomplete results. This information is shown in the columns referring to '5-year' results.
- 7.14 For the respondents, one of the main issues impacting on completion rates was the ability to retain police officers in a role for long enough to complete a qualification. This was particularly so in relation to TDOs (see Chapter 6). A lack of TDOs also led to a time delay in TDP candidates being assessed, and led to some forces using 'unqualified' TDP learners for a considerable length of time. In addition, some felt that classing some formal qualifications as optional and thus setting no time limits removed any external pressure to achieve these awards.
- 7.15 The '5-year' data allows for some overview of student numbers and qualification achievement rates. The figures can be interpreted in a variety of ways. The key issue, however, is that this data is not used to evaluate and support performance processes. The information in respect of PICTTS varies from TDU material, as they offer their qualification on an optional rather than automatic basis and is therefore not analysed here.

- 7.16 In addition, those interviewed or corresponded with stated that they were unsure as to how Centrex measures or collates both complaints and satisfaction data and how this data informs ToT programme improvement. A system of debriefing and analysis in the TDU is a very recent innovation. The inspection team could not find a corporate customer results approach in use throughout Centrex, although some individual units do make use of such information.
- 7.17 In answer to the question asked during HMIC interviews; 'What does Centrex do well?' many of the interviewees stated that the ToT programmes were a positive experience, and that they believed that the programmes had met their needs. Many complimented the commitment and professionalism of course trainers, and that the course had developed their underpinning trainer skills and knowledge.
- 7.18 The community, as customers, are currently unable to influence the business or direction of Centrex ToT programmes as they are neither formally consulted nor engaged, as discussed in Chapter 5.

## Adult Learning Inspectorate Findings

- 7.19 Observations of training, conducted by Adult Learning Inspectorate (ALI) staff on behalf of HMIC, returned a grading of satisfactory or above for each of the sessions observed. Other observations of Centrex ToT programmes by ALI, carried out in previous inspections, produced similar good levels of grading. However, not every programme was observed and none in its entirety and concerns were noted within some ALI assessments around the fact that delivery was sometimes overlong and/or delegates were overloaded with information. Appendix C is a summary of the ALI inspector's findings which provide additional independent evidence to support the recommendations contained in this report. The achievement of a grading of 100 per cent satisfactory or above is to be commended.

## People Results

- 7.20 Since the last inspection, Centrex has produced and implemented a staff survey process and is to be commended. The results from this survey have been made available to HMIC, but HM Inspector wishes to see any resultant corporate development plan associated with the findings before passing further comment. The implementation of an integrated Human Resource (HR) system needed to provide effective management information is still ongoing.

## Society Results

- 7.21 As outlined in the previous report there is no evidence that managers in charge of Centrex ToT programmes seek to capture evidence relating to this area.

### Key Performance Results

- 7.22 The embryonic nature of the corporate performance management system means that Centrex ToT programmes are, as yet, unable to produce clear evidence that they are meeting corporate objectives. The wide variety of methods used, and level of information collected, emphasises the lack of a co-ordinated and effectively managed system. In addition, thought should be given to introducing a system that is user friendly and applied consistently across a multi-site organisation.
- 7.23 Centrex needs to recognise the necessity of adopting this approach if it is to operate effectively and to be compared to other providers of ToT programmes outside the police service. Whilst performance monitoring takes place, this process is neither sophisticated nor mature enough to inform strategic decision making and demonstrate value for money. In addition, there were no meaningful performance indicators in place for its customers to monitor performance in respect of ToT programme business objectives. How Centrex supports the police service in meeting this fundamental directive must be a key indicator of their success as a key player in raising police performance.
- 7.24 These are areas also raised in the 2003 Centrex inspection and they are repeated here because addressing them is crucial to Centrex's success. Activity is taking place at a strategic level to remedy the situation. The formal Centrex response to the first report has recently been issued and provides some welcome detail about how a performance and results based culture will drive Centrex forward.
- 7.25 HM Inspector is satisfied as to the level of commitment shown, thus far, by the Centrex staff responsible for this area and work is continuing with HMIC in setting a framework for self analysis and to identify an inspection toolkit. In respect of ToT programmes, the Home Secretary's 2004/05 Objectives, when they are finally confirmed, should provide some indication of priority and effort required on the part of Centrex.

