



**THEMATIC REPORT ON THE IMPLEMENTATION
OF RECOMMENDATIONS BY THE INDEPENDENT
COMMISSION ON POLICING FOR
NORTHERN IRELAND:**

TRAINING

OFFICE OF THE OVERSIGHT COMMISSIONER
FOR POLICING REFORM

DECEMBER 2005



*Oversight Commissioner
Al Hutchinson*

This is the 15th report of the Oversight Commissioner for Policing Reform, and presents a thematic review and analysis of the training strategies and outcomes that support the implementation of the many recommendations made by the Independent Commission on Policing Reform for Northern Ireland, more commonly known as the Patten Commission. As noted in my report No. 13, released in June of 2005, overall progress and accomplishments in policing reforms have allowed me to conclude 114 of the 175 recommendations and concentrate on the remaining 61 issues. This serves as a worthy reminder that a great deal has been accomplished by the policing institutions over the past four years.

In anticipation that most of the remaining changes will be fully implemented by May of 2007, I have decided to compile two of the three reports I am obligated to publish annually in the form of thematic reports focussing on the key building blocks that are so crucial to the faithful implementation of the Independent Commission's recommendations for policing reform. These key building blocks are human rights and accountability, addressed in Report No. 14 published in September of 2005, policing with the community, addressed in Report No. 12 published in December of 2004, and training which I addressed initially in my Report No. 11 published in September of 2004. All of these reports are publicly available on our web-site at: www.oversightcommissioner.org

Apart from our systematic reporting that began in 2001, and which has always covered the Independent Commission's recommendations on training, the first thematic report to focus specifically on training highlighted training capacity and the strategic integration of training objectives as some of the higher-level challenges that the Police Service and others had to address. These remain the principal areas of concern today and into the future. At a practical level however, the mechanics of training delivery continue to progress, and continue to result in the creation of both innovative training programmes and demonstrable results, with a great deal of effort, commitment and professionalism being shown by those responsible for the delivery of training.

As noted by the Independent Commission, the extensive changes it had recommended, all designed to enhance the quality and effectiveness of policing in Northern Ireland, were intended to fit together like the pieces of a jigsaw puzzle. The Independent Commission clearly identified that the training, education and development of police officers and civilian staff would be critical to the success of the overall transformation of policing, and recommended the development of a training strategy linked to the aims of its recommendations and those of the Policing Plans that would be developed by the Policing Board.

The Independent Commission also cautioned that all of the recommendations represented different aspects of an integral whole, and that each should be comprehensively implemented. The question now of course is whether or not the training recommendations are being



comprehensively implemented as intended and if so, whether this supports the remaining change programme as a whole?

As this current report will show, the practical delivery of training against the objectives of the Independent Commission's recommendations, as well as those of the Policing Board and the Chief Constable, are largely being accomplished within the constraints of available time and resources. It is a credit to the trainers involved in this important initiative that much of their work is accomplished in an environment, in other words the present Police College at Garnerville, that my predecessor had once accurately described as "third world".

While the new police college which will replace Garnerville is now projected to be completed in 2009, a decade after the release of the Independent Commission's report, it will come at a time when the projected recruitment needs of the Police Service will have reduced to approximately 150 recruits per year. The need for a workable strategy to optimise the new police college's excess space and capacity thus becomes evident. Nonetheless, it remains important that this critically important initiative keeps to the revised completion schedule, and also that Government maintains its support for the funding of this important symbol of the new beginning for policing.

Another longer-term concern relates to the capacity available for strategically integrating, throughout the organisation, all of the training, learning and development challenges the Police Service will face, both current and future. One looming and significant challenge will be the reorganisation necessitated by the Northern Ireland Review of Public Administration, with its inevitable impacts on training.

Other challenges include the ongoing demands of preparing and planning for the new police college in Cookstown, the potential requirements that flow from the recent creation of the UK-wide National Policing Improvement Agency, continuing pressures to meet Government-imposed efficiency targets, also known as Gershon targets, and workforce modernisation objectives laid out by the Association of Chief Police Officers. Finally, there are ongoing requirements to address the remaining recommendations made by the Independent Commission, as well as more recent recommendations by the Policing Board and Her Majesty's Inspectorate of Constabulary which impact on training.

As I noted in my report published in September of 2005, the policing institutions have done what was asked of them. I had also observed that collectively at least, politics more than anything else has failed policing. A similar case might be made that policing has the potential to fail the training regime; training has achieved the many things asked of it, however this may not be possible indefinitely if there is not complete support and understanding for the integration of training into all aspects of policing and progressive change.

We have previously described training as the engine which drives change. Contemporary training in a modern police organisation covers more than core policing skills and competencies, and includes employee learning, development and organisational "knowledge management". The current gaps between training at the district level and the centre, and the lack of a systematic means of transferring knowledge from the many outside courses or conferences attended, illustrate the importance of addressing what might presently be described as strategic challenges, before these become too entrenched and potentially insoluble.

As always, I remain optimistic that the challenges will be met. This is based upon the clear track record of the Police Service and Policing Board meeting their obligations. Hopefully this success will be matched by increasing trust, faith and participation in the existing policing structures, as the wider community increasingly recognises the profound nature and degree to which policing has changed.

H. Alan Hutchinson

Oversight Commissioner



▶▶ abbreviations

▶▶ overview

DCU	District Command Unit
DPP	District Policing Partnership
HMIC	Her Majesty's Inspectorate of Constabulary
IT	Information Technology
KPIs	Key Performance Indicators
LAC	Learning Advisory Council
NIHRC	Northern Ireland Human Rights Commission
PCNI	Police College Northern Ireland
PITO	Police Information Technology Organisation
PSNI	Police Service of Northern Ireland
SLA	Service Level Agreement
SIO	Senior Investigating Officer
TNA	Training Needs Analysis
UK	United Kingdom



This thematic report on training is the fourth in a series of thematic reports designed to provide a more qualitative assessment and overview of progress in areas deemed critical to the full implementation of the Independent Commission's 175 recommendations.

