

4 DOCTRINE AND LEARNING REQUIREMENT

4.1 The National Centre for Policing Excellence (NCPE) is charged with developing and maintaining the doctrine for policing on behalf of the service. Within the policing context NCPE defines doctrine as ⁷

“What we do and how we do it best... it is the heart of defining standards, raising professionalism and influencing standardisation of practice”.

4.2 Operational policing within the CBRN arena is dependent on good quality training to support operational performance. The function, and therefore the training requirement, must be driven by a clearly defined and articulated national learning and development strategy (which is underpinned by doctrine) and owned by the service through the ACPO Portfolio holder. At the start of the inspection doctrine and strategy had not been developed, other than the high level direction provided by

4.3 Without a nationally agreed learning requirement identified through doctrine, there is a danger of ineffective and inefficient training which does not support the operational requirement and in turn the National Policing Plan⁸.

4.4 Application of the doctrine, strategy and Integrated Competency Framework (ICF)⁹ will enable the identification and development of the ‘National Learning Requirement’.

4.5 Since 2002 there has been an ACPO agreed and led national commissioning process, which identifies the design and delivery requirements for new learning. This process should ensure that the agreed work, which is typically undertaken by CENTREX (and therefore NCPE), is properly identified, appropriately commissioned and supported by ACPO. Whilst the implementation of the learning requirement process postdates the establishment of the Centre, it requires the development of doctrine as the core building block for CBRN training.

⁷ Horizons (CENTREX Journal) issue 10 September 2004 page 18 Assistant Chief Constable Ian Humphreys Director of NCPE.

⁸ Home Office 2004 National Policing Plan 2005 – 2008

⁹ The ICF is a collective term for the suite of National Occupational Standards, National Competency Framework and Personal Development Review process. It is managed by Skills for Justice

4.6 HM Inspector is pleased to note that as part of the ORP, the CBRN Operations Centre, based at Ryton, has at one of its key objectives the development of doctrine and tactics, in coordination with NCPE. Work on the doctrine is well advanced, and will be a key ingredient in the provision of relevant and timely training.

5 DELIVERY

THE CENTRE

5.1 anticipated the Centre achieving national Centre for Excellence status for the delivery and supervision of all CBRN training, research development and procurement for the police service. HM Inspector does not consider that the Centre has historically operated at that degree of proficiency.

Purpose

5.2 There has been a worrying lack of clarity as to the purpose of the Centre. The Centre has responded to requirements from ACPO TAM and CTID by producing additional CBRN training courses. This approach has lacked strategic oversight and planning. For example the Centre has additionally developed and provided courses for Gold and Silver commanders, firearms, crime scene investigators and search officers without the benefit of doctrine, inter-course linkage and a Learning and Development strategy for the subjects and for the Centre. The high level work to develop a new CBRN structure resulting in the creation of the CBRN Operations Centre, and including the development of doctrine, will now provide for a clear purpose and function for the Centre at Winterbourne Gunner.

Facilities

5.3 The Centre is situated on military land at the Defence CBRN Centre and comprises a number of 'Portakabin' units giving an appearance of being semi-permanent. HMIC recognises that the current building footprint cannot be increased. The Centre is suitably located and benefits from the security and freedom to practise training that a military establishment provides. It is in close geographical proximity to other related CBRN community installations and has the ability to communicate electronically with other parts of the CBRN family, including forces.

5.4 The domestic accommodation has improved with the addition of a first floor to the accommodation block however messing facilities for learners are at best adequate.

This has resulted in the renting of additional classroom facilities from the Defence CBRN Centre. Once there is suitable clarity as to the purpose of the Centre, there should be further consideration of investment of resources in order to support the vision of Centre of Excellence and to support current and future training delivery methodology.

Organisational Structure

5.5 Direction, guidance, management and resourcing of the Centre is the responsibility of the management board co-chaired by the HO with operational input from ACPO TAM¹⁰. The lack of an overarching organisational strategy to support the business of the Centre and an annual business plan has provided the opportunity for strategic drift, exacerbated by the lack of effective organisational leadership and direction to the Centre.