#### **Recommendation 7.1**

***HM Inspector recommends that, by April 2005, the Home Office ensures appropriate measures specific to trainer development programmes are included in any performance criteria implemented in response to Recommendation 2.2 contained in the 2003 Centrex Inspection Report***

# Service-Wide Issues

## Introduction

- 8.1 Although this Inspection focused on ToT programmes delivered by Centrex, it quickly became apparent that many of the key issues impacting on these programmes were strategic in nature and concerned not only the direction and management of Centrex but also overall police service governance and strategy.
- 8.2 Worryingly, the inspection team found a clear lack of knowledge at the strategic level about the role of Skills for Justice and the importance of the ICF, including the purpose of any NOS adopted for each role profile. This lack of strategic understanding is of concern, as the ICF should be the bedrock for achieving a national HR structure to support operational policing. Moreover, there is a lack of clarity as to how training supports the ICF. This highlights the poor service-wide linkage between training and improving police performance and service delivery.
- 8.3 Training is often not seen by strategic leaders as a key part of a wider performance management strategy. Therefore, the evidence to show a link between training and improved organisational performance is very limited. There is also a lack of understanding, by some customers, of what Centrex products contain and if they are appropriate for their needs. The lack of understanding highlights the lack of engagement between Centrex and its customers. Both parties need to agree the requirement and work together to deliver it.

## Future Requirements and Meeting Them

- 8.4 At this moment, a number of critical and service-wide training and development projects are actively being taken forward. As they focus on training, the qualities and skills of those who will deliver them fall within the scope of this report. The two most critical projects are the Initial Police Learning and Development Programme (IPLDP) which will replace the existing Probationer Training Programme by late 2005, and the new Race and Diversity Learning and Development Strategy which will meet the services' requirements in that area. Further important projects include the Core Leadership Development Programme (CLDP) and the Senior Leadership Development Programmes (SLDPI and SLDPII) which will, when implemented, offer leadership development to virtually everyone employed in the police service.

## Service-Wide Issues

- 8.5 The skills and/or qualifications that the trainers who will deliver these products will require have not yet been properly discussed or identified, nor has the issue of who will train the new trainers. These are critical matters that require early attention. For example, if the IPLDP programme advocates that recruit training will have a workplace-based approach, it is likely that the traditional tutor constable's role will change to become that of tutor/mentor/trainer/assessor.
- 8.6 The current route for training people to deliver race and diversity training (see Chapter 2) is not wholly fit for purpose. The publication of the *Commission for Racial Equality (CRE) Interim Report*<sup>19</sup> highlighted the importance of effective training and the link to organisational performance. The report also summarised the previous work that had been carried out in relation to the training of race and diversity and cited both *Training Matters* and *Diversity Matters*. The CRE work expressed concern regarding the calibre, experience and commitment of trainers, and stated that 'a reluctance to challenge racist attitudes in the class' existed. The CRE report also outlined:
- 'that many trainers, in relation to delivering police training, are generally, "unconfident", "uncommitted" and "even hostile to diversity".'*
- 8.7 Despite the best efforts of those engaged in delivering them, there is currently little content within the Centrex ToT programmes or elsewhere fully to address these matters. Race and diversity issues are critical to policing and police training and more needs to be done to equip trainers with the skills they need to operate in a confident and committed fashion. Recommendations 7.2 and 7.3 of *Diversity Matters* were devised to address this. As was discussed in Chapter 2, in respect of Centrex, on a service-wide basis they have not yet been met.
- 8.8 Importantly, as discussed in the *2003 Centrex Inspection Report*, Centrex's full purpose within the police service still requires clarification. In addition, the relationship between what Centrex delivers and the ICF needs to be clarified and strengthened. The problem is not one for Centrex alone. Evidence was captured during this inspection to show that some forces do not engage with Centrex and do not analyse their own internal results data in relation to training and development. Further, some force training managers have concerns around how trainers will be trained in a regime of charging. This is mainly because it presents choices, ie whether to pay Centrex or another deliverer. Clearly, Centrex must strive to make its products:
- high quality;
  - value for money; and
  - accessible
- or its customers will look elsewhere. HM Inspector approves of the notion of choice, but wishes to see prescription about outcomes.

8.9 In relation to ToT programmes, in order to meet these new challenges, HM Inspector suggests that all stakeholders must agree upon a service-wide trainer's skills and development framework as per Recommendation 6.1. This, in turn, must be properly articulated. It could be argued that the internal Centrex project 'Learning and Development Skills Framework' has the potential to fulfil this need. However, as discussed, it does not have a clear mandate to do so nor total service 'buy in' to the process to develop it. A robust needs analysis has not as yet been completed. These issues must be addressed as a high priority or the work expended thus far may have been wasted.