This report is the second that deals specifically with training, as this area was seen by the Independent Commission as part of the crucial foundation or building blocks for the ongoing policing reforms in Northern Ireland; as noted above, the first thematic report on training was appended to our Report No. 11, which was released in September of 2004.

Given the centrality of training to the entire policing change programme, we felt that it was important and timely for both the public and practitioners to have a second qualitative overview of the progress, and lack of progress, that has been made in relation to all of the training recommendations. This report is also intended to address the question of how the Police Service is progressing in terms of its training in support of change, some five years after the release of the Independent Commission's recommendations.

As we have noted in the past, the crucial nature of training with respect to the overall organisational change process meant that recommendations touching on training are to be found throughout the Independent Commission's report. For the purpose of reporting these have been organised into a number of broad thematic sections, which are: 1) human rights and policing with the community, 2) accountability and governance, 3) specialised training and employee development, 4) outside cooperation, and finally, 5) training structure and direction.

However, the analysis and assessments contained in this report remain firmly rooted in both the letter and spirit of the Independent Commission's many recommendations on training, as well as on our own performance indicators as detailed in our Report No. 2 released in September of 2001.

Because of the centrality of training, and due to the increasing body of excellent and more recent work on this issue, our own analyses are augmented by those of organisations including Her Majesty's Inspectorate of Constabulary, the Northern Ireland Policing Board, the Northern Ireland Human Rights Commission, the Police Information Technology Organisation, and others.

It should be noted that the Police Service has made considerable progress in training since the release of our first training thematic in September of 2004. One of the areas that has progressed relatively well is human rights training, which we addressed more fully in our recent Report No. 14, released in September of 2005.

Although not all of the Independent Commission's recommendations on training have been fully implemented the Police Service has significantly progressed many of these recommendations covering a number of areas, particularly in increasing the investigative effectiveness of serving officers, as well as cooperation with other training institutions, especially police training colleges in Scotland and in the Republic of Ireland.

For a variety of reasons there has been a challenge with 'revolving directorships' at the Police College. This of course makes it difficult to sustain change and implement the strategic vision of the Policing Board and Chief Constable. We are pleased to see that the Chief Constable has engaged a highly qualified individual who should bring some stability and continuity to the Police Service's crucial training endeavour.

At the same time, we would like to note and acknowledge the substantial efforts and accomplishments of the interim Director, who not only achieved a great deal in a relatively short time but also agreed to defer retirement to ensure continuity and a smooth transition to the new director, and to maintain the momentum of ongoing projects.

▶▶ background



The Good Friday Agreement of 1998 represented the best and most immediate opportunity for a new beginning to policing in Northern Ireland. Flowing from the Good Friday Agreement was the work of the Independent Commission on Policing For Northern Ireland, which released its report entitled: "A New Beginning: Policing in Northern Ireland" in September of 1999.

The Independent Commission's report is a comprehensive work of consultations, surveys, analyses, assessments, conclusions and ultimately, 175 extensive and detailed recommendations on all aspects of the reforms deemed necessary to ensure a new beginning to policing. These recommendations were published in the strong belief that they offered the people of Northern Ireland the best opportunity to establish an effective and modern police service capable of attracting and sustaining support from the community as a whole.

The 175 recommendations touch on the efficiency, acceptability and accountability of the police service in any imaginable circumstance, and some 51 recommendations relate either specifically or indirectly to training (see attached list at Appendix 'A'). This and other factors, including the depth, detail and far-reaching nature of the many training recommendations, clearly underscores both the broad scope and crucial importance of training in achieving the policing reforms envisioned by the Independent Commission.

The Independent Commission recognised that securing a fundamental and lasting change to policing in Northern Ireland would not be easy. It raised a number of key questions that many of the training recommendations were intended to address, including: how could professional police officers best adapt to a world in which their own efforts are only one part of overall policing? How could police officers ensure that their practices and values upheld human dignity and the rights of individuals, while also providing effective protection from wrongdoing? Finally, how should human rights standards and obligations be reflected in the delivery of policing on the streets?

One of the most conspicuous and helpful answers to these key questions is to ensure that all police officers and civilian staff receive the kind of training that helps them achieve these ends. In other words timely, relevant and effective training are recognised as the most fundamental mechanisms required to prepare a police officer and supporting staff to deal with the operational, legal and other complexities of policing in the modern era.

Just as importantly, a continuing commitment to and investment in training enables a police service to accelerate the personal development of its employees, thereby improving both employees' skills and abilities, and its own ability to achieve its policing objectives. The ability of police officers to do their job effectively is ultimately determined as much by the training that they receive as by anything else the organisation can provide, and training remains the bedrock upon which successful policing depends. As Her Majesty's Inspectorate of Constabulary has rightly pointed out, training is fundamental to any organisation and ensuring that employees have the skills and knowledge to perform the tasks for which they were recruited is of the utmost importance.

Moreover, training is the only way to prepare police officers to handle the complexities of modern policing, and only training can lay the foundations necessary for both the organisation and the career development of the individual; this requires both organisational commitment and investment. Training is therefore the critical thread in the change process, one that the

Independent Commission carefully and consciously wove throughout the fabric of its comprehensive report.

▶▶ human rights and policing with the community



Human Rights

The Independent Commission recognised that human rights considerations constituted a crucial underpinning to successful policing. The Independent Commission also noted that training would be one of the key means of instilling a human rights-based ethos and approach to policing in both recruits and experienced police officers. It recommended among other things that human rights dimensions be integrated into every module of police training.

Most of the subsequent progress on implementing the Independent Commission's recommendations on human rights was reported in our Report No. 14, released in September of 2005 and aimed at highlighting accomplishments in the areas of human rights and accountability; however a brief description of progress achieved to date seems appropriate in the context of this current report as well.

