

PSNI Training Strategy

An inspection of the PSNI Training Strategy

March 2010





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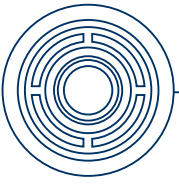
An inspection of the PSNI Training Strategy

March 2010

Presented to the Houses of Parliament by the Secretary of State for Northern Ireland under Section 49 (2) of the Justice (Northern Ireland) Act 2002.

**Criminal Justice Inspection
Northern Ireland**
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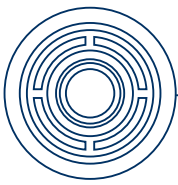






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List of abbreviations

ACC	Assistant Chief Constable
ACPO	Association of Chief Police Officers
CJI	Criminal Justice Inspection Northern Ireland
DTO	District Training Officers
FPTC	Finance, Personnel and Training Committee
HMIC	Her Majesty's Inspectorate of Constabulary
HO	Home Office
HR	Human Resources
IAG	Independent Advisory Group
MSF	Most Similar Force
NI	Northern Ireland
NIM	National Intelligence Model
NIO	Northern Ireland Office
NIPB	Northern Ireland Policing Board
NIPP	Northern Ireland Policing Plan
NPIA	National Police Improvement Agency
PLAC	The Police Learning Advisory Council
PSNI	Police Service of Northern Ireland
RAG	Red, Amber, Green - Risk Assessment
RPA	Review of Public Administration
SIP	Single Improvement Plan
SMT	Senior Management Team
STCG	Strategic Tasking and Co-ordinating Group
TNA	Training Needs Analysis
TS	Training Strategy
TSSG	Training Strategy Steering Group
UK	United Kingdom



Chief Inspector's Foreword

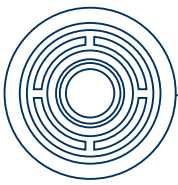
This inspection report examines the Police Service of Northern Ireland (PSNI) Training Strategy and its linkages to the overall objectives for policing in Northern Ireland which are put simply to “keep people safe and prevent crimes taking place in the first place”.

An effective Training Strategy should enable the PSNI to determine priorities for learning and development and demonstrate clear linkages with the delivery of the Northern Ireland Policing Plan (NIPP). This needs to be underpinned by a robust governance process that sets priorities, manages risk, allocates resources appropriately and reviews outcomes. It follows that without an effective Training Strategy and supporting management process, it is much more difficult to allocate resources effectively to best coordinate efforts to deliver against NIPP priorities.

Much work has been done in relation to the development of a Training Strategy for the PSNI, particularly in relation to the development of the Police College. The NIPP sets out a clear agenda for policing in Northern Ireland, and recognises the importance of the police Training Strategy in ensuring the quality and ethos of the police service to the community. It is clear in the NIPP that the PSNI Training Strategy should set out the purpose and objectives of training and development within the Police Service, to ensure the delivery of effective training.

Our inspection report found, however, a number of important gaps in the strategy and the approach to training and development within the PSNI. The Training Strategy only covered the training provided by the Police College. The purpose of the College was to support the PSNI's strategic goals and indeed, it accounted for 80% of the total training delivered using around 60% of the overall training budget. The remaining 40% of the training budget was expended at District Command and Departmental level, delivering around 20% of all training but sitting outside of the Training Strategy. The restructuring of the command structures meant there were difficulties in co-ordinating and managing training, not included in the Strategy.

As a consequence, the PSNI cannot be assured that the training provided across the organisation is directly aligned with the strategic intent of the organisation or, that it is entirely focused on areas of greatest need. This will inhibit the organisation as it seeks to deliver on its policing agenda and potentially, take officers away from policing duties to less important areas. Our inspection report recommends greater alignment of the Training Strategy and plan to the overall needs of the organisation. We also make recommendations to strengthen the governance and management of the training agenda.



Inspectors found that the framework for governance was strong, but that it needs further development by the provision of better information to the various governance bodies. Improving governance was high on the agenda of leaders at the Police College who had started to work towards developing better analysis of information provided to the governing bodies.

The inspection was carried out by Bill Priestley and Rachel Tupling from Criminal Justice Inspection supported by Steve Crossley, formerly Her Majesty's Inspectorate of Constabulary, and Stuart Villers from the National Police Improvement Agency. I would like to thank all those who contributed to the inspection process.

Dr Michael Maguire

Chief Inspector of Criminal Justice in Northern Ireland
March 2010

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Executive Summary

Introduction

An effective Training Strategy is necessary to determine priorities for learning and development and link it to the Northern Ireland Policing Plan (NIPP). Without an effective strategy it is much more difficult to allocate resources effectively to best coordinate efforts to deliver against NIPP priorities. If training is unregulated and not subject to governance the PSNI may not be able to assure stakeholders that training is cost effective, necessary, and has a direct link to improved service delivery.

There needs to be service-wide recognition that the Training Strategy impacts on the effectiveness of policing by ensuring that training is planned and delivered appropriately. Every abstraction of an officer or member of staff from delivering Policing with the Community impacts on the quality of service delivered. Training should be identified as being absolutely necessary, should be timely, and should improve service delivery.

An internal PSNI strategic review indicated there was recognition that further revision of the strategy was required, and Inspectors acknowledge the scope of work ongoing within the PSNI that will impact on the development of the Training Strategy. This report makes recommendations and suggestions for improvement that are designed to be complementary to the internal strategic review, and to the work of leaders at the Police College, to strengthen governance arrangements.

Governance

The Training Strategy does not encompass all training sourced or delivered in the PSNI. Police Districts and Departments obtain some training on demand through direct contact with the Police College delivery units that is not subject to consistent governance arrangements. A total of 40% of the training budget, equating to 20% of all training delivered, sits within Districts and Departments but outside of the Training Strategy and its governance arrangements. Districts and Departments need to be able to effectively manage training to align it with local and wider organisational needs and the NIPP through clear, costed training plans.

The size and content of the Training Strategy document inhibits its ease of use by governance bodies and stakeholders, and at the time of fieldwork, there was no independent, objective, detailed analysis or validation prior to its presentation to governance bodies. The planning framework for the strategy and training plan is not based on a prioritisation and risk assessment model such as in the Most Similar Force (MSF)¹ group. Districts, Departments, and the Police College each took different approaches to planning their training. Any training delivered by Departments and Districts had not been included in the planning process for the strategy.

¹ The MSF group is a group of forces in England and Wales (Greater Manchester Police, Northumbria, Nottinghamshire, West Midlands and West Yorkshire) used to benchmark PSNI performance against.



The operation of some of the governance groups was under review to focus them on being more proactive and predictive, and to prioritise learning and development objectives which is a positive step.

The PSNI identify around 80% of all training delivered by the College as mandatory and do not apply robust risk analysis or a prioritisation process to it. Unless robust analysis is applied, as is undertaken elsewhere, then this category could grow, potentially to a point where the proportion of training delivery leaves no capacity for targeted training in support of specific NIPP objectives. The recent development of the role of the existing Training Strategy Steering Group (TSSG) suggests there is scope for it to take on responsibility for such analysis.

There is no consistently applied 'Skills Profile' across the organisation increasing the risk that the PSNI will deliver training unnecessarily. This has the potential to impact on cost, efficiency, and sustainability and ultimately, on service delivery as officers would be unnecessarily abstracted to undertake non-essential training.

Current Strategy


Awareness, knowledge and familiarity with the content of the strategy outside the College was limited and it is focused on the 'Police College' rather than being an overall 'Training Function' document. The Training Strategy did not 'live' beyond the confines of the College. It did not drive and govern all training in the way that a service-wide strategy should.

The current strategy document is heavy on context and whilst this is important, in its present form, this potentially constrains any focus on improvement of the role of training and development as a key enabler of the NIPP. The constraints and caveats outlined in the Strategy are at least partly, a reflection of the uncertainty that existed at the time of its formulation over the planned move of the College to a new site. It is difficult to plan and develop strategy for the future when the future is so uncertain. Challenges need to be acknowledged and accounted for in the Strategy but, they also need to be balanced with clear identification and encouragement of innovation.

