

Penalty: Medium
Investment: Nominal

Relations between the Centre and Forces

5.29 The Centre adopts a 'one-size fits all' approach regardless of the expertise and experience of the Learners and instructional staff. This was mirrored by frustrations expressed at the force level around the same areas. A frequent view was expressed to HM Inspector that forces in part have developed greater expertise and subject matter knowledge than the Centre because of a perceived difficulty in the Centre responding to feedback.

5.30 The lack of action on feedback coupled with a lack of strategic direction and absence of a development plan compounds the Centre's inability to move forward.

If the Centre is to achieve the claimed Centre of Excellence status there is a need to resource it to achieve its role, allowing it to become far more interactive with, proactive and responsive to the client requirement and feedback in order that the Centre can maintain an organisational lead role supporting local delivery.

Skills and Competence Assessment

5.31 The assessment process on all courses is limited and knowledge based through the application of a brief multiple-choice questionnaire. The same questionnaire has been used for different courses and at different levels. This benefits neither the learner nor the process of learning. An element of skills based assessment is conducted on some courses, in particular the CR1 First Responder course, but this is limited in its robustness.

5.32 The ICF is a structure, which brings together role profiles, national occupational standards, the national competency framework, and the PDR process. It provides for the future development of professional registers. Development of the enabling doctrine will allow for the identification of a full suite of role profiles, standards, competencies, and an assessment framework. This work should be

undertaken by Skills for Justice (S4J)¹⁶. It will provide a structure to inform the training needs analysis and provide for the identification of a national level of competence for the roles undertaken.

Recommendation 8
HM Inspector recommends that by April 2008 Skills for Justice develop a full suite of role profiles and related national occupational standards for CBRN activity.
Benefit: High Gain
Penalty: Medium Risk
Investment: Nominal Investment

Professional Register

5.33 Consideration should be given to adopting a professional register for the identification, management and continuous professional development (CPD) of individuals who are trained in CBRN roles. This will ensure achievement and maintenance of competence to undertake the various roles. Similar to Public Order training, confidence in the competence of individuals is crucial where mutual aid is an expectation. This level of competence can be assured and evidenced by inclusion of individuals on a professional register. It will also provide for a ready source to inform the national CBRN operational capability

Recommendation 9
HM Inspector recommends that by October 2008 ACPO with the support of Skills for Justice develops and implements a professional register for CBRN trained staff.
Benefit: Medium Gain
Penalty: Medium Risk
Investment: Nominal Investment

Training User Forum

5.34 Two separate groups, the practitioner, and tacticians' forum currently inform CBRN development. There is a widely held view within the service that neither of these fora functions as initially envisaged. There is a plan to re-visit the terms of reference and re-energise these and this should be progressed quickly.

5.35 What is clearly missing is a forum to discuss and debate training issues related to CBRN through an intelligent client interface. This lack of a training user forum has been found in other specialist training disciplines inspected by HMIC such as PNC training and is referred to in 'PNC Training Matters'¹⁷. A training user forum will join together practitioners (in the training arena) with operational managers and strategic leaders to provide harmonisation of the learning and development requirement for CBRN linked to and supporting operational policing. This could be achieved through the amendment of the terms of reference for the practitioners and tacticians fora or alternatively through the development of a specific training user forum, although it will be important to avoid duplication. The critical issue is that such a representation is required.

Recommendation 10
HM Inspector recommends that by December 2007 the service through the ACPO portfolio holder develop a National intelligent client CBRN training forum.
Benefit: High Gain
Penalty: High Risk
Investment: Nominal Investment

CBRN Awareness through E-Learning

5.36 The Centre has produced a CD entitled 'PN~CBRN~C Awareness' which has been distributed to all forces. The Police Federation of England and Wales has formally expressed concern at the lack of take up by forces. The CD was designed as an awareness raising process

5.37 HM Inspector is disappointed that some forces have not marketed the CD with the energy required for such an important subject.