## Qualification Issues

8.10 Once Recommendations 6.1 and 6.2 of this report have been met, a decision is also required in respect of qualification. Currently, police trainers across the service (including those within Centrex) achieve a range of differing qualifications. These include vocational and academic awards such as:

- NVQ
- Higher Education Certificates in Education
- CIPD awarded Certificates
- City and Guilds qualifications
- Higher Education Degrees
- Centrex Certificates
- internal force only recognised qualifications (for example the Metropolitan Police Service trainer's award).

8.11 However, now that the service has a competency framework aligned to NOS, there is no place for individual police organisations to operate independently and seek alternative, different non-NOS based routes to qualify their trainers. The ethos of sector skills councils and NOS does not allow for such an approach. If forces are to be given the responsibility for training their new police officers, the standards of trainers involved will need to be consistent and recognised for confidence in the provision to be guaranteed. For that reason, the strategic governance of police training must set the qualification(s) it requires of **all** trainers. However, HM Inspector is not prescribing that any qualification must be externally awarded.

8.12 In respect of the future format for trainer development, HM Inspector suggests that a modular approach is one of several potential options. It allows for a core programme that can be built on by the completion of separate modules for other requisite skills, for example:

- skills required in specialist areas of delivery, for example firearms and driving instructors; and
- stand-alone elements of the training cycle, for example design and evaluation.

## Service-Wide Issues

- 8.13 In this way, forces could contract Centrex or other training providers to equip their trainers according to need.
- 8.14 During the benchmark visit to ENTO, a further potential option was identified in that they are currently devising a new Advanced Modern Apprenticeship (AMA)<sup>20</sup> in Training and Development which will reflect the lifting of the age 25 'cap'. If adopted, the following benefits would apply:
- funded by the Learning and Skills Council<sup>21</sup>;
  - workplace centred (an AMA framework is NVQ based); and
  - resultant qualifications are nationally recognised.
- 8.15 In addition, it has been established that an AMA framework could include NOS units from outside of those in the learning and development field. For example, it is possible for unit 1A5, which focuses on the promotion of race and diversity (see Chapter 2, footnote 1) to be included.

### Recommendation 8.1

***HM Inspector recommends that, by January 2005, the service, led by Skills for Justice and the Association of Chief Police Officers, identifies on a service-wide basis the appropriate qualification(s) required for people engaged in police training roles***

## Career Pathway

- 8.16 Adopting a nationally agreed and structured approach will allow for transferability of skills between forces, collaboration on an informed basis and can form the basis of a career structure within training and development. No career structure or pathway system presently exists that allows for CPD or for the upward progression of trainers. This can result in 'wasted' training. Evidence was found of learners attending programmes, who had been successful in promotion applications, and who, on return to their force, were transferred out of the training department in order to be promoted. It was found that police staff also have little opportunity to progress upwards within their force's training function.

20 Modern Apprenticeship frameworks are developed by standard-setting bodies like Skills for Justice. They are developed in response to organisational needs. Employers, learning providers and regulatory bodies are amongst those consulted to ensure that the frameworks meet what is required. They consist of an NVQ, a technical certificate, which in this case could be a CIPD certificate in teaching practice, and also 'Key Skills'. The latter are: application of number, communication, improving own learning and performance, information communication technology, problem solving, working with others.

21 The Learning and Skills Council is responsible for funding and planning education and training for all those over 16 years old in England.

- 8.17 The rationale for employing police officers in training is that they can place development in a policing context. If a career pathway were implemented, as part of their CPD, the operational currency of police personnel employed within the training function should be maintained through secondment and attachment.
- 8.18 To adopt such an approach will require one transparent, robust and consistent selection process to be employed by all forces. Currently, selection processes vary from force to force. Not all those selected are appropriate for the role. In part, the continuous 'churn' or turnover of people employed as trainers (through tenure and promotion practices) exacerbates this situation as the pool of suitable candidates is constantly being drained.
- 8.19 Recommendation 9.3 of *Diversity Matters*, aimed at the Service led by ACPO, was highlighted as high priority. It specifically called for robust and objective selection processes in addition to career pathways for trainers. At the time of this inspection, the update on action against this recommendation indicates that it forms part of the Home Office/ACPO project on career pathways, whose scope covers all areas of policing. However, HM Inspector is concerned about the level of activity associated with meeting this essential and much needed directive. These concerns cover three key areas:
- timeliness of resultant action (whilst the recommendation does not contain a target delivery date, it was highlighted as high priority and having a short-term immediacy);
  - clear articulation of inclusion in project brief (the relevant work could not readily be found); and
  - ultimate delivery date (the target completion date is unknown).