There was clear intention to further improve all aspects of training within the PSNI. Some initiatives had been introduced, for example the role of the Police Learning Advisory Council (PLAC) had been evaluated and further developed, and others were at the planning stage for example the redefinition of the roles of some governance groups. These are positive developments and provide an excellent context within which to introduce a revised strategy.

Future strategy development

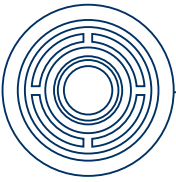
A revised Strategy needs to encompass all training, articulating contextual issues and systematically and consistently spelling out what processes and governance arrangements will be adopted to deal with each issue. There should be less prominence given to contextual constraints, with greater emphasis on the approaches to meet the challenges the PSNI is facing.



The Police College should ensure that it more effectively engages the wider organisation, recognising and engaging with key stakeholders in a way which ensures their ‘buy-in’. The wider organisation needs to recognise its responsibility in shaping the Training Strategy to impact positively on the effectiveness of policing, by ensuring that training is planned and delivered appropriately, in line with organisational priorities and the NIPP. Ownership and delivery of the strategy should become a shared responsibility, with the Police College seen as integral, rather than solely, responsible for it.

A revised Strategy should include a summary document to effectively communicate key priorities and messages to stakeholders, and to provide easy and practical reference for line managers, supervisors and staff.

In developing a revised Training Strategy that properly takes account of issues, such as the potential move to a new site and future demand, the PSNI needs to be given some clarity as to the public service college. This will require close liaison with the Northern Ireland Office (NIO), Northern Ireland Policing Board (NIPB), and the public service college partners. A revised Strategy must properly take account of these issues.



Recommendations

Strategic recommendations

- Inspectors recommend that a revised Training Strategy is developed drawing on learning from the current Strategy; structures articulated in HO Circular 10/2007; and from other forces with identified good practice in this regard. The Strategy should encompass all PSNI training activity (paragraph 2.12).
- Inspectors recommend that PSNI Corporate Development should provide objective and systematic analysis of the Strategy in respect of its alignment with organisational priorities and targets (paragraph 3.9).
- Inspectors recommend that what is required is a Training Strategy that is truly corporate, encompassing all training as recommended, whilst enabling devolved training in Districts and Departments under a robust governance framework (paragraph 3.33).
- Inspectors recommend that ownership and delivery of the Strategy should become a corporate responsibility, with the Police College seen as integral rather than solely responsible for it (paragraph 4.2).
- Inspectors recommend that in any revised Strategy the PSNI should, in partnership with the NIO, NIPB, and its public service college partners (Fire & Rescue Service and Prison Service) seek to clarify as much as possible, the future need and demand, including projecting future resource and cost management issues (paragraph 4.7).

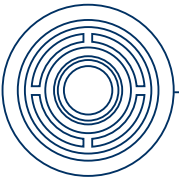
Other recommendations

- Inspectors recommend that PSNI continue to support the PLAC as an important element of engaging communities in the formulation and development of the Training Strategy (paragraph 3.3).
- Inspectors recommend that information on prioritisation, risk assessment, needs analyses, progress/performance, resources, benefits realised, quality assurance, evaluation, and cost, should be collected in a consistent way and analysed to properly inform the governance of the Training Strategy (paragraph 3.8).
- Inspectors recommend that a service-wide prioritisation and risk assessment process is developed to inform the Training Strategy, training priorities, the annual training plan, and the review and management of training provision and needs (paragraph 3.19).



- Inspectors recommend any risk and prioritisation process should be the responsibility of the TSSG. Any risks identified which result in decisions to deviate from the training plan should be recorded together with mitigating measures for managing the risk (paragraph 3.20).
- Inspectors recommend that having access to a skills profile would better enable strategic management of the training plan, avoid duplication, ensure that 'maintenance' training is minimised and free up some training capacity, which may then be used to provide training to support specific NIPP objectives where necessary (paragraph 3.22).
- Inspectors recommend that the format of the current single improvement plan should be reviewed and amended to address the issues identified during the inspection. Any revised format should be accompanied by briefings in its use to key stakeholders and a single source for updating it identified (paragraph 3.27).
- Inspectors recommend that any revised Strategy should give less prominence to contextual constraints, with greater emphasis on the approaches which will be applied through the Strategy to meet the challenges the PSNI is facing (paragraph 4.1).
- Inspectors recommend that any revised Strategy should include a summary document to communicate key priorities and messages to stakeholders and to provide easy and practical reference for line managers, supervisors and staff (paragraph 4.3).

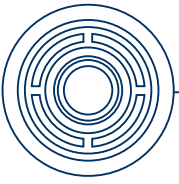




Section



Inspection Report



CHAPTER 1:

Introduction and context



- 1.1 The aim of this inspection was to assess the PSNI Training Strategy and its linkage to related strategies and plans. In general terms, the inspection focused on the three main elements of Criminal Justice Inspection's (CJI) inspection framework: Strategy and Governance; Delivery; and Outcomes (or projected outcomes) as they apply to the PSNI Training Strategy. Its compliance with existing guidelines and relevant standards such as Home Office (HO) circular 10/2007 was also evaluated.
- 1.2 The 2009-2012 NIPP sets out the overarching aim of the Training Strategy: *'to support the delivery of operational policing through the development of officers and staff at all levels.'* It identifies that the Strategy will help to achieve:
- *embedding of values, attitudes and behaviours that are appropriate to meet the needs of both the Police Service and the community;*
 - *improvement in quality and performance of staff through development of core skills, generic learning and professional development activities;*
 - *continuous career-long learning for individuals;*
 - *ongoing development of publicly recognised academic partnerships;*
 - *continuing broad and extensive public consultation including the work of the PLAC;*
 - *best value returns on investment in training through effective Quality Assurance tools and effective budget management; and*
 - *development of a customer focused approach whereby Police College actively engages with clients to establish training needs.*
- 1.3 Therefore, an effective Training Strategy should enable the PSNI to determine priorities for learning and development during the year showing clear links to the NIPP. It should allow the development of an accurately costed, prioritised training delivery plan which may then be used to determine resources required. It follows that without an effective strategy which encompasses all learning and development activity, it is much more difficult to allocate resources effectively to best coordinate efforts to deliver against NIPP priorities. The risks associated with an ineffective strategy include delivery of training that is irrelevant to policing priorities, some training not being delivered because of misdirected resources, and unofficial prioritisation of training based on



custom and practice. This is clearly recognised within the Police College. However, the wider Police Service needs to recognise that the consequences of having unregulated and ungoverned training may include unnecessary abstraction of officers and staff from their main duty of delivering policing with the community.

1.4 The objectives of the inspection were to:

- provide an overall assessment of the PSNI Training Strategy and its impact and outcomes (actual and anticipated);
- provide an assessment of the governance of the Strategy;
- identify and assess the impact of internal and external factors on the continuous implementation and development of the Strategy;
- assess the adaptability and flexibility of the Strategy to account for future developments; and
- where appropriate make recommendations aimed at strategy development based on evidence and relevant contextual factors.

1.5 The inspection used a combination of methodologies including completion of pre-site visit questions by the PSNI and analysis of these, desk-top reviews of documentation, one-to-one interviews and focus group interviews. A range of stakeholders were consulted, including managers within the Police College, District Commanders, senior personnel with

responsibility for corporate development and procurement, Policing Board members and officials, and members of the Chief Officer Group. A full break down of the methodology is published in Appendix 2.

1.6 Preparation for the inspection commenced in May 2009 whilst analysis and fieldwork were carried out during July, August and September. During the initial phase of preparation for the inspection, CJI learned that the current Training Strategy (in line with others) was subject to internal strategic review this year. Additionally, Inspectors were also informed by senior managers that irrespective of the internal review they considered that, in light of experience, the Strategy ought to be revisited and further developed. Inspectors agreed with PSNI and the NIPB that the present inspection should be used as a vehicle to inform future improvements to the strategy, rather than simply present a summative assessment of it. It is within this context therefore that the findings should be read.

1.7 In the later stages of the inspection fieldwork some results of the internal PSNI strategic review became public knowledge. Inspectors were supplied with an executive summary² of the review and in relation to the Training Strategy the following aspirations are directly relevant:

- *valuing and developing people;*
- *establish and implement workforce planning;*

² The full document was not made available to Inspectors but based on the executive summary it appeared that consideration was being given to revise the TS and to align it with other strategies.