The Police Service initially arranged for a number of general human rights training sessions intended for all employees. Training was provided through specific courses such as a half to full-day seminar on the human rights obligations of the police under the UK Human Rights Act (1998); this was delivered across the Police Service in 2000. The Police Service followed up by developing and distributing a human rights Aide-memoire to all police officers. Human rights awareness training was also part of the Police Service's Course for All, which was held between November of 2002 and April of 2003, and eventually included over 12,000 police officers and civilian staff. Among other things, the Course for All was designed to reinforce awareness of the constitutional structures for policing in Northern Ireland, the impact of the new Code of Ethics, as well as the importance of the provisions of the new police attestation.

Police staff were also given a half-day seminar on the newly adopted Police Oath, held in 2002. The new oath obliges police personnel to observe human rights and treat all persons equally, regardless of background. The Police Service's training and development strategy now identifies human rights as a core theme for training, and a human rights audit of all lesson plans has been completed.

The Police Service's Training Branch established a Human Rights Audit and Observation project team to observe and evaluate the human rights training throughout the college; this group has now been in place for approximately six months, and represents an important step in assuring that an ongoing process is established for evaluating the effects of human rights training being provided, particularly as this relates to police officers in the performance of their everyday duties. As well, it permits Training Branch to monitor the delivery of instruction with a view to ensuring adherence to organisational standards.

A substantial number of serving officers are now being trained in courses which have been audited for human rights content, and human rights are among the nine core themes around which the recruit curriculum is built.

The Police Service has also instituted a half-day of human rights instruction which is given to all newly selected instructors as part of their five-week trainer's course.

Oversight evaluations have confirmed that both police recruits and serving personnel are in fact quite open to discussing the human rights implications of policing, and changes to the training regime which have resulted in an emphasis on human rights. There is also a general willingness to

discuss the impact of human rights considerations on both the legacy and future of the Police Service.

The Policing Board's first annual report on Human Rights, released on 7 March 2005, constitutes an excellent and detailed analysis of the Police Service's human rights programme. The report is also designed to assess the Police Service's adherence to the Human Rights Act of 1998. Among its many findings was that the Police Service had done more than any police service anywhere else in the UK to achieve human rights compliance.

Based on the above, our conclusion with respect to human rights training is that the Police Service has clearly demonstrated its commitment to achieving a human rights-focussed culture of policing as intended by the Independent Commission. This level of engagement will need to continue, and changes in behaviour will naturally have to be translated into every day policing activity. Permanent mechanisms for evaluating changes to police behaviour will also need to continue, including the Ombudsman, the Policing Board, the Northern Ireland Human Rights Commission, and non-governmental organisations.

Policing with the Community

The Independent Commission recommended that policing with the community be the core function of the Police Service and every police station. These recommendations have had many profound impacts on the Police Service, not least for its training function. The Independent Commission also noted that policing with the community required both a historic understanding of the human experience and an acute sensitivity to its contemporary realities, which in turn required a policing culture which was open to learning and development.

The Police Service's Policing with the Community Policy appropriately recognises the need for the education and training of police personnel and members of the community, and the centrality of these functions to permit an increasingly constructive engagement between the Police Service and the community.

To ensure the organisation's transition to a policing with the community model, the Police Service produced a Strategic Transition Plan in January of 2002. This was followed by the development of a Policing with the Community Implementation Plan in December of 2002. Training in policing with the community concepts and practices was delivered early in the implementation process, followed by specialised training for beat officers who were seen to be the likeliest to benefit from this type of training.

There are many examples of effective local relations with community groups and local partners, some of which were recognised both nationally and internationally, however there is less evidence of the continuity of this highly specialised and required type of training. This may ultimately diminish the organisation's capacity to develop this function over time and to build on the significant progress already made. For example, the oversight team has noted previously that police officers assigned to investigative duties had received only cursory introduction in the core philosophies of policing with the community.



▶▶ accountability and governance

Other more practical challenges will also continue to have an impact on the Police Service's development of its policing with the community programme, including competition for organisational resources and the development of more appropriate and accessible ways for delivering training directly to officers in the field, rather than solely through the Police College at Garnerville. Nonetheless, our overall conclusion is that the training requirements recommended by the Independent Commission in support of policing with the community have largely been successfully implemented.



Statutory Agencies

The Independent Commission recognised that true accountability involved the creation of a genuine partnership between the police and the community, government agencies, non-government organisations and others. Moreover, this partnership should be based on openness and understanding, in which policing would reflect and respond to the needs of the community.

A key recommendation involved the creation of a new Policing Board, with the primary and statutory function of holding the Chief Constable and the Police Service publicly to account. Police performance in training is one of the many areas that is actively monitored by the Policing Board. This involves monitoring the design, delivery and effectiveness of the Police Service's training and development programme. The Policing Board's scrutiny with respect to Human Rights, including training, provides an excellent example (see our Report No. 14, released in September of 2005).

The Policing Board engaged appropriate training expertise early in its tenure, along with active monitoring of the police by a representative committee of the Board. It has received and is reviewing the second costed training plan recently provided by the Police Service. The Board then formulated a sound methodology for monitoring the Police Service's training initiatives and developed a set of eight Key Performance Indicators (KPIs) in consultation with the Police Service (see attached list at Appendix 'B'). As we have noted in several of our reports, even though it lacks the full political representation it is entitled to, the Policing Board continues to perform its crucial function exceptionally well. This includes its governance function with respect to the PSNI's training programme.

Aside from monitoring the design and delivery of training, the eight KPIs noted above, also evaluate training outcomes in the short, medium and long terms, as well as assessing the efficiency and effectiveness of the management of the Police Service's training programme. There is a professional relationship between the Policing Board and the Police Service's Training Branch, although in some instances the provision of information by the Police Service in response to requests from Board members would appear to be somewhat unhurried.

