



Training Matters



INVESTORS IN PEOPLE

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- Greater Manchester Police;
- Gwent Police;
- Hertfordshire Constabulary;

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- Leicestershire Constabulary;
- Metropolitan Police Service;
- North Yorkshire Police;
- South Wales Police;
- Surrey Police;
- Sussex Police;
- West Midlands Police;
- West Yorkshire Police;
- The Metropolitan Police Service Training School – Hendon.

NPT Centres:

- Ashford;
- Bruche;
- Cwmbran;
- Durham;
- Ryton.

NPT Satellites:

- Bramshill;
- Chase Avenue;
- Harrogate;
- Heythrop Park;
- Hutton Hall;
- Padgate;
- Tally Ho;
- Wethersfield.

The most important contribution to the inspection process was made by the members of the Inspection Team itself. This comprised three Assistant Inspectors of Constabulary, Mr Anthony Allen, who conducted the strategic level interviews, Mr Maqsood Ahmad and Mr Mike Franklin, who focused on issues of race and diversity, and seconded staff from the following organisations:

Cambridgeshire Constabulary	● Ian Chennell
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Foreword

The training provided to police officers during their two-year period as probationers is a fundamental contribution both to their own development and professional competence, as well as to the operational excellence of the patrols, units, Basic or Borough Command Units (BCUs) and forces in which they serve. Remarkably, perhaps, there has never been a comprehensive inspection of this vital element of a police officer's career.

The above factors, taken alongside the impact of the Crime Fighting Fund (CFF), which enables an increase in police numbers to record levels, made it a relatively simple choice for the newly created Inspectorate of Police Training to focus on this area for its first major thematic inspection. This work has also provided an insight into the state of police training more widely, and how the service has responded to Her Majesty's Inspectorate of Constabulary (HMIC) report *Managing Learning: A Study of Police Training* (1999).

It is obvious that probationers benefit from significant investment of resources: people, facilities, time, expertise, and, of course, money. The residential training provided by the National Police Training Centres (NPTCs) and the Metropolitan Police Service Centre – Hendon, is of good quality, and results in a firm foundation for the development phases in the workplace which are critical to producing the necessary all-round competence in a police officer. The centres are feeling the considerable pressure of the CFF, and coping well, albeit that there are some areas of inconsistency in delivery and inadequacy in facilities.

Trainers, tutors and supervisors are essential contributors to the probationer constable programme. This inspection found many committed, enthusiastic, expert and selfless individuals helping to make the system work, and earning the respect and gratitude of probationers. All too often, however, such people are working in spite of the structures and management on whom they should depend. Too many of those essential to the development of probationers are not being given adequate training, are not properly or regularly supervised and appraised, and the higher level management is not closely in touch. All of this results in probationers being left without the necessary oversight, guidance, and professional development. They can all too easily become at risk, when facing the daily challenges of the operational patrol strength, but lacking all the basic skills and knowledge, and without the support of a fully qualified tutor or supervisor. The risk transfers itself both to the organisation, and to the public they serve.

The tutorial system, vital to the programme in enabling probationer constables to apply their knowledge and skills, and develop appropriate attitudes and behaviours in the workplace, is fragile. The supervisory system is inadequate. The strategic management of probationer training is at best confusing, and lacks the necessary focus on direction and evaluation. Conversely, there are some valuable pockets of noteworthy practice: probationers themselves show commendable resolve and

endurance, and where the system is working, and leadership is in evidence, probationers are adequately served.

This report serves to point up the critical success factors for an effective programme of probationer constable training, and to give credit and recognition to what is keeping the system running, which is principally many gifted and conscientious individuals. The recommendations set out what is required to make the current system more efficient and effective, and to achieve sustainable continuous improvement. There is a clear indication of what investment is required, the benefits which will accrue, and the penalties of inaction or indifference.

I commend it to you

Sir Keith Povey QPM
Her Majesty's Chief Inspector of Constabulary

Introduction

- 1.1** Training is fundamental to any organisation: ensuring that its people have the skills and knowledge effectively to do the jobs for which they were recruited should be paramount.
- 1.2** Not everyone has the aptitude to be a police officer. Those who do must first be provided with appropriate and sound training. Therefore, if the Service¹ strives to be effective, it must ensure that its training functions are the best attainable.
- 1.3** It is vital to prepare the future lifeblood of the police service to handle the complexities of policing. The development of new officers is a multi-million pound operation and it is estimated that one-quarter of the total strength of the Service planned for 2004 is yet to be employed. High quality training at this stage lays firm foundations both for the organisation and the career development of individuals.
- 1.4** All newly recruited police officers (probationers, or probationer constables) in England and Wales are currently required to complete a two-year Probationer Constable Training Programme (PTP) which is, with the exception of that operated by the Metropolitan Police Service (MPS), designed and maintained by National Police Training (NPT). The MPS designs and delivers its own programme to its probationers, although the design is broadly similar to that used by the other 42 Home Office forces. The core elements of both NPT and MPS PTPs are an intensive period of residential training delivered at a police training establishment, followed by supervised workplace learning.
- 1.5** In mid-2000 the Government introduced the Crime Fighting Fund (CFF) providing £454m to fund a significant element of the cost of recruiting 9,000 additional police officers over three years and raising the overall strength of the forces in England and Wales to 128,000 by March 2002, and subsequently to 130,000 by April 2003. The CFF clearly places considerable additional pressure on a critical element of training provision.
- 1.6** The role of Her Majesty's Inspectorate of Constabulary (HMIC) is to examine the efficiency and effectiveness of the 43 police forces in England and Wales. Additionally, HMIC undertakes thematic inspections into aspects of police management and activity that are of particular concern. Her Majesty's Inspector of Constabulary for Police Training (HM Inspector) conducts inspections of the training provided by individual police forces and thematic inspections of particular areas of training provision.

¹ Defined in this Report as comprising: Home Office police forces in England and Wales, police training organisations, individual police authorities, the Home Office, the Association of Chief Police Officers (APCO), the Association of Police Authorities (APA), and staff associations

- 1.7** Initial scoping work in these areas uncovered anecdotal evidence to say there were weaknesses in the current design and delivery of the PTP. This led HM Inspector, Robin Field-Smith MBE, MA, FCIPD, FIMgt, to initiate 'Training Matters', a thematic inspection of the PTP.

Inspection Terms of Reference

- 1.8** A team comprising both police and support staff, led by HM Inspector, carried out this Inspection between February and October 2001. The terms of reference were as follows:

To carry out an inspection of probationer constable training within the police service of England and Wales, with the focus on the:

- degree to which probationer constable training within the police service equips new officers to perform the role of constable;
- extent to which the national policy-making structures impact on probationer constable training;
- extent to which diversity issues are included within probationer constable training;
- extent to which the police service involves the community within probationer constable training;
- extent to which the strategies, processes and procedures for the design, delivery, and evaluation of probationer constable training meets the needs of the police service;
- processes the police service use to measure the effectiveness of probationer constable training;
- management and deployment of probationer constables within the in-force phases/stages/elements of their training;
- use of tutor constables within the probationer constable training system;
- role of first line supervisors in leading and managing probationer constables;
- retention and progression of constables during their probation period.

Inspection Methodology

1.9 It was never intended that every force would be inspected, as this would be a costly and time-consuming process, but to select forces against a robust risk assessment process based on the answers contained in returned questionnaires.

1.10 The inspection process comprised seven phases, namely:

- **Phase One** – publication of a Scoping Study, including the methodology and costs of the inspection.
- **Phase Two** – desktop analysis of existing key documents and reports which had implications for the PTP.
- **Phase Three** –
 - issuing of questionnaires, which also requested key documents, to each of the Home Office forces in England and Wales;
 - issuing of questionnaires, which also requested key documents, to police training organisations;
 - issuing of questionnaires, which also requested key documents, to a selection of international and non-Home Office forces for benchmarking purposes;
 - the analysis of returned questionnaires and documents, and subsequent identification of forces to be inspected;
 - publication of articles within police and community journals, and within the Home Office Internet site, explaining the project and requesting comments from interested parties;
 - formation of a Reference Group (for membership see Appendix A) which has met regularly at key points throughout the duration of the project to provide guidance and informed comment;
 - invitations to police force training practitioners to attend a number of regional workshops in order to contribute their views and considerations.
- **Phase Four** – field work. This was carried out throughout the summer of 2001 and involved inspections or visits to the following:
 - fourteen Home Office forces (including independently arranged community focus group meetings within the regions inspected);



- all NPT centres (NPTCs) and satellites;
 - the MPS training centre at Hendon;
 - three other forces outside England and Wales (Strathclyde Police in Scotland, the Royal Ulster Constabulary (RUC)², and the Republic of Ireland's Garda Síochána), for benchmarking purposes;
 - one non-Home Office force (British Transport Police);
 - a private security company.
- **Phase Five** – strategic level interviews. These ranged in profile from chief constables to academics, and from civil servants to magistrates (for full details see Appendix A). Interviews were also conducted with focus groups of police officers who had affiliations with various support networks.
 - **Phase Six** – collation and analysis of data. The contents of the interviews conducted during Phase Four, together with information obtained during Phase Five, were logged and analysed to identify the emerging findings. Those forces who had been inspected were supplied with written feedback outlining specific findings arising from the process. Emerging findings from this Inspection were provided to the Service via presentations made at keynote conferences.
 - **Phase Seven** – report writing. The drafting of an initial version for circulation to critical readers for validation, and preparation for final report publication.

1.11 To validate this Inspection's methodology and professionally to assess police training delivery, the Adult Learning Inspectorate (ALI) was invited to partake in a number of the Phase Four inspections. ALI is the national organisation responsible for inspecting all publicly funded work-based training for people over 16 years of age and learning for post-19s, including those in prison. This has been a new feature of HMIC inspections, and on the basis of the experience here, will be developed in future inspections of police training. ALI was also represented on the Reference Group.

Noteworthy Practice

1.12 The search for 'good practice', in the context of the work on police reform and standards, should be conducted with rigorous, objective criteria against which potentially 'good practice' can be evaluated. For the purposes of this Inspection, 'good practice' was defined against the European Framework for Quality Management (EFQM) model. Many practices were found to add value to the training process but, due to a lack of proper evaluation, did not fully meet the 'good practice' criteria. These are referred to in this Report as 'noteworthy practice'. As

a result, no examples of 'good practice' will appear in this Report. Further details of all the 'noteworthy practice' identified during this Inspection can be found at Appendix B.

Historical Context

- 1.13** This section provides some historical context for issues around probationer training which relate and impact on the PTP and, as a result, the findings of the Inspection.
- 1.14** As the majority of criminal legislation enacted by Parliament in England has no legality in Northern Ireland or Scotland, the concept of a UK-wide 'national' police force and training is not possible without fundamental statutory changes. This Report therefore only refers to 'national training' in the context of England and Wales.
- 1.15** The establishment of the Metropolitan Police by Sir Robert Peel in 1829 was the first attempt to provide a structure for policing, with further new forces being introduced over the subsequent few decades.
- 1.16** Training to support police operations was dominated by the need to learn powers and procedures by rote, and through 'job shadowing', an approach best described by the following extract from the Chief Constable of Merseyside's opening address to a new intake in 1852:

"... You are not sent naked into the streets; for the first three or four weeks you are of no use to me; but that is not your fault. You cannot perform your duty until instructed. You are formed into a probationary class and taken to the police court, where you will see the constables in the position you will be by and bye. Observe how differently one constable gives his evidence from another. One speaks low and thick, tells a long story, which is so rambling that when he has finished you hardly know what he has been talking about. Another stands erect, fills his chest, speaks distinctly, with voice sharp and clear, telling his case in very few words, and when he has done you know all he heard, all he saw and all that happened. When you come out of court ask yourself: 'Have I learned anything?'..."

- 1.17** It should be noted that, since Victorian times, the quantity of legislation enacted has been such that there are today over 5,000 offences which an individual could commit. With criminal legislation in England and Wales today being so often event-led, this figure continues to rise steadily.
- 1.18** The need to recruit large numbers of officers following the Second World War resulted in the establishment of training centres, utilising some of the redundant armed service facilities including Ryton and Hendon. The curriculum content was defined by a committee of chief constables with delivery having a strong military

flavour, understandable given that many trainers and students had recently been demobilised from active service themselves.

- 1.19** In 1973, following the completion of a training needs analysis, a Home Office Working Party recommended that police training should concentrate more on relations with the public and less on law, drill and first aid. A further outcome of that report was the creation of the Central Planning Unit (CPU), a forerunner to NPT.
- 1.20** In 1983, as a consequence of the 1981 Brixton and other inner city disorders and Lord Scarman's subsequent report³, a review of probationer training was conducted which led to a Working Party being established under the aegis of the Police Training Council (PTC). The resultant Working Party report⁴ recommended changes to the probationer training system (including the introduction of race relations training) and proposed a further, more in-depth analysis.
- 1.21** The University of East Anglia (UEA), commissioned by the Home Office, conducted this 'Stage II Review'. The resultant report⁵ recommended fundamental changes to probationer training provision (initiated in 1989) including a revised programme based on modules, interspersed with workplace training, to be supported by a structured tutor constable scheme.
- 1.22** This programme was adopted nationally, with the exception of the MPS, albeit in a simpler format from the one proposed. A lack of central direction and resourcing, together with the failure to integrate the workplace training with classroom-based instruction, led to its demise. One important element of this was the inability, at strategic level, to appreciate fully the importance of appropriately prepared tutor constables along with the organisational structures necessary to support them (e.g. Tutor Units). Generally, probationers did not gain the necessary operational experience to make the next stage of their training viable. In addition, some chief officers raised concerns, claiming a reduced level of law knowledge amongst new officers. These issues led to a further review being conducted in 1995. The findings of this review⁶ led to a re-shaping of the training programme resulting in the system in place today. Issues relating to the conduct and follow-up of this review are discussed in a Chapter 3 Case Study.
- 1.23** Since 1995, police training has been influenced by, and has evolved further as a result of, recommendations made in various reports and reviews, including:
- *The Home Office Review of National Police Training Draft Report* (1998) – a review undertaken between March and November 1997, the findings of which resulted in the creation (with effect from 1 April 2002) of the Central Police

³ *The Brixton Disorders 10-12 April 1981 Report of an Inquiry by the Rt Hon The Lord Scarman OBE*, also known as *The Scarman Report* (published 1981)

⁴ Stage 1 Review

⁵ *Police Probationer Training: the Final Report of the Stage II Review*, University of East Anglia (published 1986)

⁶ *Probationer Training Review 1995*, commissioned by NPT (published 1996).

Training and Development Authority (CPTDA), a non-departmental public body (replacing NPT) with responsibility to provide police training and related activities.

- *Managing Learning: A Study of Police Training* (1999) – HMIC report resulting from the first national inspection of police training.
- *The Stephen Lawrence Inquiry Report* (1999) – report resulting from Sir William Macpherson's inquiry into the death of Stephen Lawrence.
- *Police Training: The Way Forward* – Government proposals following a consultation document, published May 2000.

1.24 In 2001, external consultants conducted a further review⁷ on behalf of NPT (running parallel to this Inspection) focusing solely on the curriculum content of the PTP residential phase.

1.25 This Inspection took on an additional degree of importance and relevance because of the significance of the following two distinct projects:

- The development of National Occupational Standards, following the creation of the Police Skills and Standards Organisation (PSSO), the National Training Organisation (NTO) for the police sector.
- The creation of the National Competency Framework, which is set to be adopted by all forces in England and Wales in the next few years.

Findings of this Inspection

1.26 Chapter 2 will provide a more detailed explanation of both this Inspection's findings and the influence of significant projects, including the CFF arrangements.

1.27 The following areas were found to be detrimental to the effectiveness and efficiency of probationer training:

- the **management structures** lack clarity, the capacity for direction, and unified commitment;
- the **learning requirement** does not accord with the needs of a police officer in the twenty-first century, nor are the means of meeting it effective;
- **training delivery is inconsistent and lacks robust quality assurance;**
- **the fragility of the tutor constable system;**

⁷ *Fitness Assessment: Stage 2 of the Probationer Training Programme*, Dr J Bradshaw (published 2001)

- **ineffective or inadequate supervision;**
- **insufficient community involvement.**

1.28 Nevertheless, this Inspection found that the PTP was reasonably effective as a result of the following factors:

- **trainers, tutor constables and supervisors – their commitment and hard work;**
- **the foundation provided by the training delivered at the NPT and Hendon training centres;**
- **the resolve and endurance** displayed by the majority **of probationer constables;**
- **the learning opportunities provided by the PTP workplace training and development aspect;**
- pockets of '**noteworthy practice**'.

Summary of Report Findings

2

- 2.1** Chapter 1 indicates the significant projects that were taken into account when conducting this Inspection, as well as the key findings. This chapter serves to explain these areas in more detail, and to show where in this Report supporting evidence is to be found.

Significant Projects

THE CRIME FIGHTING FUND (CFF)

- 2.2** Although the CFF arrangements have proved to be powerful in terms of increasing the overall number of police officers, little or no thought has been given to the infrastructure required to deliver training to those recruited under this process.
- 2.3** Any existing problems within the PTP have been exacerbated by the resultant increase in probationer numbers, and any concerns raised within this Report should be considered within this context.
- 2.4** Recruitment to the police service has also been increased through other initiatives, for example:
- the provision of funding to rural forces to increase their strengths;
 - police authorities actively seeking to provide for more officers over and above those covered by the CFF.
- 2.5** The investment being made to increase police numbers must be a long-term commitment or forces, having employed substantially more officers than was planned before the CFF came on-line, will find themselves unable to meet the longer term investment involved.
- 2.6** The impact of the CFF on the PTP supports the belief that future arrangements should be re-defined to allocate funding specifically to the infrastructure required to handle probationers. Thus forces should be required to demonstrate that their training capacity can manage the number of potential recruits they have bid for under this initiative, before they receive funding for the recruits themselves.

NATIONAL OCCUPATIONAL STANDARDS

- 2.7** National Occupational Standards describe performance in terms of what needs to be achieved to reach recognised levels of competence. They provide an indispensable tool for managing any highly skilled workforce and form the basis of a wide range of vocational qualifications. The PSSO is the NTO for the police

sector. An NTO carries out the task of setting National Occupational Standards in the sector they represent.

- 2.8** The impact of the early introduction of National Occupational Standards by the PSSO has not been clearly understood by the Service, and many strategic level managers interviewed were unable to describe the effect these Standards will have on the PTP and their staff. Now the PSSO has officially been launched, it will look to fill this knowledge gap.
- 2.9** The Community Justice National Training Organisation (CJNTO) has developed a functional map and role standards for other sectors of the criminal justice system. The Service, through the PSSO, will follow this lead. As a result, major positive changes to police staff development arrangements are likely. Few in the police service appear to be aware of this!
- 2.10** Once National Occupational Standards are in place, there must be only one nationally agreed path to demonstrate a probationer's competence.

THE NATIONAL COMPETENCY FRAMEWORK IN RELATION TO PROBATIONER CONSTABLES

- 2.11** The Service is in urgent need of a single approach towards staff appraisal and skills based on a national standard.
- 2.12** The introduction of a National Competency Framework (already piloted in some police areas) is planned Service-wide. The Framework is designed to provide standard definitions of role tasks and a means of measuring an individual's performance against them.
- 2.13** It is recognised that, as a result of difficulties experienced in meeting everyone's needs, the Framework Project Team has encountered some problems with Service-wide introduction including how the appraisals of probationers will be conducted. In addressing these issues the process must not become too complex, it must be capable of being operated by every supervisor of probationers, and the system must be clear to new officers.
- 2.14** The role of tutor constable must be included in the core elements of the Framework. At the time of this Inspection, this had not yet happened.

Areas of Concern

MANAGEMENT STRUCTURE

- 2.15** As long ago as 1991, Howard Davies, then Controller of the Audit Commission, wrote:

“The professionalism of police officers has outgrown the management structures on top of them.”¹

- 2.16** In relation to the PTP, the Service has been let down by a lack of strategic level management, direction, vision, and resources.
- 2.17** The strategic structures which exist to manage police training, and in particular probationer training, have not been effective. The relationship between differing committees is often blurred and their responsibilities are unclear, with many of the recent PTP changes appearing to have been made without proper tripartite² partner consultation, communication or accountable decision.
- 2.18** These matters are particularly important if the Government and the Service are to address quickly and effectively the concerns raised by this Report, and action the recommendations. They are discussed further in Chapter 3.

THE LEARNING REQUIREMENT – MEETING IT EFFECTIVELY

- 2.19** There is no clearly and simply articulated learning requirement for the PTP, nor is there any evidence of a strategy to develop one in the future. Nonetheless, the role of the PSSO, in identifying Service-wide skill gaps, may help to establish a new learning requirement.
- 2.20** With the exception of minor changes to include newly enacted criminal legislation, the PTP curriculum content has changed little over the past 20 years and it is highly unlikely that the current format meets the needs of the twenty-first century. For example, today’s curriculum still contains the following subjects, without any clear rationale for their inclusion:
- drill;
 - life saving;
 - physical education.
- 2.21** There was little evidence to suggest that the Service has explored or driven probationer development with the same diligence as other criminal justice professions – such as the Probation Service – have for their trainee programmes.

¹ *Police*, Vol. XXIII, No. 9, pp. 14 to 16 (published May 1991)

² The Home Office, the Association of Chief Police Officers (ACPO), the Association of Police Authorities (APA)

- 2.22** It should be noted that policing is perhaps the only profession of this complexity where probationers are able to operate unsupervised after having received as little as 31 weeks of formal training.
- 2.23** The modular system, introduced as a result of the UEA Stage II Review, appeared to provide a quality approach to attitudinal and behavioural development, though senior officers have subsequently argued that it was to the detriment of probationer legislative knowledge. The amount of attitudinal and behavioural development in the PTP is inadequate, and a balance needs to be struck which reflects both priorities.
- 2.24** Diversity training within the current PTP relies too heavily on learning taking place within a police environment rather than in the community. There is also inadequate emphasis on handling diversity amongst professional colleagues. Probationers from diverse or minority backgrounds may be particularly apprehensive on entering the police environment, and will expect a clear and appropriate lead from their trainers, tutor constables, and supervisors.

“The time when police treat the public fairly will come only when police treat their own people fairly.”³

INCONSISTENCY OF TRAINING DELIVERY AND LACK OF QUALITY ASSURANCE

- 2.25** Whatever training and development option is taken, success will only be assured if a Service-wide approach is adopted around consistency of delivery. Inconsistency can lead to a fragmented provision of learning and undermines the PTP’s credibility.
- 2.26** Without robust and effective evaluation processes in place, it is difficult for the Service to know whether the PTP is fulfilling its aims and objectives. Evaluation of training by the Service has in the past been poor, and little has been done to ensure that communities’ views are taken into account. There are also few quality assurance processes in place to ensure the consistency of training delivery on a Service-wide basis.
- 2.27** The PTP is the fundamental building block of an officer’s career. Therefore it is surprising, given that its importance has been recognised in the past, most notably, by the Police Federation⁴, that more is not being done to guarantee that the core training delivered to probationers in one force is identical to that delivered in another.

³ Peter Bottomley MP, 8 November 2001

⁴ ‘Project Fforward’ Partnership – The Police Federation, Create Consulting and the IBM Corporation (published 1998)

- 2.28** The introduction of National Occupational Standards will significantly influence the future PTP curriculum and may provide the impetus needed finally to answer a key question raised repeatedly during this Inspection:

“Can the Service afford to have two differing designs of probationer training?”

- 2.29** It appears illogical, leaving aside the issues of comparison in terms of cost and quality of delivery, to have both the MPS and NPT programmes when a single national design may be needed to meet the requirements of National Occupational Standards. As part of the process to establish a way forward for probationer training, this Inspection took into account the need for maximum commonality of approach to management, design, delivery and quality control. It also recognised the strengths and ‘noteworthy practice’ contained in both the MPS and NPT models (see Chapter 5).

THE FRAGILITY OF THE TUTOR CONSTABLE SYSTEM

- 2.30** The role of tutor constable is an essential element of the PTP.
- 2.31** Historically, the tutor constable has been viewed as pivotal to the management of the transitional period between the classroom and ‘real’ police work. The influential period which a probationer spends with her or his tutor constable can make the difference between cultivating the potential of, and ensuring the effective development of, an officer, or if handled incorrectly, the destruction of confidence and learning gained at the training centre.
- 2.32** There is little evidence of a structured Service-wide approach to the role. These issues are examined further in Chapter 6.
- 2.33** Whilst the majority of the tutor constables interviewed and observed during this Inspection are commended, it is of particular concern that there is a lack of structured mechanisms to support this PTP phase, especially:
- selection;
 - assessment;
 - monitoring;
 - training.
- 2.34** By neglecting to ensure that the tutor constable system is properly resourced, the Service is effectively preventing some probationers from achieving the levels of competence set out under the PTP. Where probationers are in an operational setting but inadequately tutored, they, their colleagues, the Service and ultimately the public are at risk.

