

8 THE FUTURE

8.1 CBRN training for the future will be based on a solid foundation of quantitative achievements, prompted by the challenges flowing from the events of 11 September 2001 in the USA. The Centre at Winterbourne Gunner, supported by the work of a few committed individuals in ACPO, forces and the Home Office, has combined training of large numbers of officers, in an increasingly complex role framework, with procurement, and the rudiments of doctrine and development. The capacity and capability which has been generated is a tribute to the work of the training centre and its staff.

8.2 The inspection also identified areas of weakness, and some fundamental errors. Again, it is important to place on record that relevant stakeholders have responded positively and promptly to emerging findings and ongoing advice. There is now clear direction, a well derived strategy, and an emerging improvement plan. This must now embrace the areas explained in the following paragraphs.

Areas for Improvement

8.3 There is a fundamental requirement for doctrine to be developed in the field of CBRN, as in all other aspects of policing, so that training is properly informed. For the future, with the imminent publication of guidance and practice advice, training will at last be based on a firm foundation.

8.4 The purpose, form and function of the Centre at Winterbourne Gunner must be based on a clear doctrine, learning strategy and learning requirement, all of which have been agreed by stakeholders.

8.5 The development of a Learning Strategy will provide direction on the requirement for a proper service wide performance needs analysis to inform a learning requirement and enable training needs analysis. This in turn will provide the opportunity to identify what needs to be taught, to whom and allows for the development of courses and learning delivery methods including local, regional, national and blended learning delivery. The strategy should also include direction and guidance on refresher training.

8.6 There is a need for the nationally recognised learning cycle and the requirement of the PLDE 'Models for Learning' to be adopted. The Centre should be

clearly positioned in organisational terms within the Capabilities Board area, under ACPO TAM, as well as a proper business planning process, which complies with relevant HO circulars

It is critical that a rigorous quality assurance process is put in place, and that the client side, through ACPO, with NPIA support, commission evaluation of training. A view expressed by some practitioners was that the Centre should have a more significant quality assurance role for local and regional training delivery.

8.8 HMIC is concerned that the Centre is operating outside of the requirements of HO circulars and the Police Learning and Development Framework. There is no doubt that this has impacted upon the effectiveness and efficiency of the Centre in providing training to the Service. The Centre should now be brought within the discipline of the Police Service Learning and Development Framework.

8.9 The Centre needs to improve its communication processes with its clients. The Tacticians Forum and the Practitioners Group do not focus sufficiently on learning development issues, so a learning and development user forum needs to be established. This will allow the Centre to become responsive to client requirement both in terms of the development of courses and learning material and in the quality assurance role. Examples of this include the strongly articulated requirement found on fieldwork inspection activity for a tactical advisor course on CBRN.

8.10 All operational and training role profiles for CBRN should be based on the police ICF and relevant NOS.

8.11 In summary, HM Inspector considers that the following should occur:

1. The rooting of training in CBRN doctrine
2. Confirmation and promulgation of the future purpose, function and form of the Centre and for it to sit within the Capabilities Board responsibilities area, under ACPO TAM.

3. The development of a learning strategy to support CBRN training including:
 - A. A performance needs analysis
 - B. The development of a learning requirement
 - C. Training needs analysis
 - D. Design of learning solutions and, application as a minimum of the national standard and qualification of police trainers at NVQ level 3 and vocational competence for CBRN trainers.
 - E. Local, regional delivery of learning
 - F. Development of blended learning delivery, including immersive learning techniques for command roles
 - G. The development of quality assurance process for all CBRN training
 - H. The commissioning of evaluation work through ACPO and NPJA

INSPECTION REPORT

Police National Chemical, Biological, Radiological and Nuclear Centre

October 2005. March 2006

Adult Learning Inspectorate

Grading

Inspectors use a four-point scale to summarise their judgements about the quality of learning sessions. The descriptors for the four grades are:

- Grade 1. *Outstanding*
- Grade 2. *Good*
- Grade 3. *Satisfactory*
- Grade 4. *Inadequate*

INSPECTION REPORT

DESCRIPTION OF THE PROVIDER

1. The Police National Chemical, Biological, Radiological and Nuclear (CBRN) Centre was established in October 2001. It was charged by government with equipping the UK's police service with the skills necessary to carry out essential policing duties in the event of chemical, biological, radiological or nuclear incidents.
2. The Centre is located within a military training establishment in Hampshire and works closely with the military and other public services such as fire and ambulance, but is independent of those services. The Adult Learning Inspectorate was commissioned by Her Majesty's Inspectorate of Constabulary to carry out an inspection of the teaching and learning on programmes offered by Police National CBRN between October 2005 and March 2006.
3. The Centre is managed by a Chief Superintendent of Police. He is assisted by a Chief Inspector of Police who is also responsible for the development and delivery of command courses. Two Inspectors of Police are responsible for the development

and delivery of the remaining courses. They are assisted by a team of police sergeants and officers.