It goes without saying that the need to develop employee expertise goes beyond members of the Police Service, and extends to the Policing Board itself and to other statutory agencies, including the Ombudsman and the District Policing Partnerships (DPPs). In recognition of their key roles as accountability bodies, these key agencies have also developed extensive and thorough training programmes for their employees. The Policing Board has also ensured that it maintains regular contact with the DPPs as recommended by the Independent Commission.

DPPs were established in 2003 and provide a crucial aspect of governance, in terms of local involvement in the policing service. This is achieved by giving each of the PSNI's District Command Units the means to consult and collaboratively analyse policing problems with the community, and establish a constant dialogue between the police and the community at local levels. The DPPs' legal framework is provided by the Police (Northern Ireland) Act 2000, Police (NI) Act 2003 and the District Policing Partnership (NI) Order 2005.

The training needs of these key bodies are assessed regularly by the Policing Board's Community and Training Division, and training programmes are modified or developed as necessary. The Board continues to develop the policing knowledge and expertise of DPP members by providing training

in areas deemed important to their function, but also in areas which are raised by DPPs themselves. Topics range from training on the Police Service's human rights performance, the police budget process, estate strategy, hate crimes, crime statistics and others.

This initiative by the Policing Board continued in 2005 with the development of a year long strategic District Policing Partnership Training Programme. The purpose of the programme is to align the provision of training and briefings to the five key functions that the DPPs should fulfil in order to carry out their statutory duties.

These functions are: to consult with the public to determine and prioritise which policing and crime challenges are of greatest concern to the community; to provide the policing priorities as determined by the DPPs to their respective District Commanders in order that these are taken into account in local policing plans; that they might be addressed by the Police Service; to monitor police performance against local policing plans as well as in the Annual Policing Plan compiled by the Policing Board. Finally, the DPPs also work towards helping the Police Service to obtain the cooperation of the public in the prevention and detection of crime.

The Policing Board is currently waiting for new DPP members to be confirmed in their positions in the reconstituted DPPs to continue its comprehensive training programme. The newly re-constituted DPPs will commence their work in December of 2005.

Based on the many benefits already realised by members of the community who have engaged positively with DPPs and the Police Service, DPPs continue to encourage and support the structures of devolved and responsive decision making that the Independent Commission had advocated so strongly. Throughout their evolving tenure DPPs have shown themselves to already be making a positive impact on the delivery of policing services.

The Police Ombudsman is another key institution of accountability in the policing arrangements envisioned for Northern Ireland. Throughout her tenure the Ombudsman has had a positive impact on policing both by supporting police officers in their actions where these were appropriate, as well as by highlighting gaps in police policy or training where these were raised during her investigations. It is worth noting that the Ombudsman in her own right has established a high standard of training, learning and development, together with community and stakeholder education. She leads by example in this area.

The Ombudsman has noted that when investigations carried out by her office have resulted in recommendations to the Police Service, these have been welcomed by the Chief Constable. Many of these recommendations impact directly on training. However, oversight evaluations have determined that following the transmission of the Ombudsman's reports and recommendations to the Police Service, there is no real audit mechanism which would allow the Ombudsman to verify whether all of the recommendations made had been implemented as intended.

Public Scrutiny and Involvement

The Independent Commission also recommended that public access to information also represented a powerful and necessary mechanism of accountability. The Police Service has made positive progress in this respect, and has made its training efforts far more transparent and open



►► specialised training and employee development

to public scrutiny. For example, the Police College's training curriculum is now available to anyone interested via the PSNI website.

In addition, the Police Service is currently finalising the development of the pilot citizen's course recommended by the Independent Commission in 1999. The course will permit participants to familiarise themselves with the details and challenges of police training, whether for police recruits or serving officers, while also familiarising themselves with policing challenges in Northern Ireland and globally.

The Independent Commission also recommended that some training sessions be open to attendance, upon application, by members of the public. Although priority was to be given to members of the Policing Board or DPPs, due to the crucial role these bodies play in the police accountability structures of Northern Ireland, members of the wider public were not to be prevented from attending training sessions. The recommendation to make police training more accessible to members of the public is echoed by the UK Association of Police Authorities, who has drawn up detailed guiding principles to facilitate the involvement of communities in police learning and development.

In response, the Police Service developed its Public Observation Policy in July of 2005. This is well-designed and structured to allow access to the training institution by formal organisations such as the Policing Board, DPPs, Independent Community Observers and Custody Visitors. The Police Service also continues to develop its partnerships with outside training institutions such as universities and colleges, both in Northern Ireland and abroad; further detail on cooperation with outside training institutions is provided below.

In previous oversight reports the Learning Advisory Council (LAC) has been noted as representing an important means for input from the broader training and other community to impact on the Police Service's training programme. However, oversight evaluations have determined that the existing LAC framework did not allow the full impact on the training programme that both the Independent Commission and the LAC's own participants had hoped for.

The concern is that the potential for the LAC to involve itself more closely in the development of training strategy may be affected. However, the need to review and if necessary, re-invigorate the work of the LAC has been recognised by the Police Service, which has engaged an established accounting firm to assess the LAC's remit and make recommendations regarding the definition and maximisation of its role and input into training strategy.



Information Technology

The Independent Commission recommended that every officer and civilian in the service should undergo adequate training in information technology (IT). This training was to benchmark the Police Service against the rest of the world, and permit the development of a resource and training strategy to put the Police Service at the forefront of law enforcement technology.

As previously reported, for a variety of reasons a comprehensive IT strategy to allow the implementation of this recommendation was not completed until December of 2004, however a stable and comprehensive IT strategy has now been accepted and is in place. A reliable validation process, to be carried out by the Police Information Technology Organisation (PITO), is now also in place and implementation of the Independent Commission's recommendation is proceeding. PITO provides routine validation process updates to both the Police Service and, due to its overall monitoring, the Policing Board.

