

# HM Inspectorate of Constabulary

Inspection Report

PNC Training Matters



A Report by Her Majesty's Inspectorate of Constabulary

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# PNC Training Matters

## Organisations Inspected

Police Forces in England and Wales and CENTREX (Police Information Communications Technology Training Services) ICT and PNC Training provision, Leicester

## Dates of Inspection

January to April 2005

Robin Field-Smith MBE MA FCIPD FCI  
HM Inspector of Constabulary (Personnel, Training and Diversity)

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# Foreword and Acknowledgements

This report is the result of an inspection that has primarily focused on the quality of training for the Police National Computer (PNC), and its applications within the police service. The inspection has also considered the wider application of IT training within the service, which is referred to later in the report.

The report is in 8 parts:

1. Introduction,
2. Methodology,
3. The Police Service,
4. Individual Forces,
5. CENTREX and PICTTS,
6. External Providers
7. The Future
8. Appendices
  - A Smart criteria for recommendations
  - B List of recommendations from report
  - C Adult Learning Inspectorate report
  - D List of matters identified during the 2002/03 inspection

Recommendations made within the report have been written in a 'SMART' format and include identification of ownership, time scales, risk assessment and costing. Details of the criteria for each of those categories can be found at appendix A.

The report has been written at a time of considerable change for the Police Service with the forthcoming implementation of the National Police Improvement Agency (NPIA) and the realignment of strategic responsibility for training currently held by the Police Training and Development Board (PTDB). The report has attempted to accommodate the future developments in these areas but should be read in the context of the developing new structures and responsibilities.

Foreword and Acknowledgements

## Acknowledgements

Her Majesty's Inspector is grateful for the support and assistance provided by the staff of CENTREX and also the Forces involved in the inspection process in providing data, documents and facilities to support the inspection process.

He is also grateful for the assistance of the team who undertook the inspection work as follows: Forbes Gallagher HMIC, Lynne Scott- Morgan HMIC, Ashley Cooper HMIC, Teresa Sears HMIC, Lucy Smith HMIC and Angela Roe of the Derbyshire Constabulary. He is also grateful for the assistance and support provided by Nicholas Gadfield of the Adult Learning Inspectorate to the inspection team.

# Introduction

## Chapter

# 1

# 1

- 1.1** The intelligent use of Information Communication Technology (ICT) processes such as the Police National Computer and systems developed under the oversight of the National Strategy for Police Information Systems (NSPIS) is a critical function in supporting operational policing. Such use is enabled by the equipping of police officers and staff with the necessary skills to operate the systems effectively. Thus the quality of training has a significant impact on whether it is being optimised.
- 1.2** Central to ICT and PNC training in the police is The Police Information and Communications Technology Training Service (PICTTS), a unit of the National Centre for Policing Excellence (NCPE), which in turn is a business area of CENTREX<sup>1</sup>. The functions of PICTTS are to:
- Train ICT and PNC trainers and accredit PNC trainers
  - Produce PNC courses in a modular format
  - Act in a consultative role for NSPIS developments
  - Act as a standards body for ICT and in particular PNC training for police services

Forces complement PICTTS activity by delivering training locally to their own staff on national and local systems, using trainers who have been trained and accredited by PICTTS.

- 1.3** PICTTS was formed as an amalgam of two National Police Training units, NSPIS and the Public Safety Radio Communications Project (PSRCP) Training Development Unit, previously located at Bramshill, and the PNC and IT Training Services located in Leicester.

PICTTS was originally located at Leicestershire Police Headquarters, but in 2002 the administration function of the unit was relocated to separate premises, some three miles away. Later during 2002 the classroom facilities at Leicestershire Police HQ were vacated and a limited classroom facility was developed at the PICTTS unit.

<sup>1</sup> CENTREX is the trade name for the 'Central Police Training and Development Agency'

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Chapter 1

Introduction

- 1.4 Her Majesty's Inspector of Constabulary inspected PICTTS in 2002/3. This work was undertaken as a result of concerns about the accuracy and timeliness of data being inputted onto PNC and also because of concerns expressed regarding the requirement to use accredited PNC trainers to train staff in forces on PNC applications.
- 1.5 The findings of the report were not published, but subsumed into the subsequent whole organisation inspection report of CENTREX<sup>2</sup>. The findings were disseminated to the appropriate organisations in order that areas for development could be addressed. A full list of the issues identified during the inspection is at appendix D.

2 Central Police Training and Development Authority 2003 Inspection ISBN 1 84473 128 6



# Methodology

## Chapter

# 2

# 2

- 2.1** The first stage of the recent inspection process consisted of a review of key documents, many of which had been supplied by PICTTS and CENTREX. The information obtained from these documents informed the early stages of the inspection process and the issuing of a data gathering questionnaire supplied to all forces and external agencies.
- 2.2** The questionnaire was produced in a draft format agreed by the inspection Reference Group<sup>3</sup>. The questionnaire was piloted before being circulated to all Home Office police forces in England and Wales and to 12 external organisations. 31 responses were received from forces and 2 from external organisations.
- 2.3** The information from the questionnaires was used to identify eight Home Office forces for fieldwork visits. The process for identifying these forces included consideration of the following criteria:
- Size of the Force – staffing levels
  - Geographical location
  - Forces visited during the 2002/3 inspection
  - Responses from the questionnaire
- Invitations were sent to all Home Office forces for appropriate managers to attend one or more of four regional focus groups which were held throughout the country. A total of 28 staff representing 20 forces attended the focus groups.
- 2.4** CENTREX nominated a liaison member of staff to co-ordinate the requirements of HMIC with PICTTS prior to and during the inspection phase of PICTTS. HMIC visited PICTTS on the 5th and 6th April 2005 and interviewed staff members and trainers.
- 2.5** Adult Learning Inspectorate (ALI) staff were commissioned to assess the quality of training provided by PICTTS trainers and also the quality of training provided by Information Technology (IT) trainers in a number of Home Office forces. The ALI staff visited three Forces and undertook one day of observation of PICTTS trainers. They also interviewed training staff and students. Whilst the scope of the ALI work may seem somewhat limited, the ALI findings are similar to the findings from the earlier inspection. The ALI report is at appendix C.