INEFFECTIVE OR INADEQUATE SUPERVISION

2.35 As a consequence of current demands on resources, first-line supervisors are too often being assigned to other duties (e.g. custody officer) thus resulting in:

- insufficient assessment interaction between probationer and supervisor;
- inadequate support being provided to potentially vulnerable new officers.

2.36 As a result, many probationers reach the end of their probationary period with significant developmental needs. This Inspection found evidence of probationers, whose skills could be best described as 'barely adequate', being able to by-pass the assessment system relatively easily (see Chapter 5). This exacerbates the level of risk already outlined above.

INSUFFICIENT COMMUNITY INVOLVEMENT

2.37 This Inspection consulted with a wide cross-section of the community, and went to great lengths to do so. This proved somewhat difficult because, when interviewed, the community in reality cannot distinguish between probationer and non-probationer officers. Therefore they do not generally make allowances for the capabilities, experience or skills of the officers concerned. Nonetheless there was little actual community involvement in the PTP.

2.38 Furthermore, the community is not being consulted around the learning requirement or evaluation. It is unlikely, therefore, that the current training system properly takes into account society's needs.

2.39 The Service cannot afford to ignore the added value that strong links with the community can provide to training. These issues are discussed throughout this report.

Effective Probationer Training Programme Elements

2.40 Despite the areas of concern raised above, the PTP was found to be reasonably effective as a result of the factors detailed below.

TRAINERS, TUTOR CONSTABLES AND SUPERVISORS – THEIR COMMITMENT AND HARD WORK

2.41 Individual trainers, tutor constables and supervisors encountered throughout this Inspection displayed impressively high standards of commitment, professionalism, expertise and resilience. Frequently, members of these groups act as effective role models, and provide support and guidance to probationers in an increasingly demanding policing environment.

- 2.42** The value of the involvement of such people in the PTP is discussed further throughout this Report, but the Service must recognise how much they owe to such individuals for their contribution.

FOUNDATION PROVIDED BY THE TRAINING DELIVERED AT THE NATIONAL POLICE TRAINING AND HENDON TRAINING CENTRES

- 2.43** The Service generally places great faith in the ability of NPT and Hendon to turn out operationally effective police officers.
- 2.44** The efforts made by those training providers who attempt to ensure training delivery is consistent and of a high standard, despite current constraints, are recognised. Tribute is also given to training administration and support staff at NPTCs and Hendon who operate against the greater demands of tight budgets and increased requirements.
- 2.45** To the credit of both organisations, probationers who complete the residential course are well grounded in policing knowledge and procedure. This is as a function of the solid core of basic training provided during this phase of the PTP, which is proving to be a vital component of a probationer's development.

THE RESOLVE AND ENDURANCE OF PROBATIONER CONSTABLES

- 2.46** The majority of people who choose to join the police service knowingly enter into a highly demanding training programme. This Inspection discovered that consequently, in many cases, only their intrinsic motivation provides probationers with the inspiration needed to cope with the additional pressures caused by inadequate management and development systems or a lack of structured support.
- 2.47** Many probationers are determined to complete their two-year probation, whatever the personal cost. This Inspection identified individuals who had experienced personal difficulties as a result of these pressures, yet were still totally committed to becoming efficient and effective police officers, and dedicated to delivering a quality service to the community.
- 2.48** Research conducted for this Inspection found that, in the main, new officers are not currently resigning from the Service in great numbers, notwithstanding the areas of weakness identified throughout this Report. It lay outside the scope of this Inspection to check whether the inadequacies of the current PTP have an adverse effect on retention in the early years as a confirmed police constable.

PROBATIONER TRAINING PROGRAMME – WORKPLACE TRAINING AND DEVELOPMENT ASPECT

- 2.49** Many will say that the reality of police work is difficult, if not impossible, to replicate in a classroom. Probationers therefore complete the majority of the PTP in an operational working environment. This has for a long time formed the basis of a police officer's development. It can be argued that the use of case studies and simulations, as advocated by the UEA⁵, provided a viable solution. This approach has now been abandoned, and time will tell whether electronic learning (e-learning) and 'virtual reality' methods can provide further alternatives to workplace learning.
- 2.50** Faced with complex and demanding working conditions new officers often have to learn quickly. The opportunities for learning are many and varied, and probationers clearly benefit from the process.
- 2.51** A number of forces do provide a structured approach to 'on the job' training. Consequently, probationers in these forces are provided with adequate support, guidance and supervision in the workplace.

NOTEWORTHY PRACTICE

- 2.52** The creative initiatives that were found during this Inspection at organisational, force, Basic or Borough Command Unit (BCU) and individual levels are commended. Specific examples of 'noteworthy practice' can be found in Appendix B and some are referred to throughout this Report.

The Way Forward

- 2.53** So much now cries out to be done as a result of a lack of effective oversight in respect of the PTP. Further, client stakeholders have to date found it difficult to effect necessary changes in a timely fashion. If the Service continues to be strategically ineffective, recommendations targeted at the Service generally will not achieve their desired outcome. Only if all the strategic partners address this shortcoming, both individually and collectively, will the improvements be made. Questions the Service must answer include:
- How can the existing constituents do better and contend with the new challenges introduced by PSSO and CPTDA?
 - How will the tripartite structure find the resources to enable the studies and reviews advocated within this Report?

Chapter 7 identifies a number of possible solutions.

Management Structure

In relation to the PTP, the Service has been let down by a lack of strategic management, direction, vision, and resources.

- 3.1** This chapter considers the overall management of the PTP, focusing on the key areas mentioned above.

Strategic Management

- 3.2** The phrase ‘let down’ points to the ineffectiveness of those bodies whose role is to ensure that all police staff are adequately trained and developed to serve in the twenty-first century.
- 3.3** As already stated in this Report, the number of committees involved causes confusion and their terms of reference produce a blurring of responsibilities. As a consequence, the strategic management of probationer training can be best described as unwieldy. In reality, this position has not changed from that identified within the HMIC report *Managing Learning: A Study of Police Training* (1999).
- 3.4** An examination of the minutes from these committees, covering the period 1995 to 2000, shows that inadequate attention has been, and is still being, paid to probationer training. The perception is that the PTP has not featured as a priority for consideration. This is a function of a belief that there has been no major failing in service delivery which can be directly attributed to problems with probationer training.
- 3.5** The Police Training Council (PTC) is the highest strategic management forum, responsible for overseeing all police training. Despite a requirement within its constitution to meet biannually, it has not met since January 2000.
- 3.6** Consequently those bodies that sit below the PTC are often constrained and frustrated, as their decisions are reliant upon endorsement by the higher level. This brings into question the credibility of the PTC. For example:

● The PTC Executive Committee

This committee comprises representatives drawn from the many groups represented on the PTC, and is required to meet quarterly. One of the committee’s duties under its terms of reference is:

“To report the outcome of major reviews of training to the Police Training Council, seeking approval for any substantial changes to training policy.”

Accordingly, as a result of the infrequency of PTC meetings, the Executive Committee finds it difficult to operate effectively. This is concerning, as issues that have a major impact on police training at a national level (e.g. the significance of the PSSO) have been discussed by the Executive Committee but were never forwarded to the PTC. Although the PTC Executive Committee has not regularly reviewed probationer training, this group has discussed the CFF and its effects in isolation.

The Case Study below of the NPT commissioned Probationer Training Review 1995 gives a further example of the inefficiency of strategic level committees.

This group's recent decision to dissolve itself implies a recognition that the proposals to re-invigorate the PTC may resolve many of the existing problems, and that its own rationale was suspect.

Credit is due to the Police Training Implementation Steering Group (PTISG), another organ of the PTC, which meets regularly and is working effectively to oversee the implementation of all the measures contained in the Government's 'Way Forward' agenda for police training. However, the work of this group does not include any remit for probationer training.

Case Study

In 1994, the Director of NPT tasked the Quality Assurance Department of Training Support, Harrogate to undertake a review of the probationer training system in place at the time, examining closely the:

- syllabus;
- Probationer Development Profile¹;
- modular system.

The final Report (*Probationer Training Review 1995*) was presented to the PTC Executive Committee in March 1996, and included the following recommendations:

- Option 1 – to retain the current format comprising two distinct residential modules, separated by a period in the workplace.
- Option 2 – to remove the workplace phase and combine the residential modules into one continuous 15-week period.

As members were unable formally to consider the recommendations at the presentation of the report, they were asked to forward their comments for presentation to the PTC meeting on 2 May 1996.

(continued on next page)

Case Study

The contents of the report were generally welcomed at this meeting, and it was agreed that further consultation should take place with final recommendations for change being re-submitted to the Executive Committee on 25 July 1996.

At this subsequent meeting, members were informed that a further report, including an implementation strategy, was required to inform the final decision.

The recommendations were agreed, subject to endorsement by PTC and the identification of the costs involved, at the PTC Executive Committee meeting held on 17 October 1996.

At the next PTC meeting (14 February 1997), formal endorsement of each separate recommendation was not sought from members. However, the recommendations as a whole were broadly accepted.

The delivery of the revised programme commenced on 1 September 1998, almost four years after the original review was initiated, with endorsement of the recommendations alone taking 11 months.

The bureaucracy and ineffectiveness involved in the communication and decision-making structures for the programme were unacceptable. For it to be relevant, training must be managed in a far more dynamic and proactive manner.

● Probationer Training Advisory Group (PTAG)

The purpose of this group is to establish and maintain the PTP content. PTAG includes training practitioners from NPT, the MPS and other forces, and one of its duties under its terms of reference is:

“To identify any issues which should be brought to the attention of the Police Training Council and to provide reports as necessary.”

The terms of reference indicate that PTAG is in practice a sub-group of the PTC. Its provenance is uncertain, and in reality it is unclear to whom the group is accountable. This is because its line of responsibility and authority has, since its inception, migrated rather than been directed. It too has been constrained by the failure of the PTC to meet when required. Evidence of this is the fact that the 2001 review² of the residential phase of the PTP (commissioned by PTAG) has never been discussed at the highest level.

- 3.7** A further reason that the strategic management of probationer training has proved ineffective is the fact that delivery of the PTP is fragmented. Responsibility for its provision lies with a number of stakeholders, i.e. NPT, MPS and each individual force. Therefore, it has been difficult to obtain a consensus for any necessary major changes to the PTP.

- 3.8** This Inspection could not find any sense of common purpose, ownership or responsibility for probationer training at the tripartite level. The concept of probationer constable training as a single entity does not exist. This may be the reason why there has been no strategic debate in relation to PTP delivery or how it affects the quality of operational performance. Indeed, a broad consensus seems to exist that the current programme must be about 'right' because new officers appear to be coping. In the absence of any evaluation process, there is neither intention nor mechanism to obtain a balanced view.
- 3.9** New impetus has been provided by the introduction of the *Criminal Justice and Police Act 2001*. This not only provides the mandate for the CPTDA, it also re-affirms the position of the PTC, albeit in a re-organised format. If the new PTC becomes more dynamic and proactive, a solution to the issue of managing the PTP may be easier to find.
- 3.10** Even when these new PTC arrangements are in place, there is still a requirement for a body dedicated to probationer training. The introduction of a single strategic level body will ensure that probationer training no longer remains an issue meriting only a reactive approach or a passing reference, but receives the attention it requires. One possible solution may see PTAG evolving into a Probationer Training Management Group, answerable to the Home Secretary through a revitalised PTC and with robust links to the PSSO. This would parallel the recently set up Prison Officer Entry Level Training Steering Group (POELTSG).
- 3.11** Any new body needs to take full responsibility for:
- maintaining the currency and relevancy of the PTP learning requirement;
 - quality assurance of design and delivery;
 - setting a rolling programme of evaluation, which must have stakeholder involvement.

Recommendation 3.1

HM Inspector recommends that one, tripartite, strategic level body be established to oversee and manage probationer training. Such a body must be accountable to the Home Secretary and have access to the resources needed to carry out regular reviews of the Probationer Training Programme.

Direction

- 3.12** Without an identified individual or office solely responsible for the PTP at the highest strategic level, it is difficult for the Service to provide direction for the future of probationer training.
- 3.13** As there is no specific national training strategy for the entire programme, it is difficult for NPT, Hendon and forces to align those training elements which are their responsibility to provide a seamless, structured development opportunity.
- 3.14** The roles of the members of the tripartite structure and their inter-relationship should be reviewed to identify clear lines of responsibility. It is currently unclear who amongst these members and other stakeholders will lead in providing the direction needed for the future.

THE ASSOCIATION OF CHIEF POLICE OFFICERS (ACPO)

- 3.15** One of the key members of the current PTC tripartite structure, and the main client of NPT, is ACPO. A business area within the Association is the ACPO Personnel Management Committee (PMC) whose responsibilities include overseeing the direction of police training. Membership of the PMC comprises police officers of chief constable and assistant chief constable rank, and the civilian staff equivalent.
- 3.16** The Chair of the PMC has responsibility for all the portfolios (i.e. specific areas of policing) within this business area. Each portfolio is managed by further ACPO members and includes responsibility for different parts of training relative to the area of policing covered.
- 3.17** In effect the PMC members managing a portfolio, which includes training, articulate on behalf of the whole Service that portfolio's training requirements.
- 3.18** ACPO does not view training as a whole, but as individual components of specific policing areas (i.e. elements of portfolios).
- 3.19** In reality, the portfolio managers have a difficult role to perform because they need to achieve:
 - Service-wide consultation;
 - consensus between all 43 forces in England and Wales;
 - a training solution that meets the differing needs of every force.



3.20 The following issues exacerbate these difficulties:

- a committee structure that has been shown, at times, not to work effectively;
- having to obtain the agreement of ACPO members in a timely fashion;
- identifying a single solution that addresses the different approaches to training taken by many forces.

3.21 Despite their best efforts, the portfolio managers are not always able to represent the needs of the whole Service and, inevitably, compromises need to be reached to achieve effective consultation and yet provide speedy training solutions.

3.22 The PTP is a discrete element of the 'Training' Portfolio and the PTP element is managed by a specific ACPO member (who currently also chairs PTAG – see paragraph 3.6). However, a different member manages the 'Training' Portfolio itself. Additionally, elements of training which impact on the PTP are also covered within other portfolios, for example:

- public order and protection of police;
- intelligence;
- criminal justice.

As a result, the member with responsibility for the PTP faces further difficulties articulating and addressing any Service-wide issues relating to the programme. The managers of these and other portfolios have problems in resolving training issues that relate to their specific policing area and impact on probationers.

3.23 Under proposed new working arrangements within ACPO, the National Police Training Managers Group will advise the Chair of ACPO PMC on all training and development issues. It is perceived that in the future where ACPO, through its business areas and portfolios, identifies perceived training needs they will be referred to the National Police Training Managers Group for consideration. Confusingly, the ACPO lead for this group differs from the manager of the 'Training' Portfolio.

3.24 What is distinctly lacking at the moment is a clear line of responsibility within the ACPO structure for oversight of training and specifically for the PTP.

Recommendation 3.2

HM Inspector recommends that the Association of Chief Police Officers (ACPO) simplifies its allocation of responsibilities and provides a single focus for all matters related to probationer training.

- 3.25** Further, in relation to the PTP, individual chief officers face a possible conflict of interest.
- 3.26** As heads of their forces they act as training providers (i.e. the post-residential phase). However, as members of ACPO they are also clients of NPT.
- 3.27** This conflict of interest, not a new problem, in simple terms can be best explained as follows:
- Providers have obligations and therefore need to be accountable, if only to protect themselves. For example, in a policing context, if a failing in police performance was shown to be as a direct result of training provision, the provider may be held responsible.
 - Clients have rights. For example, clients have the right to complain and influence the quality of the final product. In the context of the PTP, chief officers may therefore need to relinquish a measure of control of the formal training delivery to retain their status as clients.

Recommendation 3.3

HM Inspector recommends that, in relation to probationer training, the Association of Chief Police Officers (ACPO) addresses the client/provider conflict of interest currently existing in its business relationship with National Police Training (NPT).

- 3.28** However, credit is given to ACPO for the work being undertaken to produce the new National Competency Framework which comes under the Workforce Modelling and Recruitment Portfolio. Acknowledgement is also given to ACPO's work with the National Police Training Managers Group, a body involving the heads of training from each force, as this provides an opportunity for particular attention to be paid to probationer training at a higher strategic level.

CHIEF POLICE OFFICERS

- 3.29** Leadership in any one force is ultimately vested in the chief officer. Thus responsibility for direction and oversight of the PTP rests with the respective chief officer. Each member of that chief officer's top management group will in some way be involved, for example those responsible:
- for operational matters in relation to contributions made by probationers in this area;
 - for the human resource function which includes probationers as employees;

- for managing training delivery;
- for resources to ensure that the PTP is adequately supported.

3.30 There is evidence that chief officers, individually and corporately, do not discharge their responsibilities uniformly. The challenge for them, therefore, is to lead both by example and function. Where this happens probationers and the force benefit. The programme demands nothing less than high levels of leadership and commitment from chief officers at every stage.

*"Leadership is like a teabag. You only know how good it is when it gets into hot water."*³

Recommendation 3.4

HM Inspector recommends that each chief officer ensures that, as a result of their leadership and commitment, all probationers receive the same high level of training, support, supervision and direction.

THE ASSOCIATION OF POLICE AUTHORITIES (APA)

- 3.31** The APA represents all police authorities in England and Wales.
- 3.32** Recognition must be given to the Best Value⁴ Review of Training Project currently taking place in close co-operation with ACPO. This initiative should enhance the status of training within the Service, and has the potential to address many of the critical areas raised in *Managing Learning: A Study of Police Training*. For example, the project's work around a National Evaluation Strategy and a training costing model should be of significant benefit to probationer training providers.
- 3.33** The APA's co-ordinating role in relation to the forum of human resource (HR) Police Authority Members should also be recognised, as this provides an opportunity for greater focus on the management of the PTP (see paragraph 3.35).

INDIVIDUAL POLICE AUTHORITIES

- 3.34** On behalf of the community in each force area, individual police authorities hold each chief officer to account. They are responsible for setting each force's policing plans and monitoring resources. They also have a duty to ensure that force training policies, including those concerning probationer training, meet the needs of the community as a whole.

³ Lord Toby Harris, Chair of the Metropolitan Police Authority (November 2001)

⁴ 'Best Value' is a Government initiative devised to improve the quality of service offered by public bodies

- 3.35** Disappointingly, this Inspection found that, despite the Home Affairs Committee (1999) encouraging police authorities to take a closer interest in the training policies of their forces:–

“...police authorities should be persistent and robust in their scrutiny of forces. We encourage them to demonstrate those qualities in relation to training and recruitment.”⁵

There was little evidence of police authority members actively raising the PTP profile on either a local or a national basis.

- 3.36** Individual police authorities should be credited for nominating a member to take responsibility for their force’s HR matters, including probationer training. Under the aegis of the APA, this provides a new forum for overseeing the PTP requirement both in each individual force and nationally. The APA must ensure that this forum does not function in regional isolation, but within a dynamic, strategic structure.
- 3.37** There is an opportunity for closer involvement in the PTP through the work of the ‘Best Value’ Review Project. This may best be done through individual nominated members in each authority monitoring the proper allocation of resources to probationer training and through close attention to the evaluation of the PTP.
- 3.38** Ideally, probationer training should be more transparent to all its stakeholders and, in addition, trainers and managers should be more confident in providing access to their work. It is particularly important to engage police authorities in the information system, i.e. to use evaluation to inform community representatives about police training and to allow them to influence evaluation agendas.

Recommendation 3.5

HM Inspector recommends that all police authorities take responsibility for the strategic oversight of the adequacy of probationer training arrangements, within their individual forces, including holding the chief officer properly to account for the Probationer Training Programme within the Policing Plan.

Recommendation 3.6

HM Inspector recommends that all police authorities take an active role by influencing the conduct of the evaluation of the Probationer Training Programme undertaken at force level, and involving the local communities accordingly.

THE HOME OFFICE

3.39 The Home Office has to accept greater responsibility for the absence of any clear direction as they are the policy makers. The line of responsibility is further complicated by the fact that police training, including the PTP, sits with the Home Office Police Leadership and Powers Unit (PLPU), whereas the Police Resources Unit (PRU) oversees the CFF arrangements. It can be argued that little can be achieved without Home Office formal approval, as they also control the finances.

3.40 The direction provided by the Home Office in relation to the following is recognised:

- the formation of CPTDA through legislative change;
- overseeing the implementation of *Police Training: The Way Forward* through chairing PTISG (see paragraph 3.6).

3.41 However, the Home Office also has the authority to implement recommendations made by any organisation with a remit to examine probationer training. It is unfortunate that it appears to have failed actively to use its authority to do so. Examples of a lack of Home Office endorsement include:

- the Home Affairs Committee (1999) recommendation that the attestation of a probationer should take place six months after initial recruitment;
- the UEA review (1986) recommendation that probationers should be considered as supernumerary until they complete their probationary period;
- the UEA review (1986) recommendation that the resources required to carry out independent evaluation of the PTP be guaranteed.

None of these recommendations have been accepted, nor has any widely accessible record of the rationale for them not being brought into effect been identified.

Recommendation 3.7

HM Inspector recommends that the Home Office provides clear policy direction in matters affecting probationer training, both through the revised Police Training Council (PTC), and ongoing work with its tripartite partners.

Vision

3.42 Vision, in the context of this Report, is defined as the ability to anticipate long-term training needs.

3.43 Currently there are fewer incidents of extreme civil unrest than there were at the time of Lord Scarman's 1981 report⁵ which proposed radical changes to police training. However, there are other factors which, taken in isolation, may not indicate a new direction is required but, collectively, suggest that it is. A greater emphasis being placed on community policing, crime reduction, and the ramifications of the Stephen Lawrence Inquiry⁶, are just three examples of many.

3.44 There is a reactive attitude which results in probationer training being delivered in a similar format to that of the 1940s, with an absence of the vision needed to introduce modern concepts, including:

- accreditation and qualification frameworks;
- links with further and higher education;
- alternative training delivery options;
- continuous professional development;
- effective recognition of prior learning;
- organisational knowledge management.

It is accepted that the work of the PTISG is intended to embrace many of these, but it is again being conducted without specific attention to the PTP.

3.45 Tripartite members must demonstrate a collective willingness and drive to ensure that viable and affordable solutions for the identified areas of concern within probationer training are adequately supported.

Resources

INTRODUCTION

3.46 This Inspection attempted to ascertain the investment involved in providing probationer training on a national basis, by asking all forces, NPT and Hendon, to indicate how much of their total annual budget (both as a figure and a percentage) was expended on programme delivery.

3.47 Progress is being made to develop a robust costing model for training. However, owing to the current lack of one, the majority of forces had difficulty in supplying the information requested. This resulted in a variance in the accuracy of the figures provided to HMIC by the Service.

⁵ *The Brixton Disorders 10-12 April 1981 Report of an Inquiry by the Rt Hon The Lord Scarman OBE* also known as *The Scarman Report* – (published 1981)

⁶ *The Stephen Lawrence Inquiry Report* also known as the *Macpherson Report* (published 1999)

- 3.48** Nevertheless, this Inspection is able to state that the level of investment in the PTP by the Service is considerable. Using the Service's own figures, the delivery of the programme, including the salaries of those involved, on an annual basis attracts an investment of over £200 million, with the breakdown detailed in Appendix C.
- 3.49** It should be noted that these figures were obtained at a time when the CFF arrangements were having an identifiable impact in terms of increased recruit numbers.

IMPACT OF THE CRIME FIGHTING FUND (CFF)

- 3.50** As a result of some forces placing a moratorium on recruitment, police numbers had declined in the 1990s. This, coupled with a large turnover of staff, led to a three-year Government strategy to recruit an extra 9,000 officers over and above the Service's previous plans. The total provision for the CFF over the period 2000 to 2003 is £454 million. Following a further spending review, an additional £272 million has been provided to fund further recruitment until 2004. By this date total police numbers are anticipated to rise to a record level of 130,000.
- 3.51** Training issues resulting from the impact of the resultant increase in recruitment without a concomitant requirement to ensure an appropriate infrastructure include:
- **In relation to NPT and Hendon**
 - the use of expensively rented satellite accommodation;
 - overcrowded classroom facilities;
 - inadequate support for training staff;
 - an increased demand on finite support facilities (e.g. dining, sport and social).
 - **In relation to forces**
 - the use of unqualified tutor constables;
 - excessive demands on qualified tutor constables;
 - inadequate supervision and assessment opportunities.