With respect to specific IT training initiatives, resources in support of IT training have sometimes been diverted to other areas, however the Police Service has progressed its rollout of increasingly sophisticated technology in support of police operations, both in terms of computer and communications systems. This will present its own challenges, and in some instances IT training has proven difficult to provide due to a lack of required technological equipment or the need to first train the district trainer in the use of new technology. A challenging district-level training programme also means that it is often difficult for district trainers to meet the rising demand for the provision of specialised IT training.

Rising demand for specialised training has been acknowledged by the Police Service, and Training Branch developed a dedicated Communication Training Unit comprised of eleven trainers and six civilian contractors in response. This Unit's training programme is administered at three training sites across Northern Ireland, and the high level of its work has been recognised by garnering the Institute of IT Training's Gold Standard Accreditation for 2004.

Reintegrating Intelligence Training

The Independent Commission recommended that police functions in support of intelligence, of which intelligence training was a part, be integrated more fully into, and services made available to, the rest of the Police Service. Oversight evaluations have determined that this transition has taken place successfully, and that the integration of the Police Service's intelligence training function has been smoothly transitioned. The intelligence training team has access to the Police Service's Human Rights Advisor, which allows for issues of potential concern to be addressed and resolved as early as possible. A quality assurance process has been put in place to allow the review of all lesson plans on a regular basis, to ensure compliance with the core values promoted by the Police College.

Specialised intelligence training continues to develop strong professional and organisational links with other police training academies which provide similar training. The Police Service's Leadership in Counter-Terrorism course is now well established and has met with an enthusiastic response from participants from the UK, the US, Canada and other countries.

The structured training links in this area have now been confirmed, and the Police Service is developing its training strategy with a view to maximising the benefits of these kinds of combined

training approaches to the organisation. Criminal and security intelligence training is also being enhanced by taking advantage of training opportunities offered by agencies such as the London Metropolitan Police, US Federal Bureau of Investigation and the Royal Canadian Mounted Police.

Senior Investigator Training

In an excellent example of seeking the most appropriate type and context for training, the Police College, in conjunction with Queens University, Belfast has developed formal academic accreditation for its existing Senior Investigating Officer (SIO) Development Programme. This is a formal post-graduate certificate course leading to a Professional Certificate in Law, Policing and the Investigation of Serious Crime. This is work-based learning and will allow SIOs who complete the course to continue in an existing Masters Programme at Queens, for example a Masters degree in human rights law or criminology, in one further year of study. The course will be formally launched on 9 December 2005.

Aside from teaching an SIO investigative skill, the intent of the course is to allow for greater community involvement in the training of senior detectives who inevitably investigate the most serious crimes. In recognition of the new focus on policing with the community, SIOs were to be taken out of the police environment and taught directly by members of the community with experience in particular areas including human rights and diversity, but particularly in areas such as homophobic and racist crime. In addition, in order to make community contacts and teaching more effective, Queens University is contracting with community support and advisory groups to contribute to these sessions.

Critical Incident Training

The Police Service introduced a Critical Incident Management policy in June of 2005. The policy sets out the role and responsibilities of the three levels of police incident management, police-community and police-family liaison teams, as well as media and public relations officers. As by their nature critical incidents can vary widely, from serious crime to natural emergency, they require tailored responses. However, certain standards and standard approaches are still necessary, and the policy is intended to provide professional and effective guidance to police managers. In view of the high priority this has been given by the Police Service, and to support the new policy, Training Branch has developed a Critical Incident Training Programme to be rolled out over the next six months.

▶▶ co-operation with outside training institutions



▶▶ training structure and direction

The Independent Commission recommended that there be structured cooperation between the Police Service and other policing institutions, particularly the Garda Síochána, in the area of police training. The Independent Commission also recommended that there be training exchanges and joint training courses. This is an area where the Police Service has made significant progress, with the first major step being the signing of a Memorandum of Understanding between the Police College of Northern Ireland and the Garda Síochána Police College in Templemore.

This established the kinds of contacts and evolving interchanges envisioned by the Independent Commission, with increased cooperation in the development of training courses as well as joint training and learning seminars, conferences and meetings. One specific example is joint diversity training which was developed between the Garda Síochána and the Police Service. The first joint diversity course was piloted in September of 2005, and is due to commence fully in early 2006. Aside from supporting the European Union's Peace and Reconciliation Project, from which it is funded, this type of training will result in further benefits as trainers are more routinely exchanged between training institutions, particularly in support of diversity training.

The exchanges that have occurred have been received positively by both organisations, and an exchange programme for trainers between colleges will be introduced in January of 2006, with a number of further inter-college activities planned throughout 2006. In addition, the Police College of Northern Ireland signed a Memorandum of Understanding with the Scottish Police College in Tulliallan in September of 2005, aimed at improving overall training links particularly in the area of leadership in counter-terrorism.



The Training Needs Analysis

The Independent Commission's training recommendations had as their objective the establishment of a solid training foundation and process which would allow the Police Service to address any emerging policing challenge. In support of this objective, the Independent Commission recommended that a thorough training needs analysis be developed, in order to identify both current and future training needs, as well as to determine the ability of the organisation to meet these demands.

The Police Service continues to work towards the needs that were defined in the final Training Needs Analysis (TNA) developed for the Police Service in January of 2004. Any applicable recommendations were then also incorporated into the Costed Training Business Plan.

Of some interest is the fact that the current TNA focuses on only 20% of the existing training curriculum, with the remaining 80% of the Police College's approximately 10,000 annual training days being devoted to course material which is mandated principally by legislation. Although the needs of police and other staff that fall into the 80% of mandated training is crucial to the proper functioning and effectiveness of the Police Service, the remaining 20% allows for little flexibility in identifying and addressing emerging training and other needs. This highlights the capacity issue.

The Policing Board will need to monitor to ensure that the Police Service remains able to devote the necessary training resources to areas which fall outside the mandated 80% of police training, or which need to be addressed due to changing policing circumstances.