- *'Invest-to-Save' – Need to recruit and train appropriate staff to release Officers to frontline service delivery;*
- *Career Development Strategy for Police Officers and police staff – including reward and recognition;*
- *Develop a 'Learning Organisation' ethos and implement Taylor Review; and*
- *Achieving an integrated governance system.*

Inspectors acknowledge the scope of work ongoing within PSNI that will impact on the development of the Training Strategy and make recommendations that are designed to be complementary to the aspirations outlined in the executive summary of the internal strategic review.

- 1.8 Her Majesty's Inspectorate of Constabulary (HMIC) examined police forces' training strategies in England and Wales during its baseline assessments of 2006. Forces were assessed as 'Good' where certain key criteria with regard to learning and development had been met. With regard to learning/training strategy the criteria were identified as;
- *A learning and development strategy which is fully compliant with Home Office guidance;*
 - *supported by a business plan; an improvement plan; and*
 - *a fully costed 'planned' and 'actual' delivery plan.*

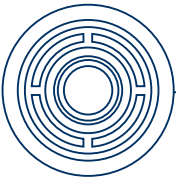
Although HO guidance is not mandatory for the PSNI it is derived from analysis of practice in 43 police forces, and represents noteworthy practice across the service as a whole. At the time of the HMIC

baseline assessments all police forces in the PSNI MSF group were assessed as 'Good' with regard to their learning and development function indicating that they all had strategies that fulfilled the criteria set out above. In the same round of assessments the PSNI learning and development function was assessed as 'Fair'.

- 1.9 Relevant to this inspection the HMIC baseline assessment of the PSNI in 2006 identified that:
- the Training Strategy and costed training plan was more aligned to Home Office guidance than it previously had been;
 - governance arrangements for the learning and development function had been strengthened;
 - the head of training for PSNI had been given overall responsibility for all training; and
 - the Police College had developed a single, overarching improvement plan.

Relevant areas for improvement were identified as:

- development of the composition of and meeting structures for the newly constituted TSSG;
- clarification and full implementation of the Head of College as the lead for all learning and development in the service;
- further development of the learning and development strategy to spell out specific improvement activities and to encompass all learning and development across the service;
- streamlining the improvement plan in consultation with the various sponsors to enable effective



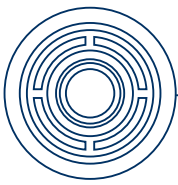
- delivery; and
- development of the costed training plan together with an associated suite of monitoring and performance data to enable it to capture all training across the whole service.

CHAPTER 2:

Current strategy



- 2.1 The Training Strategy resulted from PSNI involvement over a number of years with national training improvement initiatives. In particular the improvement activities resulting from the 'National Project for Best Value in Police Training' led to including training within all forces as part of HMIC's 'Baseline Assessment Process'. HO circulars were issued on a range of strategic development issues, including the formulation of training strategies.
- 2.2 The last relevant guidance issued by the HO was in March 2007 (HO Circular 10/2007). This removed an earlier recommendation to adopt a particular format for business plans, which are included in the current Training Strategy. However, the guidance did suggest inclusion of:
- a statement of the Force's priorities for learning and development during the year linked to the local Policing Plan;
 - a training delivery plan, with clear evidence of the prioritisation process used to identify these priorities;
 - a statement of the costs of delivery of the plan, using the National Training Costing Model;
 - resource required to deliver against the plan;
 - a description of indicators and measures for monitoring the delivery of the plan;
 - an evaluation of the impact the training will have on local policing objectives; and
 - a copy of the learning function's improvement plan.
- 2.3 The PSNI considers that the current strategy complies with HO Circular 10/2007, and Inspectors would generally agree that this is the case. However, whilst the document does contain HO recommended sections and headings, Inspectors found that the concise insight into the Training Strategy which stakeholders may require was difficult to obtain. Both internal and external stakeholders will often be people who are not subject matter experts in the management and delivery of training, and therefore it is essential that the Strategy is easy to understand. Stakeholders spoken to during fieldwork confirmed Inspectors' assessment that in its present format, the Strategy does not provide an easy to use, concise outline of what training will deliver.
- 2.4 The results of interviews with key stakeholders both internal and external to the Police College also confirmed Inspectors' judgements that the document in its present form has limited practical use. This



observation is based on:

- the views of several key stakeholders who consistently stated that they found the document of limited use;
- clear evidence of important elements of the strategy (underpinning processes) being absent in practice or circumvented in the interests of expedience. This includes instances of training requests being made directly to providers without being subject to formal mechanisms or oversight thus ignoring the need for strategic oversight of training;
- strong indications that some elements of the Strategy are little more than an exercise in ‘perceived compliance’ with guidance. For example, Inspectors found that linkages of the training plan objectives to the NIPP were largely a ‘force fit’ and did little to facilitate meaningful prioritisation of training across the PSNI;
- Inspectors also found that declared linkages to the NIPP were not the primary consideration of actual delivery decisions – rather this was based on overall demand for courses/programmes on a rolling basis; and
- inspectors understand that the costing model for training³ used by PSNI mostly applies to the activities of Police College. This impacts on fully understanding the total and accurate cost of training across the PSNI as a whole and will inevitably impact on the strategic objective of the College

to ‘Efficiently use and manage resources in a flexible and adaptable manner.’

- 2.5 During inspection fieldwork, Inspectors tested two aspects of the Strategy with a number of senior managers. Firstly, the awareness of individuals as to its content and key strategic priorities and secondly, its impact and relevance to the operational and service needs, or the way Departments or Districts undertake and engage in training and development.
- 2.6 There was clear evidence that awareness, knowledge and familiarity with the content of the Strategy outside the College was limited. The Strategy’s wider impact and relevance was considered by some of those interviewed to be limited. Stakeholders highlighted a number of frustrations in respect of the prioritisation and corporate management of training which they linked to an inability of such issues to be effectively captured and resolved by existing governance arrangements, for example, through the TSSG. This governance body was described as not dealing with the issues it was originally set up to deal with. This has been recognised by the PSNI and Inspectors anticipate that these issues will be resolved by a renewed focus on the role of the TSSG and other governance bodies (see Chapter 3).
- 2.7 Inspectors acknowledge that since the HMIC baseline inspection of October 2006 there have been

³ PSNI does not use the National Training Costing Model, choosing instead to utilise an approach developed locally. This approach was not examined during the inspection.

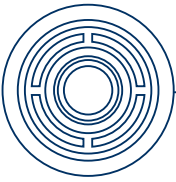


service and performance improvements within PSNI. However, most staff consulted were unable either to clearly articulate or evidence the contribution and role of the Training Strategy in bringing about such improvements.

- 2.8 The Strategy is overwhelmingly focused on the 'Police College' rather than being an overall 'Training Function' document. Engagement with the Training Strategy consultation process had been more positive within the actual college than across Districts and Departments. There had been a concerted effort to consult beyond the Police College, however, Inspectors found the number, timeliness, and quality of data returns from the wider service were variable. Interviews with personnel external to the College also indicated that perceptions of the usefulness and extent of the consultation were variable. The Training Strategy did not 'live' beyond the confines of the College and did not drive and govern training in the way that a corporate strategy should.
- 2.9 The wider service needs to recognise that the Training Strategy impacts on the effectiveness of policing by ensuring that training is planned and delivered appropriately. Every abstraction of an officer or member of staff from their day-to-day Policing with the Community duties impacts on the quality of service delivered and on the perceptions of recipients of policing services. It is essential that training should be identified as being absolutely necessary, delivered at the correct time, and should

enable better service delivery.