5.6 HMIC additionally identified a number of concerns and weaknesses relating to the training management framework in place at the Centre and a lack of engagement with the national police-learning framework (NPLF). Many of the concerns identified during the inspection together with more effective use of support services, resources and expertise will most effectively be addressed through locating the Centre organisationally within the total CT structure under ACPO TAM and the Capabilities Board. Such a result must, however, ensure the continuing ability of Police Authorities to exercise their governance and scrutiny function in respect of police forces' activities to sustain effective CBRN training.

Recommendation 1
HM Inspector recommends that by not later than April 2007 the Centre be organisationally located within the Capabilities Board area of responsibilities, under ACPO TAM.
Benefit: Medium Gain
Penalty: Medium Risk
Investment: Nominal Investment

Staffing and Skills

5.7 The operational input to the Centre is provided by the CBRN sub committee, which reports to ACPO TAM. HM Inspector was pleased to see the portfolio moving into the long term 'part time' charge of the nominated ACPO portfolio holder, establishing sustainable operational leadership and management for the Centre at ACPO level. The incumbent is to be commended on the work he has done

There are clear

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Association of Chief Police Officers Terrorism and Allied matters Business Area.

benefits derived from strong stable leadership in such a critical area of police business and the current and future demands of the role are significant. HM Inspector knows that this role will be better supported by the full time post holder who has now been appointed, and congratulates ACPO on its vision and commitment in this regard.

5.8 The Centre is under the command of the SPO who is supported by a Chief Instructor responsible for overseeing the training and day to day issues. These posts are complemented by two inspector rank police officers responsible for training design, development, and quality assurance together with internal and external delivery. The training teams are made up of sergeants, constables, and police staff who undertake a variety of training functions including design and delivery. The Centre is supported by a number of administration staff including those responsible for research, development, and procurement.

5.9 The pressures exerted on the Centre post 9/11 to meet targets resulted in the recruitment of some staff with no trainer skills and/or with little subject matter knowledge. The situation today is that the majority of instruction at the Centre is delivered by officers of constable and sergeant rank. Higher order courses are resourced from members of the Senior Management Team and outside subject matter experts. There is a variety of instructor held qualifications ranging from NVQ to graduate level. The historical context of the Centre has left a legacy within forces visited by HMIC that staff with differing levels of trainer skill have operated in the classroom environment at the Centre with no apparent understanding of the qualitative output achieved. Learners on many occasions suggested that:

“...the instructors were only perhaps a few pages further on in the book than ourselves.”

The Centre is now addressing this shortfall. It must ensure that there is a proper staff selection process for the various identified roles at the Centre. This must be based upon the relevant national role profiles for the posts, and will require a skills mapping exercise to be undertaken. In the case of trainers this will include compliance with the nationally agreed role profiles, qualifications and vocational competence for trainers developed by Skills for Justice.

Recommendation 2
HM Inspector recommends that by October 2007, led by the ACPO Portfolio holder, a robust skills mapping exercise including vocational competence is undertaken to establish the staffing requirements and identify the skills gaps of the Centre and action taken to address skills deficiencies.
Benefit: High Gain
Penalty: Medium Risk
Investment: Nominal Investment

5.10 The picture presented by the Centre is of a harmonious motivated and skilled workforce. However HMIC found a clear delineation between the administration, training staff, and middle management, reinforced by the hierarchical layout of the Centre possibly further influenced by the military culture in which the Centre operates. HM Inspector suggests that the SPO considers how to counter the impact of this military practice on the staff within the Centre in consultation with the military management of Defence CBRN Centre.

Partnerships and Multi-Agency Operation

5.11 It is essential for the ethos of multi-agency working to be mirrored within the training environment. This is partly enabled by the establishment of senior Fire and senior Ambulance officer posts at the Centre. But they are currently outside the professional line management of the SPO and as a consequence answer to different organisations as liaison officers. If the vision for the Centre is to become a truly multi-agency Centre of Excellence in all matters related to CBRN then this organisational aspect has to be changed, thereby creating a harmonised management approach. HM Inspector is in discussion with the Fire and Ambulance Services to assess the scope for better integration.

5.12 It may be, in due course, that the Centre could move to a truly multi agency organisation reflecting the operational reality of the partnership response to major incidents. This will require a partnership approach across a number of government departments. There are clear benefits in a more transparent and focussed line management process to achieve effective multi agency training and to that end any cultural government department barriers should be overcome.