HM

Inspector has noted that the current version of the CD on the National Centre for Applied Learning Technologies (NCALT) Managed Learning Environment (MLE) has

¹⁷ HMIC PNC Training Matters Inspection of Police Information Communication Technology Training Services (CENTREX) 2005.

now been validated for fitness for purpose and the content reissued on a DVD. Additionally the data available to forces from the MLE in respect of staff engagement, or other force systems which record learning and development, should be analysed to ensure that all staff who should view the DVD have done so.

Recommendation 11
HM Inspector recommends that by December 2007 all relevant staff should view the DVD and this action should be recorded and audited in all forces.
Benefit: High Gain
Penalty: High Risk
Investment: Intermediate Investment

Immersive Learning

5.38 HMIC is aware of the recently developed relationship between the Centre and a private company. This provides for a form of immersive learning provided by software for command band training. There is no doubt that there is considerable benefit in supporting learning and development through the application of this type of system, which is capable of rapid and dynamic development and deployment. It must however be based upon an identified role and learning requirement.

5.40 There may be a number of specialist companies and higher education establishments interested in the delivery of first responder training. HM Inspector encourages the Centre to explore with the private sector and other training providers the benefit of increasing the collaborative opportunities, research capability, and potential for formal externally recognised qualifications.

5.41 HM Inspector was pleased to see the regular involvement of a chaplain in Centre activity, providing quiet but sure support to staff and students. It will be important to sustain this chaplaincy presence through any reorganisation or resourcing adjustments.

FORCES

5.42 HM Inspector visited nine forces to look at the management and delivery of CBRN training. In addition, the ALI also visited ten forces to report on the quality of training delivery of both Centre staff training peripatetically into forces and force trainers delivering within force.

5.43 HM Inspector was concerned to find that analysis of force questionnaires revealed that at least forty four percent (44%) were either not satisfied or very dissatisfied with the training provided by the Centre. Fifty percent (50%) were either not satisfied or very dissatisfied with the support provided by the Centre. Furthermore, sixty percent (60%) were either not satisfied or very dissatisfied that the training provision consistently achieved the standards required by their individual organisations.

5.44 HM Inspector believes that this is indicative of forces, through the absence of doctrine and strategy, developing their own insular CBRN training processes. This is done in the absence of nationally agreed standards and in some cases the lack of a robust quality assurance system for instructional staff and evaluation of the training impact. Furthermore this is compounded by the failure of the Centre in its own policy of quality assurance at both Centre and force level.

Refresher Training

5.46 Recent advice obtained from the Health and Safety Executive was to the effect that refresher training was an imperative. However, responsibility for such refresher interactions in terms of timeliness had to be at the prerogative of the Centre. There is a minimum requirement for all first responders to have refresher training at least once every twelve months and for the respirator to be certified every twelve months using the 'Portacount' process. This creates a significant additional learning and validation requirement for forces, which has resulted in a variety of approaches by forces to ensure that first responders remain current in their psychomotor skills. Some forces have introduced refresher-training programmes that exceed the minimum requirement. A particular case in point is the approach adopted by [redacted] where the training programme and regime has been significantly developed within the context of [redacted] resulting in a far greater level of staff skills and confidence.

5.47 HMIC noted that, in the forces that have developed approaches beyond the Centre, there is a marked contrast in terms of the increased confidence and professional ability of the staff during refresher training than found in forces that had not invested as significantly in the training element. Such a lack of consistency, and consequent negative impact on operational outcomes, can only be rectified through effective QA and evaluation, as the next chapter explains.

6 QUALITY ASSURANCE AND EVALUATION

Quality Assurance

6.1

only a theoretical framework and process was developed by the Centre to provide Quality Assurance (QA).

6.2

Evaluation

6.3 HO circular 5 of 2005 outlines the organisational need for effective and efficient evaluation. The police service has generically adopted an evaluation model produced by Dr. Donald Kirkpatrick. Briefly, this is described as level one-reaction, level two- learning, level three- transfer and level four- impact.