Any increase in recruit numbers generates an increase in trainer, tutor constable and supervisor requirements. A formula must be devised to ensure that the HR critical to sustaining any recruit programme is easily identified. The responsibility should be laid on the Home Office, who ultimately provide the funding for the PTP and manage the CFF.

Recommendation 3.8

HM Inspector recommends that the Service, led by the Home Office, devises a national formula linking recruit numbers to trainer, tutor constable and supervisor requirements.

GENERIC RESOURCE ISSUES

3.52 The CFF has not had the same level of impact on every force and training establishment. However, there is no doubt that it has exacerbated many of the PTP issues already in existence prior to its implementation. For example, this Inspection found that accommodation provided at many police training centres was of a poor standard (an issue already identified by the Director of NPT in 1997⁷) including:

- multi-occupancy of study bedrooms;
- dirty and dilapidated bathrooms;
- inadequate provision of physical training facilities.

3.53 Some of the issues identified attract health and safety concerns and, therefore, require urgent attention under the law. However, as indicated clearly in Figure 3.1, substantial investment in building maintenance for training establishments would be required to address satisfactorily all of the areas of concern found during this Inspection.

FIGURE 3.1 – BUILDING MAINTENANCE INVESTMENT

Building Maintenance Required	Estimated Investment (£ million)
Hendon – refurbishment of accommodation	18.4 ⁸
NPT Ashford – road repairs and centre rewiring	1.07
NPT Bruche – temporary kitchen and refurbishment of canteen	4
NPT Cwmbran – additional 50 bedrooms	3

3.54 In addition, any modernisation and refurbishment of facilities would result in them being taken out of use short-term, and if current training demand were sustained, would require the identification of alternative accommodation, both instructional and domestic.

3.55 No officer should have to endure the examples of the poor standards of accommodation uncovered during this inspection.

⁷ Peter Hermitage at PTC meeting (14 February 1997)

⁸ Source: MPS Investment Appraisal Paper (March 2001)

- 3.56** Any training organisation which provides accommodation must ensure that their facilities are adequate. A clear strategy setting out how the entire training estate will be used must be formulated. This will involve NPT (or CTPDA⁹), Hendon, all forces and their police authorities, with the Home Office directing the process. This work should build on that already underway within NPT, and the 'Best Value' reviews of training to be conducted in 2002/03.

Recommendation 3.9

HM Inspector recommends that the Home Office, in conjunction with all providers of police training, formulate a national strategy to plan for effective training estate utilisation.

Recommendation 3.10

HM Inspector recommends that the Home Office revises the Crime Fighting Fund (CFF) arrangements to align the training infrastructure and its capacity to deliver the Probationer Training Programme to service recruitment plans, once the human resource requirement has been properly quantified and the estate strategy produced.

- 3.57** Those forces that recruit more new officers than can be immediately provided with places at NPTCs, are often required to defer training and resort to employing such officers in administrative duties until a vacancy becomes available. These officers, although having been attested, are not available for the role for which they were employed for rather too long, with a consequent effect both on their motivation and the operational strength of forces.

- 3.58** Conversely, there are also examples of forces bidding for places, and then at a late stage reducing the requirement against which NPT strives to plan provision. This inevitably results in spare capacity with insufficient time for re-allocation.

Recommendation 3.11

HM Inspector recommends that training places at National Police Training (NPT) centres must be guaranteed and provided for every recruit who joins the Service in line with the Probationer Training Programme, against a proviso that forces make realistic and honest forecasts of requirement.

Conclusion

- 3.59** It is not possible to cover every aspect of the training management process in this chapter. However, the following should be noted and credited:
- Many training establishments have transparent and robust processes in place (e.g. Bruche and Durham training centres' communication infrastructure – found to be methodical, structured and highly effective).
 - Those practitioners who effectively manage training notwithstanding the lack of direction from the higher levels of the Service.
- 3.60** Recruitment alone will not resolve the issue of police shortages. Effective training is also a fundamental part of the process. Any investment that increases police numbers is welcomed, and the level of CFF funding is commendable in that it will allow record levels of police recruitment. The way it is calculated and allocated, however, needs revision to guarantee the infrastructure necessary to handle a given number of probationers.
- 3.61** If police numbers are to be sustained at the levels planned for in the wake of the CFF, the current levels of investment will need to be maintained otherwise forces will not be able to meet the investment involved over the longer term.
- 3.62** Further, if all the relevant planning processes are not integrated, as outlined in Recommendation 3.9, the current training provision cannot be sustained and officers will not be adequately trained. Operational capability will be weakened and, as a result, public confidence in the police service will be undermined.
- 3.63** The Service must decide between quantity (just an increase in police numbers) or quality (the ability of officers to operate effectively and provide the quality of service demanded by the public). The evidence of this Inspection should lead it easily to the latter.



The Learning Requirement and Meeting it Effectively

'With the exception of minor changes to include newly enacted criminal legislation, the PTP curriculum content has changed little over the past 20 years and it is highly unlikely that the current format meets the needs of the twenty-first century'.

Introduction

- 4.1** This Chapter examines the current initial learning requirements of policing and how they are met.
- 4.2** If the Service is to be viewed as a profession, the initial training and development provided must be comparable with other professions and, in particular, those within the criminal justice system. The sum total of formal training which a probationer receives is around 31 weeks out of the 104-week probationary period. No other profession within this system would allow new staff to practise after so little training or without the achievement of a recognised qualification. For example, Probation Service officers undertake a two-year training and development programme which results in a degree and a National Vocational Qualification (NVQ) Level 4.
- 4.3** A trainee Probation Service officer is not permitted to handle the most potentially challenging cases from day one of practice, yet uniquely (in some peoples' view) new police officers could encounter the most critical of incidents, sometimes alone, from day one on patrol.
- 4.4** This Report will not be prescriptive about which specific topics should be removed from, or added to, the PTP. That information can only come from a properly directed and professionally conducted analysis.
- 4.5** The PSSO will be a key instrument in defining any future learning requirement. It will also:
- identify any skill deficiencies within the Service and ensure any training provided meets the demands of the tripartite members;
 - set National Occupational Standards which describe performance in terms of what needs to be achieved to reach recognised levels of competence.
- 4.6** That said, the PSSO cannot be left alone in ensuring that the learning requirement meets the needs of all probationers. This process must involve all the key stakeholders on a recurring basis. In addition, the community should also be consulted on what it expects from its police officers. This must be a function for the re-invigorated PTC to direct.

- 4.7** For the MPS, the new 'Brixley' residential course at Hendon is fairly sophisticated in terms of placing probationer training into context. It is also closely aligned to operational policing in London. That said, the course was not produced in line with any performance needs analysis process and the MPS is no closer than the rest of the Service to knowing what the overall learning requirement for probationer training is.

Recommendation 4.1

HM Inspector recommends that there must be a structured system, overseen by the Police Training Council (PTC) or any appropriate new strategic forum, in conjunction with the Police Skills and Standards Organisation (PSSO), to identify, review and update the learning requirement of the Probationer Training Programme.

- 4.8** Once a learning requirement is properly devised, attention naturally turns to delivery. This and the following other issues are addressed within this chapter.
- The syllabus and its ethos.
 - Diversity training content and delivery.
 - Accreditation and qualification, linked to National Occupational Standards.

The Syllabus and its Ethos

- 4.9** The current PTC strategy, formed in 1993, sets out the scope of police training to include:

*"The training necessary to ensure that everyone working in the police service develops the **K**nowledge, **U**nderstanding, **S**kills, **A**ttitudes and **B**ehaviour (KUSAB) required to meet the present and future needs of the police service."*

- 4.10** Training organisations will argue that the current PTP is balanced insofar that it takes full account of all the elements of KUSAB. However, this Inspection found that whilst the attitude and behaviour components feature, there is still an imbalance with too much emphasis being placed on knowledge of the law to the detriment of other components. These components should include the following skills vital to being an effective police officer:

- communication;
- use of information technology (IT);
- problem solving;

- team working;
- techniques of reducing crime;
- evidence-based practice.

4.11 As a consequence of the adoption of performance indicators¹, which place great reliance on knowledge examination results, the emphasis on law knowledge is further accentuated. This re-inforces the adage that:

“what gets measured gets done”.

4.12 The intensity of the residential course, and the demands on training staff, leaves little time within the PTP to explore attitudes and behaviour, a fact also recognised in the *Evaluation Report – Staffing Levels at Police Training Centres* (2000) commissioned on behalf of NPT and conducted by independent consultants.

4.13 Competent officers make conscious and systematic attempts to act in accordance with the values of the Service and to judge, and to improve, the quality of their own professional action in the light of those values. The training required to enable probationers to reflect on their performance to this depth is difficult to deliver in a system which is intensive, and heavily knowledge-based. It can be argued that the PTC recognised, through the KUSAB approach, the need for officers to be reflective of their actions. In order for them to be able to do this, the PTP must accommodate the opportunity for individuals to explore their own attitudes and behaviour.

4.14 Delivering training in line with KUSAB is a holistic approach to learning and should be viewed as a long-term investment. Exclusion of any of the elements may result in underdeveloped officers, the use of which as a ready resource can be a false economy as it will lead to poor performance and public dissatisfaction.

4.15 Delivering training alongside the community is one way of enhancing the KUSAB attitudes and behaviour components and redressing the balance. Forging links with community groups and arranging joint training events would also benefit the Service and the public. This perspective has been highlighted on many occasions² since it was first formally recommended within Lord Scarman’s report into the Brixton disorders³ (1981). An example of an approach moving in the right direction was found by this Inspection at NPT Padgate Satellite and is detailed in the Case Study below.

¹ NPT uses Key Performance Indicators (KPIs)

² For example: *Home Affairs Committee Fourth Report – Police Training and Recruitment Volume II* (published 1999); *The Stephen Lawrence Inquiry Report* also known as the *Mcpherson Report* (published 1999).

³ *The Brixton Disorders 10–12 April 1981 Report of an Inquiry by the Rt Hon The Lord Scarman OBE* also known as the *Scarman Report* (published 1999).

Case Study

NPT Padgate (satellite of Bruche NPTC) is located within the Warrington Collegiate, a further education establishment in Cheshire.

At Padgate, probationers complete the PTP residential phase alongside non-police students undertaking academic and vocational courses. All PTP trainers are police staff located at the college. The interaction between the probationers and the public on one site has proved to be very positive, and challenges the tradition that police training be delivered in isolated, police-managed sites.

It is unfortunately true that the challenging of inappropriate behaviour or language has a greater impact on probationers when it involves a member of the public rather than a colleague.

The use of a public facility allows PTP training to a certain extent to be placed in context. Involving students from non-police courses in practical sessions can add realism. In return, this can dispel some of the cultural barriers and myths surrounding police officers possibly held by college staff and students.

4.16 Just studying in a college, albeit with the training staff drawn from the police service, will not resolve the current 'conveyor belt' system of training with an emphasis on knowledge and procedure. The curriculum should also be reviewed to allow adequate treatment of:

- behaviours;
- attitudes;
- understanding communities, cultures, and society;
- the needs of others in the criminal justice system, including victims.

Unless these issues are addressed, probationer training will not move forward.

4.17 The traditional approach to police training – involving an emphasis on knowledge of the law, and delivery of the PTP within a police environment – may be one reason why this Inspection found that few probationers possessed an adequate understanding of the community. The reliance on law knowledge within police training world-wide is highlighted by the following statement:

*"It is relatively easy to teach law enforcement officers the details of the laws they are obligated to uphold. The more difficult challenge to trainers is to develop curricula that produce law enforcement personnel who are trained in the diplomatic arts of reasoning and persuasion. Only when officers possess effective communication skills can they substitute the 'power of persuasion' for physical power, and thereby reduce the risk of physical injury to themselves and the people with whom they must deal."*⁴

- 4.18** The extent of exclusionary language and inappropriate conduct found during the Fieldwork Phase of this Inspection is worrying. The service must address any negative attitudes and behaviour if training is to be delivered outside of the police environment not through the use of performance indicators, but by taking positive action.
- 4.19** On occasions during the Fieldwork Phase, Inspection Team members found themselves at the receiving end of rude language and unprofessional behaviour from officers at many levels. That staff acting on behalf of HMIC are subjected to such conduct bodes ill for relations with the public.

Recommendation 4.2

HM Inspector recommends that the Service, overseen by the Police Training Council (PTC) or any appropriate new strategic forum in conjunction with the Police Skills and Standards Organisation (PSSO), ensures that the probationer training curriculum provides officers with an understanding of the needs of society and how they as individuals, and the Service as a whole, must meet them.

Diversity Training Delivery

- 4.20** Just as the purpose of generic police training is to provide staff with KUSAB to operate effectively, it follows that diversity training has the same purpose but within a more defined context. The Service's achievements in this area, through investing considerable time and effort to supply diversity training, are recognised. But there is an imbalance of approach here also.
- 4.21** The current programme is inclined to focus on information relating to race and gender, delivered primarily within police premises, and usually by police trainers. Some forces take a different approach. For example, Harrow Borough of the MPS involves the community within projects undertaken by probationers posted to that area. A recent project, involving the local Tamil community, resulted in vital assistance being provided to a murder investigation team.
- 4.22** The Garda Síochána's approach should be considered when reviewing future PTP development. As part of their training, Garda Síochána's trainees are required to complete a two-week community placement, which includes working with diverse groups such as young offenders, people who are mentally ill, and under-privileged children. This is done before they are attested.
- 4.23** If probationers are to provide a service to communities, they need to interact with them in ways that are not always confined to the demands of operational policing. They need opportunities to develop relationships with the public in a form that is useful to the communities in which they take place.

Content of Diversity Training

This Inspection found that the parameters of the content of diversity training within the PTP are limited. For example, the following issues are not included:

- asylum seekers;
- travellers.

Additionally, the following areas are not covered in the depth required:

- disability;
- transgender/transsexual persons;
- age;
- mental health.

- 4.24** Similarly, the parameters of the training delivered within the NPT and MPS Trainer Development Programmes must also be extended. Many trainers do not feel confident in delivering diversity inputs as their training has not prepared them sufficiently. The requirement is for a Diversity Programme that provides trainers from the outset with the knowledge and understanding of communities which will inform their own work with probationers.
- 4.25** A probationer's understanding of the community, if presented in the classroom alone, can often be misrepresented by the curriculum content. Academic studies can never be truly representative of a particular community at a specific time, and therefore the skill of the trainer to be able fully to explain diversity in a policing context is fundamental to the success of this training. Confidence can grow from an increased understanding of the subject.
- 4.26** Despite the provision of diversity training, some people within the Service from diverse or minority backgrounds are still being treated badly by their peers and management. This Inspection found evidence that, on a Service-wide basis, diversity training in its current format is not yet wholly effective.
- 4.27** Diversity training should address workplace discrimination, and specific support mechanisms must be provided on a Service-wide basis for individuals with needs arising from their ethnicity, gender, sexual orientation, disability, or other minority issues.

Recommendation 4.3

HM Inspector recommends that the police service, led by the Association of Chief Police Officers (ACPO), ensures that Service-wide mechanisms are put in place to provide individual support for all staff where required, taking into account the needs of under-represented groups.

Recommendation 4.4

HM Inspector recommends that the Service led by the Association of Chief Police Officers (ACPO), makes certain that the diversity content of the training delivered to probationer constables and their trainers is restructured to provide an in-depth understanding of the community to be policed, whilst ensuring that probationer constables are also able to cope with the diversity of the police service itself.

Accreditation and Qualification

- 4.28** It is acknowledged that the PSSO will set National Occupational Standards which describe performance in terms of what needs to be achieved to reach recognised levels of competence. Achieving a level of competence should result in the award of qualifications, something that has been sadly lacking in police training.
- 4.29** Attempts have been made in the past to accredit the PTP. For example, the MPS and NPT have forged close links with the University of Portsmouth over the award of a Certificate in Policing Studies. Some probationers who were prepared to undertake and fund the further study required took advantage of the scheme. Disappointingly, the course has now been suspended as the recent take up rate has been too low (only 1 per cent of the year 2000 cohort of probationers registered).
- 4.30** Currently, no formal qualification is awarded to probationers at the culmination of the PTP. However, probationers partake in a 'Passing Out Parade', with an obvious military tradition and format, on completion of the residential phase. This can send the message that the training has ended at this point, when in fact, it has only just commenced.
- 4.31** The two-year period is a continuous development programme, and it would be more appropriate to recognise the end of the course rather than just the end of the residential training phase. If completion of the entire PTP resulted in a qualification, this would provide a continuous incentive and could be celebrated in a graduation-style ceremony.

- 4.32** Academic qualifications are not the only approach to accrediting any training programme. There are also advantages in the acquisition of professional qualifications and NVQs because of their focus on workplace experience.
- 4.33** NVQs are assessment-based qualifications which focus on work, the skills and competence needed to perform effectively in a chosen job. Because of their direct relevance to working practice, rather than theoretical knowledge, they are both of immense value to employers, and increase an individual's chance of career development.
- 4.34** It is for the Service to ensure that all qualification options are exploited once the learning requirement has been set.
- 4.35** Accreditation has been successfully introduced in other services, for example:
- The PSNI – on successful completion of the 22-week-long initial course, trainee officers are awarded an educational certificate by the University of Ulster, which can be credited towards further qualifications at the end of the full probationer programme (e.g. diploma or degree).
 - Garda Síochána – on successful completion of the 62-week-long training programme, officers are awarded a Diploma in Policing.
- 4.36** Interestingly, neither the PSNI nor the Garda Síochána attests their officers until a recognised level of competence has been reached. The issues surrounding attestation are discussed further in Chapter 7.
- 4.37** Qualifications certify the knowledge and skills that a person has achieved through training, work and life experience. A qualifications framework identifies all of the awards available to the employees of an organisation and links them together to form a system of identification and recognition. This in turn can promote the concept of lifelong learning and the provision of a seamless and diverse education and training process.
- 4.38** The Service must find a way of guaranteeing that the assessment process used to determine when officers achieve a level of competence or a national standard is in itself delivered consistently, across the whole service, and to a national standard.
- 4.39** The Service should create a qualification framework for probationers which will accredit completion of discrete parts and the PTP as a whole. The qualification framework must be based on National Occupational Standards if it is to reflect the attainment of the skills demanded. It is also vital to develop qualifications that have national value and comparative currency. It is now recognised practice that the appropriate NTO – the PSSO – develops any framework of vocational qualifications. In terms of academic qualifications, the Service will wish to take account of the emerging National Qualifications Framework for higher education.

Recommendation 4.5

HM Inspector recommends that the Service, in collaboration with the Police Skills and Standards Organisation (PSSO), creates a qualification framework which will accredit completion of parts of, as well as the whole Probationer Training Programme.

Conclusion

4.40 Short-term, the Service should:

- view the training programme as a two-year period of learning;
- examine the balance of training to ensure that each element of KUSAB is appropriately delivered;
- consider the development of performance indicators to measure performance for every element of KUSAB, not only knowledge;
- ensure that both probationers and training staff are fully equipped in the area of diversity and that they possess a greater awareness and understanding of communities;
- recognise that there are 'quick wins' to be gained through the delivery of some training in the community, away from police establishments and by qualified non-police staff where appropriate.

4.41 Long-term the Service needs to be aware that:

- the advent of National Occupational Standards and a qualification framework will undoubtedly change the culture of police training, and that the learning requirement for any future PTP must correlate with both approaches;
- many other organisations have already benefited from the investment they have made in workforce development, and for the Service to gain these advantages it must fundamentally review the way that it trains new police officers.



Inconsistency of Training Delivery and Lack of Quality Assurance

Chapter

5

Whatever training and development option is taken, success will only be assured if a Service-wide approach is adopted around consistency of delivery. Inconsistency can lead to a fragmented provision of learning and undermine the credibility of PTP.

Inconsistency of Training Delivery

- 5.1** Currently, probationer training comprises a two-year programme (PTP) which every officer, irrespective of their ability, qualifications or experience, is required to complete. Only 31 weeks of the PTP involve formal training, which is broadly undertaken in two distinct parts:
- nationally – delivered by NPT (NPT programme);
 - locally – delivered by individual forces (this includes the MPS programme and specific force training).
- 5.2** The core of this formal training is a 15-week residential course, delivered at a NPTC. The exception is the MPS, which delivers its 18-week course internally at Hendon. A summary of both programmes can be found at Appendix D.

RECRUITMENT

- 5.3** It is not within the scope of this Inspection to address recruitment, and therefore this Report does not cover the subject in depth. However, as recruitment and training are intrinsically linked, it is important that the relevant issues on recruitment found during this Inspection, which impact on the PTP, are touched upon within this Report.
- 5.4** A perception exists within the Service that the standard of entrants has declined, attributable to the drive, fuelled by the CFF, to recruit large numbers of new officers within a short period of time. It is evident that in the absence of national standards of recruitment, and with some forces recruiting particularly vigorously, inconsistencies in the quality of new officers will result.
- 5.5** Any training programme given the recruitment/training link, must within its design process, take into account the ability of the raw material (i.e. the recruit). The move towards National Recruitment Standards currently being developed through the Home Office is welcomed. The introduction of a common assessment and selection process, based on selecting candidates who match the competencies required for the role, will also be a significant advance.

- 5.6** The opportunity should now be taken to introduce into the probationer training system a structured arrangement for capturing the particular level of KUSAB displayed by each recruit and acknowledging those differences and particular strengths/weaknesses in the delivery of the PTP.

NATIONALLY DELIVERED TRAINING

- 5.7** NPT's programme is designed and monitored by the Foundation Support Department at NPT Harrogate, and is delivered at designated NPTCs located throughout England and Wales. More recently the impact of the CFF has resulted in NPTCs using more satellite sites to cater for the extra demand for training places.

- 5.8** Whilst a common programme (the PTP) exists, there is disparity in delivery between each of these sites. This Inspection found significant differences in the following areas:

- rules and regulations;
- report completion;
- specialist training;
- trainer – student ratio.

Rules and Regulations

- 5.9** The police service is a disciplined organisation with its staff subject to rules and regulations. In addition to these rules and regulations, training establishments impose their own to assist effective operation.

- 5.10** Inconsistencies in NPT's approach to discipline across its centres were found by this Inspection, for example:

- One NPTC has a rigidly enforced rule whereby any probationer wishing to reside there is required to return no later than 23:00 hours. Anyone breaching this rule is reported. Conversely, other NPTCs do not impose such a rule.
- One NPTC has a fairly bureaucratic system in place for students wishing to have visitors on the centre. A form has to be completed, authorisation is required, and 24 hours notice of their arrival must be given. These restrictions do not apply at other sites.

- 5.11** These examples also indicate the need for consistency to ensure fairness, as no one probationer should be treated more favourably than another, in the same or a different NPTC.

- 5.12** However, NPT is constrained in the discharge of discipline as a result of only being an agent of the employer (i.e. forces). With there currently being no Service-wide policy in place to ensure a consistent approach to handling breaches of discipline, the ultimate sanction that NPT can enforce is to return officers to their home forces. Forces, however, tend to react differently in their response to such incidents, further compounding the inconsistency.
- 5.13** This Inspection found evidence of unacceptable conduct on the part of probationers, including cases of drunkenness and assault. Rules and regulations are needed (as long as a clear rationale can be provided for their existence) and NPT rightly attempts to address discipline issues through their imposition. However, any rules and regulations should be consistently maintained and applied. Hendon also suffers from incidents of indiscipline and imposes rules and regulations in an attempt to address them.

Recommendation 5.1

HM Inspector recommends that the Home Office brokers a Service Level Agreement (SLA) between National Police Training (NPT), the Metropolitan Police Service (MPS) Training Centre – Hendon and all forces ensuring a corporate approach to discipline matters which occur at residential training establishments.

Report Completion

- 5.14** The completion of forms and reports, ranging from a simple fixed penalty form to a complex court prosecution file, is one of the most time consuming and necessarily bureaucratic tasks police officers undertake. Methods of completion vary, with some forces having devised a computer programme to allow ‘on-screen’ completion of documents.
- 5.15** Despite the introduction in 1992 of the mutually agreed national *Manual of Guidance* system to standardise form completion and file content for presentation at court, inconsistencies still exist as a result of:
- forces adapting form design, format and content to meet their needs;
 - forces creating their own unique documents relating to particular situations (e.g. road traffic accidents and hate crime).