5.13 There are good informal personal relationships between the Centre and external agencies, including the Defence Scientific Technical Laboratory (DSTL) and the Health Protection Agency (HPA). This involves the sharing of information and subject matter experts inputting into courses, particularly at Command level. These relationships however are not formalised but should be so for the future benefit of the service.

Client/Contractor Issues

5.14 It is a fundamental tenet of police training that the requirement and delivery should be driven by a clearly identified client/contractor split of responsibilities. The client is responsible for identifying and commissioning the requirement. The client should be satisfied that there is an effective quality assurance process in place and that high-level impact evaluation is carried out. The contractor is responsible for the provision of a QA process and the delivery of the curriculum. The clear delineation of roles ensures that the client's requirements are met and the contractor is responsive to the client's needs. The current situation is that the contractor is the Centre. The client is represented by ACPO TAM because of the criminal involvement in a deliberate CBRN incident. There are, however, a number of committees involved in the police related CBRN field and the potential for confusion exists in respect of the work requirements of the Centre. The differentiation of roles between the client and the contractor needs to be maintained in order to facilitate a proper client/contractor relationship.

5.15 The report 'Managing Learning'¹¹ (HMIC 1999) and subsequent reports and HO circulars has enabled the development of a National Police Learning Framework for the service. This includes governance structures and process structures referred to as 'Models for Learning' which encompass guidance and information relating to performance needs analysis, learning needs analysis, design, delivery, QA and evaluation. It is the basis of all police training that it effectively drives performance.

5.16 The NPLF includes a business planning annual cycle based on the fiscal year. This includes the production of a training plan that is informed through an intelligent client interface, which is fully costed and signed off by its client base through the offices of ACPO.

5.17 HMIC has seen a strategic five year business plan for the Centre, submitted to the Home Office. The document is a series of activities rather than a plan and does not comply with HO circular 44 of 2005¹² or previous HO guidance on the planning of training. Amongst other things HO Circular 44 of 2005 outlines the requirement for a costed training plan, which requires that priorities are set and resources are allocated efficiently. Furthermore, it identifies the component costs of the training, prompts questions, investigation, analysis and identifies possible actions to improve delivery. The Circular also includes the requirement for a continuous improvement plan set against the overarching purpose of the organisation. This circular will inevitably be further revised, but CBRN training needs to be planned and delivered in line with the latest guidance emanating from the Home Office or NPIA.

Recommendation 3
HM Inspector recommends that by October 2007 the Centre, informed by the intelligent client user forum, complies with the strategy and business planning process contained within relevant Home Office or NPIA circulars.
Benefit: High Gain
Penalty: High Risk
Investment: Nominal Investment

Compliance with National Learning Standards

5.18 The Centre currently works in isolation from, and outside of, the NPLF and is therefore unable to benefit from the framework. This situation leaves the Centre bereft of guidance from authoritative documents and processes, in particular the Police Learning and Development Executive ¹³ 'Models for Learning'. HM Inspector refers back to recommendation one. Bringing the Centre properly within the remit of the Capabilities Board area of responsibilities, under ACPO TAM will remove the

organisational uncertainty, but the Centre will need also to conduct its business in accordance with national standards for learning and development.

5.19 Following the development of the national learning strategy and the national learning requirement there is a need to put in place a Performance (PNA) and Learning Needs Analysis (LNA) in order to tailor specific learning to requirement. There is a pressing need for a thorough LNA to be undertaken that will support all those involved in the area of CBRN activity, from 'First Responder' to 'Command Band' learners and laterally across specialist functions such as search, firearms and crime scene investigators. The intelligent client needs to identify the course portfolio and course content required in order for the Centre (the contractor) to deliver to the client's requirements.

Recommendation 4
HM Inspector recommends that by January 2008 the ACPO portfolio holder undertakes a properly structured and systematic learning needs analysis for CBRN roles, to inform the 2008/9 costed training plan.
Benefit: High Gain
Penalty: High Risk
Investment: Nominal Investment

Silver Command Courses

5.20 The Centre commissioned a private company ESA (UK) Limited to carry out a learning needs analysis for the Silver Command Programme. The rationale was to:

"...improve the Silver Command Programme to meet the needs of the user community and provide a complementary programme of training to the existing Bronze and Gold Programmes."¹⁴

HMIC is pleased to note the commitment and leadership shown by the Centre to improve matters in this critical area.