<sup>3</sup> Reference Group consisted of representatives of stakeholders and customers who advised HMIC during the inspection.

2

Chapter 2

Methodology

- 2.6** Strategic interviews were conducted with members of the Association of Chief Police Officers (ACPO), senior CENTREX staff, Police Information and Technology Organisation (PITO) staff and PNC Hendon representatives and other individuals identified by role or responsibility.
- 2.7** Forces and PICTTS provided HMIC and the ALI with excellent support including access to PNC managers, users, PNC and IT trainers, together with relevant documentation and feedback on completing the questionnaire.
- 2.8** In line with the agreed scoping paper, the inspection focused on the role of PICTTS in the delivery of PNC training to trainers and the subsequent training delivery of PNC and other IT applications within forces.

# The Police Service

## Chapter

# 3

# 3

- 3.1** Operational Policing has become dependant on good quality PNC systems in order to support operational performance. It is crucial that the function and therefore the training requirement of PNC systems is driven by a clearly articulated national PNC Training Strategy. Such a strategy does not currently exist. The strategy should be developed by an 'intelligent' user group and provide for the identification of a national learning requirement. Such action requires clear and strong leadership.

### Recommendation 1

*HM Inspector recommends that by December 2005 the ACPO portfolio holder develop a national PNC training strategy*

*Benefit: High*

*Penalty: High*

*Investment: Cost neutral*

- 3.2** In the previous inspection Her Majesty's Inspector was unable to identify a responsible ACPO portfolio holder. Her Majesty's Inspector is pleased to note that there is now an identified ACPO portfolio holder<sup>4</sup>, who chairs P4G<sup>5</sup>. He is prioritising a number of PNC demands that have not historically been progressed. He has recognised the critical role that training has to play in the deployment of PNC as an effective operational policing tool and has placed training as a substantive item on the P4G agenda.
- 3.3** It is important that policy decisions are translated into operational actions. Her Majesty's Inspector has consistently emphasised the importance and role of the customer/contractor relationship in the professionalisation of police training. In order to ensure that the placing of 'Training' on the P4G agenda creates a real difference it is important that a communications and consultation structure, which represents the training stakeholder and customer requirement, is put in place to report to the P4G. Similar models are already employed within the service such as those for force training managers and the evaluator function. The user group structure should advise the portfolio holder in matters relating to training and support the post holder in recovering the lost opportunity in ensuring that the training provided supports the operational requirement.

<sup>4</sup> ACPO lead has only been in situ for approximately 1 year

<sup>5</sup> Police, PNC, POLICY and Prioritisation Group

**Recommendation 2**

*HM Inspector recommends that by December 2005 the ACPO portfolio holder develops an 'intelligent' customer user group and relationship between the Service and PICTTS*

<i>Benefit:</i>	<i>High</i>
<i>Penalty:</i>	<i>High</i>
<i>Investment:</i>	<i>Cost neutral</i>

**3.4** It is recognised that the development and management of an intelligent user group will involve a resource demand. Her Majesty's Inspector considers that the identification of resource is a matter for ACPO to resolve, but should not be borne by an individual force where there is a national requirement.

**3.5** This group should develop the business requirement to be provided to inform PICTTS<sup>6</sup>. It should take account of current and future options, including:

- The continued development of PNC as an intelligence and investigative tool
- the application of a "Windows" front end to PNC
- making the operation of PNC much more user friendly and the training less complex
- the application of alternative learning solutions for PNC modules, such as that employed by Derbyshire Constabulary and
- future requirements from PNC project developments such as 'Project Impact'<sup>7</sup>

<sup>6</sup> This group should be used to inform the fundamental review required of PICTTS (see paragraph 5.3).

<sup>7</sup> IMPACT was set up to address three specific recommendations from the Bichard inquiry:

Introduction of a national IT system to support police intelligence

Introduction of a system which flags that intelligence is held about someone by particular police forces;

Invest to secure PNC's medium and long term future.

The objective of the IMPACT Programme is "delivering an effective integrated national, regional and local information sharing and intelligence capability, which will improve the ability of the police and partner agencies to proactively use information for intelligence purposes to prevent crime, bring offenders to justice, safeguard children and vulnerable person and further professionalise the investigation process"

# Individual Forces

- 4.1** Her Majesty's Inspector visited eight Forces to look at the management and delivery of PNC training. In addition members of the ALI also visited three Forces to report on the quality of training delivery and observed a PICTTS trainer. The ALI report on the quality of delivery of training by PICTTS staff and staff within forces is at appendix C.
- 4.2** Her Majesty's Inspector is concerned at the current lack of national strategic leadership and direction for forces to inform the delivery of PNC training. Critically there is currently not an ACPO learning requirement for such training. These are failings that are rooted in history. Her Majesty's Inspector expects that they will be rapidly addressed through the new ACPO portfolio holder and the development of a stakeholder and customer representative group.