There must be a renewed effort to standardise the design and use of forms applicable to generic functional requirements, as well as to keep the total number to a minimum and optimise the use of technology.

5.16 This situation is further compounded by the Crown Prosecution Service (CPS), the file recipients, not standardising their requirement on a consistent national basis. Examples include variances in:

- the use of hearsay evidence;
- document disclosure.

5.17 The training of probationers in report/form completion is exacerbated further by:

- Probationers using forms issued by their forces which may be:
 - different in format, content and design from forms being used in other forces;
 - obsolete.
- Probationers not being issued with some forms as they are uniquely numbered (e.g. HORT/1 vehicle document request forms as used by some forces);
- Training staff originating from a single force and therefore not having the expertise to complete every type of form.

5.18 This Inspection found, as a result of these inconsistencies and issues, many probationers with significant development needs in the skill area of report writing and document completion.

5.19 Instruction on the completion of force-specific documents on a local basis, by instructors with expertise in such arrangements, would better serve officers. It is recognised that there are currently other projects examining this area.

Recommendation 5.2

HM Inspector recommends that any training involving the use of documents which are necessarily force-specific be delivered locally, and that this is overseen by the Police Training Council (PTC) or any appropriate new strategic forum.

File Checking Units (FCUs)

5.20 FCUs were introduced at NPTCs to improve the standards of completed court prosecution files submitted by operational police officers, following the 1995 review of probationer training. These originally comprised non-police staff who were trained and awarded an Institute of Legal Executives (ILEX) qualification. FCU staff independently assess a set number of simulated files which probationers complete during the residential phase of the PTP. Hendon employs a Written Work Marking Unit along similar lines.

5.21 The concept of FCUs is applauded, but the current system faces difficulties including:

- inconsistency in the marks and grades awarded;
- differing instructions in file completion;
- regional variations in the content required (e.g. 'hearsay evidence');
- poor succession planning to replace ILEX-trained staff, with resultant use of non-ILEX qualified police officers within FCUs;
- increased demands caused by the impact of the CFF.

5.22 If the requirement is for officers to complete simulated files within their training, FCUs must be properly resourced and their operation standardised across the Service. However, the FCU function could also be achieved, as long as there was a national standard of outcomes required, by officers spending a period of time attached to police force Criminal Justice Units.

Recommendation 5.3

HM Inspector recommends that, under the aegis of the Home Office, the responsibility for training probationers in court file preparation be placed on individual forces working in partnership with the local Crown Prosecution Service (CPS).

5

Specialist Training

5.23 Subjects requiring specialist skills, such as first aid, unarmed defensive tactics (UDT), physical education and life saving, are delivered at NPTCs and Hendon by trainers with specialist qualifications.

5.24 This Inspection found a variance between the way that NPT manages specialist trainers and law trainers (who are almost exclusively serving police officers) with many of the former feeling unsupported and devalued.

5.25 The perception that a specialist lesson is not as well supported as law inputs can lead to a loss of credibility, and this is further exacerbated by:

- lesser emphasis being placed on updating specialist lesson content than on law lessons;
- lack of specialist trainer integration with law trainers, both organisationally and physically (e.g. office location);

- some specialist facilities being inadequate;
- less opportunities for career enhancement than for law trainers.

5.26 NPT and Hendon must ensure that all specialist trainers receive adequate support and the same development opportunities as law trainers.

5.27 There is also some inconsistency in the delivery of specialist lessons. For example, the current requirement for instruction on life saving at some NPT is not met because:

- some sites do not have access to swimming pools;
- where access to a pool is available, training scheduled for a day that coincides with a public holiday is not rescheduled and, therefore, not provided.

Some, but not all, forces feel obliged to arrange this life saving input if their officers are not trained as agreed by NPT.

5.28 Clearly, there are a number of questions to be answered in respect of specialist trainers and training. The current position results in probationers achieving varying levels of competence dependent on the site where they receive their training. In addition forces, as the client of training, must review what their requirements are in this area and decide whether they should be delivered at a national or local level.

5.29 The introduction of robust quality assurance processes, discussed later in this chapter, should address many of these issues.

Recommendation 5.4

HM Inspector recommends that the Service, led by the Association of Chief Police Officers (ACPO), undertakes a review of the learning requirement for specialist training, and that a national and corporate approach be adopted to delivery.

5.30 Another specialist training area which suffers from an inconsistent approach is that of first aid. The current format involves a variety of assessment processes, dependent on the site involved. For example, practical assessment is included within role-plays at some but not all NPTCs. A new training package currently being devised by NPT on behalf of ACPO may address this issue.

5.31 It should be noted that the importance of first aid training was recognised in the *Stephen Lawrence Inquiry Report* (1999). It is therefore vital that the Service ensures that every probationer should be trained to the same standard. The new training alluded to has been devised to meet the relevant recommendation within that report.

Recommendation 5.5

HM Inspector recommends that the Service, led by the Association of Chief Police Officers (ACPO), ensures that the new national first aid training package is delivered within the Probationer Training Programme and assessed consistently on a Service-wide basis.

Trainer – Student Ratio

5.32 NPT and the MPS rely heavily on the ability of their training staff to provide probationers with:

- a safe learning environment;
- equal development opportunities;
- fair assessment;
- individual support;
- consistency of information.

5.33 The relationship between trainer and student is therefore a deciding factor in the success or otherwise of training delivery, with the trainer/probationer ratio in each class critical to the effective facilitation of these areas. If the ratio is worse than the accepted 'norm', the capability of the trainer to manage the above and deliver learning is put in jeopardy. Conversely, a balance has to be found to ensure the ratio is economically efficient.

5.34 Probationer training relies on the capability of the trainer to facilitate lessons, which explore individual's attitudes, for example in relation to diversity. If the number of students is excessive, the trainer finds it almost impossible to deliver the lesson effectively. Those officers who wish to conceal any weakness can easily do so in a large forum.

5.35 This Inspection found that the ratio differed from site to site, with examples of the following even within the same intake:

- variations in class sizes;
- some classes being supervised by the same pair of trainers throughout the course;
- some classes with over 20 different trainers in the same period.

- 5.36** The MPS does not experience the same difficulties as NPT around inconsistency in the residential phase because it operates on one site and not a number of different centres. That said, ALI raised a concern that trainer/student ratios in classes at Hendon reached as high as one trainer to 30 probationers. This situation led to issues that were similar in effect to the problems encountered by NPT.
- 5.37** Based on existing sound educational and economic rationale, a benchmark of what is the minimal acceptable trainer to student ratio should be devised. It is suggested that a ratio in the area of 2:18 (trainers to students) would allow for all of the aspects of KUSAB to be developed, and ensure no class size is too large for one instructor to operate alone effectively.
- 5.38** It is acknowledged that less rigid forms of pedagogy exist, including independent study and self-supporting group work. Account must be taken of these approaches. However, in terms of management and supervision, a benchmark ratio is required, which must be regarded as the minimum acceptable.

Recommendation 5.6

HM Inspector recommends that the Service, led by National Police Training (NPT) through the Home Office, researches and adopts the minimum acceptable trainer to student ratio for the whole training estate and adheres to it.

PHYSICAL FITNESS

- 5.39** Although fitness levels are an important recruitment criterion, forces use different tests in the process of assessing an individual's fitness. Some forces make use of the Loughborough Test, whilst others employ that devised by the PSNI. During the residential stage of the training, probationers are required to perform a further number of tests to gauge their fitness levels. However, officers who under-perform at the NPTC can only be referred to their home forces for remedial action.
- 5.40** Once officers complete their probation period and they are confirmed in the rank of constable, there is currently no requirement for them as individuals to maintain any level of fitness. No further assessment is carried out unless an officer wishes to transfer from one force to another or they apply for a specific specialist role. This brings into question the rationale for an initial fitness test.
- 5.41** The issue is compounded by the lack of consistency in the tests used, and the lack of confidence in whether they are gender free.

Recommendation 5.7

HM Inspector recommends that the Home Office reviews the rationale for the initial physical fitness test. If there is a case for such a test to be maintained, there must be only one national, gender free test in use.

LOCALLY DELIVERED TRAINING

5.42 Forces are responsible for the parts of PTP not delivered by NPT, or in the case of the MPS, Boroughs take responsibility for what Hendon does not cover. This can be described as:

- initial induction (includes attestation and issue of uniform prior to the NPT residential phase) – in the MPS this, uniquely, is covered as part of the residential phase at Hendon;
- local procedures (immediately after the residential phase);
- workplace experience (initially with a tutor constable);
- monitoring in an operational environment (once competent to patrol alone);
- additional formal training at stages during the latter period of probation.

These elements are shown in context to the PTP at Appendix D.

5.43 Training for probationers is a national programme, but the responsibility for probationers lies with their respective chief constables. As each chief officer manages her/his force on an independent basis, police forces do not operate identically. This Inspection found inconsistencies because training delivery varied from force to force.

5.44 Inconsistency in this context does not relate to any additional input that a force needs to deliver in support of local objectives. For example, in Cumbria Constabulary, probationers undertake an additional 10 days of formal training in specific topics such as forensic science awareness and the use of police intelligence data (see Appendix B). But it may be regarded as strange that such areas of competence are not required in probationers in all forces!

5.45 Rather, this issue of inconsistency refers to core elements of the PTP, which must be consistently delivered in order that the training is effective on a Service-wide basis. Variations uncovered during this Inspection included:

- forces providing different levels of preparation for the residential phase (for example, some issued study material and gave instruction on basic definitions, others did not);
- forces declining to use NPT designed UDT training;
- lesson inputs on the same topic varying in length between forces;
- use of external experts by some, but not all forces, to deliver elements of the PTP.

5.46 Some forces clearly value their new officers and recognise the importance of the investment made in them. In others, there is a perception that probationers are merely an additional resource to be rushed into operational use at the earliest opportunity. There is little doubt that the latter situation has been exacerbated by the impact of the CFF.

Regulations 14 and 15

5.47 Variations between forces could be detected but not quantified in relation to the use of police regulations. The *1995 Police Regulations* set out pay and conditions for all officers. Regulation 14 allows chief officers to extend the probationary period of an individual as they see fit. Regulation 15 sets out the conditions under which chief officers can 'dispense with' (terminate) the services of a probationer. Despite the fact that the regulations apply nationally, this Inspection found that they are not always enforced in a consistent fashion. In relation to the use of regulations, it was found that not all forces:

- had written policies in place (only 17 forces out of 43 had a written appeals policy);
- provide managers with guidance material;
- deliver relevant training to managers (only 15 forces out of 43 have a written training policy in place and only 12 provide refresher training).

5.48 Without knowing the detailed circumstances where regulations are applied in respect of each individual probationer involved, it is not possible to pinpoint specific examples of a force operating differently from another. However, there is evidence to show inconsistency in the level of importance that forces place on training and briefing their managers.

5.49 It is recognised that the MPS approaches assessment and the use of Police Regulations from a totally different perspective from other forces. As both an employing and training organisation, it has the mandate during every phase of the PTP to:

- issue police regulation warning notices, directing officers to improve performance or have their services terminated;
- assess constantly the suitability of officers, and where they are adjudged unsuitable, dispense with their services.

Therefore, during the residential stage, MPS probationers are under considerable additional pressure with the proverbial 'sword of Damocles' hanging over them.

- 5.50** The MPS approach also creates extra responsibilities for Hendon training staff. Under the ruling policy, probationers performing at less than satisfactory level are served with a notice of possible dismissal and an improvement action plan. During the three-month period of January to March 2001, 126 such Regulation 15 notices were served at Hendon. This process generally involves constable level training staff who have not received sufficient supervisory or managerial training.
- 5.51** In the remainder of the Service, the issuing of Regulation 15 notices is quite rare. For example, in Greater Manchester Police for the financial year 2000/01, only two were served.
- 5.52** The Service's approach is inconsistent and should be standardised. This will allow every probationer to be trained under the same, nationally applied, conditions.

Recommendation 5.9

HM Inspector recommends that the Association of Chief Police Officers (ACPO), involving the Police Negotiating Board (PNB) where appropriate, devises a national policy on the use of Regulations 14 and 15 and provides the Service with definitive criteria and guidance.

Workplace Experience and Tutor Units

- 5.53** The importance of this phase of training has already been indicated in Chapter 2. Disappointingly, it appears that not all forces give this period the commitment and resources it deserves. This Inspection found evidence that this phase is being delivered inconsistently. For example, some forces provide a structured development opportunity during an officer's probationary period including attachments to specialist departments, whilst for others such opportunities do not exist.
- 5.54** Another major example of inconsistency across the Service relates to the use of operational Tutor Units. Tutor Units are specialist training departments staffed by experienced and qualified tutor constables and supervisors. This Inspection found that some forces:
- operate Tutor Units across the whole force area;

- operate Tutor Units within certain, but not all, force areas;
- do not operate them at all.

5.55 Issues around the use of tutor constables are discussed in Chapter 6.

5.56 Great value is seen in Tutor Units, with those forces making use of them having found that the benefits include:

- provision of a safe learning environment;
- maintenance of standards and consistency of training;
- provision of a harmonised and corporate approach to local policing issues;
- resources to support operational patrols;
- development of proficiency through dealing initially with routine incidents;
- structured management and assessment of skill levels.

5.57 Forces with a large rural area should consider the formation of a Tutor Unit in an urban setting, in which their probationers can be placed before moving to their designated policing areas.

5.58 Tutor Units must provide justification for their existence comprising clear aims and objectives related to local policing requirements. They must also include the following:

- a supervisor who is also a qualified police trainer;
- the requisite number of qualified tutor constables to provide a set period of one-to-one probationer workplace supervision;
- robust quality assurance and evaluation processes;
- proper succession planning.

5.59 An example of an effective Tutor Unit in current operational use was found during the Inspection at Wakefield BCU in West Yorkshire Police. Here the probationers, together with their tutor constables and supervisors, provide the policing resource for Wakefield City Centre. The community is aware generally that the officers are inexperienced, nevertheless crime figures for the area have reduced significantly since its inception. Successful investigations have increased and public confidence has improved.

Recommendation 5.9

HM Inspector recommends that Tutor Units be established, by the end of 2002, in every force.

Leadership During Workplace Experience

- 5.60** In order to make fullest use of the workplace experience opportunities in probationer training, those in each force who have ultimate responsibility for the PTP must emphasise its importance. Commitment at force level must be clearly apparent with no ambivalence permitted.
- 5.61** Evidence was found of diverse levels of commitment. Additionally, there was a distinct lack of knowledge at all levels, both about who was ultimately responsible for probationers, and who for the content of the PTP as a whole.
- 5.62** In too many forces, this phase of the PTP suffers from a lack of commitment, support and leadership. All too often probationers, tutor constables and immediate supervisors who were interviewed complained of a lack of access to, and visibility on the part of, top level managers. Evidence was found of probationers who felt undervalued and ill equipped to carry out their duties effectively. One force which has gone a long way to address this issue is Sussex Police where this Inspection found commendable levels of high level commitment. (see Appendix B).
- 5.63** This section should be read in conjunction with Chapter 3 paragraphs 3.29 and 3.30.

Professional Development Portfolios (PDPs)

- 5.64** The PDP system is a comprehensive and systematic guide used by all forces in England and Wales (except the MPS) during the development and assessment of probationers. The PDP document remains with officers throughout their two-year probationary period and records their achievement against set competencies and skill areas. During the residential NPTC phase, probationers are given instruction on the concept and completion of the PDP.
- 5.65** The Inspection Team dip-sampled PDPs at every NPTC and in each force visited. They observed that the standard of completion was generally high. Despite guidance being made available by NPT intended for trainers, tutor constables and supervisors¹, this Inspection also identified a number of weaknesses including:

¹ Probationer Training Programme NPT CD-ROM (August 2001)

- a wide disparity in the number of entries required by supervisors;
- students reflecting on skill areas using irrelevant evidence (for example, the tidiness of their rooms or the amount of shine on their shoes);
- probationers only making reference to perceived strong rather than weak areas of skill;
- inordinate amount of time taken for completion (up to 10 hours per week and often in the officers' own time);
- action plans not constructed to improve performance or linked to force policing plans;
- missing supervisory signatures;
- too many operational supervisors and tutor constables lacking any, or adequate, knowledge of the PDP system.

5.66 The PDP approach is excellent, and there was almost universal acceptance of the concept by those interviewed and consulted. But there are concerns over how effectively the system recognises individual development needs. This Inspection found that the PDP is perceived within the Service to be a bureaucratic and unwieldy document, unpopular with many probationers, tutor constables and supervisors.

5.67 An internal NPT report² in 2001 has also raised a number of PDP-related concerns, including its overall purpose and the quality of the associated training provided to all involved.

5.68 The PSNI has devised a new PDP aligned to the National Competency Framework. This appears less bureaucratic and more user friendly. There is merit in this approach.

5.69 It should be recognised that if, or when, the Service accepts the recommendation for a qualification framework, there will be a requirement for **all** staff to record performance evidence in order to prove their levels of competence. Thus the PDP will be an essential introduction to an important feature of a police career, as well as being a vital tool in recording the competence of a probationer.

Recommendation 5.10

HM Inspector recommends that the Service, led by National Police Training (NPT) through the Home Office, designs and adopts a simplified Professional Development Portfolio (PDP) for probationers aligned to the National Competency Framework.

- 5.70** The MPS does not make use of the PDP system for its probationer officers. Once a new national approach is adopted by the Service it should be implemented on a Service-wide basis, including the MPS. It is debatable whether the MPS should in fact initiate use of the existing PDP in advance of the introduction of any new PDP.

Recommendation 5.11

HM Inspector recommends that the Metropolitan Police Service (MPS) Probationer Training Programme adopts any new Professional Development Portfolio (PDP) system that is devised on behalf of the Service.

METROPOLITAN POLICE SERVICE AND NATIONAL POLICE TRAINING ARRANGEMENTS

- 5.71** In 1999, the Home Affairs Committee took evidence from various sources on whether there was room for different MPS and NPT PTPs. It came to the conclusion that, in the absence of a national costing model and comparative evaluation data, it was not possible to recommend any form of unification. In giving evidence to the 1998/99 Home Affairs Committee on Police Recruitment and Training, Sir Paul Condon (Commissioner of the MPS) said, in relation to the separate MPS arrangement:

"We are not desperately protective about that."

In addition, Jack Straw (the then Home Secretary), in relation to this issue, said:

"In my judgement there needs to be a single arrangement."

- 5.72** This question has been raised on other occasions, for example within the UEA Stage II Review (1986) which at that time proposed the development of a single training arrangement.
- 5.73** During this Inspection, the dual system was questioned on many occasions, both at operational and strategic levels. Generally, those outside of the MPS cannot understand why a single arrangement is not put in place, whilst MPS staff are mostly defensive of their system. The case for a separate MPS programme revolves around the alleged uniqueness of policing London and equipping officers to serve in the MPS. The argument against is often based on the need for a national standard of design and consistency of delivery. Both programmes have their strengths just as they both have areas of weakness.
- 5.74** Comparative financial data in relation to this question was captured during the Inspection. NPT and the MPS were both asked to calculate the annual cost of the residential training they provide. Appendix C shows the figures returned and the number of probationers trained during the relative year.

- 5.75** At the very least in the interests of 'Best Value' and consistency, and with the imminent adoption of a national costing model for police training, the time is ripe to carry out a full comparative review.
- 5.76** If it is decided that NPT take over design and delivery of residential training to MPS probationers at Hendon, then the Home Office is likely to fund any necessary increase in NPT's finances from the MPS budget. If the calculations show that the decrease in the MPS budget to fund NPT would be lower than the cost to the MPS of continuing to deliver probationer training at Hendon, this might make the prospect attractive. However, the MPS may also contend that they are in effect paying for their own provision and contributing, through the formula funding process, to NPT's programme.
- 5.77** In terms of the quality of NPT and MPS training delivery, ALI staff who assessed provision at Hendon and NPT Cwmbran, found both to be of a high standard. However, the Service does not possess any worthwhile in-depth evaluation material in respect of either arrangement to help further comparison work.
- 5.78** This Inspection cannot provide the Service with a definitive answer as to whether or not the MPS should continue to run its own residential programme, but the matter should be finally resolved.

Recommendation 5.12

HM Inspector recommends that the Home Office undertake a feasibility study of Metropolitan Police Service (MPS) residential probationer training being placed under National Police Training (NPT) management.

- 5.79** Whilst there may be a place for more than one provider of training, there should be only one design of programme to a national requirement. Those forces that identify unique or specific training needs in relation to their particular operational sphere are free to deliver additional inputs. But a move by any force to deliver the common, nationally congruent element of probationer training to their own design is not supported.

Recommendation 5.13

HM Inspector recommends that the Probationer Training Programme as a whole, for every new officer be to a single national design and delivered, as far as possible, under centralised management arrangements but with regional or local facilities.

Lack of Quality Assurance

5.80 However robust, structured and consistently designed a training programme is, without equally well defined quality assurance processes being applied, there is a possibility that the programme's aims and objectives will not be met. Quality assurance and quality management systems are key requirements throughout the PTP. When any organisation adopts a standardised and recognised quality assurance process, existing and potential customers know that:

- its quality systems and procedures have been assessed, sometimes by an independent third party;
- on-going surveillance is undertaken to ensure that quality requirements are continuously met.

5.81 NPT has to some extent set the standard for the quality assurance of police training with its 'Quality Approval'³ process. This describes the system as:

"The means by which an organisation confirms that conditions are in place for students to achieve the standards set by the training organisation".

5.82 The NPT concept is well thought out. Many forces have the necessary processes in place to be awarded with a charter mark to deliver NPT training products. However, this is not the case with every force and the system has not been applied internally to all NPTCs. Therefore, the Service lacks a nationally prescribed quality assurance framework in relation to the PTP. Hendon makes use of its own separate quality assurance process which, disappointingly, has not been extended to cover the PTP phases delivered by Boroughs.

5.83 Each of the NPT sites has quality assurance systems in place but they lack the crucial national approach required for rigorous and in-depth benchmarking and comparative studies to be carried out. This Inspection found that few forces apply the same level of commitment to the quality control of training delivery as NPT.

5.84 Many of the issues of inconsistency identified in this Chapter can be addressed by the Service adopting a quality assurance approach to training, and one that contains the following principles:

- Training should be seen as a partnership between trainers and students.
- Information about training events, aims and objectives and assessment criteria should be provided to students and customers.
- Detailed up-to-date records of student progress should be kept and students should receive prompt and developmental feedback.

- Training and its impact on operational policies and practices should be monitored and evaluated.
- Assessment processes must be fair and be seen to be fair.
- Training must be monitored for adherence to national standards.

Recommendation 5.14

HM Inspector recommends that the Service, led by the Association of Chief Police Officers (ACPO), devise and adopt a national quality assurance framework in relation to the whole Probationer Training Programme.

Evaluation

- 5.85** In respect of the evaluation of training, this Inspection found no national structured evaluation strategy for the whole PTP. As such, the value and purpose of the training delivered cannot be fully ascertained.
- 5.86** Too often, it was found that evaluation is carried out without the direction provided by an inclusive and overarching training strategy. Individual evaluators, working effectively but without accountability and robust quality assurance, often conduct evaluation. Evaluation reports are too often published, but not taken forward by high level management.
- 5.87** Evaluators must know what the starting or base position is in terms of performance level, and also what the planned training outcomes intend to achieve. Only then can evaluation be undertaken to ascertain the effectiveness of the training delivered.
- 5.88** Generally, any evaluation that is undertaken in the police service makes use of the Kirkpatrick⁴ model. Broadly, this model has four levels of criteria.
- Level I – what the students thought about the training.
 - Level II – the effectiveness of the training event or programme in terms of students' mastery of the training objectives.
 - Level III – the effectiveness of transfer of training to the workplace.
 - Level IV – the effect of training on the force in terms of operational effectiveness.

- 5.89** In relation to the PTP, very little work is being conducted to determine the level of

⁴ *Evaluating Training Programs* by Donald L. Kirkpatrick (published Berrett-Koehler, 1998)

'transfer of learning to the workplace' beyond that conducted by NPT, which after each residential phase attempts to capture:

- levels of satisfaction with the residential phase amongst probationers;
- the views of qualified tutor constables on the capabilities of new probationers.