5.21 The LNA for the Silver Command Programme was carried out in an efficient, effective and robust manner and concluded with twenty-two recommendations, aims and learning outcomes. For example:

“...the aim and learning outcomes of the course should reflect the views of stakeholders... That the knowledge components of the course be developed based on material provided by subject matter experts.... and redesigned by learning specialists in a distance learning format.”

A list of the recommendations is at appendix (C)

5.22 HM Inspector personally observed a Silver Command course recently held at the Centre. He is satisfied that considerable work has gone into taking forward many of the recommendations of the ESA report. It will, however, be important to give due attention to all aspects of the evaluation, and ensure that those relating to quality assurance issues are properly addressed.

Recommendation 5
HM Inspector recommends that the ACPO portfolio holder implements as appropriate all recommendations of the Silver Command LNA.
Benefit: High Gain
Penalty: High Risk
Investment: Nominal Investment

Delivery Models and Instructor Skills

5.23 In the absence of a learning strategy, the Centre has adopted a three-tier delivery model for first responder training. The first tier was the historical training of first responders at the Centre, by Centre staff. The second tier is the delivery of training by Centre staff, either in force or regionally. The third tier is the delivery of training on a force or regional basis, by staff who have been trained to be CBRN instructors by the Centre. Decisions as to delivery methodology have to date been intuitive rather than strategic and informed, with a strong reliance on Centre based classroom instruction. This method has expanded to include regional and local training delivery. Additionally the Centre has developed a model of training local

force instructors and force support officers to support local and regional training based on classroom instruction.

5.24

the inspection found that the methodology has been developed in isolation and without sufficient rigour in the quality assurance processes to support the methodology. This is the anticipated effect when the learning and development is delivered without the benefit of an underpinning strategy. The Centre has identified this issue and has established a new 'Instructors Course', which is accredited to the BA/BSc Security Management course through the Institute of Criminal Justice Systems at the University of Portsmouth, together with BSI endorsement. This displays an enthusiasm and desire to bring greater rigour to the work of the Centre and to progress the current course portfolio. It should be noted, however, that the Instructors Course accreditation requires students to submit a significant academic reflective essay to obtain the endorsement. Furthermore, the balance of the accreditation is towards the academic work and not the content of the Instructors Course provided by the Centre, which is little more than a repeat of the First Responders input which contains little if any input related to teacher/trainer education.

Recommendation 6
HM Inspector Recommends that by December 2007 ACPO undertake a Performance Needs Analysis of the instructors' course to ensure it is fit for purpose.
Benefit: High Gain
Penalty: High Risk
Investment: Nominal Investment

Course Attendance, Quality and Development

5.25 Courses have selection criteria for attendance, which forces infrequently apply. This results in a diverse student knowledge base requiring the Centre ideally to take cognisance of the different levels of ability within the classroom setting, something that in practice is very difficult. The Centre should take a more active role in ensuring that only those correctly identified, qualified, and briefed should attend the Centre.

5.26 In addition to varying levels of learner knowledge, all learners have different learning styles. These factors should be taken account of, acted upon by the instructors, and facilitated in a variety of ways including a range of delivery methods. There is a high level of reliance on didactic style teaching reinforced by power point and video. The inspection identified that recourse to a facilitative style of learning is not allowed. All learning materials are loaded onto a computer by staff responsible for learning and development at the Centre.

5.27 The ALI report suggests that learners, (from the observations carried out) appear to learn well. It should be noted, however, that the Common Inspection Framework¹⁵, under which the ALI Inspectors comment upon the 'learner experience', does not require such Inspectors to be privy to the higher curriculum documents and management processes that are the basis of the training delivered.

5.28 The inspection identified instances where forces had provided feedback and suggestions for curriculum development. It was apparent, in the view of those providing the feedback, that the Centre sometimes ignored their suggestions. HM Inspector became aware during the inspection process of frustrations of some staff at the Centre that their subject matter knowledge was not being taken into consideration in the development of the curriculum. The gatekeeper in the feedback process appears to be at middle management level at the Centre. Therefore, to address the issues identified here and previously in paragraph 5.12, there should be an early review of structures and processes at the Centre to ensure that there are no disablers to effective communication both internally and externally.

Recommendation 7
HM Inspector recommends there should be an early review of structures and processes at the Centre to ensure that there are no disablers to effective communication both internally and externally.
Benefit: Medium

¹⁵ An inspection framework used by the ALI.