## Evaluation

- 8.20 The lack of independent evaluation commissioned by the 'customer' is also of concern. Training is a costly process, and therefore customers should be able to demonstrate effective returns on any investment they make (all publicly funded). Ineffective and poorly targeted training is expensive both in terms of finance and extraction rates. Evaluating training should be a key issue for any organisation in respect of determining its success. There is little evidence to show that the service commissions independent evaluations of Centrex products, leaving Centrex to evaluate its own performance.
- 8.21 Whoever provides the programmes by which training of trainers occurs, whether it be Centrex or an external body, forces, as customers, have a responsibility to monitor what they purchase to ensure that value for money and desired impact are being achieved.

# The Way Forward

## Introduction

9.1 Quality training is fundamental to improving police performance and service delivery. The role of the trainer is likely to change in the future as the new major programmes of police service development are implemented. Further, the role and status of people within the service will change in line with a number of directives and reports including:

- the Police Reform Agenda<sup>22</sup>
- the Government's five-year strategy for the Home Office<sup>23</sup>
- workforce modernisation.<sup>24</sup>

9.2 Therefore, the need for appropriately qualified:

- trainers (including people who conduct needs analysis, design and evaluation of training)
- training supervisors
- training managers
- assessors
- coaches
- mentors
- tutors

of an agreed standard will become fundamental to the service. The need for quality ToT courses, delivered by Centrex or by other providers, is critical. The following sections summarise the key factors that need to be addressed for the successful implementation of change programmes.

## ToT Programmes – the Role of Centrex

9.3 The police service, at a strategic level, and as the main customer, needs to clarify its requirements of the role and responsibilities of Centrex in delivering ToT programmes. Currently, the lack of strategic focus results in Centrex attempting to fill a perceived vacuum

22 Driven by the Police Reform Act 2002, which sets out in legislation the Government's direction for policing in England and Wales

23 *Confident Communities in a Secure Britain – The Home Office Strategic Plan 2004–08*, The Home Office 2004

24 *Modernising the Police Service: A Thematic Inspection of Workforce Modernisation – The Role, Management and Deployment of Police Staff in the Police Service of England and Wales* HMIC 2004

or need that is potentially not linked to Home Office Objectives or the National Policing Plan. Centrex has evolved into an organisation that provides a wide range of services and acts as a central provider of some training. However, not all forces take up Centrex products and those that do may now look elsewhere given that they will incur a charge for them.

**Supported by:**

**Recommendation 2.1 of the 2003 Centrex Inspection Report**

**Recommendation 2.1 of this report**

**Recommendation 6.1 of this report**

**Recommendation 7.1 of this report**

- 9.4 Beginning in April 2005, the balance of Centrex funding is likely to shift into the hands of its customers. The aim is not for Centrex to become fully a trading agency, because there are core functions which could not properly be charged for, such as the work on the development of doctrine. Work is apparently in hand on a new course portfolio, scheduled for publication in October 2004, which will contain details of all costs. The potential impact on force budgets has been recognised. Centrex envisages that it will phase implementation of charging over several years, and that only a limited range of services (as yet unclear) will be affected in the first year. It is thus particularly important that future ToT programmes offered by Centrex contrive in a regime of charging.

**Supported by:**

**Recommendation 6.2 of the 2003 Centrex Inspection Report**

**Recommendation 5.1 of this report**

**Recommendation 5.2 of this report**

**Recommendation 5.3 of this report**

## National Role Profile(s) for Trainers

- 9.5 Throughout the inspection, there was a considerable lack of understanding of the relationship between ICF trainer role profiles and how they are supported effectively by ToT programmes. The police service must agree upon a suite of NOS-based trainer skills role profile(s) that address its current and future needs. The role profile(s) should meet the requirements of the wide variety of trainer skills that exist in a diverse organisation, including specialist areas such as firearms and driver training. The profile(s) should be part of the ICF with NOS identified and include appropriate race and diversity standards. It is noted that there is currently only one generic trainer role profile on the ICF (two others cover supervisors and managers). Further development, by Skills for Justice working in partnership with Centrex, is required to widen the scope.