5.90 It is recognised that, in the past, the MPS has also evaluated its residential training.

5.91 The Home Affairs Committee in 1999 recommended that the Service recognise the importance of evaluating training. The HMIC report *Managing Learning: A Study of Police Training* (1999) also stated that evaluation processes should be included in the design phase of training events. The Service does not appear to have taken heed of these recommendations.

5.92 During the fieldwork phase, very few of the force evaluation units visited included probationer training delivery within their work programmes or timetables. Mainly, this was due to confusion over who had responsibility for the task – NPT acting as the provider, or forces as the client? Independent evaluation would provide the most accurate data of the impact of the PTP on operational effectiveness. To ensure such independence, together with the familiarity with the process, evaluators need to work alongside trainers but be accountable to the client not the deliverer.

5.93 For the public to have confidence in the PTP, it is suggested that the community must also play a part in the evaluation process. Evaluation could be used to make probationer training more transparent to those groups who pay for substantial amounts of it, and on whose behalf it takes place. Policing belongs not to the police service, but to communities who do not have the resources or the access required to conduct evaluation. This places an obligation on the Service to make evaluation processes and reports openly available.

Recommendation 5.15

HM Inspector recommends that the Service, led by the Association of Police Authorities (APA), create a national training evaluation strategy in respect of the Probationer Training Programme. This must include the involvement of the community.

Recommendation 5.16

HM Inspector recommends that the Service, led by the Association of Chief Police Officers (ACPO), set a national plan outlining the evaluation work to be conducted in respect of the Probationer Training Programme.

LONGITUDINAL REVIEW

- 5.94** No evidence was found of any longitudinal, holistic approach to evaluating the PTP. As part of this Inspection, HM Inspector had intended to identify a group of officers who were about to commence their probation period and then monitor their progress throughout their two-year probation. This proved not to be possible for a number of reasons, particularly the logistics involved, and the doubt whether it was for HMIC to initiate and retain control over a project lasting two to three years.
- 5.95** During the benchmark visit to the RUC (now PSNI), it was noted that there existed an intake of officers about to commence a new training programme. The close linkage between PSNI and the University of Ulster provides an opportunity for an independent longitudinal evaluation to be conducted, and it is hoped that a scheme will be put in place.
- 5.96** The entry level training provided to prison officers is another benchmark. The Prison Service is undertaking a study to follow officers through entry level training, and their first year, to evaluate its effectiveness.
- 5.97** The police service must recognise the value of obtaining an independent view of the effectiveness of the PTP, either with the existing arrangements or any new proposals arising from the recommendations within this Report. The financial investment to the Service of providing the PTP is too great for it to continue to be delivered without proper national evaluation processes in place.

Recommendation 5.17

HM Inspector recommends that the Home Office arrange for an independent long-term evaluation of the effectiveness of the whole Probationer Training Programme in England and Wales.

Conclusion

- 5.98** There are a number of worrying inconsistencies within current PTP delivery. This results in variations in the quality of outcomes, a disparity in the provision of training to probationers across all forces, and an uneven progress through the two-year programme. In addition, without a robust approach to evaluation, there can be no effective measure of what has been achieved. Particular attention therefore needs to be paid to:
- removing disparity within the formal stages of the PTP;
 - confirming a current rationale for all components;
 - establishing Tutor Units in every force;
 - making the PDP 'fit for purpose';
 - implementing a comprehensive quality assurance and evaluation framework.

Trainers, Tutors and Supervisors

This Inspection found evidence of probationers, whose skills could be best described as 'barely adequate', being able to by-pass the assessment system relatively easily.

Introduction

- 6.1** The roles of trainer, tutor constable and supervisor are fundamental to the success of the PTP. The influence and skills that each possess can determine whether a probationer becomes an effective officer or serves too long with significant development needs. Therefore, in relation to the PTP, the need to have high quality staff in place is vital.
- 6.2** Frequently during this Inspection, it was found that quality people were acting as effective role models. Sometimes these competent individuals had to rise above the inefficiencies within the system. Evidence took the form of:
- Trainers, in both force and national training establishments, exhibiting a high level of law and professional knowledge, being innovative and creative and very capable of developing probationers, often without the support and recognition they deserve.
 - Tutor Constables, willingly taking on the responsibility of guiding new officers in an extremely demanding operational environment, often without adequate training and supervision, or recognition of their skill and effort.
 - Supervisors, dedicated to coaching, supporting and assessing probationers, communicating with them effectively and providing opportunities for them to demonstrate their competence, often without the support and refresher training they require.
- 6.3** It is recognised that elements of the PTP are reasonably effective because of the qualities that some people possess, rather than because of the system and structure. However, this Inspection found that in relation to trainers, tutor constables and supervisors, there is no Service-wide consistency in the level of performance, even acknowledging the unique dimension of each and every contribution.

Trainers

- 6.4** The majority of trainers involved in the PTP are police officers of constable or sergeant rank. However, increasingly, non-police trainers, such as support, Home Office and externally contracted staff are employed in delivering training. Usually, trainers operate in one of three areas:

- at NPTCs;
- in force (including MPS Boroughs);
- within Hendon.

6.5 Generally, NPTC trainers complete an NPT-designed and delivered 'trainers' course. This also applies to the majority of trainers operating within forces, although some will have completed an internally organised course. Trainers within the MPS undertake a separately designed programme of development.

6.6 Nevertheless, there are examples of untrained staff actively involved in the PTP, mainly in forces, but occasionally in NPTCs (e.g. within FCUs).

6.7 Overall, although the current NPT Trainers Development Programme is reasonably effective and efficient, this is a generic course concentrating on the competencies required to operate as a police trainer. But probationer trainers require additional knowledge and skills to those being delivered in the generic course, such as:

- specific law knowledge;
- supervisory skills (particularly for constable trainers).

These same concerns also apply to the trainers course delivered by the MPS to its staff.

6.8 Finally, in relation to the trainers courses designed and delivered internally by forces, which do not follow a national standard, trainers are being equipped to differing levels of competence to deliver a national programme.

6.9 Acknowledging the professionalism of trainers, it is debatable whether the PTP should rely so heavily on secondments to a residential centre, and the following questions are raised:

- Are secondees always the right people?
- Is the term of secondment right, both for the individual and the Service?
- Is there a place for more trainers (civilian or police) with professional qualifications obtained externally?
- Should police trainers be afforded the opportunity of completing regular short operational postings to provide them with more credibility?

- 6.10** Delivering training away from police establishments, and perhaps in educational facilities, does not negate the need for police trainers. There will be benefits to be gained from police trainers being attached to those facilities. A proper process of identifying who will fulfil this role and the shape of the attachment itself may address some of these issues.
- 6.11** Hopes of curriculum development and quality delivery depend almost entirely on the capability of training staff. There is a belief that these cannot be achieved without training being considered as a specialist career within the Service. It could also be argued that key elements of the PTP sometimes founder on the limited skills of trainers, caused to some extent by the existing practice of temporary secondments.

Trainers at National Police Training Centres (NPTCs)

- 6.12** At the time of this Inspection, NPT employed 399 training staff. Every force has a responsibility to supply a number of trainers, the specific figure based on a calculation of force strength and the number of probationer training places they take up. Not every force contributes in this way. Some forces provide more than their quota of trainers and, conversely others do not. On balance NPTCs, during the period of this Inspection, were seen operating with a shortfall of trainers, with the consequent detrimental effect on staff/student ratios, supervisory capability and trainer development.

Recommendation 6.1

HM Inspector recommends that, by the end of 2002, all forces arrange to provide their full quota of trainers to National Police Training Centres (NPTCs), and for the Metropolitan Police Service (MPS) to Hendon, and that performance in this area is subject to a Best Value Performance Indicator (BVPI).

- 6.13** Increased demands for places on the residential phase of the training, as a result of the CFF, have led to a pro-rata requirement for additional qualified trainers. This urgency to fill vacancies has involved the recruitment of some staff who have not delivered training for a number of years. This Inspection found that some of these trainers, already employed, have not received refresher training.

Recommendation 6.2

HM Inspector recommends that those trainers who hold an existing training qualification and are seconded to National Police Training (NPT) or Hendon be subject to a training development programme and, where appropriate, be provided with refresher training by the respective training provider.

- 6.14** Irrespective of these issues, it is acknowledged that for the individual employed by NPT or Hendon this stage of their career is almost always rewarding. Many trainers obtain further relevant qualifications during their tenure, fully encouraged and supported by NPT/Hendon, and in some cases, in relation to those seconded to a NPTC, by the parent force.
- 6.15** Recognising there were some benefits available for all trainers, this Inspection highlighted differences between the treatment of police and non-police staff. For example, police trainers seconded to NPTCs receive in compensation for the demands of secondment:
- free food;
 - accommodation;
 - travel allowance (home to centre);
 - a Central Service Allowance of £3,000 per annum.
- 6.16** Non-police trainers do not receive the same benefits. This can cause divisions and ill feeling amongst centre staff. In terms of fairness and equality, the working conditions for training staff who fulfil the same role should be substantially similar and set at the most favourable levels. This includes re-examining the conditions under which MPS training staff operate.

Recommendation 6.3

HM Inspector recommends that the Service review the current terms of employment and contracts for all trainers, under the aegis of the Home Office, employed by National Police Training (NPT) and the Metropolitan Police Service (MPS) training centre at Hendon to address inequality between police and non-police staff.

Force Trainers

- 6.17** Generally, whilst force trainers are every bit as committed and skilled as their NPT/Hendon counterparts, they receive few of the same benefits. Additionally, this Inspection found that not all forces offered the same opportunities for self-development, for example, by providing funding to obtain external qualifications such as D32¹ and D33 assessor awards.
- 6.18** Whilst NPT/Hendon trainers can develop a high level of expertise in delivery of the PTP, not all forces have a specific department for probationer training. Consequently, force trainers may be required to deliver probationer training as well as other unrelated topics, and be constrained in developing a specialist approach.

Recommendation 6.4

HM Inspector recommends that the Service, led by the Association of Chief Police Officers (ACPO), ensures that, irrespective of the location, any individual delivering police training should operate to a single set of externally accredited standards and be offered equality of development opportunities, especially through relevant external qualification schemes.

- 6.19** For the Service to recognise the status of trainers it is important, as a first step, for there to be a consistent process across all forces of identifying those who are currently qualified to deliver or quality assure police training. If adopted, this will also assist in the succession planning to meet future trainer demands.

Recommendation 6.5

HM Inspector recommends that National Police Training (NPT) creates and manages a national, central database of individuals qualified to design, deliver or quality assure police training.

Metropolitan Police Service Trainers

- 6.20** The status that MPS staff achieve on completion of their separately designed and delivered trainers course is not nationally recognised, although the content is appropriate. All those delivering police training should be equipped to the same standard and this is currently not the case. It is intended that Recommendations 6.2 to 6.5 address this.

Training Development Officers (TDOs)

- 6.21** TDOs are trainers who have achieved a qualification in training assessment. The TDO course, currently run by NPT, consists of three weeks formal training followed by three weeks assessment in a classroom environment. On successful completion, a TDO certificate is awarded together with NVQ C25, D32 and D33 coaching and assessing qualifications. TDOs are an integral part of the quality assurance process that takes place within NPT establishments where they are used regularly to assess newly developed trainers and quality assure the existing trainers.
- 6.22** Many forces also subscribe to the NPT TDO Course or encourage their staff to gain assessor qualifications at a local level. Although this Inspection found that TDOs are being used to assess training within forces, it was not within a structured and regulated format such as that found at NPT. Additionally, the number of TDOs available was often insufficient to allow regular assessment of PTP delivery to take place. The use of TDOs is invaluable to the provision of quality assurance and ensuring consistency in training.

- 6.23** NPT strives to ensure that each of its team leaders are qualified to this level which provides some guidance as to the benchmark ratio of TDOs and trainers. Most NPTC teams comprise two TDO team leaders to between 12 and 18 trainers.
- 6.24** The MPS trainers system does not have a TDO equivalent level within its structure. However, the MPS has supported the achievement of external development qualifications by some staff, both within Hendon and the Boroughs. These staff may then be utilised similarly to TDOs, albeit in an unstructured fashion.

Recommendation 6.6

HM Inspector recommends that all forces have sufficient nationally qualified training development officers (TDOs) in place to enable a structured and regular assessment of probationer training delivery to take place.

Status of Training

- 6.25** It is important that trainers should be credible or the message that they deliver can be diluted or disregarded. Consequently, in order to ensure the highest standard of trainers, this requires a process comprising:
- monitoring of the numbers and quality of applicants;
 - vigorous selection criteria;
 - a structured programme of initial and refresher training;
 - quality supervision;
 - robust quality assurance processes.
- 6.26** Unfortunately, entering police training is all too often seen as a negative career move for police officers. The emphasis on operational policing experience takes precedence to an undue extent within promotion boards and other areas of career development. Stark evidence was found that forces give little recognition to the value of training experience and the transferable skills that can be taken into an operational environment. For example, few forces maintained contact with their seconded officers at NPTCs, and in forces many trainers have to embark on personal career development in their own time.
- 6.27** Although the generic role of trainer is recognised by the National Competency Framework, a firm linkage will need to be found with any National Occupational Standards. Recognition of these levels will ensure that 'trainer' as a role achieves the status it merits.

- 6.28** If the Service wants to attract quality police officers, training must be a respected and worthwhile career path for its staff. Therefore the onus is on police forces to recognise that training is key to operational effectiveness. They must also provide proper support to officers choosing to enter this area of policing who gain new, and have existing, competencies and skills to take back into the operational environment. Recognition comes through objective and regular appraisal, reward and public acknowledgement. Support involves time, personal mentoring and tutoring, and career planning.

Recommendation 6.7

HM Inspector recommends that forces recognise the skills and experience gained by individuals who complete a period of their careers within training delivery, and ensure that they are fully supported and given equal opportunities in career development.

- 6.29** Most forces employ the services of an area or division-based training officer. In the operational sphere, these individuals are often the only training specialists available. Their responsibilities are extensive and include aspects of probationer training. This Inspection found many examples of dedicated and committed officers at this level who provided training despite a lack of support, direction and quality assurance.

Recommendation 6.8

HM Inspector recommends that forces provide for all area or division-based training officers, with a responsibility for the development of probationers, force-wide support and direction.

Tutor Constables

- 6.30** Since the *PTC Working Party Report* in 1984, the PTP requirements have involved probationers undertaking a 10-week attachment with a tutor constable. This period is seen to be transitional between the formal training received in NPTCs/Hendon and in-force training centres, and the commencement of independent patrol within the operational environment. Some forces refer to this period as 'street duties', others as the 'tutor constable phase'.
- 6.31** Concerns regarding the selection, training, employment and supervision of tutor constables are historic and well documented. For example, the UEA Stage II Review report² in 1986 made a number of observations and recommendations. So did the Probationer Training Review³ in 1995 and the HAC Report of 1999⁴.

² *Police Probationer Training, the Final Report of the Stage II Review*, University of East Anglia (published 1986)

³ *The Probationer Training Review 1995*, Commissioned by NPT (published 1996)

⁴ *Home Affairs Committee Fourth Report – Police Training and Recruitment Volume II* (published 1999)

6.32 Many of the weaknesses identified in these reports still exist and their recommendations have not been implemented. These include:

- the selection of tutor constables;
- the training provided;
- quality assurance;
- resilience;
- recognition of the role.

THE SELECTION OF TUTOR CONSTABLES

6.33 Not every operational officer is suited to becoming a tutor. There is a need for a robust, corporate and fair selection process incorporating a clear set of employment criteria which selects only those who have the potential and skill to carry out the role. Personnel professionals need to be involved at BCU level in the selection process.

6.34 This Inspection identified many instances where forces lacked a robust set of selection criteria. Some officers were being coerced into becoming tutor constables. This was often a result of staff shortages and, consequently, little attention was paid to ensuring individuals possessed the qualities required. Many of the tutor constables had not received PEACE⁵ or diversity training.

6.35 This explains why, too often, there is little understanding or appreciation of what the role involves, and insufficient regard to the important and influential position held by tutor constables. Furthermore, the allocation of tutor constables to probationers, and the success of the workplace experience phase, is largely a matter of chance because there is no assurance that tutors possess relevant skills and abilities. The importance of the development of the probationers too often takes a lower priority than finding individuals to fill the tutor constable vacancies.

6.36 Despite the critical importance of the role, it is disappointing to note that it does not appear in the core competencies in the National Competency Framework. This omission should be rectified at the earliest opportunity.

Recommendation 6.9

HM Inspector recommends that the Service, led by the Association of Chief Police Officers (ACPO), devise national selection criteria for the role of tutor constable to be adopted by all forces. These criteria should include a stipulation that individual applicants must have completed PEACE and diversity training.

Recommendation 6.10

HM Inspector recommends that the tutor constable role is included as a core role within the National Competency Framework.

THE TRAINING PROVIDED

- 6.37** During this Inspection, it was found that training provided for tutor constables varies from force to force, ranging from three to 10 days of formal training input. Whilst NPT has designed a tutors course, this has not been nationally adopted and individual forces tend to use their own design. Unquestionably, the quality of the training has an impact on the quality of the tutor constable. Many examples were found where tutors even after training did not have the necessary skills or knowledge of the PTP.
- 6.38** Some forces have invested in quality tutor training. For example, Wiltshire Constabulary has designed a 'Coaching and Development Course' which has been accredited by the Institute of Supervision and Management. Police officers who complete this training achieve a C25 coaching award funded by the Constabulary. Unfortunately, this example is an exception rather than the rule.
- 6.39** Many tutor constable courses are being delivered with minimal consideration of their quality and maximum consideration for providing a further resource. A lack of succession planning often results in 'block' training taking place to increase tutor numbers in the shortest possible time. Furthermore, this Inspection found that few forces provide refresher training for tutors. This results in many instances of officers who were trained prior to the current programme being put in place (i.e. more than three years ago) undertaking tutor constable duties. Consequently, they may have little knowledge of the PDP system and all too often are taught how to use it by the probationers whom they are supposed to tutor!
- 6.40** The design of any national tutor constable course should place an emphasis on staff development and provide a full understanding of the PTP.

Recommendation 6.11

HM Inspector recommends that National Police Training (NPT) design, review and monitor a new national tutor constables course, to be adopted by all forces. It should be accredited within the National Vocational Qualification (NVQ) system.

QUALITY ASSURANCE

- 6.41** In addition to inadequate training provision, this Inspection also found that there was little quality assurance of tutor constables. In the majority of forces, monitoring or supervision of tutor constables, through formal/informal appraisal and regular observation, was clearly not taking place. A lack of quality assurance in this area can result in probationers embarking on independent patrol at the end of the tutor phase with significant development needs. This produces a level of risk for the officers concerned, their colleagues and the public. Ideally, tutor constables should be assessed in the same manner as their trainer counterparts, by a qualified assessor, to ensure consistency and adherence to standards.

Recommendation 6.12

HM Inspector recommends that the Service, led by the Association of Chief Police Officers (ACPO), ensures that tutor constables are formally and regularly assessed by a qualified training development officer (TDO) when performing their role.

RESILIENCE

- 6.42** The CFF has had a major impact on the function of the tutor constable. As greater numbers of probationers enter the service, the demand for tutor constables increases, a point which seems to have been overlooked in the introduction of the CFF. This Inspection found many examples of tutor 'burn out' due to 'back to back' attachments and tutor shortages. As the majority of tutors and their probationers are considered an essential resource and, importantly, expected to be part of the on-duty shift each day, it has to be questioned whether probationers are given the full range of training. Operational demands should not be allowed to limit the training opportunities for probationers. This is a short-term expedient and could have serious consequences later. This situation is very disturbing.
- 6.43** Effective and efficient Tutor Units (see Chapter 5) would go a long way to assist in resolving these issues. At least there would be some opportunities for tutors and probationers to be supernumerary to shift strengths.

- 6.44** This Report draws attention later (see Chapter 7) to the need to reduce reliance on probationers to maintain shift strengths and provide a guarantee for their structured development for some part of their two years.

RECOGNITION OF THE ROLE

- 6.45** The lack of support, and the absence of any career development benefits (though there may be personal benefits), has resulted in the role of the tutor constable being an unattractive career option for many operational officers. Numerous recommendations in recent years formally to recognise the role seem to have been ignored. This Inspection found that few forces had made any efforts to do so. The majority of tutors who were interviewed stated that they did not seek any financial reward. Thus the rationale for ACPO's proposal to pay tutor constables an additional allowance is unclear. Rather, tutor constables seek some appreciation and enduring recognition for their efforts. Some said that even the occasional "thank you" would be welcome!
- 6.46** One force that has recognised the value of its tutor constables is West Midlands Police. They commissioned an independent psychologist to examine the probationer training system. As a consequence of the report⁶ findings, this Force has formally recommended rewards for tutor constables including additional time off and support for personal development. South Wales Police has actively sought to qualify its tutor constables to D32 and D33 level. These initiatives are commended, and consideration should be given to their adoption nationally in order to raise the status of tutor constables.

Recommendation 6.13

HM Inspector recommends that the Service, led by the Association of Chief Police Officers (ACPO), identifies and introduces a national recognition system for tutor constables, one which attracts suitable candidates and rewards tutor constables appropriately.

- 6.47** The challenges faced by forces in trying to meet these expectations are recognised. It is estimated that in the financial year 2002/03 to meet the Government's revised target for police strengths, approximately 10,000 new officers will be recruited into the Service. Clearly, their workplace training will only be a success if tutors are able to develop probationers without being prey to all the pressures of the operational environment. They will also need more training, support and recognition to carry out the role effectively. This will have investment and other resource implications. However, it should not be optional. Probationers will not be properly trained if their workplace development is deficient.

Supervisors

6.48 Supervisors must be held to account for the way that probationers, who are their personal responsibility, are developed. This responsibility continues through the larger part of the probationary period. Forces must support supervisors to allow them successfully to fulfil this commitment. However, it was evident during this Inspection that, currently, supervisors are not being adequately prepared and supported, particularly in the areas of:

- training for the role;
- their own appraisal and assessment;
- assessment of probationers;
- resilience.

TRAINING

6.49 Training for supervisors in relation to the PTP is substantially inadequate in some forces. This situation has evidently remained unchanged since The Probationer Training Review⁷, 1995. Supervisors are not receiving training or refresher training on their responsibilities to the programme and the function of PDPs. A lack of knowledge results in the ineffective management of probationers and inadequate monitoring of their development. This Inspection found evidence of:

- probationers instructing supervisors on completion of their PDPs;
- lack of supervisor entries in PDPs;
- supervisor/probationer tutorials not taking place;
- individual development needs of probationers not being identified, or, if identified, not being provided.

6.50 NPT provides comprehensive CD-ROM based training material available for use within development courses aimed at newly promoted sergeants and inspectors. However, these courses are not compulsory and each individual force decides whether or not to provide such training. As with tutor training, the quality of supervisors courses, where provided, varies considerably. The training provided by the joint North Wales Police and Cheshire Constabulary Management Training Unit is to be commended. The Sergeants Development Course which they provide, (based on NPT designed material), focuses strongly on staff development and the PTP. It is also accredited by the South Cheshire College and officers achieve D32 and D33 assessor qualifications on successful submission of a competency

⁷ *The Probationer Training Review 1995*, Commissioned by NPT (published 1996)

portfolio. Such an approach to training supervisors can ensure consistency and high standards in staff assessments.

Recommendation 6.14

HM Inspector recommends that all forces deliver common national standard initial and refresher training to their supervisors to improve the management of probationers.

Recommendation 6.15

HM Inspector recommends that all forces provide those supervisors who are responsible for the development of probationer constables with a nationally accredited assessment qualification.

APPRAISAL AND ASSESSMENT OF SUPERVISORS

- 6.51** Repeatedly, this Inspection was told that supervisors had not received appraisals of their own performance for some years. In addition, many had never been formally assessed while carrying out their role, specifically in relation to the PDP. This can send a negative message that the organisation is either not interested in the individual involved or not concerned about how they manage their responsibilities.
- 6.52** Staff appraisal is addressed in Strathclyde Police 'A' Division through an efficient and effective 'IT-based' appraisal monitoring system, which ensures that none are outstanding.
- 6.53** In relation to the PDP, it is important that those responsible for the development of probationers in the operational environment face the same quality assurance processes as those responsible in the classroom, where TDOs monitor compliance and completion. This will also ensure consistency and that standards are maintained to an appropriate level.

Recommendation 6.16

HM Inspector recommends that forces ensure that the performance of those supervisors who are responsible for the development of probationer constables, is regularly and formally appraised.

Recommendation 6.17

HM Inspector recommends that forces ensure that those supervisors who are responsible for the development of probationer constables, are made aware of their obligations to the Professional Development Portfolio (PDP) system through focused training, monitoring and assessment by Training Development Officers (TDOs).