Rationalisation and Structure

Many of the Independent Commission's recommendations on training were aimed at the way the Police Service's overall training programme would be managed. Since then both the Police Service and the Policing Board have recognised and addressed the many challenges that training would help to overcome. Aside from underpinning and enabling the massive change programme implied by the Independent Commission's reforms, Training Branch was also tasked with recruiting and preparing a large number of recruits in an untried training regime; this relatively large cohort of new officers would then have its own training requirements, for example in core policing skills, once it left the Police College and began its policing duties.

All of these challenges have largely been met successfully, and it is encouraging to note that an increasing number of training needs, both at the organisational and the district level, are being met by the Police Service partnering directly with an outside service provider. Increasingly the Police Service has moved training away from an environment strictly run by police officers for police officers, to one where training is both provided by non-police personnel and is provided away from police property and now takes place in a university or college classroom.

The senior investigative training initiative being developed between the Police Service and Queens University, Belfast is one example of diversification, as are courses offered by some DCUs, through the use of their devolved budgets, for training in areas including customer relations for call handlers and professional training for police officers. The Police Service is also continuing its efforts to civilianise training positions at the Police College that do not require training personnel to have police powers. The Police College is presently staffed by 196 police trainers, with 32 civilian training staff. A recent media advertisement for twenty new civilian positions was made

across Northern Ireland, the United Kingdom, and the Republic of Ireland.

However, there remains a dichotomy in the training function between the training that is developed on an organisational level, generally through the Police College, and the training that is required or now increasingly provided by DCUs. Although the Police College responds to training needs as they are articulated by the DCUs, responses must of necessity be larger in scale than might suit an individual DCU. This is an understandable division in function and perhaps in perceived needs as well, but it must also be recognised that the creative tension that exist in this respect will incur its own organisational costs.

For example, several district trainers and senior managers of the Police College have remarked on this apparent 'disconnect' between the district trainers as a whole and the College. This may be exacerbated by the lack of a dedicated training policy centre to coordinate and strategically oversee the provision of training at all levels of the organisation, although there is a coordinator at the Police College whose role it is to liaise between the centre and the districts, as well as the fact that district trainers report directly to DCU Commanders rather than to the College; one effect of the latter is that, depending on operational requirements, district trainers may be called to other police duties to the detriment of their growing training obligations.

In addition, district trainers do not currently have an institutionalised and effective process for capturing their local training requirements, although it must be noted that in most cases individual district trainers produced comprehensive training plans nonetheless. The number of vacancies in training positions has the potential to be of concern, and the uncertainty that currently exists as a result of the review of the appropriate number of DCUs is mentioned as a contributing factor in the difficulty of recruiting qualified trainers to replace those who leave training.

Many DCUs visited during the last evaluation period continued to struggle with a lack of trainers and the on-going pressures of delivering instruction on new legislative and police procedures, IT training and other internal requirements, many of these mandated. A number of DCUs continue to lack appropriate training facilities for the district trainers, however a lack of appropriate equipment no longer appears to be a major concern among DCUs.

As a result of the Government's announcements on the Review of Public Administration in Northern Ireland, made on 22 November 2005, the notion of grouping services between DCUs may be facilitated as the Police Service adapts its structure accordingly, and the concomitant review of the Police Service's organisational structure and optimum number of DCUs may eventually address some of the concerns mentioned above.

The Police College budget process is being reviewed to incorporate the national costing model as recommended by HMIC. There have been some difficulties in introducing the appropriate software to capture the information required to produce an accurate costed business plan. The costed business plan was presented to the Policing Board on 29 October 2005. The Police College also introduced a "benchmarking" exercise with the Nottinghamshire Constabulary, this being a police service of comparable size, involving five training courses, with results being comparable with marginal differences in most categories. The only major area of divergence was in the comparative costs of each police service's tutor constable training programme, with the PSNI's programme costing 80% more than that of the Nottinghamshire Constabulary.



The New Police College

In its 1999 report the Independent Commission noted the inadequacy of the Police Service's training facilities. This assessment has been confirmed during subsequent oversight evaluations. Adequate and modern training and development facilities are an absolute requirement for a modern police organisation, particularly if it faces the dual challenges of organisational change and an evolving operational environment.

The Police Service's Outline Business Plan has been revamped to incorporate new fiscal forecasts regarding the proposed new college in Cookstown. The expansion of the building site, improvements to access roads, other design changes and technological advancements were added to a revised Outline Business Plan that was presented to the Policing Board on 3 November 2005. The Police Service, Policing Board and Northern Ireland Office are strongly committed to progressing this important project. It is encouraging to note that the parties are also looking at innovative ways to ensure that a state-of-the-art college becomes a reality sooner rather than later.

Endorsement of the Outline Business Plan and approval by Government would forecast a completion date of 2009. The Police College has named an experienced project manager to ensure critical input and involvement in the planning and implementation stages of the new college project. The Police College has developed a "New Police College Control Strategy" and the project managers will report progress against the Control Strategy.

The Police Service's own projections indicate that by 2010 recruiting requirements will have fallen to approximately 150 new recruits per year, down from the approximately 480 currently being recruited every year. This will represent a strategic challenge as the Police Service ensures that the new police college is utilised to the fullest extent possible. It will also be important for the Government to maintain its funding commitments to the Police Service in support of the police college initiative.

Service Level Agreements

The Independent Commission recommended that Service Level Agreements (SLAs) between Training Branch and DCUs set out what Training Branch would be expected to deliver to the district or department concerned.

The Police Service implemented this recommendation by issuing District Training General Order 13/2005, with appended SLAs, which was approved and went into effect on 11 April 2005. The Order has now been disseminated to all 29 DCUs and all have signed their respective SLA.