### Recommendation 3

*HM Inspector recommends that by April 2006 the Service through the ACPO portfolio holder develop a national learning requirement for PNC*

*Benefit: High*

*Penalty: High*

*Investment: Cost neutral*

- 4.3** The work currently being undertaken as a result of the HMIC report 'Training of Trainers'<sup>8</sup> should be used to identify the appropriate framework for PNC trainers for the service. 'Skills for Justice'<sup>9</sup> has already undertaken work to identify the national occupational standards for trainers. This should in turn provide for the identification of a trainer qualification framework including vocational competence for role. This should become the standard for PNC trainers against which they are assessed and accredited, and in due course entered onto a professional register.

8 Centrex Training of Trainers Inspection 2004 an HMIC report  
9 The Sector Skills Council for the Criminal Justice Sector

**Recommendation 4**

*HM Inspector recommends that by April 2006 the Service through the ACPO portfolio holder and Skills for Justice develop a generic PNC trainer role profile, related occupational standards and qualification framework*

*Benefit: High*

*Penalty: High*

*Investment: nominal investment*

- 4.4** Her Majesty's inspector was concerned to note from the questionnaire and focus groups the general level of dissatisfaction with the current PICTTS products and services and lack of confidence in the credibility of the accreditation process. From the 31 questionnaires returned by forces only one Force was very satisfied with the current PICTTS products and services, nine were fairly satisfied, 11 were not satisfied and two were very dissatisfied. In addition four respondents declined to answer the question and a further four suggested that the question was not applicable. Concern was expressed about the quality of the PICTTS products and services and the confidence and credibility of the accreditation process during each of the four focus groups and during a number of interviews.
- 4.5** Interaction between forces and PICTTS is patchy and often personality driven. Only approximately 45% of forces have regular contact with PICTTS, while 80% use PICTTS. 100% of respondees stated that their Force complies with recommendation 13 of 'On the Record' regarding PNC trainer accreditation.

***"...Any individuals who have not been accredited as PNC trainers by National Police Training<sup>10</sup> should not conduct in-force PNC training."***

However that recommendation was written in 2000, at a time when the wider training estate was entering a fundamental development phase which has seen the introduction of 'Skills for Justice' and its work on the Integrated Competency Framework<sup>12</sup> and Role Profiles<sup>13</sup> for posts.

- 4.6** Much has also occurred since then in terms of the way PNC is used within the service. It has developed from a historical position of being a passive information database to its current status of being an intelligence tool. Further, and considerable, work is currently underway with 'Project Impact', in order to ensure that the service continues to have an integrated and fit for purpose PNC intelligence tool in the future. Recent development of

10 Now CENTREX

11 'On The Record' HMIC Inspection Report 2000

12 The ICF consists of national occupational standards, competencies and a PDR process

13 The role profile outlines the generic activities and requirements of the post

PNC and the way it is used, and the future project will require a centrally supported, flexible approach to the training of PNC. This has not happened so far and will not happen unless significant action is taken to ensure that the training is responsive to customer need. Evidence that this currently does not happen can be extrapolated from the way forces currently apply local solutions and interpretation to the training of PNC applications. Her Majesty's Inspector is not confident that previous recommendations in other HMIC reports relating to the training and accreditation of PNC trainers remain fit for purpose, and is of the view that they require revisiting with emphasis placed on the customer requirement.

### Recommendation 5

*HM Inspector recommends that by December 2005 the Service through the ACPO portfolio holder and user group revisits previous recommendations regarding the accreditation of PNC trainers to ensure they are fit for purpose*

<i>Benefit:</i>	<i>High</i>
<i>Penalty:</i>	<i>High</i>
<i>Investment:</i>	<i>Cost neutral</i>

4

- 4.7** Currently, 71% of forces support PNC training of trainers as a core role of PICTTS, however this is not surprising as PICTTS currently holds a theoretical monopoly position. The service may wish to consider whether it still requires PICTTS to hold such a monopoly position in the provision of this core role. Moreover only 42% of forces believed the same should apply in respect of ICT training of trainers. 91% of respondents believe that PICTTS, NCALT or another should provide a learning hub or portal to provide a more flexible, focused and adaptable training system to train trainers for PNC and other ICT applications. Such solutions may be developed from the work already undertaken by Derbyshire Constabulary.
- 4.8** In line with other HMIC reports, forces should ensure that the training function, as distinct from the operational function, of ICT and PNC training is the responsibility of the force-training manager. This will ensure that there is a clear identification of the whole training requirement of the Force and that such training is properly costed, managed and quality assured.

4

Chapter 4

Individual Forces

**Recommendation 6**

*HM Inspector recommends that by April 2008 the Force Training manager in each Force has professional training responsibility for all ICT and PNC training with the functional responsibility resting with the relevant unit*

*Benefit: High*

*Penalty: Medium*

*Investment: Cost neutral*



# CENTREX and PICTTS

## Chapter

# 5

- 5.1** In order to maximise the potential impact and benefit of this report to the police service and CENTREX, the report focuses on identified high level strategic issues relating to PICTTS. Her Majesty's Inspector is aware of the potential for parts of CENTREX to be subsumed into the newly formed National Police Improvement agency (NPIA). The planning for the NPIA is insufficiently advanced to know whether it will have an impact on PICTTS. Should that prove to be the case Her Majesty's Inspector expects NPIA to take responsibility for those matters identified in this report relating to PICTTS, which are currently the responsibility of CENTREX.
- 5.2** The tactical level matters previously identified in 2003, and more recently, can and should be addressed through the internal review of PICTTS by CENTREX informed by the requirements of an 'intelligent user group'. Her Majesty's Inspector is of the view that the current unit will not become effective through tactical level intervention carried out in isolation from stakeholders and customers.