- 2.10 The current Strategy document has a heavy contextual element running throughout it. Whilst context is important, in its present form this potentially constrains any focus on opportunities for improvement of the role of Training and Development as a key enabler of the NIPP. Challenges such as a resurgence of dissident terrorism, budget cuts, moving to a new college site, reductions in staff numbers, and skills loss due to 'Patten Severance' need to be acknowledged and accounted for. However, the Strategy needs to set out clearly how the PSNI proposes to solve the problems posed by these contextual issues.
- 2.11 Inspectors consider that the current Training Strategy has not had a significant impact on decision making around the prioritisation or type of training delivered or forseen. The principal benefit of the Strategy appears to have been within the College, by raising staff awareness of the need to engage more closely with stakeholders and have a greater community focus. The Strategy needs to become part of the fabric of the wider service in determining and driving all training so that resources are used more effectively and time spent receiving training has a direct impact on service delivery.
- 2.12 These findings independently confirm observations already made by the PSNI following their development of the current Training Strategy. It is encouraging that the service had already identified the need to revisit many of these issues prior to the



inspection to develop a new and more effective strategy. In support of work that is ongoing within the PSNI, **Inspectors recommend that a revised Training Strategy is developed drawing on learning from the current strategy; structures articulated in HO Circular 10/2007; and from other forces with identified good practice in this regard. The Strategy should encompass all PSNI training activity.**

- 2.13 Inspectors found there was a clear and positive intention to further improve all aspects of training within the service. Some initiatives had been introduced, for example the Police Learning Advisory Council (PLAC), and others were at the planning stage for example the redefinition of the roles of some governance groups. These are positive developments and provide an excellent context within which to introduce a revised Training Strategy.

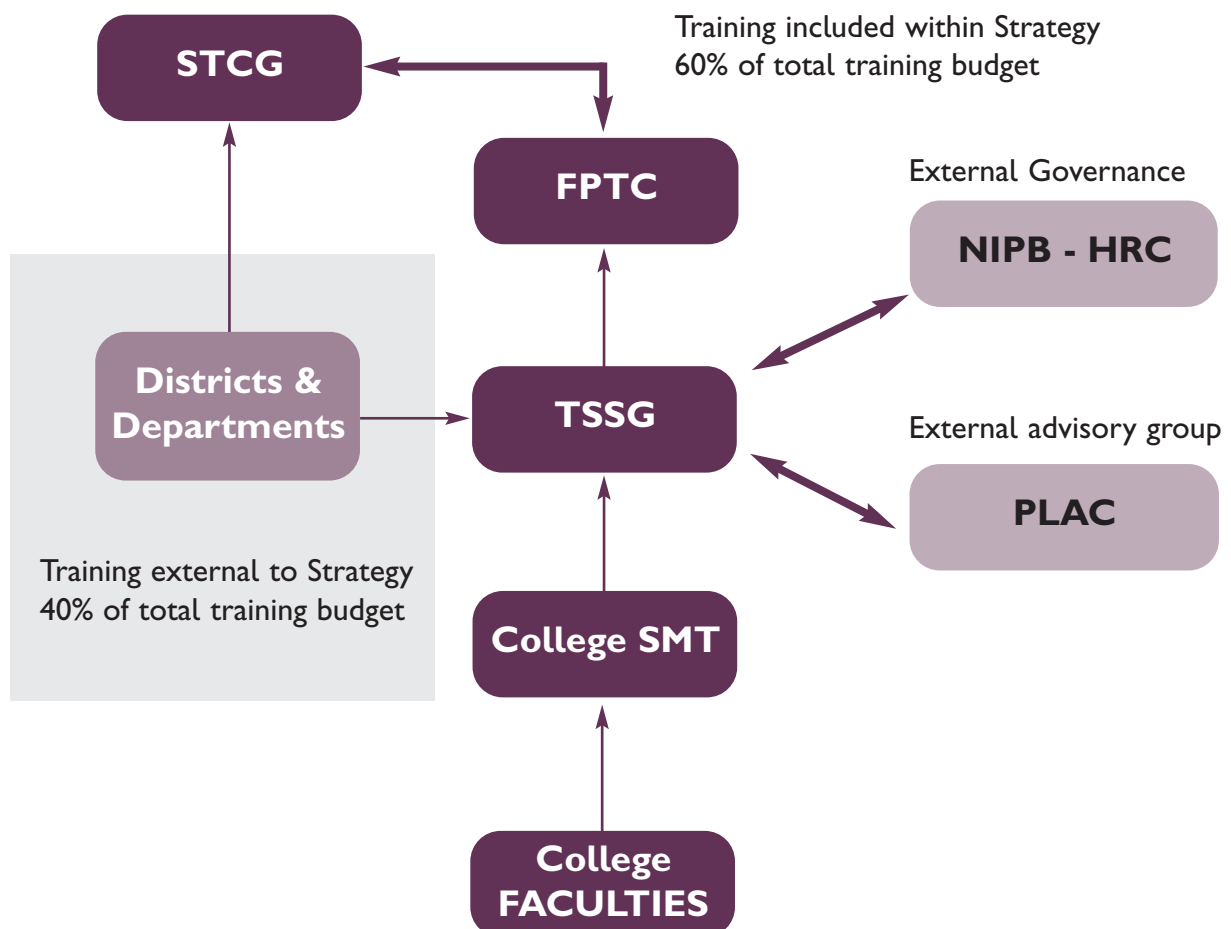
CHAPTER 3:

Governance – Delivering the strategy



- 3.1 Corporate governance is the system by which organisations are directed and controlled. Governance structures detail how responsibilities are distributed internally and externally, including amongst relevant key stakeholders. Structures provide a framework of rules and procedures for making corporate decisions and setting and achieving objectives.

Figure 1: Training Strategy Governance Structure





3.2 The Governance Structure

Figure 1 illustrates the overall governance framework for the Training Strategy. Around 40% of the budget and 20% of all training delivered or sourced by the PSNI does not fall within the remit of the Training Strategy. This training is sourced directly by Districts and Departments and sits outside of the Training Strategy governance framework. Districts and Departments also source training that is included in the Strategy through the TSSG and other more informal methods such as direct contact with the training provider.

The key bodies engaged in the Governance Framework for Training and Development are:

1. The Strategic Tasking and Co-ordinating Group (STCG)

Chaired by the Chief Constable and not strictly part of the governance framework. However, in setting organisational priorities and managing strategic planning in line with the National Intelligence Model (NIM) it has an important role in determining the Training Strategy.

2. Finance, Personnel and Training Committee (FPTC)

This was identified as the senior strategic governance group for the Training Strategy, chaired by the Deputy Chief Constable. Its purpose includes the development of corporate training policy.

3. Training Strategy Steering Group (TSSG)

This group is chaired by the ACC for Urban Region. At the time of inspection fieldwork its role was in

the process of being revised to include:

- prioritising current PSNI learning and development objectives, and
- preparing for and predicting the required skills and knowledge for the future three to five years.

4. College Senior Management Team (SMT)

Comprising the Head and Deputy Head of the Police College. The SMT meets monthly with the Director of Human Resources for progress reviews and tasking.

5. Police College Faculties

- Combined Operations Training,
 - Foundation Training,
 - Crime Training,
 - Special Operations Branch Training, and
 - Training and Learning Support.
- Faculties have monthly meetings with the College SMT. In turn; the heads of these faculties hold their own monthly management meetings with their various training teams and other staff.


3.3 External Governance

1. Northern Ireland Policing Board (NIPB) Human Resources Committee

The NIPB HR committee receives updates every six months from the PSNI Head of Learning and Development and Director of HR.

2. The Police Learning Advisory Council (PLAC)

NIPB are also represented on an Independent Advisory Group which directly engages on training issues – The Police Learning Advisory Council



(PLAC). At the time of inspection fieldwork the role of the PLAC had been evaluated and was being further developed.

The PLAC has been established to facilitate the following outcomes:

- the achievement of College and PSNI business goals;
- provide PLAC members with the opportunity to input into the development of strategy, policy and projects, rather than being an audience to receive news of what has already occurred; and
- to create structures for a valuable and real partnership valued by all participants.

The outcomes are intended to be achieved by following a process which involves the Police College seeking offers of assistance in relevant areas, leading to the PLAC establishing relevant sub-groups with appropriate knowledge and experience.