SLAs allow DCUs to identify both the type of training and how this training might be delivered, for example to neighbourhood policing teams receiving policing with the community training. SLAs also outline the role of the district trainer as the focal point for district training, as well as the reporting relationship between district trainers and DCU Commanders.

District trainers depend on the DCU Commanders for resource allocations, but trainers are responsible for developing an annual local training plan based on input from the DCU Commanders, district department heads, crime analysts and community initiatives. The training plan must reflect the Police Service's Policing Plan as it applies to the local judicial and social environment.

The SLAs spell out what the college is expected to deliver to the district or department concerned. There is a qualifier that specifies that district trainers should spend 90% of their time on training duties and the remaining 10% on operational duties to the DCU as determined by the DCU Commander.

The long absence of training Service Level Agreements (SLAs) threatened the ability of the Police Service to sustain the impressive progress being made by DCU Commanders, supervisors, beat officers, as well as individual members of neighbourhood policing teams.

Tutor Training

The tutor constable programme has been lauded in a number of past reports for its innovative format and the ability to effectively train probationary constables. Unfortunate circumstances have impacted on the viability of the present format. The tutor constable extractions have a direct effect on the overtime costs for rural and urban DCUs, with DCUs having to backfill positions in order to free up members to act as tutor constables. Aside from placing an inordinate number of students with existing tutors, it may result in some new officers receiving less training than they might require.

The tutor constables have raised the issue of inconsistent ratios between tutor constables to probationary constables, prevalent in both Urban and Rural Regions. A complete review has been undertaken by the Police Service to determine the most effective training of probationers during this ten-week tutorship period, and how the overall programme will be managed in the future. The review has identified five options with a preferred option being presented to the senior management for decision.

▶▶ conclusion



As noted by Her Majesty's Inspector of Constabulary, long term success in policing demands that investments in training be maximised. Staff must possess the appropriate knowledge, skills and abilities in the proportions necessary to deliver sustainable community benefits in the longer term, within a best value framework. The challenge for the police service is to achieve that outcome. However, HMIC also pointed out that, while training has a major role to play in any organisation's proficiency or transformation, it is neither a cure-all nor a quick fix. Although training and staff development are the keys to future performance success, these are long-term investments.

From the outset of the Police Service's reform programme, those with an appreciation of the complexities of organisational change understood that in order for a real transformation to occur, change would of necessity be evolutionary rather than revolutionary. For example, in looking at the Police Service's training experience we note a movement away from a training culture towards one of personal learning. We also note a move away from an "in-house only" approach to training to one marked by an increasing level of collaboration and cooperation with all manner of private and public learning institutions.

These include the Association of Northern Ireland Colleges, the Open University, Ulster University and Queens University, Belfast. The delivery of the Course for All and the integration of a comprehensive Training Needs Analysis into the Costed Business Plan and the PSNI Business Training Plan reflect an institutional resolve to assure that training, education and development remain inculcated values of the Police Service. The continued close scrutiny of the Policing Board and others is essential to maintaining progress and achieving results.

The Police Service has also recently instituted a Personnel, Finance and Training Committee under the direction of the Deputy Chief Constable, that is the focal point at the executive level to set strategic priorities, exercise control over budgets forecasts, and receive evaluation reports. Results from this internal oversight process will be important. In addition, the Police College has developed a robust Quality Assurance Framework and Strategy that will provide the data to control the training enterprise in its entirety across the organisation including at the district level.

The Police Service is clearly at an important juncture, influenced by a number of external events such as the political environment and pressures such as the Review of Public Administration. Many historical practices and policies have been modified in response to the Independent Commission's recommendations, while many others have evolved in direct response to an increasingly progressive leadership. The confluence of training, education and assessment, and the engagement of an informed public, can facilitate a partnership that will be of mutual benefit to the Police Service and the wider community.

Although there are many successes that we have reported over the past few years, the police recruit selection and training programme remains one of the most successful aspects of the Independent Commission's reform programme. Since 2001 close to 58,000 recruit applications from both Catholic and non-Catholic men and women were received by the private firm hired to manage the recruit selection process. As a result, over 2,020 new police officers have been engaged by the Police Service on a 50:50 Catholic/non-Catholic basis. All of these committed and well-trained young men and women are now providing their fellow citizens with a professional and progressive policing service. It will of course be important to quality assure and renew this programme.

It is understood that the 50:50 hiring scheme has been controversial and is not universally supported, however as the Independent Commission made clear, it was deemed necessary nonetheless in order to ensure that the new Police Service of Northern Ireland was representative of the community it policed. Such is the degree of interest in a career in policing that now both Catholic and non-Catholic applicants are being turned away, as the 480 recruit positions open each year are hugely oversubscribed.

Although this will inevitably result in the disappointment of a large number of young men and women, it is also of enormous benefit to the Police Service itself, as this allows it to select and train only the most promising of applicants from across the wider community; as we have already pointed out in previous reports, this is an enviable position for any police service to be in. The presence of a centre of training excellence is an absolute requirement to support this.

Encouragingly, many of the men and women who were not selected as recruits in their first attempt chose to apply again, which is itself a testament both to the attractions of policing as a worthy and fulfilling career choice, but more importantly to the positive impact that the many policing reforms spelled out in the Independent Commission's 1999 report have had on policing in Northern Ireland. It will be of strategic importance to ensure that this cohort is trained and developed through and beyond 2010, for these young men and women represent both the front-end of policing and the Police Service's future leadership.

Our overall conclusion is that the training regime in the Police Service of Northern Ireland has moved forward significantly and is clearly moving in the right direction, both in satisfying the longer-term needs of the police and in satisfying the Independent Commission's recommendations. The journey is by no means complete and our reports, and others, will continue to point out gaps as appropriate.

The capacity issue relating to satisfying current and emerging training needs is the single largest strategic issue to address. This will require careful examination by the Police Service and the Policing Board, and it will not be easy to balance needs against available resources.