### Recommendation 7

*HM Inspector recommends that by April 2006 CENTREX undertake an EFQM based fundamental review of PICTTS informed by a clear user requirement*

<i>Benefit:</i>	<i>High</i>
<i>Penalty:</i>	<i>High</i>
<i>Investment:</i>	<i>Cost neutral</i>

- 5.3** The EFQM review will ensure that PICTTS is properly located within CENTREX and structured to meet its business purpose as required by its stakeholder and customer group. The review must be managed at the most senior level within CENTREX. It must start at the basic level of identification of the customer requirement and from that information, the unit's purpose, function, form and processes, including leadership and management of the unit by CENTREX and also of the staff that work at PICTTS should be developed.
- 5.4** Her Majesty's Inspector anticipates that the new planning process being introduced, in conjunction with greater customer consultation, will inform and support the development

## CENTREX and PICTTS

of an appropriate organisational structure to support the longer-term business of PICTTS. Without such clarity PICTTS continues to reshape itself, adding to its instability and ineffectiveness. The most recent example is the different versions of structures supplied to the inspection team in preparation for the inspection.

**Recommendation 8**

*HM Inspector recommends that by April 2006 CENTREX stabilises the location of PICTTS within its structure and ensures that there is strong and effective leadership and management of PICTTS by CENTREX*

<i>Benefit:</i>	<i>High</i>
<i>Penalty:</i>	<i>High</i>
<i>Investment:</i>	<i>Cost neutral</i>

- 5.5** The lack of clarity around the business of PICTTS is rooted in the history of the unit. It is aggravated by the lack of engagement with stakeholders and customers in any form of recognisable customer/contractor relationship. The current purpose of PICTTS and the resulting training processes have not been developed based on customer requirement and on numerous occasions were reported as not meeting customer and individual need, with no recognition of accreditation of prior learning and achievement.
- 5.6** The 2002/3 inspection identified a number of areas for development by CENTREX and PICTTS. This included the relationship between CENTREX, PICTTS and PITO as well as a number of internal areas relating specifically to PICTTS, including quality, capacity and HR matters. Her Majesty's Inspector was disappointed to find that, in general, few of the issues relating to PICTTS communicated to CENTREX in 2003 as identified in appendix C and reinforced in correspondence in 2004 have been substantially resolved. A number are subject to aspirational intent and some have been addressed in a less than effective manner to date.

**Recommendation 9**

*HM Inspector recommends that by April 2008 CENTREX implement the recommendations from the 2002/3 inspection where relevant*

<i>Benefit:</i>	<i>High</i>
<i>Penalty:</i>	<i>High</i>
<i>Investment:</i>	<i>Nominal investment</i>

- 5.7** There is a pressing need for an up to date Training Needs Analysis to be undertaken to support the application of PNC and other ICT applications. The service needs to identify, through the ACPO Learning requirement structure, the appropriate course content and methodology for the numerous courses and how they should be delivered. An area often quoted as an example of current lack of fitness for purpose is the lack of contextualised training of PNC as an investigative tool by PICTTS, rather than as is currently the case, a psychomotor-based keyboard skill process.

### Recommendation 10

*HM Inspector recommends that by April 2006 the Service through the ACPO portfolio holder and user group undertake a full training needs analysis for PNC training within the service and that by September 2006 that work informs the development of appropriate courses*

*Benefit: High*

*Penalty: High*

*Investment: Nominal Investment*

- 5.8** Concern was expressed at the availability of course places, related to a lack of engagement with the key stakeholders and customer groups and subsequent ineffective planning of the provision of the training requirement. This is supported in the questionnaire response, where no forces were 'very satisfied' with the availability of training courses, five Forces were 'fairly satisfied', six were 'not satisfied', and nine were 'very dissatisfied'. A further nine declined to answer the question and an additional two suggested that the question was not applicable. A common concern expressed during the four focus groups and in some interviews was the lack of course availability for police forces. Her Majesty's Inspector is aware that some places on courses were taken up by fee paying outside agencies and ultimately this may deprive the service of timely access to training.
- 5.9** During focus group meetings and some interviews, concern was expressed at the lack of operational contextual awareness and resulting skills level of staff engaged as trainers in PICTTS. The focus groups were of the view that this was related to levels of turnover of staff within PICTTS, particularly in the training role. Her Majesty's Inspector is concerned at the turnover of skilled staff, the lack of any proper analysis of cause and remedial action by CENTREX

**Recommendation 11**

*HM Inspector recommends that by September 2005 CENTREX undertake a full review of staff succession history of PICTTS from 2001*

*Benefit: High*

*Penalty: High*

*Investment: Cost neutral*

- 5.10** PICTTS is currently responsible for the management and upkeep of the PNC training database. This is a database of fictitious person and vehicle details used to support training. PICTTS has managed access to the database and the data on it for a number of years because of difficulties encountered historically in respect of the appropriateness of data placed on the system by forces. Management and control of the system by PICTTS creates a number of difficulties for forces. IT auditing capabilities are much more robust than previously so that inappropriate use by forces can be monitored and addressed.
- 5.11** Forces need the flexibility to manage the data relevant to their training function themselves. This should be achieved through the ACPO portfolio holder, advised by the customer user group, making appropriate changes to the existing system in order that forces should have the relevant access to their local training database to directly support training delivery. Such a process will require monitoring and that should be the responsibility of PICTTS in consultation with the customer user group.