Inspectors have not examined the outcomes from the PLAC or from its sub-committees as it is still a developing group. However, such a group has the potential to become a very positive initiative, engaging key stakeholders with a primary role of representing the communities of Northern Ireland. **Inspectors recommend that PSNI should continue to support the PLAC as an important element of engaging communities in the formulation and development of the Training Strategy.**

3.4 Governance Issues

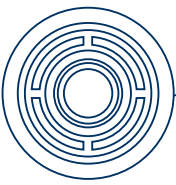
The governance framework is strong but inevitably interacts with others

beyond training, and as such would have led the inspection into areas beyond the agreed terms of reference. Based on governance arrangements commonly found in the MSF group the effective functioning of such governance structures and bodies are dependant on the ability to, (if the groups concerned are to be able to discharge their terms of reference and operate effectively):

- determine, set, and implement a Training Strategy which clearly supports and enables the policing strategy;
- set and deliver strategic objectives clearly linked and supportive of operational and service priorities;
- consistently prioritise training and development at both the strategic and delivery levels (Training Strategy and costed training plan);
- consistently monitor, determine and evaluate strategic objectives and functional delivery of all training and development; and
- review and revise strategic and delivery priorities to account for changing training requirements and risk assessments.

3.5 For there to be successful corporate governance, Inspectors would expect to see:

- a systematic analysis and validation of the alignment and relevance of training and development strategic objectives and priorities to the policing strategy;
- a systematic and consistent process to review progress and evaluate the impact and benefits realised;
- a recognised systematic and consistent prioritisation process for all existing and proposed



- training provision; and
- a recognised systematic and consistent risk assessment process for all existing and proposed training provision.

These processes are common within the MSF group where they help the effective functioning of governance structures and bodies. Inspectors were unable to find evidence that such processes existed and were being applied on a systematic, consistent and corporate basis, to all training and development across the PSNI.

- 3.6 Inspectors found that the Training Strategy at the time of fieldwork was not subject to any objective, detailed analysis or validation independent of the Police College itself prior to its presentation to FPTC. Subsequent decisions and approvals appeared to be dependent on the judgement and ability of group members to determine such issues within the meeting framework. Inspectors believe that the size and content of the Training Strategy document inhibit its ease of use by governance bodies and stakeholders.
- 3.7 Inspectors were unable to find evidence of a consistent process of summarised and validated information being provided to governance bodies. Such information is used within the MSF group to help governance bodies reach informed decisions about training priorities. Monitoring and evaluation of the implementation and impact of the Strategy were based on reporting of milestones determined solely by the College.

- 3.8 Inspectors were unable to identify any consistent use of historic or predictive data to support the work of governance, to effectively monitor progress, to identify future priorities and to develop plans. There was evidence of substantial amounts of training provision being identified and delivered without reference to, approval or knowledge of governance bodies. This was often done by way of direct contact between requesters and the provider, circumventing the process for direct training requests. **Inspectors recommend that information on prioritisation, risk assessment, needs analyses, progress/performance, resources, benefits realised, quality assurance, evaluation and cost, should be collected in a consistent way and analysed to properly inform the governance of the Training Strategy.**
- 3.9 During inspection fieldwork, Inspectors were made aware that proposals were under way to review the operation of some of the groups within the governance framework. The TSSG had previously been operating more as a reporting forum rather than working to its original remit of prioritising learning and development objectives. Proposals for the future operation of the TSSG were focused on a more pro-active and predictive role. This is a positive step. **To support the proposed future changes to governance groups, Inspectors recommend that PSNI Corporate Development should provide objective and systematic analysis of the Strategy in respect of its alignment with organisational priorities and targets.**



3.10 **The consequence of these findings**

Governance is most effective if the information used to inform decisions is consistent, accurate and capable of effective monitoring, particularly where larger scale improvement activities are concerned. The principal areas of activity for the relevant governance bodies which would benefit from such improvements were:

- development and review of the Training Strategy (the subject of this inspection);
- compilation of the annual training plan;
- the single improvement plan (SIP); and
- training which occurs outside of the College (in Districts and in Departments).

3.11 **Compilation of the Annual Training Plan**

Inspectors were frequently informed that around 80% of all training (delivered by the College) was mandatory. The term mandatory was explained to Inspectors as meaning training that the PSNI must deliver to:

- comply with legislation;
- retain certification e.g. National Police Improvement Agency (NPIA) firearms accreditation; or
- comply with directives – Association of Chief Police Officers (ACPO) Policy, Government etc.

3.12 It is common practice for police forces in the MSF group in England and Wales to undertake prioritisation and risk assessment to inform the design of the Training Strategy and

annual training plan. Figure 2 (page 16) illustrates the typical planning model used in the MSF group of forces. These forces also review and assess the on-going delivery and emerging needs for training throughout the year. This approach reflects the NIM principles ensuring that data and intelligence utilised is subject to effective and consistent analysis and validation to aid its use in tasking and co-ordinating.

3.13 As illustrated in Figure 2, the model uses a corporate template to determine the priority of all training. The template often includes operational capability issues, legislation, policy, and targets. Districts and Departments give each of the criteria contained in the template a relative score and/or weighting. These criteria are then applied to each training requirement to produce an initial prioritised schedule of training. The schedule is subject to a corporate risk assessment but with an impact score reflecting the risk to the organisation, function or individual of not undertaking or delivering each piece of training. Forces then summarise the requirement into categories based on priority and/or risk of red, amber, green (RAG) or 'must do', 'should do', 'could do'; alternatively high, medium, or low risk.

3.14 As part of governance of the training strategy many forces in England and Wales consider cost and resources against ability to respond, benefits, and impact on organisational objectives and service improvement. This summarised information is used to provide the governance framework

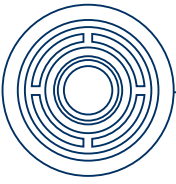
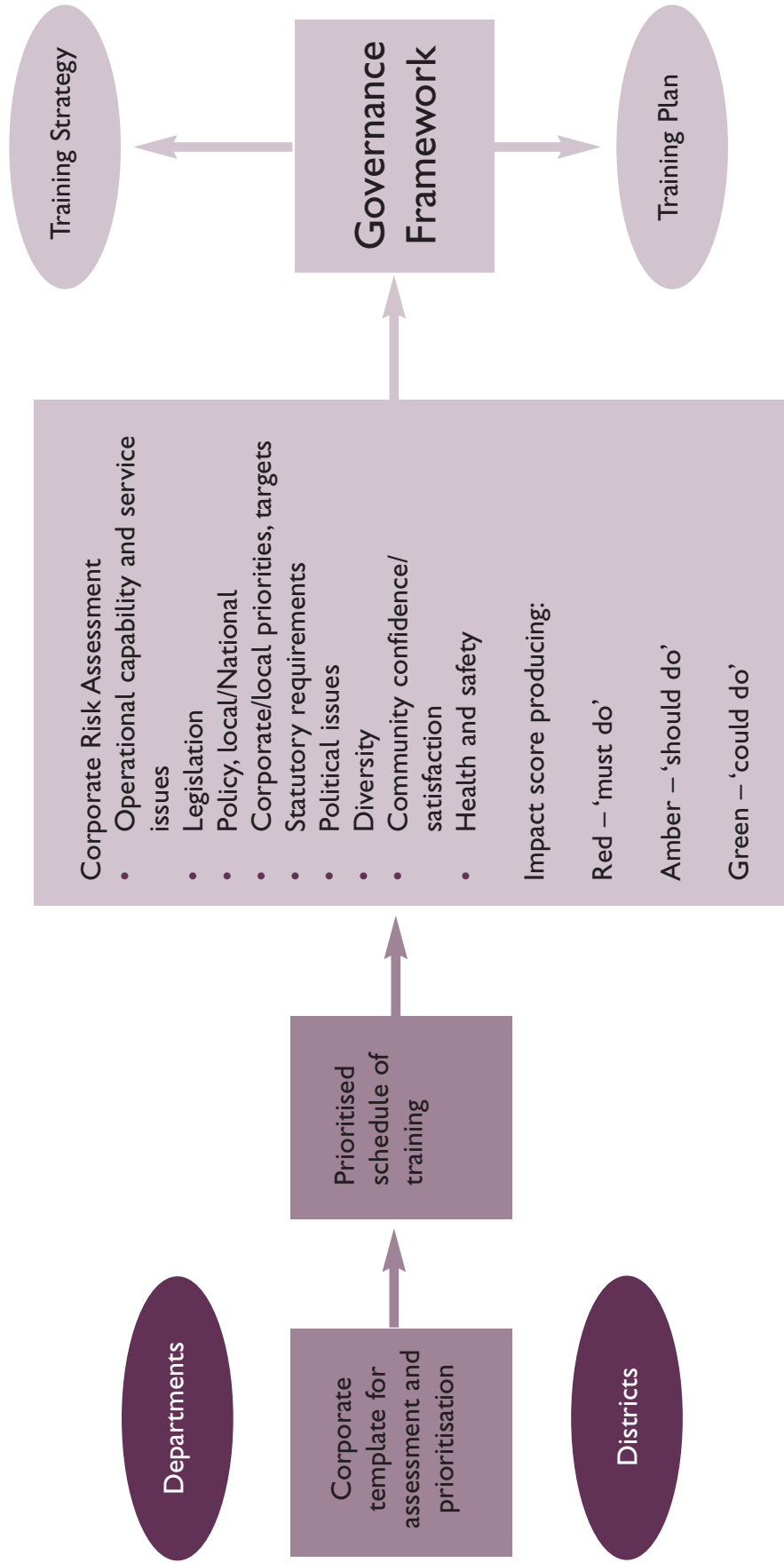