6.4 Organisationally based evaluation is the responsibility of the client rather than the contractor and assumes:

“...that training is conducted to enable an organisation to function and achieve its aspirations, rather than training for the benefit of a single individual” ²⁰

6.5 CBRN training lacks an evaluation strategy, which should be owned by the client side to support the service through the application of meaningful and holistic evaluation. An attempt has been made to undertake Kirkpatrick²¹ level one and level two evaluations by the Centre however there is little evidence of a robust structure to support the process, or of a meaningful feedback loop into curriculum development or lesson design. The current process does not allow for meaningful analysis and further application of evaluation.

6.6 There has been no attempt to engage with the National Evaluation Strategy Implementation group (NESIG) for assistance in the development of a strategy or Kirkpatrick level three and four Evaluation for CBRN training.

6.7 HMIC is concerned that there has been very limited level three evaluation. That which has taken place has been as a result of the initiative of the Centre rather than the client.

Recommendation 13
HM Inspector recommends that by April 2008 the ACPO Portfolio holder develops and implements a CBRN evaluation strategy based on the overarching national evaluation strategy.
Benefit: High Gain
Penalty: High Risk
Investment: Nominal Investment

Gold Command Courses

6.8 HMIC is pleased to note that in September 2005 the Centre commissioned a course evaluation report from ESA (UK) Limited for the Gold Command Programme. The rationale behind the process was that the course had been redesigned and would in the future be using a simulation exercise developed specifically for the Centre by

6.9 The Kirkpatrick model of evaluation was used to level two for the redesigned programme. The findings were that the course was: -

²¹ Doctor Donald Kirkpatrick cited Models for Learning Evaluators Guide page 7
<http://www.NCALT.com/documents/modelsforlearning>.

“...professionally delivered and is consistent with identified good practice”,
“...that the course meets its own aim and learning outcomes”,
“...whilst there were some levels of high satisfaction with most speakers,
some revealed room for improvement.”

ESA (UK) Ltd concluded that,

“...it should be noted that there is strong evidence that considerable learning
has taken place.”

“...the course had not been subject to a formal training needs analysis,
performance needs analysis, nor was it subject to National Occupational
Standards.”

6.10 Whilst the approach taken for this particular evaluation is to be commended it
remains a disappointment that this was an isolated evaluation not resulting from, or
benefiting from, an evaluation strategy.

6.11 The recommendations from the evaluation are replicated also at Appendix C.

7 PROCUREMENT, RESEARCH AND DEVELOPMENT

Procurement

7.1 There are sound reasons of economics and standardisation for the procurement and supply to forces of CBRN equipment centrally. In the absence of any central body holding the remit to manage this process the Centre at Winterbourne assumed this role historically by default because of the traditional centralised training delivery depending upon skills based training using the chosen PPE. There is an obvious linkage between the training of First Responders and the supply of their ensemble, in that the training requires the donning of the training ensemble in order that those trained are immediately equipped to perform their role. The Centre, and in particular the Stores Manager, are to be commended in their achievements in this process.

7.2 Under the PN-CBRN-ORP, responsibility for procurement has now passed to the CBRN Operations Centre, to be properly informed by doctrine. In so doing, it will still be important that the Training Centre and the learning cycle can be kept informed so that changes required by new procurement can be effected in a timely fashion.

Research and Development

7.3 Research and development play an important part in informing doctrine and ultimately the learning process. A number of forces provided the inspection team with examples of research and innovative ideas that they had forwarded to the Centre for consideration. The view of the forces forwarding the research to the Centre was that the research had not been taken into consideration by the Centre and indeed seemed to disappear within the Centre.

7.4 Staff at the Centre acknowledged that the activity they were undertaking was not research linked to the development of the curriculum, but was almost entirely focused on the development of operational products.

7.5 It is clear from the examples that the role of the research and development department at the Centre was actually a conduit in the commissioning of work by outside manufacturers, rather than academic research to enhance learning, and it has been a missed opportunity. This is in contrast to other similar research and development units found in other learning and development agencies, such as within NPIA. In those agencies research and development is a fundamental element of the

maintenance of an effective and up to date curriculum adding value to the learning and development function.

7.6 HM Inspector recognises that in future research and development within this context will become the remit of the CBRN Operations Centre however he considers that subject matter academic research that directly informs the curriculum at a national level should also be developed.