**Supported by:**

**Recommendation 5.3 of the 2003 Centrex Inspection Report**

**Recommendation 3.1 of this report**

**Recommendation 4.1 of this report**

**Recommendation 6.2 of this report**

**Recommendation 6.5 of this report**

## Clarification of Qualification Routes

9.6 To ensure consistency and quality of training, the police service should ensure that ToT programmes support national training qualifications. Currently, each of the ToT programmes has varying success rates in relation to trainers achieving nationally accredited qualifications. Furthermore, the work of the Police Licensing and Accreditation Board (PLAB) should include identifying which awarding body should be the qualifiers of police trainers.

**Supported by:**

**Recommendation 6.3 of this report**

**Recommendation 8.1 of this report**

## Centrex Quality Assurance of ToT Programmes

9.7 Independent and robust QA processes are the key to ensuring that ToT programmes are designed to meet the role profile(s), involve corporate design, delivery and evaluation, and provide evidence that programmes contribute to improved service delivery. An effective QA process also ensures that robust maintenance processes are in place to ensure that programmes comply with legal, human rights, race and diversity, social and educational developments, thereby reducing organisational risk. In addition, as part of the QA process, all ToT programmes need to be costed, to ensure value for money and effective return on investment can be calculated.

**Supported by:**

**Recommendation 7.1 of the 2003 Centrex Inspection Report**

**Recommendation 7.2 of the 2003 Centrex Inspection Report**

**Recommendation 6.4 of this report**

## Improving Opportunities to Access ToT programmes

9.8 To allow personnel the access to ToT programmes, the police service needs to provide more variable methods of delivery. These are required to be more family friendly, include options for residential, work-based or college-based delivery, and acknowledge APL and previous and current experience.

**Supported by:**

**Recommendation 4.2 of this report**

**Recommendation 5.2 of this report**

## Conclusion

- 9.9 On an individual basis, there is much that is good about the Centrex products inspected. However, Centrex has recognised the need to change and funding issues have provided real impetus to that process. On a corporate level, Centrex has a lot to do to become the centre of excellence it aspires to be. There is still no real sense of a single corporate identity and many procedures vary from unit to unit.
- 9.10 The service has still to engage with Centrex to clarify what it requires in relation to the way trainers are trained and qualified. There is much for Skills for Justice to do in respect of the ICF and which NOS will apply to what trainer role.
- 9.11 Centrex, and its stakeholders, should now consider the contents of this report, and respond positively and promptly to the recommendations it contains. Equipping people to deliver quality training in a consistent and productive fashion can only lead to improved police performance.
- 9.12 **Within the spirit of the Police Act 1996, each of the stakeholders charged with action in this report should formally respond within six months of publication date.**



# Abbreviations and Acronyms

<b>Abbreviation</b>	<b>Definition</b>
ACPO	Association of Chief Police Officers
ALI	Adult Learning Inspectorate
AMA	Advanced Modern Apprenticeship
APL	Accreditation of Prior Experience and Learning
CIPD	Chartered Institute of Personnel and Development
CLDP	Core Leadership Development Programme
CMPS	Centre for Management and Policy Studies
CPD	Continuous Professional Development
CPTDA	Central Police Training and Development Authority
CRE	Commission for Racial Equality
CRR	Community Race Relations
EFQM	European Framework for Quality Management
ENTO	Employment National Training Organisation
FCO	First Contact Officer
HR	Human Resources
ICF	Integrated Competency Framework
ICT	Information Communication Technology
IPLDP	Initial Police Learning and Development Programme
METLs	Minimum Effective Training Levels
MLE	Managed Learning Environment
NCALT	National Centre for Applied Learning Technologies

<b>Abbreviation</b>	<b>Definition</b>
NCF	National Competency Framework
NCM	National Costing Model
NCPE	National Centre for Policing Excellence
NOS	National Occupational Standards
NPLC	National Police Leadership Centre
NPT	National Police Training
NSLEC	National Specialist Law Enforcement Centre
NTO	National Training Organisation
NVQ	National Vocational Qualification
PDR	Performance Development Review
PICTTS	Police Information and Communication Technology Training Services
PLAB	Police Licensing and Accreditation Board
PNC	Police National Computer
PSSO	Police Skills and Standards Organisation
PTDB	Police Training and Development Board
QA	Quality Assurance
RADAR	Results, Approach, Deployment, Assessment and Review
SCP	Strategic Change Programme
SLDP	Senior Leadership Development Programme
SMT	Senior Management Team
TDO	Training Development Officer
TDP	Trainer Development Programme
TDU	Trainer Development Unit
TNA	Training Needs Analysis
ToT	Training of Trainers
UN	United Nations