Figure 2: Planning process commonly undertaken by MSF group



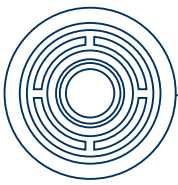


with an indication of the relative priority and/or risk associated with training on which they can make informed decisions. These forces have adopted the approach to ensure that the professional judgment and discretion applied within the governance framework, is underpinned and informed by consistent and auditable objective assessment of the need, priority and relative risk associated with all training interventions and requirements.

- 3.15 The approach to the construction of the Corporate Plan and strategy in the MSF group as illustrated in figure 2 draws on information from individual Departments and police Districts. Plans and requirements are established using a corporate uniform assessment model to determine need, priority and risk. Without this approach it is much more difficult for governance frameworks to effectively:
- consider and agree the relevance, priority and impact of strategic priorities for training and development;
 - consider and understand the relative priority and risk of a large and complex training requirement;
 - challenge and redefine the relative need, priority or risk associated with certain training requirements; and
 - determine and manage financial and other resources relative to the required priority and/or risks associated with individual and/or areas of training requirement.
- 3.16 Some of these issues were evident as Inspectors found that there appeared to be an assumption that what was

identified as mandatory training had to be provided as demand for it arose. Clearly, if this is the case and such an assumption remains unchallenged, the question of sustainability arises in the context of diminishing resources and rising demand.

- 3.17 In general, the majority of training undertaken by any organisation is that which is needed to maintain it. Typically, for a police service things like numbers of trained drivers, detectives (various skills), etc will need to be maintained. Some of these skills will indeed be mandatory in the way in which the term is applied by the PSNI, but not all to the same degree.
- 3.18 If the PSNI treats the majority of training provided by the college as mandatory, without applying some kind of risk analysis, then this category will almost inevitably grow. There could come a point where the proportion of training delivery is dictated in terms of content and leaves no room at all for training which is targeted to support specific NIPP strategic objectives. Indeed, there could come a point where mandatory training grows beyond the ability of the PSNI to deliver some of it at all. Should that point be reached it is relevant to ask whether some training is more 'mandatory' than other training.
- 3.19 Inspectors discussed the concept of risk assessment as applied to training priorities with a number of personnel. It was found that the concept is under-developed and consequently not applied with any




real efficacy. The main ‘risk’ that was identified to Inspectors was that which would result in ‘not delivering the training’. Primarily this would typically result in the need to seek more funding or alternative delivery methods to meet demand.

Inspectors recommend that a service-wide prioritisation and risk assessment process is developed to inform the Training Strategy, training priorities, the annual training plan, and the review and management of training provision and needs.

- 3.20 Once a robust risk and prioritisation process has been established, it is essential that this is applied at the most senior levels of governance. This places responsibility appropriately and avoids less senior personnel being put under pressure to deliver training on demand without proper governance. **Inspectors recommend any risk and prioritisation process should be the responsibility of the TSSG. Any risks identified which result in decisions to deviate from the training plan should be recorded together with mitigating measures for managing the risk.**
- 3.21 Inspectors also found that the PSNI does not have a corporate, consistently applied, formal ‘Skills Profile’ which is a common feature of the MSF group. This is a database for each District and Department which sets out the minimal skill levels required in each. It includes the numbers of people trained to do particular things; such as drivers at various grades and specialist

investigation skills. A skills profile exists in part already in relation to firearms. However, it does not appear to exist corporately across the range of skills or by way of District or Department.

- 3.22 Without a corporate skills profile, there is a risk that the service will deliver training unnecessarily which would impact on cost, efficiency and sustainability. **Inspectors recommend that having access to a skills profile would better enable strategic management of the training plan, avoid duplication, ensure that ‘maintenance’ training is minimised and free up some training capacity which may then be used to provide training to support specific NIPP objectives where necessary.**
- 3.23 **The Single Improvement Plan**
One of the products which emerged from the national improvement activities referred to earlier in this report was a Single Improvement Plan (SIP). This was recommended for adoption in all force training functions so that improvement activities could be collated and monitored through to completion. The SIP for the Police College forms part of the corporate HR SIP which contains more than 70 improvement actions.
- 3.24 The concept of a SIP as applied in the MSF group is that it facilitates both strategic and tactical oversight so that continuous improvement of training functions is easier to govern and drive through the Training Strategy. The primary purpose was to



encourage ongoing self-assessment and improvements to training. A SIP should enable all key stakeholders to refer to the same document and adjudge and respond appropriately. It was not intended that a SIP would be a repository for all the work which is allocated to the training function. Inspectors acknowledge that such work does need to be effectively monitored and collated and that completion of these pieces of work will improve training.

- 3.25 The PSNI SIP is mostly made up from recommendations of various internal and external bodies for example, HMIC, and in almost all cases represent challenging amounts of work to be undertaken. This means effective governance is essential. The SIP provided to Inspectors had not been kept fully updated and it was unclear how effective oversight of progress was being provided. For example, in many cases objectives had not been defined; there was lack of detail within the 'areas for improvement'; progress updates lacked detail and milestone dates were not identified or were incomplete; and the RAG system had been left incomplete.
- 3.26 Inspectors found that within the SIP there is reference to the PSNI intending to benchmark training costs against other forces. This had not yet been done and Inspectors believe that this intention should be reviewed to account for the two different costing models (PSNI and National).
- 3.27 Changes of the magnitude contained in the SIP will take significant time to conclude and are challenging. It is

vital therefore, that these large-scale pieces of work are separated into clear stages, with milestone dates which are kept updated, and an outline of next steps provided.

Inspectors recommend that the format of the current single improvement plan should be reviewed and amended to address the issues identified during the inspection. Any revised format should be accompanied by briefings in its use to key stakeholders and a single source for updating it identified.

3.28 Training which occurs outside of the College

The present inspection did not examine training which occurs in Districts or in Departments. Inspectors are aware that the College has improved linkages between District and Departmental trainers and itself in an attempt to achieve consistency of approach and product development. However, the extent to which this has been achieved was not subject to inspection.

- 3.29 Whilst it is recognised that training and development should take place across the organisation, not just within, or provided by the Police College, all such activity should be guided by the service Training Strategy and come under the remit and oversight of the corporate governance framework to ensure consistency and efficacy.

- 3.30 During inspection fieldwork, Inspectors were consistently made aware of training provision being initiated and delivered without



reference to the Training Strategy, or knowledge/approval of the existing governance framework and structures. This was described by the staff concerned as appropriate or expedient, reflecting a 'can do' attitude and within the gift of individual managers or senior officers.

- 3.31 Much of the training delivered without remit to the Strategy represented potentially legitimate or genuine training needs. For example, training delivered to Districts in response to substantially increased risk assessment. However, the initiation of training without corporate oversight, or reference to strategic and corporate priorities is likely to produce unfocused use of training, excessive and unsustainable demand. This decreases the ability to effectively manage available resources.
- 3.32 This was confirmed in the concerns expressed by managers regarding their ability to meet an ever increasing demand for training, and by District Commanders' concerns regarding their ability to continue to release officers and staff for training with the attendant impact on their operational and financial resources. Police officers who are taken away from Policing with the Community to undertake training should be assured that the training is absolutely necessary, is timely and will improve their ability to deliver policing services. Additionally, there were examples of substantial amounts of training resulting from the introduction of new equipment, processes or changes to procedures which again did not appear to be affected by, or accounted for within

the Strategy or the governance arrangements.