**Recommendation 12**

*HM Inspector recommends that the Service through the ACPO portfolio holder and user group ensures that forces are able to manage the use of their local PNC training database. This should be monitored on a regular basis from December 2005*

*Benefit: High*

*Penalty: High*

*Investment: Nominal Investment*

- 5.12** If the strategic matters relating to PICTTS are addressed and supported by appropriate, positive and visionary leadership and management, many of the frailties identified during the previous and current inspection, particularly around customer engagement, product quality, purpose and people matters will be resolved.

# External Providers

- 6.1** Her Majesty's Inspector is aware of the emergence of a number of private companies that are now providing PNC training courses for forces. This may be an indicator of a number of factors including those identified within this report:
- the lack of confidence reported in all focus groups as to the quality and relevance of the training currently provided by PICTTS,
  - the lack of planned timely capacity of training from PICTTS
  - the introduction of charging by PICTTS to all forces
  - lack of an overall national strategy for training in ICT and PNC
- 6.2** Her Majesty's Inspector understands that a number of the private companies are employing ex PICTTS trainers. creating a higher staff turnover and altering the profile of trainers within PICTTS. In line with recommendation 13 of the HMIC report "On the Record" trainers should be accredited by PICTTS. There is concern that private companies have been given access to the PNC training database in order to deliver their training. Additionally there is concern that the accreditation process for trainers within the private companies has a degree of insularity and lack of transparency to it. Her Majesty's Inspector does not agree that the training of PNC trainers should at this time, and in such an unstructured manner, be opened up to the private market.

**Recommendation 13**

*HM Inspector recommends that by April 2006 the Service through the ACPO portfolio holder develops a structure to manage any futura engagement with the private sector in the delivery of PNC training*

<i>Benefit:</i>	<i>High</i>
<i>Penalty:</i>	<i>High</i>
<i>investment:</i>	<i>Nominal Investment</i>

6

Chapter 6

External Providers

- 6.3 Her Majesty’s Inspector is aware that there are concerns about charges applied by some forces for training provided to other forces. There is a clear case to enable full cost recovery of training but this is not the case where there is also a clear profit element within the charge. Transparency of charging, using the national costing model, is an important step towards effective collaboration within the police service and structured engagement with the private sector.
- 6.4 The PTDB through the work of the Police Licensing and Accreditation Board has agreed to apply the ‘Skills for Justice’ quality assurance framework<sup>14</sup> as the voluntary quality framework for external suppliers of training to the police service. It is recognised is currently a voluntary framework however forces are encouraged to engage only with external providers who either have, or are seeking ‘Skills Mark’ approval
- 6.5 The service is developing professional registers for specialist roles within the police service. It is anticipated that in the future there will be an expectation that external training providers will hold the Skills for Justice ‘Skills Mark’ and that trainers will be required to be registered. Given that there is a desire from some forces to engage with the private market the ‘Skills Mark’ and Professional Register should be developed and adopted as soon as possible to recognise those people who have the requisite trainer skills and PNC vocational competence to be accredited PNC trainers

**Recommendation 14**

*HM Inspector recommends that by December 2006 that ‘Skills Mark’ is endorsed as the quality framework and that the Service prioritises the development of professional registers*

<i>Benefit:</i>	<i>High</i>
<i>Penalty:</i>	<i>High</i>
<i>Investment:</i>	<i>Nominal investment</i>

14 Known as ‘skills Mark’

# ICT Training

## Chapter

# 7

- 7.1** This report has focused on PNC as the critical area which requires attention. There is not an ACPO portfolio holder to lead on IT training other than PNC training. This is a weakness in the current structure, given the service's reliance on IT solutions. The service has an opportunity to learn from the recommended framework referred to earlier in this report in respect of PNC training, to enable a strategy and structure that will ensure the IT skills requirement to support operational policing is identified and delivered. It is a matter for ACPO, as the customer, possibly working with NPIA in the future to identify how best this can be achieved.

### Recommendation 15

*HM Inspector recommends that by September 2006 ACPO develops a strategy and structure to ensure that the IT skills requirement to support operational policing is identified*

*Benefit: High*

*Penalty: High*

*Investment: Nominal Investment*

- 7.2** Training for IT can be divided into two types, that which is dependent on commercial packages such as 'Windows' and that which is 'custom' developed for the service.

**7.2.1** Training on commercial packages can be adequately achieved through the purchase of external training, including self teach packages and other on line learning packages, providing the force ensure that the learner has protected learning time. Force Training Managers, in consultation with IT managers should ensure that the training package is fit for purpose and provides a 'best value' approach.

**7.2.2** Those responsible for the commissioning of 'custom' designed packages must ensure that the learning requirement is identified at the outset and is prioritised through the ACPO learning Requirement process for commissioning.