# Benchmark Organisations

## Centre for Management and Policy Studies (CMPS)

CMPS is the government's learning and development organisation. CMPS works with organisational clients to design and deliver bespoke learning and development solutions. This includes identifying training needs and designing bespoke learning solutions to address them, and also tailoring existing programmes to meet individual organisations' needs. In terms of trainer development products, CMPS, like CIPD, offers two routes; an NVQ-based approach and a CIPD certificate. The Centre states that introducing a series of CPD Certificates in response to the increasing demand for CPD evidence for portfolios, for CVs and as recognition for individual's development. CMPS further articulate that key standards have been incorporated into a series of NVQs which CMPS offers.

## Chartered Institute of Personnel and Development (CIPD)

The CIPD is the professional body for those involved in the management and development of people. Today's CIPD, with a membership of well over 100,000, started life 90 years ago as the Welfare Workers' Association in 1913 with a membership of just 34 people. Chartered status was achieved in 2000 and the CIPD came into existence from 1 July of that year. Continuing professional development is a key requirement for all chartered members and reflects the importance the Institute places on keeping abreast of new trends and developments. Those who join the Institute are committed to enhancing their knowledge and professionalism. CIPD currently offer two routes for the training of trainers; an in-house accredited programme leading to a certificate in training and a NVQ Level 3 award.

## Defence Centre for Training Support

The three-week long course the Centre offers brings together best practice for all instructional techniques courses in place across the three armed services. The first five days act as a foundation course for instructors and focuses on 'hard' instructional skills for both theoretical and practical lessons. This module includes question techniques, lesson formats and instructor qualities. The next five-day further instructional techniques module develops these skills and includes input on psychology for the instructor, specific learning difficulties, role modelling, core values and the role of the instructor, instructor responsibilities, and facilitation techniques. There then follows a one-day conduct of trainee assessment module. A coaching and motivation module aims at unlocking the potential of students using coaching skills and motivational techniques.

## **Employment National Training Organisation (ENTO)**

ENTO was formed in September 1997. It was in the first group of NTOs to be recognised, and was the first all-sector NTO. One of the main occupational areas covered by ENTO is training and development. ENTO views itself as the responsible body for standards and qualifications developed for people in the workplace and also as gatekeepers to the whole vocational qualification process through the setting of assessment and verification units. The purpose of ENTO includes the enhancement of, and the improvement of, the performance of people involved in the development of people in the workplace. ENTO includes in its objectives: developing national, sectoral and local partnerships on wider education and training issues; and helping to assess and respond to the education, training and development needs of the employment area.

## **Merseyside Police**

Merseyside Police, at the time of the benchmark visit, comprised approximately 4,100 police officers, 1,500 police staff and 450 special constables. The Force polices a population of over 1.5 million. There has been a long history of Merseyside taking up Centrex products and a good working relationship exists between the two organisations. The structure of the force's training delivery is built around the skills of trainers who complete the TDP and TDO programmes. Merseyside has a culture of maintaining and training TDOs who no longer work directly within the training function. They consider this approach to be beneficial in the 'operational' context. The force was visited in relation to an 'in-house TDO course' which they have devised and is available to neighbouring forces.

## **Metropolitan Police Service (MPS)**

The MPS is famed around the world and has a unique place in the history of policing. It is by far the largest of the police services that operate in the United Kingdom. At the time of the benchmark visit, the MPS employed 30,235 officers, 11,966 police staff, 493 traffic wardens and 1,392 police community support officers. Since the realignment of police boundaries in April 2000, the MPS covers an area of 620 square miles and a population of 7.2 million. Uniquely, the MPS is the only force that provides recruit training to its own new officers, all others currently employing Centrex for this role. This has resulted in the force's trainers being developed outside of any Centrex programme. At present, trainers complete a two-week long module after which assessment takes place in the workplace. The assessment process consists of having ten lessons observed by a qualified assessor. The two-week initial course and subsequent modules are not accredited outside of the force, and completion leads to an internal certificate. Most trainers are encouraged to complete a Certificate in Education at Greenwich University and elsewhere. The MPS uses Barnet College of Further Education to provide A1 assessor award courses.