- 6.54** It is recognised that the majority of supervisors are committed to the development of probationers. The Inspection Team interviewed many individuals who had introduced robust systems into the workplace to ensure that they were fully informed of their staff's performance. Unfortunately, this Inspection also found that this owed more to the initiative of individuals than the processes supplied by their respective forces.

ASSESSMENT OF PROBATIONERS

- 6.55** The lack of proper assessment of an individual probationer's development can result in a situation where they are confirmed at the end of the probationary period whilst still having significant development needs. This occurs where there is insufficient evidence gathered to inform the decision about whether the officer should be 'confirmed in the rank'. This Inspection found several examples of under-developed probationers being managed in this way. This is clearly unacceptable and a dangerous practice which forces must urgently eliminate.
- 6.56** The PDP is a vital tool, if used correctly, for providing the evidence of a probationer's abilities and a detailed and structured guide to, and record of, the management of their development. However, this Inspection found that resulting from the fact that supervisors are either not trained in its use or use it ineffectively, officers are able to 'hide' and complete their probationary period easily and without being adequately trained and tested. This makes the proper implementation of the Regulation 14 and 15 procedures virtually impossible.
- 6.57** An example of particular concern is the MPS where probationers all too often are signed off at the two-year point on the basis of time served rather than having proved their competence. This may be a consequence of the absence in the MPS of a structured PDP system, which if in place would provide supervisors with an official record of development.
- 6.58** The adoption of Recommendations 5.11, 6.16 and 6.17 will address these concerns.

RESILIENCE

- 6.59** Another reason why supervisors are unable effectively to assess probationers is due to the constraints and demands of their rank. For example, many of the forces visited regularly require sergeants to carry out custody office duties. This results in probationers carrying out operational tasks without immediate supervision.
- 6.60** It is important that probationers are not posted to teams or shifts which have no supervisors readily available. New officers require access to managers who can provide guidance and support. If supervisors are constantly posted to other duties, it can result in probationers feeling unsupported and left alone. Where this Inspection found this problem had occurred, it was generally not the result of poor supervisors. It was usually a case of their unavailability.

Recommendation 6.18

HM Inspector recommends that forces ensure that all probationers are kept informed of the identity of the first-line supervisor responsible for their development.

Conclusion

- 6.49** Despite the efforts of individual trainers, tutors, and supervisors, the Service lacks a clearly articulated strategy which sets out the HR requirements of the PTP. This translates, in some forces, to a lack of structure in the individual workplace training of many probationers. All involved in the PTP need clear roles and accountability. This Inspection found that senior managers do not always provide them with all the direction and support they require. As a result, not all probationers are guaranteed the workplace training they need and desire.
- 6.50** Particular attention, therefore, needs to be paid to:
- raising the status of trainers;
 - providing sufficient, properly selected, trained and supervised tutor constables;
 - training, assessing and appraising supervisors responsible for the development of probationers.

Probationer Constable Training – the Way Forward

‘So much now cries out to be done’.

7.1 The essence of this Chapter is based on a realisation that certain factors constrain the delivery of police training. Currently, any attempts to change the shape of the PTP must take into account that:

- joining the police service can only be achieved through a single point of entry, where every officer is initially recruited at the lowest level;
- Police Regulations stipulate a two-year probation period is completed by every officer.

7.2 But, throughout the term of this Inspection there was a large body of opinion looking for a clear ‘way forward’ for probationer training. An analysis of this showed that the future falls into two distinct dimensions:

- immediate and short-term.
- longer-term.

Immediate and Short-Term

7.3 This dimension focuses on the need to address issues identified within the current PTP and its related areas. The majority of recommendations contained in this Report relate to the programme that is in use, not to any longer term vision of what format the training programme for probationers may take.

7.4 To address issues which have a national impact requires a national approach. For the PTP to function effectively there is a need for a collective effort on the part of the Service in one strategic direction. Too often, individuals were found working in isolation driving locally devised initiatives against a tide of local or organisational resistance.

7.5 The Service must take account of each and every recommendation and devise an implementation strategy at the earliest opportunity. The aim must be clearly to articulate the Service’s response to this Report. This needs to be conducted at the highest strategic level and involve tripartite representation. A re-invigorated PTC, as discussed in Chapter 3, seems an obvious forum for this.

7.6 On a positive note, the police service can make ‘quick wins’, particularly in relation to:

- a more dynamic and accountable strategic management structure;
- the Service-wide consistency of training delivery;

- structured tutor and supervisory provision;
- an increased community involvement in police training.

7.7 The general commitment of the Service towards training its staff is without question. But this commitment, too often, is not backed by improvement measures and the resources to enable effective and efficient training to take place. Furthermore, some of this commitment should be harnessed to equipping new police officers to operate more effectively than is presently the case.

7.8 Any training programme delivered by any organisation must be linked to the wider HR function. The training that an officer receives during their probation period should not be viewed in isolation but should be the beginning of continuous professional development. The Service needs to recognise that people are an employer's greatest asset. It is therefore surprising that many individuals involved in the PTP are being treated so badly. Many of the recommendations in this Report set out to address issues of unfairness, lack of support and poor management.

7.9 In economic terms many of the solutions outlined are, in reality, cost-neutral, as they require no more than existing local management and quality assurance systems to be implemented in a robust and rigorous fashion. Where solutions do have a financial dimension, an estimation of the additional investment is indicated in Chapter 8. A risk assessment process has been undertaken to provide some analysis of the benefit of adopting the recommendations, and the penalty for not doing so.

7.10 The situation found during the Inspection merits revisiting the subject within the next 12 to 18 months to ensure that all areas of weakness are being removed, and the level of risk to probationers is significantly reduced.

Longer Term

7.11 When considering what the longer term future should be for probationer training, it is interesting to make comparisons with the past. For example, following the Second World War, probationer training comprised:

- a two-year probationary period;
- officers attested or 'sworn in' on joining the Service;
- an initial residential phase delivered at a police training centre;
- a law and procedure focused syllabus;
- a continuation of training in the workplace.

Additionally, this training did not result in the award of any recognised academic qualification.

- 7.12** In broad terms, the format of probationer constable training in England and Wales has, in reality, altered little over the last 60 years. The only previous attempt to introduce significant change¹ was never fully implemented and has now been largely abandoned.

ATTESTATION

- 7.13** One recommendation of the UAE review questioned the timing of attestation and suggested that it should be delayed until an officer commences supervised patrol. It appears that ministers were not convinced by the arguments.
- 7.14** Probationers are currently attested within their first week of service. This means they have all the powers, but certainly not the knowledge, understanding, skills, attitude and behaviour required to be a competent police officer. Attesting an officer at this stage of their career can also be a disincentive to displaying maximum effort and commitment.
- 7.15** If attestation occurred at a later point in their training, for example immediately prior to workplace experience, it could be seen to be a goal at which to aim and should be linked to a formal assessment of competency at that point. The PSNI has already tackled this issue by implementing new regulations² to cover 'trainee' officers. Adopting this approach in England and Wales would require changes to the Police Regulations. Nonetheless, benefits in attesting at a later point of service can be seen. For example, it could be more appropriate to deliver training on and in the community, to potential rather than actual police officers, where they could immerse themselves in learning without having to concern themselves with policing.
- 7.16** The 1999 Home Affairs Committee supported later attestation through its recommendation:

"... that the time of attestation be changed from the time of appointment (as is the case at present), to six months after that date."³

But the Home Secretary rejected the proposal in a letter to the Chair of the Committee.

Recommendation 7.1

HM Inspector recommends that the attestation of recruits into the police service takes place after completion of core training and prior to supervised patrol. The Service, led by the Home Office, should address this at the earliest.

¹ *Police Probationer Training: The Final Report Of The Stage II Review*, University of East Anglia (published 1986)

² Statutory Rules of Northern Ireland, Police Trainee Regulations 2001

³ *Home Affairs Committee Fourth Report, Police Training and Recruitment Volume II* (published 1999)

FUTURE DELIVERY

7.17 The content of the current training has not been identified through any formal training needs analysis process and there is doubt as to whether the learning requirement for a modern police officer is being met. To establish the up-to-date learning requirement for the police officer of the twenty-first century, full consultation must take place with key stakeholders including the community. Once any new training programme for probationers is devised, systems must be put in place to guarantee that it remains current and relevant.

7.18 Once the requirement is clarified, attention needs to be turned to how to deliver what is required. The traditional method of delivering police training is outmoded for the following reasons:

- **lack of opportunities for probationers to gain wider understanding of the differing and diverse communities they may have to serve;**
- **lack of training alongside other criminal justice partners;**
- **pre-existing skills and experience are not recognised;**
- **inherent attitudes and behaviour are not acknowledged;**
- **lack of protection from operational pressures for development opportunities;**
- **no comprehensive qualification framework;**
- risk of discrimination resulting from the fact that **the residential element** of the PTP may not provide **equality of opportunity** for those with domestic constraints and care commitments;
- **insufficient use of alternative learning methodologies.**

LACK OF OPPORTUNITIES FOR PROBATIONERS TO GAIN AN UNDERSTANDING OF COMMUNITIES THEY SERVE

7.19 Effective police officers are those that have a thorough understanding of the environment in which they serve. The Inspection consulted with community groups and the majority were perturbed by the inadequate level of knowledge many police officers possess about local realities. One way to address this is to base some of the PTP in the community, perhaps by utilising the facilities of further or higher educational establishments. The experiences gained from NPT Padgate show some of the benefits of moving the provision of probationer training away from isolated police-managed sites. This Inspection has already discussed (Chapter 4) the benefits of delivering part of the PTP in educational establishments.

- 7.20** In addition, because officers increasingly come from origins differing from the communities they serve, a perception exists that the police are detached and lack an understanding of local concerns.
- 7.21** A programme, designed on a national basis under police auspices but delivered to a significant extent in non-police educational establishments would, in many ways, negate or reduce the need for a residential phase in NPTCs or Hendon. Any training that needs to be delivered within a police environment, for example PEACE and some legal applications, could be delivered within a nationally managed and designed PTP by forces or on a regional basis by a group of forces.
- 7.22** A further solution to this issue is to arrange for probationers to spend a period of time residing in and experiencing, on a structured basis, the community they serve but before they have the powers of a constable. This requires a change to the timing of attestation (see paragraph 7.15). This suggestion is similar to the approach adopted by the Garda Síochána. Initial discussions have shown that the Prince's Trust Volunteers would be more than willing to assist with this initiative. Wherever training is delivered in the community, there will still be a need for a central monitoring function to be established.

Recommendation 7.2

HM Inspector recommends that the Service, led by the Association of Chief Police Officers (ACPO), commissions a study to identify and implement the most effective method of providing probationers with an understanding of the community.

Recommendation 7.3

HM Inspector recommends that the Service, led by National Police Training (NPT), provides a central monitoring function for future community-based training and placements.



LACK OF TRAINING ALONGSIDE OTHER CRIMINAL JUSTICE PARTNERS

- 7.23** The criminal justice system is a complex process involving many facets and professions. An effective system involves close working relationships and a thorough understanding of each component part and its role by the staff of other agencies. In policing terms, this means each and every officer needs to understand how they impact on the work of other agencies and how their performance can optimise results from the whole system. The PTP must reflect this requirement and one of the most effective methods of breaking down barriers and improving relations between agencies is to deliver joint training opportunities.

Recommendation 7.4

HM Inspector recommends that the Service, through the Police Training Council (PTC) or any appropriate new strategic forum, ensures that any future training programme for probationers includes a significant element of joint training provision involving probationer constables alongside individuals entering other criminal justice agencies.

PRE-EXISTING SKILLS AND EXPERIENCE ARE NOT RECOGNISED

7.24 Currently, over 30 per cent of people entering the police service are graduates. This will increase as the Government's goal of 50 per cent participation in higher education is achieved. Whilst recognising that many hold qualifications that bear no direct relevance to policing some, including those holding professional qualifications, are required to complete every element of the training. This is the case even where their relevant previous training or experience is obviously at a higher level. For example:

- paramedics;
- holders of life saving certificates;
- professionally qualified investigators, including those from trading standards departments, HM Customs and Excise or the Royal Military Police.

7.25 Another aspect of this issue is the inability of officers who demonstrate high potential, and whose achievement of competence can be proved, to complete the PTP in less than two years. Even those involved in accelerated promotion schemes complete the two-year probation period in exactly the same way as every other officer. Generally, the Service does not actively identify and support exceptional officers and this can result in

- frustration on the part of such officers;
- barriers to retention;
- the Service depriving itself of possible sources of innovation and leadership;
- disincentive to recruitment.

7.26 There is also the challenge of attracting and retaining, through the probationary period and beyond, individuals who have potential but not the full range of initial skills required to be a police officer. There is scope for partnerships with the further education sector to exploit the existing 'preparation for public service' programmes to provide another source of training for these potential recruits.

- 7.27** Training is an expensive business and it can be argued that providing it when it is not required is wasteful. Furthermore, failing to recognise hard-earned qualifications may be demeaning and disrespectful. Some chief officers advocate that direct recruitment into specialist areas, such as criminal investigation, is a necessity because it takes too long for an officer otherwise to gain the expertise required.
- 7.28** It is acknowledged that the Government White Paper on the Police Reform Agenda⁴ also raises the prospect of direct recruitment into specialist areas. Proposals for the selection of specialist detective recruits are set out although further work will be required to draw up a development programme which combines general police experience and specialist detective work.

Recommendation 7.5

HM Inspector recommends that the Service, led by the Association of Chief Police Officers (ACPO), introduces a system to identify, support and develop officers who possess specified initial qualifications, competencies and extraordinary potential, as well as those who need some support in the pre-recruitment and selection stages.

INHERENT ATTITUDES AND BEHAVIOUR ARE NOT ACKNOWLEDGED

- 7.29** Few other professions place so much importance on the way their members interact with customers and each other. Techniques exist to measure an individual's inherent traits, attributes and attitudes which influence behaviour. One of the techniques is the use of psychometric tests which are psychological assessments designed to measure these factors. Police trainers need to possess an awareness of this area and designers of training should take into account the need to conduct appropriate entry assessment and include elements of interpersonal and social skills within any training programme. 'One size' does not fit all!
- 7.30** The Service must also examine whether the current PTP system is the most appropriate. A modern and sophisticated arrangement of training, such as that employed by the majority of colleges and universities in the United Kingdom, would be able to cater for individual learning styles and abilities, and take account of previous experience, qualifications and inherent attitudes and behaviour.
- 7.31** In the future, the police service will be subjected to even closer scrutiny than today. Therefore, it is vital that it strives to ensure its people display the highest possible standards of attitudes and behaviour and are able to reflect, in their performance, every community's needs.

Recommendation 7.6

HM Inspector recommends that the Service, led by National Police Training (NPT), introduces a system to identify, assess and develop inherent attitudes and behaviour amongst probationer constables.

LACK OF PROTECTION FOR DEVELOPMENT OPPORTUNITIES

- 7.32** It is difficult to argue the case for an increase in the development content of the PTP without the learning requirement being confirmed. However, little of the current 104-week probationary period is allocated to formal learning. One of the main reasons for this is the fact that, too often, probationers are viewed as an available resource, rather than as individuals who are undertaking training. Protecting inexperienced officers from being utilised operationally before they are fully developed is essential.
- 7.33** It is recognised that managers work with finite resources in an increasingly demanding environment. The most effective method of ensuring that officers receive maximum development opportunities within a controlled learning environment is to consider them as supernumerary to the operational establishment, i.e. not as part of the shift strength. Dorset Police should be commended for their approach to ensuring that probationer constables do not form any part of a shift strength during their workplace experience (see Appendix B).
- 7.34** The proposal being developed by ACPO to regard the first 12 months of an officer's service as being safeguarded against inappropriate operational usage is commended. However, in order for this to take place, it is planned that recruitment levels would initially be set at artificially high levels. In this way, shift strength numbers would be robust enough to sustain this initiative. To achieve this may be difficult because simply to increase recruit numbers in preparation may exacerbate the problems already identified. The Service should consider increasing strengths through the re-employment of officers who have recently resigned and provide any necessary support to help them return. It should also explore ways of retaining officers about to retire.

Recommendation 7.7

HM Inspector recommends that the Service, led by the Association of Chief Police Officers (ACPO), classes a significant initial period of a probationer constable's service (up to 12 months) as being supernumerary to operational strengths.

NO COMPREHENSIVE QUALIFICATION FRAMEWORK

7.35 Having already recommended in Chapter 4 that a qualification framework be introduced, the future training programme for probationers will need to be aligned accordingly. There are a number of options available to accredit completion of the training including:

- Modern Apprenticeships (see Case Study 7A);
- Foundation Degrees (see Case Study 7B);
- professional qualifications (see Case Study 7C).

It is recognised that there may be other options, however the Case Studies below expand on those referred to above.

Case Study 7A

MODERN APPRENTICESHIPS

There are two levels of Modern Apprenticeships, Foundation and Advanced. These involve periods of study at an accredited academic establishment combined with assessed workplace experience, leading to the award of a NVQ, plus certificates of key skills, and technical ability.

In Foundation Modern Apprenticeships, the period of formal study is generally undertaken at a college and the content of the programme includes key skills such as literacy, numeracy and IT proficiency, as well as modules tailored for individual industries or professions. The student is allowed periods of day release for workplace experience. Completion of this study phase is recognised by the awarding of a Certificate of Competency allowing the individual to enter the workplace as a trainee practitioner.

In Advanced Modern Apprenticeships, normally undertaken after successful completion of a Foundation Modern Apprenticeship, the emphasis is placed on obtaining further workplace experience with day-release being afforded for attendance at a college.

Modern apprenticeships attract funding for 16-to 25-year-olds from the Learning and Skills Council, a body which regulates adult learning. Unfortunately the upper age limit in England for public funding is still 25, a hurdle which the recent Cassels Report⁵ on Modern Apprenticeships has not seen fit to recommend is removed. In Wales and Scotland, there is no longer an upper age limit.



Case Study 7B**FOUNDATION DEGREES**

Foundation Degrees are new employment-related higher education qualifications awarded by universities and colleges. They can provide students with the specialist, technical knowledge and skills needed for jobs at the higher technician level and can be delivered in a variety of ways, including:

- via the internet;
- distance learning;
- full-or part-time at a university or college.

They must cover key skills including:

- communication;
- team working;
- problem solving;
- use of IT.

Some Foundation Degrees are being developed with NTOs to meet National Occupational Standards, where they exist. Fundamentally, these Degrees recognise an individual's previous experience, making them ideal for people wishing to progress in the workplace.

The qualification is awarded in a shorter time span than a conventional degree course and, at this time, it is difficult to state whether the qualification will be held in as high esteem as a conventional degree.

Case Study 7C

PROFESSIONAL QUALIFICATIONS

A number of individuals can gain qualifications through professional organisations, for example:

- personnel and training managers – the Chartered Institute of Personnel and Development (CIPD);
- advanced level police drivers – the Institute of Advanced Motorists (IAM);
- training practitioners – the Institute of Quality Assurance (IQA);
- management staff – the Institute of Management (IM).

Attaining accreditation provides individuals with a nationally recognised qualification within a specific sector, and identity within the professional body.

The Army Officer Commissioning Course, completion of which can lead to recognition by the CIPD at licentiate level, provides a clear example of a direction the police service could take. It may be possible for the Service to adopt this approach, with a number of professional institutes, allowing staff who complete a relevant training programme (e.g. the PTP) to be accredited in this fashion, either with a whole qualification, or with elements towards one.

7.36 The attractiveness of Modern Apprenticeships and NVQs lies in their relevance to workplace performance, whereas, academic qualifications are more theoretical and do not make judgement on a person's practical abilities. Nonetheless, Foundation Degrees provide the service with an opportunity to forge partnerships with universities and colleges. The efforts being made by the University of Portsmouth to establish a Foundation Degree in policing studies are recognised. The opportunity of gaining professional qualifications, awarded by nationally recognised bodies, would provide probationers and staff with a transportable and highly valued accolade.

7.37 Whichever direction is taken, the Service cannot afford a piecemeal approach to devising a comprehensive qualification framework. The role that the PSSO will play will be critical, as will learning from the experience of the CJNTO in providing such a framework.

THE RESIDENTIAL ELEMENT AND EQUALITY OF OPPORTUNITY

7.38 During this Inspection many people voiced anxieties in relation to this phase of the PTP, and especially the duration of 15 weeks (the MPS 18 weeks). Examples of their concerns include:

- It raises difficulties for those with families.
- There is no part-time option.

- It may not fully recognise diverse cultural requirements.
- It is perceived to be too intensive.

7.39 Delivering training within the community in a college or university would address many of these issues. For example, attending training on a daily basis at a site close to an individual's home and providing childcare facilities, as many colleges or universities do, would be attractive to those with families. Furthermore, many educational establishments deliver courses on a part-time basis.

7.40 In light of recent litigation⁶ and the resultant Government directive⁷, the Service will be re-examining the issue of part-time working and unsocial hours, and changes to existing rules and regulations will need to be applied to probationer training.

7.41 In addition, any culture which presently views the prerequisite of the residential training phase to be a barrier to employment might look more favourably on locally delivered and community-based training.

7.42 A course based in a college or university should follow national educational guidelines. Even if delivery involved a mixture of police and non-police staff, courses would be monitored and evaluated for effectiveness with account taken of individual's different learning styles. Such an approach could ensure that future training for probationers would be delivered in a balanced way but no less effectively.

INSUFFICIENT USE OF ALTERNATIVE LEARNING METHODOLOGIES

7.43 In the world of learning outside of the police service, significant changes have taken place in the methods used to provide training. For example, one of the greatest developments in recent times has involved e-learning, which includes:

- virtual classrooms;
- web-based training;
- video simulators;
- on-line mentoring;
- video-linked seminars;
- structured and substantial tutor support – at least as substantial as that required in traditional forms of delivery.

⁶ Chew v Chief Constable of Avon & Somerset Police (2001). New legal standards announced Nov 2001

⁷ *Government Response to the Recommendations from the Work and Parents Task Force*, Department for Trade and Industry (DTI) published 2001

- 7.44** Clearly, for police training to remain in step with other organisations, it would seem logical for any new national probationer training strategy to take into account these alternative learning methodologies.
- 7.45** It is recognised that NPT and the MPS have already commenced work to incorporate elements of e-learning in their probationer training provision, albeit the work is at an early stage of implementation.

Conclusion

Recommendation 7.8

HM Inspector recommends that the Service, led by National Police Training (NPT), designs a new training programme in line with National Occupational Standards, which will cater for individual learning styles and abilities as well as taking into account previous experience, qualifications and inherent attitudes and behaviour.

- 7.46** The way forward must include probationer training being delivered as part of a progressive HR strategy. This will emerge from the work being undertaken to produce annual HR plans and the associated 'Best Value' review and inspection process.
- 7.47** The Service must adapt to become more attractive as a career to all parts of the community. Only then can policing aspire to be truly reflective of society. However, just providing a probationer training programme is not enough. People require development throughout their career. The police service must therefore, as the employer, provide the necessary support, guidance and opportunities on an enduring basis to demonstrate that it values its staff.
- 7.48** The Service must also be strategically effective, and thus client stakeholders must operate in a cohesive fashion both collectively and individually and be able to effect necessary changes in a timely manner. Only when this has occurred is it likely that this Report's recommendations will accomplish their desired outcome.
- 7.49** This Inspection examined all of the component parts relating to the PTP, and must conclude that the current programme is not wholly fit for purpose now, nor to support the police service of the twenty-first century.



Recommendations: Impact and Investment Implications

- 8.1** This chapter contains all of the recommendations made within this Report and an assessment of what benefits the Service will gain from adopting each of them, as well as the possible penalties of failing to do so. The likely investment implications involved in embracing these proposals are also indicated.

Benefit/Penalty Assessment Framework

- 8.2** The framework provides an uncomplicated method of estimating the level of benefit to be gained from the adoption of each recommendation. Conversely, it also contains an appraisal of the penalty of failing to do so. This is a subjective process and is not a guarantee that the results will occur.

- **Benefit:**

- **High Gain** – the Service will gain the greatest benefit in terms of organisational effectiveness and/or public reassurance and/or HR efficiency.
- **Medium Gain** – the Service will gain measurable benefit in terms of organisational effectiveness and/or public reassurance and/or HR efficiency.
- **Low Gain** – the Service will gain perceptible benefit in terms of organisational effectiveness and/or public reassurance and/or HR efficiency.