# The Future

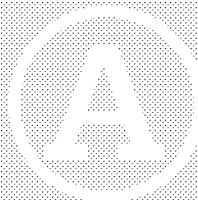
## Chapter

# 8

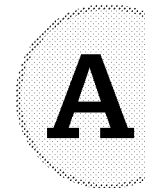
- 8.1** PNC and ICT training has historically failed to apply a customer/contractor relationship to inform the user requirement. The areas of concern identified during the inspection are products of a failure to engage with customers. There is a clear need for a central supporting and co-ordinating function for this area of specialist training but the scope of that has never been articulated because the customer/contractor relationship has not been recognised.
- 8.2** For there to be meaningful development in PNC and ICT training the following should occur:
- the ACPO lead should develop and implement an 'intelligent customer' interface
  - a national PNC learning strategy should be developed
  - the user group must identify what the service requires in terms of structures, processes, learning requirement and products
  - CENTREX in turn must respond to the customer and undertake a full and fundamental review of PICTTS to ensure that it evolves into a unit which is fit for its identified purpose
  - in doing so, CENTREX must ensure that the management processes of PICTTS by CENTREX and within PICTTS are appropriate and effective in order to provide an efficiency of service
  - the service should benefit from the implementation of the above actions to inform the requisite work around the development of an 'IT training' strategy and an 'intelligent' customer user group for 'IT training'
- 8.3** Her Majesty's Inspector understands that these are not simple matters to be implemented and that the latter cannot occur without the former. However he expects there to have been significant progress in this area within the next 12 months and will revisit this report at that time to assess progress.
- 8.4** Her Majesty's Inspector considers that there are many valuable lessons to be learnt regarding the development and management of specialist training functions for the service and CENTREX identified through the inspection of PICTTS. In particular he expects that there will be a strong user representation in the development and management of any future training requirement for specialist training areas.



Appendix



# Smart Criteria for Recommendations



Appendix A defines the criteria used in identifying the benefits/penalty assessment and the financial investment requirement involved in embracing the recommendations contained within the main report.

## Benefit/Penalty Assessment Framework

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

### Benefit:

**High Gain** – the Service will gain the greatest benefit in terms of Organisational effectiveness and/or public reassurance and/or HR efficiency.

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

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

### Penalty:

**High Risk** – the Service faces the greatest risk in terms of organisational ineffectiveness and/or loss of public confidence and/or PNC inefficiency.

**Medium Risk** – the Service faces measurable risk in terms of organisational ineffectiveness and/or loss of public confidence and/or PNC inefficiency.

**Low Risk** – the Service faces perceptible risk in terms of organisational ineffectiveness and/or loss of public confidence and/or PNC inefficiency.



## Smart Criteria for Recommendations

## Financial Investment:

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

## Criteria:

**Substantial Investment** – in excess of £5 million

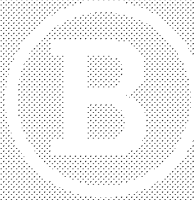
**Intermediate Investment** – between £1 million and £5 million

**Nominal Investment** – up to £1 million

**Cost Neutral** – no additional funding

**Possible Gain** – likely savings in excess of £1 million.

## Appendix



# List of Recommendations 2005

## Recommendation 1

*HM Inspector recommends that by December 2005 the ACPO portfolio holder develop a national PNC training strategy*

*Benefit: High*

*Penalty: High*

*Investment: Cost neutral*

## Recommendation 2

*HM Inspector recommends that by December 2005 the ACPO portfolio holder develops an 'intelligent' customer user group and relationship between the Service and PICTTS*

*Benefit: High*

*Penalty: High*

*Investment: Cost neutral*

## Recommendation 3

*HM Inspector recommends that by April 2006 the Service through the ACPO portfolio holder develop a national learning requirement for PNC*

*Benefit: High*

*Penalty: High*

*Investment: Cost neutral*



## List of Recommendations 2005

#### Recommendation 4

*HM Inspector recommends that by April 2006 the Service through the ACPO portfolio holder and Skills for Justice develop a generic PNC trainer role profile, related occupational standards and qualification framework*

*Benefit: High*

*Penalty: High*

*Investment: nominal investment*

#### Recommendation 5

*HM Inspector recommends that by December 2005 the Service through the ACPO portfolio holder and user group revisits previous recommendations regarding the accreditation of PNC trainers to ensure they are fit for purpose*

*Benefit: High*

*Penalty: High*

*Investment: Cost neutral*

#### Recommendation 6

*HM Inspector recommends that by April 2006 the Force Training manager in each Force has professional training responsibility for all ICT and PNC training with the functional responsibility resting with the relevant unit*

*Benefit: High*

*Penalty: Medium*

*Investment: Cost neutral*

#### Recommendation 7

*HM Inspector recommends that by April 2006 CENTREX undertake an EFQM based fundamental review of PICTTS informed by a clear user requirement*

*Benefit: High*

*Penalty: High*

*Investment: Cost neutral*

**Recommendation 8**

*HM Inspector recommends that by April 2006 CENTREX stabilises the location of PICTTS within its structure and ensures that there is strong and effective leadership and management of PICTTS by CENTREX*

*Benefit: High*  
*Penalty: High*  
*Investment: Cost neutral*

**Recommendation 9**

*HM Inspector recommends that by April 2006 CENTREX implement the recommendations from the 2002/3 inspection where relevant*

*Benefit: High*  
*Penalty: High*  
*Investment: Nominal Investment*

**Recommendation 10**

*HM Inspector recommends that by April 2006 the Service through the ACPO portfolio holder and user group undertake a full training needs analysis for PNC training within the service and that by September 2006 that work informs the development of appropriate courses*

*Benefit: High*  
*Penalty: High*  
*Investment: Nominal Investment*

**Recommendation 11**

*HM Inspector recommends that by September 2005 CENTREX undertake a full review of staff succession history of PICTTS from 2001*

*Benefit: High*  
*Penalty: High*  
*Investment: Cost neutral*

**B**



## List of Recommendations 2005

### Recommendation 12

*HM Inspector recommends that the Service through the ACPO portfolio holder and user group ensures that forces are able to manage the use of their local PNC training database. This should be monitored on a regular basis from December 2005*

*Benefit: High*

*Penalty: High*

*Investment: Nominal Investment*

### Recommendation 13

*HM Inspector recommends that by April 2006 the Service through the ACPO portfolio holder develops a structure to manage any future engagement with the private sector in the delivery of PNC training*