### **Police Service of Northern Ireland**

On Sunday, 4 November 2001 The Royal Ulster Constabulary GC became the Police Service of Northern Ireland (PSNI). The Force polices a population of over 1.7 million. At the time of the inspection visit, the force consisted of approximately 9,900 officers and 3,400 police staff. Historically, trainer development reflected the products offered by NPT and latterly, Centrex. Those PSNI police officers who were successful in applying for secondments to fill various NPT or Centrex posts returned with experience of ToT programmes. However, the PSNI TDU recently implemented a new internally designed programme in respect of equipping individuals who deliver training in force. The new course reduced the original 16-week long event to a new four-week long programme together with a further two-week assessment process. The current course offers the opportunity for achieving a number of single NVQ units. The TDU also provides A1 assessor training and has recently completed a programme to qualify 70 staff. A number of staff, who completed the older course, had gone onto complete a Certificate in Education with Christchurch College in Canterbury.

### **Strathclyde Police**

Strathclyde Police is Scotland's largest police force, and one of the biggest in the UK. At the time of the benchmark visit, there were approximately 7,300 police officers and 2,200 support staff. The Force polices a population of over 2.2 million. The Force came into existence in 1975 and provides policing services on behalf of 12 local authorities. The force's training department has strong links with Glasgow Caledonian University to provide a post graduate trainers course which is preceded by a four-day generic trainers' course, delivered in-force. This programme includes learning outcomes, lesson planning, and equal opportunities input. Once the four-day programme is completed, candidates are considered 'ready to train'. The post graduate aspect is voluntary and modules include instructional methods, individualised learning and evaluation. Candidates study by distance learning with the support of colleagues and a university mentor. An under graduate course is planned in which candidates will be required to complete other modules.

### **The Scottish Police College, Tulliallan**

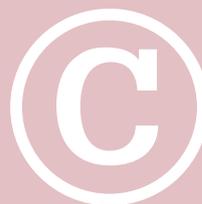
The Scottish Police College is the central police training establishment serving all eight police forces in Scotland. The College commenced training in 1954 following a decision that officers from all Scottish forces should be trained centrally. The College currently provides approximately 75 per cent of all police officer and police staff training in Scotland. This includes comprehensive training for a wide range of individuals from recruits to command level, including specialist training for detective and traffic officers. Unlike Centrex, the College only provides core trainer development for its own staff as opposed to equipping trainers in forces, although some force-based trainers in specialist areas such as firearms are trained there. The trainer foundation course is not linked to any NOS or competency framework, as ACPO Scotland has not yet sponsored such an approach. However, the college is in partnership with Napier University and the latter accredits completion of the foundation programme. A five-week long diversity training course is provided for specialist staff who aspire to work within that area.

## University of Bristol

The University College of Bristol opened in 1876 and was the first higher education institution in England to admit women on an equal basis to men. The University lectures to over 12,500 students across six faculties and employs nearly 5,400 staff of whom about 2,500 are lecturers or researchers. There is currently a three-year long course for new lecturing staff. The course was designed to address the gap between specialist knowledge and teacher/trainer skills. The mandatory course consists of four modules: teaching, learning, assessment and course design. Delegates are required to complete a portfolio of evidence to demonstrate competence.

**NB** On 1 May 2004, the Higher Education Academy was created incorporating bodies such as the Institute for Learning and Teaching in Higher Education. This should provide a national body overseeing teaching, learning and assessment in this arena. In addition, this body is now working towards setting standards for use in higher education.

# The Adult Learning Inspectorate – Summary of Findings



The Adult Learning Inspectorate undertook an assessment of several training sessions during the course of the inspection. A summary of their findings is shown below:

### **Achievement and Standards**

- There was a good level of discussion in the groups on each course. Learners were articulate, involved and highly motivated. They made considerable progress and their presentations were carried out effectively. Learners were found to be confident, they gave and received honest feedback well.

### **The quality of teaching and learning**

- Most of the training was good. Sessions were well organised and structured and learners were clear as to what they had to do. Where responses by learners to tutors' questions were required from the group as a whole, there was too much undirected questioning, allowing some learners to dominate discussions. Occasionally, learners did not contribute and their learning was not checked. Key learning points were not always fully consolidated.
- Team teaching took place on most courses. This was done well by tutors. In the race and diversity course, tutors showed considerable skill in keeping the focus on how learners would manage issues when delivering their own training. Possible conflict between students was handled sensitively. Topics for learners' presentations were well chosen.
- Tutors were well experienced and able to relate theory to practice. However, the open arrangement of the training rooms meant that, although they were suitable for discussion and presentation, note taking was difficult. The use of hotels restricted access to the Internet and photocopying facilities. IT equipment, however, was brought to the hotels by tutors.
- Most courses require the completion of a portfolio of evidence from practical work back in force. Learners were not always told at the start about the assessment methods to be used and some were not clear on the qualification they could achieve. There was no initial assessment for basic skills needs and no information provided to Centrex by forces on the learners. Several learners on one programme already had considerable experience and equivalent qualifications. There was no recognition of individual needs in the design of courses, despite the wide range of backgrounds of learners.