- **Penalty:**

- **High Risk** – the Service faces the greatest risk in terms of organisational ineffectiveness and/or loss of public confidence and/or HR inefficiency.
- **Medium Risk** – the Service faces measurable risk in terms of organisational ineffectiveness and/or loss of public confidence and/or HR inefficiency.
- **Low Risk** – the Service faces perceptible risk in terms of organisational ineffectiveness and/or loss of public confidence and/or HR inefficiency.

Investment Implication Criteria

8.3 Each recommendation has been analysed for its likely financial impact on the Service and broad bands are used to categorise the criteria. The calculations are only based on starting up costs. Many will not result in a requirement for extra funding as they only involve the improvement of existing processes and others may result in financial gains. HM Inspector believes that delivering appropriate training to staff should be considered an investment and this section viewed in that context.

- Criteria:
 - **Substantial Investment** – in excess of £5 million
 - **Intermediate Investment** – between £1 million and £5 million
 - **Nominal Investment** – up to £1 million
 - **Cost Neutral** – no additional funding
 - **Possible Gain** – likely savings in excess of £1 million.

Summary of Recommendations

Highlighted recommendations are those that have both a high benefit if adopted, and a perceived high penalty if not implemented.

Recommendation	Impact and Investment Implications
Recommendation 3.1 HM Inspector recommends that one, tripartite, strategic level body be established to oversee and manage probationer training. Such a body must be accountable to the Home Secretary and have access to the resources needed to carry out regular reviews of the Probationer Training Programme	Benefit: High Penalty: High Investment: Nominal
Recommendation 3.2 HM Inspector recommends that the Association of Chief Police Officers (ACPO) simplifies its allocation of responsibilities and provides a single focus for all matters related to probationer training	Benefit: Medium Penalty: High Investment: Neutral
Recommendation 3.3 HM Inspector recommends that, in relation to probationer training, the Association of Chief Police Officers (ACPO) addresses the client/provider conflict of interest currently existing in its business relationship with National Police Training (NPT)	Benefit: Medium Penalty: Medium Investment: Nominal
Recommendation 3.4 HM Inspector recommends that each chief officer ensures that, as a result of their leadership and commitment, all probationers receive the same high level of training, support, supervision and direction	Benefit: High Penalty: High Investment: Neutral
Recommendation 3.5 HM Inspector recommends that all police authorities take responsibility for the strategic oversight of the adequacy of probationer training arrangements, within their individual forces, including holding the chief officer properly to account for the Probationer Training Programme within the Policing Plan	Benefit: High Penalty: High Investment: Neutral
Recommendation 3.6 HM Inspector recommends that all police authorities take an active role by influencing the conduct of the evaluation of the Probationer Training Programme undertaken at force level, and involving the local communities accordingly	Benefit: High Penalty: High Investment: Nominal
Recommendation 3.7 HM Inspector recommends that the Home Office provides clear policy direction in matters affecting probationer training, both through the revised Police Training Council (PTC), and ongoing work with its tripartite partners	Benefit: High Penalty: High Investment: Neutral

Recommendation	Impact and Investment Implications
Recommendation 3.8 HM Inspector recommends that the Service, led by the Home Office, devises a national formula linking recruit numbers to trainer, tutor constable and supervisor requirements	Benefit: Medium Penalty: Medium Investment: Nominal
Recommendation 3.9 HM Inspector recommends that the Home Office, in conjunction with all providers of police training, formulate a national strategy to plan for effective training estate utilisation.	Benefit: Medium Penalty: Medium Investment: Nominal
Recommendation 3.10 HM Inspector recommends that the Home Office revises the Crime Fighting Fund (CFF) arrangements to align the training infrastructure and its capacity to deliver the Probationer Training Programme to Service recruitment plans, once the human resource requirement has been properly quantified and the estate strategy produced	Benefit: Medium Penalty: High Investment: Neutral
Recommendation 3.11 HM Inspector recommends that training places at National Police Training centres (NPT) must be guaranteed and provided for every recruit who joins the Service in line with the Probationer Training Programme, against a proviso that forces make realistic and honest forecasts of requirement	Benefit: Medium Penalty: Medium Investment: Possible Gain
Recommendation 4.1 HM Inspector recommends that there must be a structured system, overseen by the Police Training Council (PTC) or any appropriate new strategic forum, in conjunction with the Police Skills and Standards Organisation (PSSO), to identify, review and update the learning requirement of the Probationer Training Programme	Benefit: High Penalty: High Investment: Nominal
Recommendation 4.2 HM Inspector recommends that the Service, overseen by the Police Training Council (PTC) or any appropriate new strategic forum, in conjunction with Police Skills and Standards Organisation (PSSO) ensures that the probationer training curriculum provides officers with an understanding of the needs of society and how they as individuals, and the Service as a whole must meet them	Benefit: High Penalty: High Investment: Nominal
Recommendation 4.3 HM Inspector recommends that the police service, led by the Association of Chief Police Officers (ACPO), ensures that Service-wide mechanisms are put in place to provide individual support for all staff where required, taking into account the needs of under-represented groups	Benefit: High Penalty: High Investment: Nominal

Recommendation	Impact and Investment Implications
<p>Recommendation 4.4</p> <p>HM Inspector recommends that the Service, led by the Association of Chief Police Officers (ACPO), makes certain that the diversity content of the training delivered to probationer constables and their trainers is restructured to provide an in-depth understanding of the community to be policed, whilst ensuring that probationer constables are also able to cope with the diversity of the police service itself</p>	<p>Benefit: High</p> <p>Penalty: High</p> <p>Investment: Intermediate</p>
<p>Recommendation 4.5</p> <p>HM Inspector recommends that the Service, in collaboration with the Police Skills and Standards Organisation (PSSO), creates a qualification framework which will accredit completion of parts of, as well as the whole Probationer Training Programme</p>	<p>Benefit: High</p> <p>Penalty: High</p> <p>Investment: Nominal*</p>
<p>Recommendation 5.1</p> <p>HM Inspector recommends that the Home Office brokers a Service Level Agreement (SLA) between National Police Training (NPT), the Metropolitan Police Service Training Centre – Hendon and all forces ensuring a corporate approach to discipline matters which occur at residential training establishments</p>	<p>Benefit: Medium</p> <p>Penalty: Medium</p> <p>Investment: Neutral</p>
<p>Recommendation 5.2</p> <p>HM Inspector recommends that any training involving the use of documents which are necessarily force-specific be delivered locally and that this is overseen by the Police Training Council or any appropriate new strategic forum</p>	<p>Benefit: High</p> <p>Penalty: Medium</p> <p>Investment: Nominal</p>
<p>Recommendation 5.3</p> <p>HM Inspector recommends that under the aegis of the Home Office, the responsibility for training probationers in court file preparation be placed on individual forces working in partnership with the local Crown Prosecution Service (CPS)</p>	<p>Benefit: Medium</p> <p>Penalty: Medium</p> <p>Investment: Possible Gain (through the re-assignment of FCU staff)</p>
<p>Recommendation 5.4</p> <p>HM Inspector recommends that the Service, led by the Association of Chief Police Officers (ACPO), undertakes a review of the learning requirement for specialist training, and that a national and corporate approach be adopted to delivery</p>	<p>Benefit: High</p> <p>Penalty: Medium</p> <p>Investment: Nominal*</p>
<p>Recommendation 5.5</p> <p>HM Inspector recommends that the Service, led by the Association of Chief Police Officers (ACPO), ensures that the new national first aid training package is delivered within the Probationer Training Programme and assessed consistently on a Service-wide basis</p>	<p>Benefit: Medium</p> <p>Penalty: Medium</p> <p>Investment: Neutral</p>

*University of West of England estimated that it would require an investment of £600,000 to conduct a fundamental review of the PTP which may include implementation of this recommendation

Recommendation	Impact and Investment Implications
Recommendation 5.6 HM Inspector recommends that the Service, led by National Police Training (NPT) through the Home Office, researches and adopts the minimum acceptable trainer to student ratio for the whole training estate and adheres to it	Benefit: Medium Penalty: Medium Investment: Intermediate
Recommendation 5.7 HM Inspector recommends that the Home Office reviews the rationale for the initial physical fitness test. If there is a case for such a test to be maintained, there must be only one national, gender free test in use	Benefit: Medium Penalty: High Investment: Nominal*
Recommendation 5.8 HM Inspector recommends that the Association of Chief Police Officers (ACPO), involving the Police Negotiating Board (PNB) where appropriate, devises a national policy on the use of Regulations 14 and 15 and provides the Service with definitive criteria and guidance	Benefit: Medium Penalty: High Investment: Nominal
Recommendation 5.9 HM Inspector recommends that Tutor Units be established, by the end of 2002, in every force	Benefit: High Penalty: High Investment: Substantial
Recommendation 5.10 HM Inspector recommends that the Service, led by National Police Training (NPT) through the Home Office, designs and adopts a simplified Professional Development Portfolio (PDP) for probationers aligned to the National Competency Framework	Benefit: High Penalty: Medium Investment: Intermediate
Recommendation 5.11 HM Inspector recommends that the Metropolitan Police Service (MPS) probationer training programme adopts any new Professional Development Portfolio (PDP) system that is devised on behalf of the Service	Benefit: High Penalty: High Investment: Nominal
Recommendation 5.12 HM Inspector recommends that the Home Office undertake a feasibility study of Metropolitan Police Service (MPS) residential probationer training being placed under National Police Training (NPT) management	Benefit: High Penalty: High Investment: Nominal
Recommendation 5.13 HM Inspector recommends that the Probationer Training Programme as a whole for every new officer be to a single national design and delivered, as far as possible, under centralised management arrangements but with regional or local facilities	Benefit: High Penalty: High Investment: Intermediate

*University of West of England estimated that it would require an investment of £600,000 to conduct a fundamental review of the PTP which may include implementation of this recommendation

Recommendation	Impact and Investment Implications
<p>Recommendation 5.14</p> <p>HM Inspector recommends that the Service, led by the Association of Chief Police Officers (ACPO), devise and adopt a national quality assurance framework in relation to the whole Probationer Training Programme</p>	<p>Benefit: High</p> <p>Penalty: High</p> <p>Investment: Nominal</p>
<p>Recommendation 5.15</p> <p>HM Inspector recommends that the Service, led by the Association of Police Authorities (APA), create a national training evaluation strategy in respect of the Probationer Training Programme. This must include the involvement of the community</p>	<p>Benefit: High</p> <p>Penalty: High</p> <p>Investment: Nominal</p>
<p>Recommendation 5.16</p> <p>HM Inspector recommends that the Service, led by the Association of Chief Police Officers (ACPO), set a national plan outlining the evaluation work to be conducted in respect of the Probationer Training Programme</p>	<p>Benefit: High</p> <p>Penalty: Medium</p> <p>Investment: Nominal</p>
<p>Recommendation 5.17</p> <p>HM Inspector recommends that the Home Office arrange for an independent long-term evaluation of the effectiveness of the whole Probationer Training Programme in England and Wales</p>	<p>Benefit: Medium</p> <p>Penalty: Medium</p> <p>Investment: Nominal</p>
<p>Recommendation 6.1</p> <p>HM Inspector recommends that, by the end of 2002, all forces arrange to provide their full quota of trainers to National Police Training (NPT) centres, and for the Metropolitan Police Service (MPS) to Hendon, and that performance in this area is subject to a Best Value Performance Indicator (BVPI)</p>	<p>Benefit: High</p> <p>Penalty: Medium</p> <p>Investment: Intermediate</p>
<p>Recommendation 6.2</p> <p>HM Inspector recommends that those trainers who hold an existing training qualification and are seconded to National Police Training (NPT) or the Metropolitan Police Service Training Centre – Hendon be subject to a training development programme and, where appropriate, be provided with refresher training by the respective training provider</p>	<p>Benefit: Medium</p> <p>Penalty: Medium</p> <p>Investment: Nominal</p>
<p>Recommendation 6.3</p> <p>HM Inspector recommends that the Service, under the aegis of the Home Office, review the current terms of employment and contracts for all trainers employed by National Police Training (NPT) and the Metropolitan Police Service (MPS) training Centre – Hendon to address inequality between police and non-police staff</p>	<p>Benefit: Medium</p> <p>Penalty: High</p> <p>Investment: Intermediate</p>

Recommendation	Impact and Investment Implications
Recommendation 6.4 HM Inspector recommends that the Service, led by the Association of Chief Police Officers (ACPO), ensures that, irrespective of the location, any individual delivering police training should operate to a single set of externally accredited standards and be offered equality of development opportunities, especially through relevant external qualification schemes	Benefit: High Penalty: High Investment: Intermediate
Recommendation 6.5 HM Inspector recommends that National Police Training (NPT) create and manage a national, central database of individuals qualified to design, deliver or quality assure police training	Benefit: Medium Penalty: High Investment: Nominal
Recommendation 6.6 HM Inspector recommends that all forces have sufficient nationally qualified training development officers (TDOs) in place to enable a structured and regular assessment of probationer training delivery to take place	Benefit: High Penalty: High Investment: Nominal
Recommendation 6.7 HM Inspector recommends that forces recognise the skills and experience gained by individuals who complete a period of their careers within training delivery, and ensure that they are fully supported and given equal opportunities in career development	Benefit: High Penalty: High Investment: Neutral
Recommendation 6.8 HM Inspector recommends that forces provide for all area or division-based training officers, with a responsibility for the development of probationers, force-wide support and direction	Benefit: Medium Penalty: Medium Investment: Nominal
Recommendation 6.9 HM Inspector recommends that the Service, led by the Association of Chief Police Officers (ACPO), devise national selection criteria for the role of tutor constable to be adopted by all forces. These criteria should include a stipulation that individual applicants must have completed PEACE and diversity training	Benefit: High Penalty: High Investment: Nominal
Recommendation 6.10 HM Inspector recommends that the tutor constable role is included as a core role within the National Competency Framework	Benefit: High Penalty: Medium Investment: Nominal
Recommendation 6.11 HM Inspector recommends that National Police Training (NPT) design, review and monitor a new national tutor constables course, to be adopted by all forces. It should be accredited within the National Vocational Qualification (NVQ) system	Benefit: High Penalty: High Investment: Substantial

Recommendation	Impact and Investment Implications
<p>Recommendation 6.12</p> <p>HM Inspector recommends that the Service, led by the Association of Chief Police Officers (ACPO), ensures that tutor constables are formally and regularly assessed by a qualified training development officer (TDO) when performing their role</p>	<p>Benefit: High</p> <p>Penalty: Medium</p> <p>Investment: Nominal</p>
<p>Recommendation 6.13</p> <p>HM Inspector recommends that the Service, led by the Association of Chief Police Officers (ACPO), identifies and introduces a national recognition system for tutor constables, one which attracts suitable candidates and rewards tutor constables appropriately</p>	<p>Benefit: High</p> <p>Penalty: High</p> <p>Investment: Intermediate</p>
<p>Recommendation 6.14</p> <p>HM Inspector recommends that all forces deliver common national standard initial and refresher training to their supervisors to improve the management of probationers</p>	<p>Benefit: High</p> <p>Penalty: High</p> <p>Investment: Substantial</p>
<p>Recommendation 6.15</p> <p>HM Inspector recommends that all forces provide those supervisors who are responsible for the development of probationer constables with a nationally accredited assessment qualification</p>	<p>Benefit: Medium</p> <p>Penalty: Medium</p> <p>Investment: Intermediate</p>
<p>Recommendation 6.16</p> <p>HM Inspector recommends that forces ensure that the performance of those supervisors, who are responsible for the development of probationer constables, is regularly and formally appraised</p>	<p>Benefit: High</p> <p>Penalty: Medium</p> <p>Investment: Nominal</p>
<p>Recommendation 6.17</p> <p>HM Inspector recommends that forces ensure that those supervisors who are responsible for the development of probationer constables are made aware of their obligations to the Professional Development Portfolio (PDP) system through focused training, monitoring and assessment by Training Development Officers (TDOs)</p>	<p>Benefit: Medium</p> <p>Penalty: Medium</p> <p>Investment: Intermediate</p>
<p>Recommendation 6.18</p> <p>HM Inspector recommends that forces ensure that all probationers are kept informed of the identity of the first-line supervisor responsible for their development</p>	<p>Benefit: Medium</p> <p>Penalty: Medium</p> <p>Investment: Neutral</p>

Recommendation	Impact and Investment Implications
Recommendation 7.1 HM Inspector recommends that the attestation of recruits into the police service takes place after completion of core training and prior to supervised patrol. The Service, led by the Home Office, should address this at the earliest	Benefit: High Penalty: Medium Investment: Possible Gain (based on the adoption of a new trainee officer salary)
Recommendation 7.2 HM Inspector recommends that the Service, led by the Association of Chief Police Officers (ACPO), commissions a study to identify and implement the most effective method of providing probationers with an understanding of the community	Benefit: High Penalty: High Investment: Nominal*
Recommendation 7.3 HM Inspector recommends that the Service, led by National Police Training (NPT), provides a central monitoring function for future community-based training and placements	Benefit: Medium Penalty: Medium Investment: Nominal
Recommendation 7.4 HM Inspector recommends that the Service, through the Police Training Council (PTC) or any appropriate new strategic forum, ensures that any future training programme for probationers includes a significant element of joint training provision involving probationer constables alongside individuals entering other criminal justice agencies	Benefit: High Penalty: Medium Investment: Intermediate (taking into account the joint responsibility for any financial costs incurred as a result)
Recommendation 7.5 HM Inspector recommends that the Service, led by the Association of Chief Police Officers (ACPO), introduces a system to identify, support and develop officers who possess specified initial qualifications, competencies and extraordinary potential, as well as those who need some support in the pre-recruitment and selection stages	Benefit: High Penalty: Medium Investment: Intermediate
Recommendation 7.6 HM Inspector recommends that the Service, led by National Police Training (NPT), introduces a system to identify, assess and develop inherent attitudes and behaviour amongst probationer constables	Benefit: High Penalty: High Investment: Nominal
Recommendation 7.7 HM Inspector recommends that the Service, led by the Association of Chief Police Officers (ACPO), classes a significant initial period of a probationer constable's service (up to 12 months) as being supernumerary to operational strengths	Benefit: High Penalty: High Investment: Substantial

*University of West of England estimated that it would require an investment of £600,000 to conduct a fundamental review of the PTP which may include implementation of this recommendation

Recommendation	Impact and Investment Implications
<p>Recommendation 7.8</p> <p>HM Inspector recommends that the Service, led by National Police Training (NPT), designs a new training programme in line with National Occupational Standards, which will cater for individual learning styles and abilities as well as taking into account previous experience, qualifications and inherent attitudes and behaviour</p>	<p>Benefit: High</p> <p>Penalty: High</p> <p>Investment: Nominal*</p>



Reference Group Membership and Strategic Level Interviews

Appendix



ORGANISATIONS REPRESENTED ON REFERENCE GROUP
Adult Learning Inspectorate (ALI)
Association of Chief Police Officers (ACPO)
Association of Police Authorities (APA)
British Association of Women Police (BAWP)
Crown Prosecution Service (CPS)
Her Majesty's Inspectorate for Constabulary (HMIC) – AICs for Diversity
Her Majesty's Inspectorate (HMI) for Education & Training in Wales (ESTYN)
The Home Office
Lesbian & Gay Police Association (LAGPA)
National Association of Chaplains to the Police
National Black Police Association (NBPA)
National Police Training (NPT)
Open University
Police Federation
Police Skills & Standards Organisation (PSSO)
Police Superintendents' Association



FORCES, ORGANISATIONS AND ASSOCIATIONS INTERVIEWED AT STRATEGIC LEVEL
Association of Chief Police Officers (ACPO)
ACPO Information Management Committee
ACPO Personnel Management Committee
Association of Police Authorities (APA)
Commission for Racial Equality (CRE)
Community Justice National Training Organisation (CJNTO)
Director of Public Prosecutions
Metropolitan Police Authority
Metropolitan Police Service (MPS)
National Police Training (NPT)
Police and Crime Reduction Group (PCRG)
Police Federation
Police Training Council
Probationer Training Advisory Group (PTAG)
Police Superintendents Association of England and Wales
The National Association of Victim Support
University of East Anglia
University of Portsmouth
University of West of England



Noteworthy Practice



Organisation/Force and Contact *	Subject
Avon & Somerset Constabulary Terry Williams Force HQ – Tel: 01275 818181	IT training provision for probationer constables.
Avon & Somerset Constabulary PS Mike Griffiths, Force HQ – Tel: 01275 818181	A strategy for training evaluation within the Police Service.
Avon & Somerset Constabulary John Harding, Force HQ – Tel: 01275 818181	Support for potential black and Asian recruits.
Cheshire Constabulary Inspector Dan Moss, Cheshire Training Centre – Tel: 01244 612300	D32/D33 Qualification for Supervisors.
Cheshire Constabulary Force HQ – Tel: 01244 350000	'Probationer of the year' award system.
City of London Police Inspector David Coles, Bishopsgate – Tel: 020 7601 2241	The use of gathered diversity training expertise within Stages 5 and 6 of the PTP.
City of London Police Inspector David Coles, Bishopsgate – Tel: 020 7601 2241	The inclusion of commentary training in the PTP for operators of marked pursuit vehicles.
Cumbria Constabulary Inspector William Woan, Force HQ – Tel: 01768 217074	30 days Post Foundation Training including topics outside the set programme.
Derbyshire Constabulary Tony Miles, Derby Police Station – Tel: 01773 572093	Probationer information bank located on force intranet system.
Dorset Police R Pritchard, Dorset Police – Tel: 01202 552099	Probationary training in-force classed as supernumerary to shift strengths.
Essex Police PS Wendy Welhams Dunmow Police Station – Tel: 01371 872208	Comprehensive 'Welcome Packs' issued to each probationer.
Essex Police Sue Adkins Force HQ – Tel: 01245 452744	'Buddy' Scheme for potential recruits.
Essex Police Force HQ – Tel: 01245 491491	Publication of a manual of guidance, for use by probationer constables, on performance-based case conferences.
Gloucester Police Force HQ – Tel: 01242 521321	A system for welcoming new recruits into the Service.
Hertfordshire Constabulary Jackie Webb Force HQ – Tel: 01707 354200	'Recruit a Friend' Scheme – force recruiting initiative.
Hertfordshire Constabulary Karen Chetham Force HQ – Tel: 01707 354200	Police recruitment initiatives– identification of action through staff surveys.
LAGPA PC Vic Codling Tel: 0702 0911 922 (24 hours) E-mail: www.lagpa.org.uk	Promoting understanding/awareness of lesbian and gay issues within the police service.

* Named individuals may no longer be in post.

Organisation/Force and Contact *	Subject
LAGPA PC Vic Codling Tel: 0702 0911 922 (24 hours) E-mail: www.lagpa.org.uk	Establishing independent support groups and networks for lesbian and gay employees.
LAGPA PC Vic Codling Tel: 0702 0911 922 (24 hours) E-mail: www.lagpa.org.uk	Understanding lesbian and gay police employees: A reference document for police managers and support workers.
Merseyside Police PS Ian Grindley Mather Avenue – Tel: 0151 777 8739	Identification parade input provided to probationer constables.
Metropolitan Police Service (MPS) PS Steve Taylor Hendon – Tel: 020 8258 1664	The 'Brixley' Project – extensive consultation processes.
Metropolitan Police Service (MPS) Peter Peirce, Head of Catering Tel: 020 7230 8586	Dietary guidelines – extensive provision of cultural aware choices.
Metropolitan Police Service (MPS) Assistant Commissioner B Hogan-Howe Tel: 020 7230 1212	Support groups for probationer constables through the work of the MPS Positive Action Team.
Metropolitan Police Service (MPS) PS Lance White West Street, Harrow – Tel: 020 8733 3418	The Harrow Community contact and project initiative.
Metropolitan Police Service (MPS) MPS Equal Opportunities Unit Tel: 020 7230 2850	Guide to part-time working for staff.
Northamptonshire Police Fran Thornton Tel: 01604 703502	Structured workplace experience system for potential recruits.
North Wales Police PS Sam Roberts Bangor Police Station – Tel: 01248 370333 ext 4910	Divisional training units incorporating structured tutor units.
NPT Bruche/Durham Ch. Supt. Paul Taylor Tel: 01925 847400	Robust and transparent communications structure.
NPT Cwmbran PS Kevin Simpson Cwmbran – Tel: 01633 866001	Diversity training for NPT trainers.
NPT Cwmbran Inspector Andy Tandy Tel: 01633 486066	Advice and guidance on a career in police training for potential trainers.
NPT Padgate Ch. Supt. Paul Taylor Tel: 01925 847400	The PTP delivered in a community setting.
NPT Ryton Jan Thompson Tel: 02476 639639	Community information room providing extensive cultural knowledge.
NPT Ryton Satellite 'Tally-ho!, (and other NPT sites) Roger Sayers Tally Ho! – Tel: 0121 626 8375	Community involvement day for probationer constables during the residential phase.
South Wales Police PS Moira Randall Force HQ – Tel: 01656 655555	A distance learning and accreditation programme for tutor constables.
South Wales Police Superintendent Sue Hayes Force HQ – Tel: 01656 655555	Tutor Units: A model for implementation.