*Benefit: High*

*Penalty: High*

*Investment: Nominal Investment*

### Recommendation 14

*HM Inspector recommends that by December 2006 that 'Skills Mark' is endorsed as the quality framework and that the Service prioritises the development of professional registers*

*Benefit: High*

*Penalty: High*

*Investment: Nominal Investment*

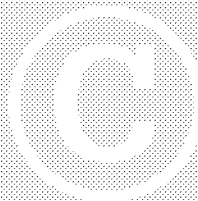
### Recommendation 15

*HM Inspector recommends that by September 2006 ACPO develops a strategy and structure to ensure that the IT skills requirement to support operational policing is identified*

*Benefit: High*

*Penalty: High*

*Investment: Nominal Investment*



# Adult Learning Inspectorate Report

## Context/Overview of the inspection

### Centrex PICTTS

An ALI inspector visited Centrex PICTTS and three forces where IT training was being delivered<sup>15</sup>, for a total of 4 days during April and May 2005. The inspector observed 4 training sessions, interviewed 11 learners and 7 staff, and studied a range of documents.

### Scope of training inspected

Courses running at the time of the inspection included:

- Vehicle on-line description service (VODS)
- PNC “resulting” module
- Various “view” modules
- Standards “names” enquiry course

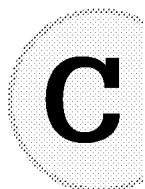
Most standard courses range in duration from one to three weeks, although the approach in Derbyshire is more flexible. The number of learners on courses varied between 2 and 6.

### Findings

Table of teaching and learning grades (revised 4-point grading scale)

Sessions	1 = outstanding	2 = good	3 = satisfactory	4 = unsatisfactory
Theory				
Practical				
Mixed		2	1	1

15 West Midlands, Wiltshire, Derbyshire





## Adult Learning Inspectorate Report

### Strengths

Effective adaptation of standard learning materials to support learning

Good resources

Particularly knowledgeable and experienced tutors

Good use of supported self-study in one force

### Weaknesses

Insufficient promotion of on-line learning in most forces

Inadequate systems to accredit prior experience and achievement

Poor communications between Centrex and forces

Very low numbers on some courses

## Achievement and standards

### Attainment [Common Inspection Framework Key Question 1 (CIF KQ)<sup>16</sup>]

Learner attainment in class is satisfactory. Most learners are able to complete set tasks, scribe what they are doing and how they will use their new skills in their normal daily job role. Most learners also understand well their responsibilities under the data protection and freedom of information acts.

## The quality of education and training

### Teaching, use of resources and assessment [CIF KQ2]

Teaching is satisfactory overall, although trainers do not always make sufficient allowance for the different levels of skill or previous experience of their learners. Most use appropriate questioning to check learners' understanding of a topic when it has been covered, but there is little use of questioning to draw out learners' existing knowledge as a way of exploring new topics. Data protection is frequently referred to, and trainers spend time ensuring that learners are aware of their responsibilities, for example in refusing access to sensitive information by other staff or officers. Trainers have to spend considerable time preparing learners for the limitations of the PNC owing to the inconsistencies in data entry rules over the years. For example, some records are entered with spaces in critical places, others are not. Some vehicle descriptions rely too much on personal knowledge of the user who keyed in the initial record.

<sup>16</sup> for details of the ALI Common Inspection Framework visit [www.ali.gov.uk](http://www.ali.gov.uk)



Force tutors adapt and then make particularly effective use of standardised Centrex learning materials to support their teaching. Some adaptations involve the use of more appropriate case studies for their forces. In other cases, materials are adapted to ensure that they match the current software specifications more accurately.

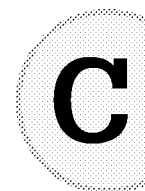
Most forces have good resources. Computer rooms are generally well equipped and comfortable. Most have projectors for demonstrating to whole groups, although few trainers were using this facility when observed. Trainers are particularly knowledgeable and able to make good use of their experience to illustrate sessions appropriately and to respond well to learners' queries. One training room in the West Midlands is equipped with a facility where trainers can see and, if necessary, take control of learners' screens from a central console.

There is too little consideration of the main purpose of assessment. Some trainers consider assessment to be something used at the end of a course to see how much was learned on the course, rather than a means of assessing what learners are able to do. There is an assumption that attending a course is the only guaranteed method of ensuring that learners have been provided with the necessary information. This means that too often there are inadequate systems to accredit prior experience and achievement. Not enough thought has been given to fast tracking – for example, by letting learners sit an assessment without taking the course if they have enough prior experience. This, in turn, leads to much time wasting for experienced PNC users.

### **Course design [CIF KQ3]**

One force is making good use of supported self-study as an alternative to traditional courses. In Derbyshire, much thought and effort has gone into developing self-study modules for all PNC units, and learners are able to book time in an attractive, welcoming and well equipped central facility to work on separate units within each module. They are well supported by the team of enthusiastic trainers and facilitators.

However, in too many cases, courses are more traditional and make little or no use of e-learning. Too often, they do not meet the needs of the learners. PNC roles are increasingly diverse, but the standard enquiry courses have not been adapted to reflect this diversity. This means that some learners spend a lot of time learning codes or practicing searches which they will never use in their current jobs, and will have forgotten if they move into a new role later on. Some learners are frustrated by having to wait so long for a course. In the most extreme case, one learner had been accessing the PNC for 18 months before enrolling on their initial course. After two days, this learner had learned almost nothing new that was relevant to her job role.