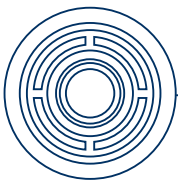
- 3.33 It was confirmed that the collection and collation of training needs and requirements together with the delivery of local training was the responsibility of district heads of HR. However, since Districts were restructured the focus has not been on training. Therefore, the ability of the organisation to efficiently co-ordinate all its training activity and effectively manage or fully account for the total cost of training within the organisation, has been inhibited. Senior leaders in PSNI expect these issues to be addressed in the near future by better engagement with Districts and Departments and a request from NIPB to the regional Assistant Chief Constables (ACCs) for more information on training provision at District level.
- Inspectors recommend that what is required is a Training Strategy that is truly corporate, encompassing all training as recommended, whilst enabling devolved training in Districts and Departments under a robust governance framework.**

CHAPTER 4:

Future strategy development



- 4.1 The current Training Strategy outlines many contextual factors – both existing and anticipated. Each one of these is significant in its own right and in any future Strategy they need to be dealt with having taken into consideration recommendations and suggestions made in this inspection report. Any revised Strategy needs to articulate the issues systematically and consistently, and spell out what processes and governance arrangements will be adopted to deal with each issue. **Inspectors recommend that any revised Strategy should give less prominence to contextual constraints, with greater emphasis on the approaches which will be applied through the Strategy to meet the challenges the PSNI is facing.**
- 4.2 In developing its future Training Strategy PSNI should ensure that it more effectively engages the wider organisation, recognising and engaging with key stakeholders in a way which ensures their ‘buy-in’ and that they take responsibility for helping to develop an effective Training Strategy. The current Strategy had been widely consulted on but engagement with Districts and Departments was patchy both in timeliness and quality of responses. To achieve better service-wide engagement with the process, Inspectors suggest the approach should be personally and robustly led by a senior member of the Chief Officer team. At all key stages of its development, the Strategy (and the importance of it) should be communicated to key stakeholders, officers and staff. The PSNI should ensure that everyone with the responsibility of contributing to the Strategy does so in a meaningful way. **Inspectors recommend that ownership and delivery of the Strategy should become a corporate responsibility, with the Police College seen as integral rather than solely responsible for it.**
- 4.3 The format, language and size of the document had inhibited the ability of the majority of managers, officers and staff to readily access or understand the relevance of the Strategy in relation to front-line service requirements and issues. **Inspectors recommend that any revised Strategy should include a summary document to communicate key priorities and messages to stakeholders and to provide easy and practical reference for line managers, supervisors and staff.**



4.4 Inspection fieldwork and analysis indicates that the principal internal and external issues which are likely to impact on the continuous implementation and development of the Strategy are:

1 Governance and management structures – the issues have already been explained in Chapter 2 of this report.

2 Corporacy of approach – this will require the Training Strategy to have less focus on College activities, ensuring that all training activities and the management of them, are subjected to the same processes with transparency and accountability.

3 Needs analysis – the PSNI will need to significantly strengthen the management information systems which enable demand to be controlled. Principally the development of skills profiles to avoid duplication and unnecessary, wasteful delivery of training. This is a significant undertaking, but may be incremental in its development. Initially, the focus should be on ‘core maintenance’ skills thereafter becoming increasingly sophisticated.

4 Managing demand – the application of a consistent prioritisation process to all training activity and requirements is needed to ensure training is focused to achieve optimum benefit for the organisation and the communities it serves. It is as important to decide which training will not be undertaken as well as that which will.

5 Resource and cost management – full understanding of the total training provision together with its cost, and evaluation of its impact and quantifiable benefits, is needed to ensure effective management and return on the investment made.

6 Partnerships and Communities – positive development of partnership working with clear identification of internal and external partnerships, together with supporting processes for their establishment and operation. Further development of community interaction with the Training Strategy through initiatives such as the PLAC.

All of these categories, but especially identification of needs, managing resources and assessing demand are especially important in the uncertain training environment posed by an impending move to a new Public Service Training College at Desertcreat, Cookstown.

4.5 It is Inspectors’ assessment that the current Training Strategy is at least partly a reflection of uncertainty over the planned move of the College to a new site. It is difficult to plan and develop strategy for the future when the future is so uncertain. At the time of inspection fieldwork, senior managers raised the issue of the effect on current Police College resources and on staff of the planned move to Desertcreat. Uncertainty had affected training staff whose outlook was that they may not be remaining as part of the training establishment if the move happened, or that they may be faced with the prospect of a long daily commute. At the time of drafting of this report



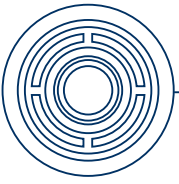
Inspectors were made aware of work being undertaken with staff to prepare for the transition from the current College site at Garnerville to a new site.

including projecting future resource and cost management issues. A revised Strategy must properly take account of these issues with the move to a new site being planned for 2012.

4.6 The current strategy attempts to set out what the future training landscape may look like. Although training of Student Officers is only part of the picture, one assessment of annual recruit numbers is that they are projected to fall from the current 440 officers to around 50 after 2011. This will obviously have a knock-on effect in later years as the numbers of officers requiring further skills, crime, operational, and management training begins to reflect the size of the service post 2011. The proposed new public service college was not part of the remit of this inspection except for:

- the assessment of internal and external factors on its continuous implementation and development; and
- whether the strategy was adaptable and flexible enough to account for future developments.

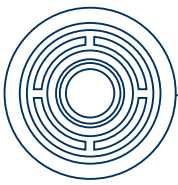
4.7 The key recommendation of this report and the internal review conducted by the PSNI effectively makes redundant the assessment of whether the Strategy was flexible enough to account for future developments. **Inspectors recommend that in any revised Strategy the PSNI should, in partnership with the NIO, NIPB, and its public service college partners (Fire & Rescue Service and Prison Service) seek to clarify as much as possible the future need and demand,**



Section



Appendices



Appendix 1: Methodology

This inspection commenced in May 2009 with an initial visit to the Head of Learning Support and Lead for Strategic Development at the Police College. Analysis and fieldwork were carried out during July, August and September. During the initial phase of preparation for the inspection CJI learned that the current Training Strategy (in line with others) was subject to internal strategic review this year. Inspectors agreed with PSNI and the NIPB that the present inspection should be used as a vehicle to inform future improvements to the Strategy, rather than simply present a summative assessment of it.

The inspection used a combination of methodologies including completion of pre-site visit questions by the PSNI and analysis of these, desk-top reviews of documentation, one-to-one interviews and focus group interviews. A range of stakeholders were consulted, including managers within the Police College, District Commanders, senior personnel with responsibility for corporate development and procurement, the Northern Ireland Policing Board and members of the Chief Officer Group.

The following roles within the PSNI were consulted:

- Head and Deputy Head of Training;
- Head of Combined Op Training;
- Head of Crime Training;
- Foundation Training representatives;
- Head of Corporate Development;
- Head of Procurement Unit;
- Head of Learning Support (incl Evaluation Services);
- District Commanders;
- Deputy Chief Constable;
- Lead for Police College Strategic Development;
- Director of HR;
- ACC Chair of TSSG.

Key stakeholders consulted:

- NIPB lead and deputy for Learning and Development;
- NIPB Chair HR Committee;
- NIPB Vice Chair HR Committee;
- NIPB Acting Chief Executive/Head of External Relations.



The following documentation was examined:

NIPB and PSNI Policing Plans 2008 – 2011 and 2009 – 2012;
Completed Pre-site visit questions supplied to PSNI by Inspectors;
Northern Ireland Police College Training and Development Strategy Consultation;
Business Planning process 2009/10;
PSNI Corporate Risk Register;
PSNI Police Quality of Service Commitment Steering Group Minutes;
TSSG minutes and report on revised role;
HMIC Baseline reports;
The Good Governance Standard for Public Services;
The Independent Commission on Good Governance in Public Services;
Home Office guidance on Police learning and development plans;
NIPC Training Development Strategy 2009-2012 (Final Version);
Northumbria Police Training Strategy;
Police Learning Advisory Council Minutes;
S.Yorkshire Police Training planning process;
Cleveland Police Corporate Governance report; and
Policing Plan Greater Manchester Police;



Appendix 2: Terms of reference

Terms of reference for inspection of PSNI Training Strategy agreed with the PSNI and shared with the Northern Ireland Policing Board in August 2009.