There are many longer-term challenges and choices for the Police Service. These include: the more productive utilisation and integration of district trainers; the successful transfer of knowledge back into the organisation from those working at Centrex, foreign missions, attending outside courses; attracting and retaining the best police officers and others to continue the tradition of strong training; the integration of larger numbers of civilian instructors; the demand for ad hoc courses, to meet emerging needs. However, these are arguably not unique to Northern Ireland, and would be faced by many modern police agencies throughout the world.

The Police College is increasingly faced with accommodating the growing number of demands from outside police agencies for training at the Police College of Northern Ireland. For example, a large group of Shanghai police officers participated in a residential training course in November of 2005 which lasted for ten days and was fully funded by their local government. These officers had become interested in and decided to receive training specifically from the Police Service because of the many changes that it had recently undergone, as well as the high degree of commitment and professionalism that the Police Service now represents in the international sphere.



▶▶ ▶▶ appendix a

If this and similar future programmes are managed effectively there is no reason that this type of training, to outside police agencies, could not become at least self-funding from the Police Service's perspective, but possibly a significant source of revenue for both the Police College and the Police Service. Since it is not certain that the Police Service will always require the high number of police recruits currently needed, such programmes could also serve to utilise excess capacity once the new police college near Cookstown is completed.

It remains our overall conclusion that the Police Service has successfully managed to implement a large majority of the training recommendations that the Independent Commission recognised as being so important to the overall policing change process in Northern Ireland. As noted by the Oversight Commissioner, hopefully this success will soon be matched by corresponding degrees of trust and faith in the police, as the wider community comes to recognise more fully the profound nature and degree of the policing changes that have already taken place.



RECOMMENDATIONS WITH EITHER DIRECT OR INDIRECT TRAINING IMPLICATIONS

Recommendation	Issue/Area
4	Human Rights Training
13	Monitoring Police Performance
27	Creation of District Policing Partnerships (DPPs)
34	Contacts Between Policing Boards and DPPs
44	Community Policing as a Core Function
45	Dedicated Neighbourhood Policing Teams
47	Police Probationary Training
50	Crime and Complaint Pattern Analysis
51	Attendance at Police Training Courses
68	Parade Marshal Training
69, 70	Public Order Equipment
71, 73, 74	Police Performance in Public Order Situations
77	Police Appraisal System
93	Development of Police Strategy
98, 99, 100	Special Branch
104	Enlargement of Part Time Reserve
108	Retraining Programme for Police Officers
111	Transfer of Police Civilian Staff
116	Police Pilot Cadet Schemes
129 – 149	Training, Education and Development
161	Cooperation between PSNI and Garda
166, 167	Personnel Exchanges with GB Police Services
168	Links Between Police Training Colleges
169, 170	International Training Exchanges



KEY PERFORMANCE INDICATOR (KPI) FRAMEWORK TO MONITOR IMPLEMENTATION OF THE TRAINING, EDUCATION AND DEVELOPMENT STRATEGY

The Monitoring Framework consists of 8 Key Performance Indicator which were jointly developed by the Police College and the Policing Board and agreed by the Board's Human Resources Committee in May of 2004. The Police Service provides a progress report to the Human Resources Committee every 4 months on the implementation of the Training, Education and Development strategy.

KPI 1	Northern Ireland Issues
Definition	Training, education and development provided on NI issues.
Target	To improve training, education and development provided to students on NI issues.
Measurement	Evaluation of PCNI responses to relevant external evaluations; e.g. NIHRC reports Information on professional development given to trainers Feedback from students on a range of courses Feedback from the PSNI longitudinal study Evaluation of input by Mediation NI Outcome of implementation of human rights recommendations
KPI 2	Training Needs Analysis (TNA)
Definition	The number of individual courses generated through "Internal Demand", which are designed using a formal TNA process.
Target	Monitor 'Internal Demand' for courses with a view to setting a target within an appropriate timescale, not exceeding 6 months.
Measurement	Implementation of TNA recommendations Monitor links between TNA and business plan Monitor how training needs are identified and met.
KPI 3	Outreach, Openness and Transparency
Definition	The development of partnerships with universities and colleges to assist with the design, delivery and evaluation of relevant courses. Relevant training courses to be made available to members of the public; e.g. Members of the Policing Board, DPPs. The accessibility of the training curricula.
Target	To establish a number of 'strong' partnerships with learning institutions. To ensure relevant courses are made accessible to the public
Measurement	Number of partnerships Involvement of external bodies in design, delivery and evaluation of courses Methods of publicising courses Number of members of public attending relevant courses.

KPI 4	Service Level Agreements (SLAs)
Definition	The implementation of service level agreements between the police college and the District Command Units (DCUs) setting out what the college is expected to deliver to the district or department concerned.
Target	To establish 100% of SLAs by May 2005.
Measurement	Number of SLAs in place Impact of implementation of SLAs and accompanying General Order
KPI 5	Civilian integration within Police training.
Definition	Ratio of Civilian: Police instructors Integration of Civilian staff with Police staff in training
Target	Increase Civilian-to-Police trainer ratio to comparable level with other 'like' services. Relevant courses should aim to have a mix of Civilian and Police attendees.
Measurement	Numbers and rank of trainers Types of courses delivered by civilian and police trainers Numbers of attendees
KPI 6	Instructor Tenure
Definition	To monitor the implementation of the PSNI tenure policy within the Police College
Target	To have fully implemented the tenure policy by (date to be agreed).
Measurement	Impact of implementation of tenure policy.
KPI 7	Participant Assessment of Training
Definition	Participants overall rating of individual classes and courses and analysis of programme participant feedback forms.
Target	To reach a minimum target of 90% satisfaction amongst participants.
KPI 8	PCNI Budget
Definition	Total budget allocated to PCNI and as a % of overall PSNI budget.
Target	Benchmark to other 'like' services using information model arising from the National Costing Model. Aim to reduce training budget on previous year in order to become more effective and efficient.



▶▶ notes