* Named individuals may no longer be in post.

Organisation/Force and Contact *	Subject
South Wales Police Force HQ – Tel: 01656 655555	Welcoming new recruits into the Service.
South Wales Police Minorities Support Unit Port Talbot Police Station – Tel: 01639 635321	Living in Harmony – A reference guide on minority ethnic groups/culture and religious beliefs in South Wales.
South Yorkshire Police Force HQ – Tel: 0114 220 2020	A system for welcoming new recruits into the Service.
South Yorkshire Police Inspector Chapman Sheffield – Tel: 0114 220 2020	Use of community guest speakers during in-force PTP phases.
Strathclyde Police Inspector Eddie Reid Force HQ – Tel: 0141 532 2000	Distance Learning modules for use in Scotland's probationer training programme.
Strathclyde Police 'A' Division – Tel: 0141 532 3000	IT-based appraisal monitoring system.
Surrey Police Force HQ – Tel: 01483 571212	Providing affordable accommodation for Surrey Police staff.
Sussex Police Keziah Isaacson Force HQ – Tel: 0845 6070999	Evaluation strategy for police training.
Sussex Police PS Steve Day Brighton Police Station – Tel: 01273 474432 ext 50554	Structured Tutor Units in place at Brighton BCU.
Sussex Police Force HQ – Tel: 0845 60 70 999	Strategic level visibility and accessibility.
West Mercia Constabulary PC Helen Lippih Force HQ – Tel: 019505 723000 ext 2753	Regional collaboration meetings convened to share practice on the PTP.
West Midlands Police David Williams, Director of Personnel Force HQ – Tel: 0121 626 5000	Commissioning a study of police service organisational socialisation, conducted by external consultants.
West Midlands Police David Williams, Director of Personnel Force HQ – Tel: 0121 626 5000	Support groups for probationer constables.
West Midlands Police David Williams, Director of Personnel Force HQ – Tel: 0121 626 5000	A system for welcoming new recruits into the Service.
West Yorkshire Police A/Inspector Phil Leather Wakefield – Tel: 01924 293 298 or 273	Structured Tutor Unit in place to patrol Wakefield City Centre.
Wiltshire Constabulary PS Wendy Grant Force HQ – Tel: 01380 722341 ext 354	Tutor Constable training accredited by the Institute of Supervision and Management.



Investment in Probationer Training Programme 2000/01

Force	Cost of PTP 2000/01 £000s	Total budget 2000/01 £000s	Percentage of Total Budget Spent on PTP
Avon and Somerset	£2,160	£181,167	1.00
Bedfordshire	£705	£67,585	1.00
Cambridgeshire	£3,548	£81,018	4.00
Cheshire	£2,302	£114,000	2.00
City of London	£1,093	£59,940	1.00
Cleveland	£417	£87,766	0.50
Cumbria	£362	£70,600	0.51
Derbyshire	£3,548	£111,090	3.20
Devon & Cornwall	£6,516	£182,367	3.57
Dorset	£1,502	£80,971	1.86
Durham	£1,094	£83,999	1.00
Dyfed Powys	£2,900	£59,000	5.00
Essex ⁽¹⁾	£515	£225,000	0.02
Gloucestershire	£258	£56,000	0.46
Greater Manchester	£10,601	£418,898	2.50
Gwent	£979	£76,135	1.28
Hampshire	£6,277	£210,000	3.00
Hertfordshire	£3,717	£121,297	3.00
Humberside	£1,976	£128,200	1.00
Kent	£4,259	£193,127	2.00
Lancashire	£3,885	£190,074	2.03
Leicester	£3,800	£120,000	3.17
Lincolnshire	£1,350	£73,000	1.80
Merseyside	£1,727	£266,399	6.48
Metropolitan Police Service	£41,104	£1,845,748	2.20
North Wales	£2,832	£84,019	3.37
Norfolk	£1,018	£91,500	1.10
North Yorkshire	£1,580	£81,000	1.95
Northamptonshire	£1,403	£74,000	1.90
Northumbria	£3,999	£212,600	2.00
Nottinghamshire	£1,538	£133,822	1.15
South Yorkshire	£6,373	£179,500	3.55
South Wales	£12,771	£179,084	7.00
Staffordshire	£72	£126,000	0.60
Suffolk	£1,133	£72,900	1.56
Surrey	£7,554	£125,414	6.00
Sussex	£4,000	£174,500	2.30
Thames Valley	£3,060	£238,316	1.30
West Mercia	£2,363	£125,100	1.88
West Midlands	£1,565	£395,100	0.40
West Yorkshire	£2,962	£292,666	1.00
Warwickshire	£1,685	£58,858	2.80
Wiltshire	£406	£71,985	0.50
Total investment in training £000s	£162,925,544		
Average investment in training per force £000s	£3,788,966		
Average of Total Percentage of Budget Spent on PTP			2.18

* Including each Centre and Satellite.

⁽¹⁾ Essex figure does not include salary costs.

Training Provider	Cost of PTP 2000/01 £000s	Total Budget 2000/01 £000s	Percentage of Total Budget Spent on PTP	Total Number of Probationers Trained
NPT *	£29 107 000	£46 307 000	64%	5,865
HENDON (MPS)	£14 600 000	£1 845 748 000	0.8%	1,350
Total investment in training £000s	£43 707 000			

Total (£000s) Annual Cost of PTP for Both Forces and Training Providers (2000/01)	£206 632 544
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* Including each Centre and Satellite.



Summary of NPT and MPS Training Programmes

SUMMARY OF NATIONAL POLICE TRAINING PROGRAMME (AT TIME OF INSPECTION)

STAGE 1: PTP WEEKS 1 & 2 (OF 104) – LOCATED IN-FORCE

Induction Programme & Initial Force Rules

	<ul style="list-style-type: none"> • General administrative arrangements • Issue of uniform • Attestation • Fitness test • Introduction to the Probationer Training Programme • Reflective practice & action planning • Introduction to the assessment process • Health & safety • Manual handling • Personal health & stress management • Force policing plans 	<ul style="list-style-type: none"> • Equal opportunities policies & the grievance procedure • Pocket notebook rules • Lost & found property • Communications • Data protection • Police regulations & conditions of service • Police Code of Conduct • Complaints against the police • Investigative interviewing • The Police Federation • Preparation for Stage 2
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STAGE 2: PTP WEEKS 3 TO 18 (OF 104) – RESIDENTIAL AT NPT SITE

Week 3	<ul style="list-style-type: none"> • Welcome to Police Training Centre • Introduction to Stage 2 • Introduction to the PDP • Health & safety • Overview of specialist lessons • Introduction to multi-gym & weight training facilities • Social, political & community issues • Tackling crime & patrolling effectively • The criminal justice system • The law in England & Wales • Scene management 	<ul style="list-style-type: none"> • Evidence gathering • Life-saving: water safety & casualty recognition, methods of entry to water & initial casualty contact • Providing quality services • PACE & protection of human rights • Victims' needs & management • Tutorials • Equal opportunities & community & race relations
Week 4	<ul style="list-style-type: none"> • Equal opportunities & CRR • Dealing with offenders • Caution & significant statements • Statements & pocket notebooks • Life-saving: casualty rescue techniques • Summons & warrants • Making an arrest • Introduction to PACE Codes of Practice 	<ul style="list-style-type: none"> • Power of arrest 1 • Power of arrest 2 • Power of arrest 3 • PNC & radio • Powers of entry • 'Fitech' health & fitness assessment • Introduction to Customer Relationship Management (CRM) & tactical communication models
Week 5	<ul style="list-style-type: none"> • Consolidation practicals • Warm-up, warm-down & safe stretching • Stop & search • Stance, movement & application of communication models • Principles of control & primary control skills • Communication 	<ul style="list-style-type: none"> • Questioning • Criminal attempts • Theft • Life-saving: casualty towing techniques • Burglary • Robbery • Taking a conveyance (TWOC) • Codes of Practice in relation to detained persons
Week 6	<ul style="list-style-type: none"> • Introduction to traffic & classification of motor vehicles • Overcoming resistance • Directing to prone • Vehicle registration & licensing • Insurance • Health & fitness data analysis • Driving licences • Driving whilst disqualified • Use, cause, permit, aid & abet • Production of documents 	<ul style="list-style-type: none"> • Life-saving: casualty support & resuscitation • HORT/1 practicals • Test certificates • Construction & use • Driver/rider offences • Life-saving: casualty recovery & aftercare • General traffic offences • Fixed penalty offences • Consolidation

STAGE 2: PTP WEEKS 3 TO 18 (OF 104) – RESIDENTIAL AT NPT SITE <i>(continued)</i>		
Week 7	<ul style="list-style-type: none"> • Vehicle defect rectification scheme (VDRS) • Highways/traffic signs & crossings • Lights on vehicles • School crossings & notices of intended prosecutions (NIPs) • Case file preparation • Introduction to handcuffs & basic application techniques 	<ul style="list-style-type: none"> • Handcuffing techniques • Case file preparation • Traffic practicals • Traffic case file preparation • Integration of cultures • Life-saving: simulated rescue situations • Police life-saving certificate assessment
Week 8	<ul style="list-style-type: none"> • Exam • Understanding aerobic fitness • PEACE • Developing strength 	<ul style="list-style-type: none"> • Positional asphyxia, excited delirium, neck restraint awareness • Unarmed defence
Week 9	<ul style="list-style-type: none"> • PEACE • Blocking skills & defensive strikes • Distraction strikes to overcome resistance • Prone handcuffing & search methods 	<ul style="list-style-type: none"> • Integration of UDT & handcuffing skills • Lifestyle management • Simple crime practicals • Simple trial
Week 10	<ul style="list-style-type: none"> • Racist incident • Drunkenness in public • Breach of the peace & Section 5, Public Order Act • Legal issues relating to the use of physical force • Sections 4 & 4a, Public Order Act 	<ul style="list-style-type: none"> • Developing local muscular endurance • Introduction to First Aid • Assaults • Traffic exercise trial • Racist incident file exercise • First Aid • Civil disputes
Week 11	<ul style="list-style-type: none"> • Civil disputes • Domestic disputes • Domestic violence • Dispute scenarios • Team activities & physical challenges • Deception 	<ul style="list-style-type: none"> • Handling stolen goods • Test & assessment in UDT & handcuffs • Criminal damage • Crime practicals • First Aid
Week 12	<ul style="list-style-type: none"> • Crime practicals • Test & assessment in the Personal Safety Programme • Public order lesson 1: introduction • First Aid • Drink/driving Part 1 • Drink/driving Part 2 	<ul style="list-style-type: none"> • Police station & hospital procedures • Drink/drive scenarios • Road traffic accidents: the law, scene management, report books, investigation
Week 13	<ul style="list-style-type: none"> • First Aid • Road traffic accidents: attending the scene • Physical education • First Aid exam (written) • Consolidation • Crime exercise & file submission 	<ul style="list-style-type: none"> • Exam • Road traffic accidents: interviewing witness & driver • Indecency offences • The effects of indecency offences
Week 14	<ul style="list-style-type: none"> • Indecent assault scenarios • The social effects of alcohol • Illness in public places • Mental health • Dealing with people who appear drunk • Skills Development Exercises 	<ul style="list-style-type: none"> • First Aid exam (practical) • Public order lesson 2: drill & cordons • Public order lesson 3: basic shield formations • Crime file upgrade • Missing persons theory
Week 15	<ul style="list-style-type: none"> • Missing persons: role-plays • Traffic practicals • Traffic practicals debrief • Dogs • The Human Rights Act 1998 & the European Convention on Human Rights • Road traffic accident offence trial • Life-saving: casualty recovery & aftercare • General traffic offences 	<ul style="list-style-type: none"> • Litter • Highways: fires & fireworks • Railways • Firearms Law 1 • Public order lesson 4 • Firearms Law 2 • Firearms practicals

**STAGE 2: PTP WEEKS 3 TO 18 (OF 104) – RESIDENTIAL AT NPT SITE** *(continued)*

Week 16	<ul style="list-style-type: none"> • 'Fitech' re-evaluation • Firearms practicals • Sudden death: dealing with death – procedures, gathering evidence; reporting • Drugs in society • Drug offences 	<ul style="list-style-type: none"> • Drugs: the role of the police • Crime prevention • Community Involvement Day • Public order lesson 5: building entries, stairs, building & room searches
Week 17	<ul style="list-style-type: none"> • Intelligence • Informants • Fitness tutorials • Models of policing • Continuous professional development 	<ul style="list-style-type: none"> • Course debrief • Public order lesson 6: consolidation & scenarios • Consolidation • Exam • Crime trial
Week 18	<ul style="list-style-type: none"> • Annual Leave 	

STAGE 3: PTP WEEKS 19 & 20 (OF 104) – LOCATED IN-FORCE

	<ul style="list-style-type: none"> • Personal Safety Programme • Racist incidents • Beat duties • Crime reporting • Major incidents • Community & race relations • Crime prevention • Summonses & warrants • Fire & chemical incidents • Scenes of crime • The use of discretion • Supporting the victim 	<ul style="list-style-type: none"> • Local practice in respect of lost & found property • Police National Computer • Vehicle tracking systems • Force policy • The local policing plan • Preparing for accompanied patrol • Identification • Review of personal needs & action planning • The Professional Development Portfolio • Preparing for independent patrol
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STAGE 4: PTP WEEKS 21 to 31 (OF 104) – LOCATED IN-FORCE

	<ul style="list-style-type: none"> • Patrolling: planning a beat; patrolling a beat • Investigating: initial investigation of a crime; supporting victims & witnesses • Arresting; making an arrest; escorting detainees; searching; interview planning • Conducting interviews; searching land, premises & property; gathering & evaluating evidence; case papers, documentation & court proceedings 	<ul style="list-style-type: none"> • Dealing with incidents & disputes • Dealing with traffic: motoring offences; road traffic accidents; drink-drive • In the police station: front office (enquiry desk); the custody suite (gaoler)
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FIT FOR INDEPENDENT PATROL

STAGE 5: PTP WEEKS 32 to 34 (OF 104) – LOCATED IN-FORCE

	Revision of: <ul style="list-style-type: none"> • Personal Safety Programme • Racist incidents • Beat duties • Crime reporting • Major incidents • Community & race relations • Crime prevention • Summonses & warrants • Fire & chemical incidents • Scenes of crime • The use of discretion • Supporting the victim 	<ul style="list-style-type: none"> • Local practice in respect of lost & found property • Police National Computer • Vehicle tracking systems • Force policy • The local policing plan • Preparing for accompanied patrol • Identification • Review of personal needs & action planning • The Professional Development Portfolio • Preparing for independent patrol
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STAGE 6: PTP WEEKS 20 Days Between PDP weeks 32 and 104 – LOCATED IN-FORCE

	<ul style="list-style-type: none"> • Review of personal needs & action planning • Drug abuse • Closed circuit television & the police • Mental health • Crime reduction • Attitudes towards gay men & lesbians • Rape • Liquor licensing • Trade licences • Counter-terrorism • People subject to immigration control • Firearms incidents • The Police Safety Radio Communications Project • Wildlife & countryside • Assaults, further offences • Entering & remaining on premises • Found on enclosed premises • Deception, further offences 	<ul style="list-style-type: none"> • Industrial disputes • Detained persons, additional provisions • Solvent abuse • Football-related offences • Civil claims against the police • Kerb crawling & prostitution • Evidence gathering in relation to sexual offences • Sexual offences • Goods vehicles • Dangerous driving • Preparing & giving evidence • Firearms, further offences • Crossbows • Cruelty to animals & related matters • Police Personnel Procedures • Children & the law • Criminal damage, further offences • Child protection • Intelligence
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**SUPERVISED OPERATIONAL DUTY PTP WEEKS 32 to 104 LOCATED IN-FORCE
UNTIL CONFIRMED IN THE RANK OF CONSTABLE**

SUMMARY OF METROPOLITAN POLICE SERVICE TRAINING PROGRAMME (AT TIME OF INSPECTION)

FOUNDATION COURSE PTP WEEKS 1 to 18 (of 104) – RESIDENTIAL AT HENDON

Weeks 1 to 18	Scenarios¹ <ul style="list-style-type: none"> • First Steps in Policing: Welcome to MPS; Introduction to human rights; Mental agility; Stereotyping; Treasure seekers (interaction & communication); Community project; London's religious cultures & communities; Managing change; Integrity & anti-corruption; Fairness (in service issues); London, MPS & the CJ system; Introduction to Brixley & the investigation model • Theft • Burglary • Search 	<ul style="list-style-type: none"> • Anti-social behaviour scenario • Traffic offences & accidents scenario • Take conveyance & disq driving • Civil disputes & racially aggravated offences • Domestic violence & protection of children • Missing persons & indecent exposure • Mental health, drunkenness, begging & sudden death • Public order, station officer duties & activity day
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STREET DUTIES COURSE Borough-Based (Workplace) Weeks 19 to 29 (of 104)

	<ul style="list-style-type: none"> • Personal skills: Communication; Decision making; Professional standards; Self-motivation • Core tasks: Patrolling; Investigating; Arresting; Evidence files; Searching; Interviewing; Road traffic accidents; Breath tests; Dealing with incidents; Dealing with disputes; Gaoler duties; Public counter duties; Community intelligence project 	<ul style="list-style-type: none"> • Support tasks: Booking on/off duty; Booking out radios; Parading for duty; Using radios; Drink drive; PNC checks; Reporting sick/resuming; Station familiarity; Recognition of senior officers; Use of internal telephone system; Correspondence management • Attendance 1 Post-Foundation Training (see below for details)
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POST FOUNDATION COURSE Borough-Based (the MPS utilises a number of training facilities)

Attendance One Week² 24	<ul style="list-style-type: none"> • Non-taped interviews with suspects • Disclosure • Witness statements • Criminal Justice Units • Police computer forms 	<ul style="list-style-type: none"> • Arrest & escort of prisoners • Revision: Powers of arrest; How to arrest; Interviewing suspects 1, 2 & 3; Solving the crime; Arrest & initial detention; Statements; Prisoners 3 case papers
Attendance Two Week 36	<ul style="list-style-type: none"> • Public order S1, 2 & 3 • Public order S18 & 19 • Powers to enter premises • Offensive weapons 2 • Detain for the purpose of search 3 & 4 	<ul style="list-style-type: none"> • Revision: Public order S4 & 5; Detain for the purpose of search (legislation); Articles with blades & points; Offensive weapons 1; Going equipped to steal; Detain for the purpose of search 2; Community intelligence systems; Critical incidents lesson note; Codes of practice Code A
Attendance Three Week 48	<ul style="list-style-type: none"> • Abstracting electricity • Seizure & disposal of property • Power to enter premises (codes of practice) • MPS intelligence systems • Arrest & search warrants 	<ul style="list-style-type: none"> • Searching of premises (planning & execution) • Persons wanted or suspected docket(s) • Revision: Robbery; Power to enter premises; Street robbery; Identification procedures & Book 111; Codes of practice Code B
Attendance Four Week 60	<ul style="list-style-type: none"> • Making off without payment • Cabs/cab disputes • Public transport disputes • Deception, diplomatic protection • Drink drive (hospital procedure & paperwork) • Goods vehicles • PCV licences 	<ul style="list-style-type: none"> • Police vehicle accidents • Revision: Searching people in vehicles; Powers of arrest 1 (S24 PACE); Traffic accidents; Drink drive S4 & S5; Motor vehicle crime 3 (tools of the trade)
Attendance Five Week 72	<ul style="list-style-type: none"> • Licensed premises • Introduction to firearms & crossbows • Air weapons & air weapon offences • Handling stolen goods • Aggravated burglary • Trespass 2 	<ul style="list-style-type: none"> • Revision: Theft; Reporting incidents; Officer safety; Weapon awareness; Civil trespass; Burglary; Anti-social behaviour (youth offenders).

¹ Scenarios contain specific lessons on law/procedure.

² Approximate week number of 104 weeks.

POST FOUNDATION COURSE Borough-Based (the MPS utilises a number of training facilities) (continued)

Attendance Six	<ul style="list-style-type: none"> • Animals 1 (control of dogs) • Animals 2 (protection) • Indecency offences 	<ul style="list-style-type: none"> • Revision: Protecting yourself from infectious diseases; Sexual offences 1 (initial action – serious assault cases); Protection from harassment; Child care, Protection & support; Scenes of major crime; Scene examiner & support services
Week 84	<ul style="list-style-type: none"> • Sexual offences 2 • Serious sexual assault (support for complainants) • Malicious communications 	

**SUPERVISED OPERATIONAL DUTY PTP WEEKS 18 to 104 LOCATED IN-FORCE
UNTIL CONFIRMED IN THE RANK OF CONSTABLE**





Glossary

ABBREVIATION	DEFINITION
ACPO	Association of Chief Police Officers
ALI	Adult Learning Inspectorate
APA	Association of Police Authorities
BCU	Basic or Borough Command Unit
BVPI	Best Value Performance Indicator
CD-ROM	Compact Disc – Read Only Memory
CFF	The Crime Fighting Fund
CIPD	Chartered Institute of Personnel and Development
CJNTO	Community Justice National Training Organisation
CPS	Crown Prosecution Service
CPTDA	Central Police Training and Development Authority
CPU	Central Planning Unit
EFQM	European Framework for Quality Management
FCU	File Checking Unit
HAC	Home Affairs Committee
HM Inspector	Her Majesty's Inspector of Constabulary for Police Training
HMIC	Her Majesty's Inspectorate of Constabulary
HORT/1	Home Office Road Transport/1
ILEX	Institute of Legal Executives
IT	Information Technology
KPI	Key Performance Indicator
KUSAB	Knowledge, understanding, skills, attitudes and behaviour
MPS	The Metropolitan Police Service
NPT	National Police Training
NPTC	National Police Training Centre
NTO	National Training Organisation
NVQ	National Vocational Qualification
PDP	Professional Development Portfolio
PEACE	Investigative interviewing training (prepare and plan, engage, account, challenge, explain)

ABBREVIATION	DEFINITION
PLPU	Police Leadership and Powers Unit
PMC	Personnel Management Committee
PNB	Police Negotiating Board
POELTSG	Prison Officer Entry Level Training Steering Group
PRU	Police Resources Unit
PSNI	Police Service of Northern Ireland
PSSO	Police Skills and Standards Organisation
PTAG	Probationer Training Advisory Group
PTC	Police Training Council
PTISG	Police Training Implementation Steering Group
PTMG	Probationer Training Management Group
PTP	Probationer Constable Training Programme
RUC	Royal Ulster Constabulary (with effect from 4 November 2001 became the Police Service of Northern Ireland)
SLA	Service Level Agreement
TDO	Training Development Officer
UDT	Unarmed Defensive Tactics
UEA	University of East Anglia
UWE	University of West of England





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<i>Community and Race Relations Occupational Standards</i> NPT document (published 2001)
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<i>Home Office Working Party report</i> (published 1973)
<i>Managing Learning: A Study of Police Training –</i> HMIC report (published 1999)
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<i>Policing a New Century: A Blueprint for Reform</i> (published 2001)
<i>Project Forward Partnership The Police Federation Create Consulting and the IBM Corporation</i> (published 1998)
<i>Stage 1 Review</i> Police Training Council Review (PTC) (published 1983)
<i>The Brixton Disorders 10-12 April 1981 Report of an Inquiry by the Rt Hon The Lord Scarman</i> OBE also known as the <i>Scarman Report</i> – (published 1981)
<i>The Home Office Review of National Police Training Draft Report</i> (published 1998)
<i>The NPT Quality Assurance Framework and Quality Approval process</i> (published 2000)
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<i>The Way to Work –</i> Department for Education and Skills (DfES) (published 2001)
<i>Validation of the 2001 NPT Professional Development Portfolio</i> R. Smith and V. Peacock (published 2001)

ACTS

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Statutory Rules of Northern Ireland – Police Trainee Regulations 2001
The Criminal Justice and Police Act 2001