## Adult Learning Inspectorate Report

### Information, advice and guidance [CIF KQ4]

Most learners interviewed are extremely critical of the training arrangements. In many cases, training has been arranged too late to be useful. One operator was not offered an induction into force practices until they had been in post for some months. For this operator, the induction was far too late, and the size of the group made it ineffective. Some learners were sent incorrect joining materials for one course.

### Leadership and management [CIF KQ5]

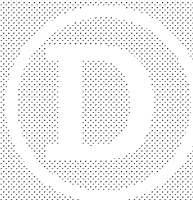
Communications between forces and Centrex are poor. Centrex-devised materials have great potential but are not being updated carefully enough, in enough detail or in a sufficiently timely manner. In-force trainers often find it difficult to get detailed, specific technical advice from Centrex. Some of the training materials provided by Centrex do not match the latest versions of PNC, or are late arriving. In one case, the materials for an airwave course arrived after the course had finished. Most in-force trainers spend much time adapting the standard materials to meet local needs or include local references to make the case studies more relevant. Records on the training database are not updated sufficiently often to reflect current practices. None of the force trainers interviewed felt that they could have confidence in Centrex services.

Communications within forces vary, but are generally satisfactory. There have been recent improvements in the amount of information trainers have about learners, and in the pre-course information available to learners in some forces. In West Midlands, trainers can access an intranet page for information about current job roles of learners and their previous experience, to check their familiarity with PNC. West Midlands trainers also have useful “down time” between courses to prepare or adapt learning materials, but this is not the case for Wiltshire trainers, where demand for courses is too great. One trainer in Wiltshire is in frequent contact with trainers in other forces to share good practice. This same trainer carries out audits of the effectiveness of training in subsequent performance of learners in their job roles, but this is not common to all forces.

The conversion of all PNC training to supported self-study in Derbyshire required sensitive handling to allay concerns by trainers about their future roles. Some feared that they would become de-skilled. Derbyshire managed this process well by encouraging the trainers to take on specific research or professional development projects alongside their new role as facilitators. Some highly specialised training is delivered traditionally and this training is now shared more fairly among the training team. One particularly successful activity was a team project to create and install an on-line help facility and jargon buster, to supplement the Centrex manuals for self-study learners.

Most of the courses seen in forces had very low numbers of learners. Apart from the cost implications, this reduces the benefit to learners from being able to share ideas, compare experience and learn from each other that otherwise makes an important contribution to most training courses.

Appendix



# Areas identified during the 2003 Inspection of PICTTS

Centrex must develop a process, which ensures there is effective consultation between PICTTS and its stakeholders and customers, and that there is common understanding of its purpose, services, and facilities

CENTREX and the management of PICTTS review and resolve the people issues identified in the previous inspection. In particular the requirement for an effective PADR system, pay and factors affecting high staff turnover.

CENTREX as the contractor, in consultation with the police service as the customer, and through the ACPO portfolio holder, must fully engage in identifying the function of, and the service's expectations of PICTTS

Under Centrex's direction PICTTS should develop a performance culture and measures, the results of which are published to stakeholders and customers and inform policy development

PICTTS engages with CENTREX in reviewing its portfolio of courses to ensure that where appropriate there is a relevant input on the operational capabilities of PNC and other relevant ICT applications

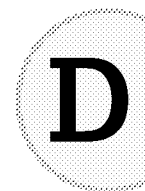
PICTTS develops a marketing strategy, which makes full use of information technology in ensuring that the police service is aware of the services provided by PICTTS. This should include the ability to electronically view and book course places on line and the provision of feedback

A review of the number and recruitment profile of trainers deployed at PICTTS should be conducted. This should be informed by an auditable staff succession and PADR process which reflects future business needs based on customer expectations

CENTREX must ensure that staff with line management responsibility is provided with PADR Training in order to be able effectively to undertake appraisals of their staff and that an effective PADR scheme is implemented at PICTTS

A process should be developed which will ensure that IT trainers are assessed on their training delivery at regular intervals. This process should be fully auditable and linked to the PADR scheme

CENTREX must, in consultation with the police service clearly define the working relationship between PICTTS and PITO



**D**

Appendix D

**Areas identified during the 2003 Inspection of PICTTS**

Centrex should develop partnerships with external bodies such as colleges and other training providers that can provide national accreditation schemes for ICT and PNC trainers

CENTREX clarifies the financial funding process for PICTTS, including income generation targets, and ensures that any external charging arrangements comply with the CENTREX trading rules. The finance post within PICTTS should be fully developed into a local finance management role

Informed decisions are needed in respect of the future location and estate needs of PICTTS

CENTREX/PICTTS develops a system to gather and evaluate management and performance information to support the future development of costed business and training plans and inform future learning solutions

PICTTS adopts and applies the Models of learning and Development in the police sector in the management and development of its courses

Centrex in consultation with its stakeholders and customers considers the options available for outsourcing some or all of ICT and PNC training for external customers

PITO undertakes an evaluation to identify and quantify the benefits obtained by the service and PITO from the involvement of PICTTS in Airwave and NSPIS products

PICTTS actively involves itself in all relevant national and regional IT and Police PNC Policy and Prioritisation Group (P4G) meetings with training managers to ensure that training products and services meet customer needs

Forces ensure that training managers have a line management responsibility for all training within each force and are involved in the development of a communications structure representing force training managers and PICTTS which ensures that training requirements, products and services meet customer needs

CENTREX should work with ACPO to identify a lead customer to interface with PICTTS on matters of PNC and ICT training provision

CENTREX, through consultation with the police service, should ensure that realistic and achievable performance indicators are established for the unit which are properly disseminated to unit staff and customers



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