Introduction

Criminal Justice Inspection proposes to undertake an inspection of the PSNI Training Strategy. The current strategy covers the period 2009-2012 and incorporates an annual business plan. PSNI assert that the Strategy aligns with the Northern Ireland Policing Plan and is compliant with Home Office (HO) circular 10/2007 which guides the development of police learning and development business plans.

In general terms the inspection will focus on the three main elements of CJI's inspection framework as they apply to the PSNI Training Strategy. The Strategy will be assessed as regards Leadership and Governance; Delivery and Outcomes (or projected outcomes). Its compliance with existing guidelines and relevant standards such as HO circular 10/2007 will also be evaluated.

Context

PSNI have provided the current Training and Development Strategy incorporating the business plan 2009 – 2012. Current and anticipated issues impacting on the Training Strategy have been identified by the PSNI as:

- Continued need for delivery of mandatory training;
- Anticipated reduced recruitment of police officers 2010 – 2011 and the environmental changes associated with this;
- Reducing budgets from the Comprehensive Spending Review (CSR) and end of Patten funding;
- Expansion of e-learning;
- Continuous Professional Development (CPD);
- 20:20 vision – Value for Money Establishment review;
- Losses as a result of Patten severance arrangements (up to end of March 2011);
- Move to combined Public Service Training College (2012);
- Training required to deliver on national commitment to policing for London Olympics 2012;
- The work of the Strategic Review Team and a new vision for policing;
- The effects of the 'policing' green paper "*From the neighbourhood to the national: policing our communities together*"; and
- The need to deliver Policing with the Community consistently and effectively.

It is accepted that the current Strategy will be a developing document in the light of the work of the PSNI Strategic Review Team. The inspection has been designed to assist in the continuous development of the Strategy and to contribute through recommendations to that process. A pre-inspection meeting with the Head and Deputy Head of the Police College will further inform the development and agreement of this document.



Aim and objectives of the inspection

The aim of the inspection is to assess the PSNI Training Strategy and its linkage to related strategies and plans.

The objectives of the inspection are to:

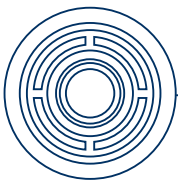
- Provide an overall assessment of the PSNI Training Strategy and its impact and outcomes (actual and anticipated);
- Provide an assessment of the governance of the Strategy;
- Identify and assess the impact of internal and external factors on the continuous implementation and development of the strategy;
- Assess the adaptability and flexibility of the Strategy to account for future developments; and
- Where appropriate make recommendations aimed at strategy development based on evidence and relevant contextual factors.

Methodology

The following methodology is proposed.

The PSNI will be invited to conduct a pre-inspection questionnaire against the 10 areas identified below within the overall CJI assessment framework. This completed questionnaire should be presented to CJI by 7 August 2009 and will form the basis for final development of this draft terms of reference document, hypotheses, and further pre-inspection documentation required, and of specific inspection questions. The questionnaire should be evidential based and should make judgements on where the PSNI is with regard to the Training Strategy. Evidential material should be included along with the questionnaire together with any other supporting evidence of activity that is relevant to the inspection. Evidence from the questionnaire and other research and consultation will be used to formulate specific question areas prior to inspection fieldwork.

Inspectors will conduct the fieldwork visit commencing 18 August. The initial assessment period will be of two days duration and will be conducted by two teams of two persons from CJI with appropriate external support. Fieldwork will consist of a series of semi-structured interviews with key officers and staff who can provide informed comment on the Training Strategy. Strategic level interviews will be conducted with the HR lead, the Head of the Police College, the Head of Operational Programmes, and the Head of Investigative Training. Inspection visits will be conducted in the Police College and individual interviews will be conducted with those officers responsible for the Training Strategy. District Commanders will also be interviewed as part of a focus group of stakeholders of the strategy. Additional interviews will be conducted with relevant members of the Northern Ireland Policing Board and the NIO. A draft framework for an inspection fieldwork programme of interviews will be prepared in partnership with staff at the PSNI Inspection and Review Department and agreed in advance. Evidence from all of the interviews will be used to assess the validity of the PSNI response to the questionnaire and to check other qualitative data gathered during the inspection process so that Inspectors can begin to make judgements about PSNI progress with the Training Strategy.



Inspection criteria

The following areas of assessment have been identified within the overall CJI inspection framework of: 'Leadership and Governance'; 'Delivery'; and 'Outcomes'.

Evidence which demonstrates the process by which the PSNI has undertaken the alignment of the learning and development strategy to the Northern Ireland Policing Plan (NIPP).

Evidence of the extent to which the learning and development Strategy has been subjected to formal risk assessment.

Evidence which demonstrates how the learning and development strategy has been implemented and applied.

Overview of:

- Governance arrangements which ensure that the Strategy is applied across the whole organisation.
- The composition of all formal groups involved in the management of learning and development.
- Evidence of how and the extent to which these groups have utilised the Strategy to influence practice and performance of learning and development within PSNI.

The extent to which the governance arrangements are effective in exercising strategic control of all training across the whole organisation including:

- Details of how the learning and development function (College, DCU's, and Departments) reviews the extent to which its strategic outcomes are achieved.
- Details of training delivery partnerships which exist.
- The monitoring arrangements for the current learning and development improvement plan and how this supports the learning and development Strategy.
- Arrangements to adapt the Strategy in a changing policing context.

Evidence of how the current Training Strategy has impacted (or is impacting) on the effectiveness of learning and development within the PSNI.

An overview of the progress to date of:

- The partnerships Sub Group of the PLAC.
- Development of programmes targeted at police staff.



Design and planning

Preliminary research work has been carried out which has identified relevant Home Office standards and guidance for learning and development strategies in the rest of the UK. Preliminary contact was made with the author of the PSNI Training Strategy and the Head of Learning Support at the Police College. The current PSNI Training & Development Strategy has been examined. CJI identified appropriate support for this inspection which will be provided by the former lead HMIC officer for inspections of training and by the current Head of Training at Lancashire Constabulary, mainly in an oversight and advisory role.

Delivery

The major stakeholder identified for this inspection is the NIPB. Once this document has been produced in final draft form it will be shared with the Board for comment as per the CJI/NIPB Memorandum of Understanding. Relevant members of the Board and staff will be interviewed as part of the inspection process to determine the degree of connect between the PSNI Training Strategy and the Northern Ireland Policing Plan and other relevant plans and policies.

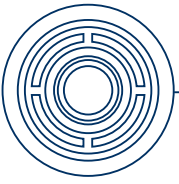
At the emerging issues stage of the inspection (anticipated in September) an appropriate method of informal feedback will be agreed with the PSNI and this will be presented. At this stage the NIPB will also be consulted to ensure that there is no duplication of the work they have already commenced with the PSNI in this area. The drafting of the inspection report will commence once all relevant information has been analysed and regular contact will be maintained with the PSNI and the NIPB to allow for early accuracy checking of data.


Reporting and action plan

A draft inspection report will be produced during October 2009 and will be circulated in confidence for accuracy checking to the PSNI. CJI proposes that the PSNI should respond formally to the report in the form of an Action Plan. If an Action Plan is produced within the timescales available CJI would publish it alongside the final inspection report in November/December 2009. If this is not possible in the timescale available, once agreement is reached on an Action Plan CJI would be pleased to publish it on our website as an update to the inspection report. CJI does not inspect NIPB therefore will not be making recommendations as to its activities. However, should the inspection report make any reference to the NIPB or any relevant work it is undertaking with the PSNI, it will be shared with the Board for comment and for factual accuracy checking.

Publication and Closure

Following factual accuracy checking and internal CJI QA processes the final draft inspection report will be sent to the appropriate Minister seeking approval to publish. Once permission to publish has been received from the Minister a date of publication will be identified by CJI and communicated to the PSNI and other relevant agencies. A report and covering letter will be sent by CJI to other agencies identified as needing sight of the report prior to publication. A press release will be prepared by CJI and will be shared with PSNI and NIPB prior to laying the report before parliament and final publication.





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