### **Leadership and management**

- Although Centrex keeps records on learners' achievements and monitors when they successfully submit their portfolio, no cohort data was available. Management of an individual learner's progress passes back to the force and there is no further liaison.
- Quality assurance of each of the programmes takes place via learners' questionnaires and an end-of-course meeting by managers with learners. It is not clear whether comparisons of feedback are made from successive courses to monitor improvements. Although peer observation has recently commenced this was not fully established.
- The purpose for which learners are sent on courses was not always clear. In several instances learners had been sent to further develop their training skills but were going back to an operational role.



# List of Recommendations

## **Recommendation 2.1**

HM Inspector recommends that, with immediate effect, Centrex identifies a selection of successful, corporate organisations with which to benchmark their leadership capability

## **Recommendation 3.1**

HM Inspector recommends that, with immediate effect, Centrex within its Strategic Change Programme ensures that clear direction is provided in respect of all trainer development programmes, including their relationship with the Integrated Competency Framework. This process must include named ownership, accountability and commitment

## **Recommendation 4.1**

HM Inspector recommends that, by April 2005, Centrex implements a robust trainer development assessment of workplace performance system, to be linked to the personal development review, continuous professional development and performance management processes

## **Recommendation 4.2**

HM Inspector recommends that, by December 2004, Centrex re-launch the First Contact Officer Scheme to ensure it is effectively marketed and accessible to all staff and learners. In addition, there must be effective monitoring and management of the scheme by the Senior Management Team

### **Recommendation 5.1**

**HM Inspector recommends that, by December 2004, Centrex fully implements the National Costing Model for training in respect of all trainer development programmes, including any new designs that arise from the Learning and Development Skills Framework**

### **Recommendation 5.2**

**HM Inspector recommends that, by February 2005, Centrex review both the location and the need for a course to be residential in delivering trainer development programmes, to ensure that they enable equality of access for all learners**

### **Recommendation 5.3**

**HM Inspector recommends that, with immediate effect, Centrex reviews the suitability of using hotel facilities to deliver trainer development programmes in the light of cost and IT access problems. Where it is necessary to use 'off centre' accommodation, Centrex should seriously consider the viability of employing community-based premises**

### **Recommendation 6.1**

**HM Inspector recommends that, with immediate effect, the Police Training and Development Board formally contracts Centrex to conduct a thorough needs analysis process and use the outcomes to provide a trainer skills framework by February 2005, for the entire police service. The work must be progressed under the aegis of Skills for Justice and include full stakeholder involvement**

### **Recommendation 6.2**

**HM Inspector recommends that, by February 2005, Skills for Justice, working in partnership with Centrex, ensures that any trainer skills framework properly and clearly identifies the National Occupational Standards to be achieved for all roles especially those of a specialist nature**

### **Recommendation 6.3**

HM Inspector recommends that, by April 2005, Centrex engages with a single academic awarding body to ensure a consistent and progressive qualifications structure for any of the trainer development programmes it delivers

### **Recommendation 6.4**

HM Inspector recommends that, with immediate effect, Centrex ensures that all trainer development programmes are encompassed under the action taken to meet Recommendation 7.1 of the *2003 Centrex Inspection Report*

### **Recommendation 6.5**

HM Inspector recommends that, with immediate effect, Centrex ensures that all trainer development programmes fully take account of an individual learner's accredited prior learning and experience

### **Recommendation 7.1**

HM Inspector recommends that, by April 2005, the Home Office ensures appropriate measures specific to trainer development programmes are included in any performance criteria implemented in response to Recommendation 2.2 contained in the *2003 Centrex Inspection Report*

### **Recommendation 8.1**

HM Inspector recommends that, by January 2005, the service, led by Skills for Justice and the Association of Chief Police Officers, identifies on a service-wide basis the appropriate qualification(s) required for people engaged in police training roles



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