SCOPE OF PROVISION

4. Police National CBRN offers a range of short courses, of between two and five days duration, to police officers trained, for example, to maintain public order, carry out scene of crime operations, or carry out searches. It also offers two week CBRN courses to police instructors, to enable them to train officers in local forces. This course has recently been accredited by the University of Portsmouth. A third strand of activity offers three courses, at different command levels, to officers responsible for managing CBRN incidents. Training is carried out at the Police National CBRN Centre's premises in Wiltshire, and in forces. At the Police National CBRN Centre each course is offered to groups of between 10 and 20 delegates, although in forces the numbers on programme can be higher than this. Students are booked on to courses by their local police force. A total of 10 courses, covering the range of provision offered at Police National CBRN and in forces, was visited during this inspection. The findings below apply to all provision.

METHODOLOGY

5. One full-time inspector visited the Police National CBRN Centre on 1 separate days to observe teaching and learning on a representative sample of the courses it offers, including command courses. The inspector also spent 1 separate days at 1 different police forces to observe teaching and learning of CBRN techniques in forces. During visits to Police National CBRN and to forces, the inspector also interviewed tutors and students on courses, and examined documents.

ABOUT THE INSPECTION

Course materials and documents

STRENGTHS AND WEAKNESSES

Strengths

- Good development of courses to meet national, force and individual needs
- Good resources
- Good attention to the safety and welfare of students

Weaknesses

- Insufficient involvement of students in theory sessions
- Insufficient development of provision to meet student's needs
- Some poor assessment practice

KEY FINDINGS

Achievement and Standards

6. Police National CBRN has responded swiftly to the need for training.

Students take their responsibilities seriously and achieve the outcomes set for them by their instructors.

The Quality of Provision

Grades given to observed sessions

1 (7%) 2 (47%) 3 (40%) 4 (7%)

7. Police National CBRN has thorough teaching schemes for the delivery of a good range of courses to cover key police activities. It has a suitable range of selection criteria for participation in each of the different courses offered by the Centre. It plans and provides resources to help deliver those courses very effectively. Learning sessions are well structured, with clear protocols such as good introductions to, and information on topics to be covered. Lesson plans for the command courses are particularly well written. Schemes and plans are carefully followed by presenters. Programmes are delivered flexibly to meet the needs of different groups of students and include an appropriate range of practical activities. Targets set for the completion of CBRN training have successfully been achieved, despite time and staffing pressures.

8. The unit provides particularly good resources for students. Presentations are thorough and carefully prepared. They include good-quality slides, which incorporate text, diagrams and photographs, although some contain too much written information. Video recordings are high quality and in some sessions are used particularly well to stimulate discussion. Exercises and activities in the command course are well designed. They prompt thoughtful discussion and promote effective learning. In training sessions, students are given good access to the CBRN protective and detecting equipment and materials they may need, and tutors make effective use of these resources in practical work. Tutors are motivated and conscientious. They take their role seriously and respond well to student's needs and concerns.

9. Police National CBRN pays good attention to the safety and welfare of students. It makes clear students rights and responsibilities while they are on the programme. Student's awareness of the complaints procedure, and the units systems for providing feedback, are good. CBRN places proper emphasis on individual safety and on care for individuals while maintaining a friendly, professional and purposeful learning environment. This is successful in gaining students engagement in the programme.

10. Tutors do not involve students sufficiently in the theory sessions of their courses. For example, they do not make enough use of question and answer techniques, or exercises, to help develop students knowledge and understanding or to retain their interest. Some are over-reliant on presentations with little interaction with students. Some presentations are too long and become boring. Video clips are sometimes used without associated questions to focus students thinking and promote learning. This weakness is recognised by managers at CBRN. Although tutors regularly observe one another teaching as part of paired delivery of provision, not enough is done to identify and share good practice among tutors.

11. Tutors do not do enough to check students learning during sessions. They make insufficient use of directed questions or activities to test learning and do not always make use of expertise that lies within the group. In practical sessions, tutors do not always do enough to check that students are following the correct procedure. This weakness is recognised by managers at CBRN.

12. Students on the instructor's course are assessed satisfactorily, using a good range of assessment methods such as observation of practical performance and written work while on the course, and an observation of teaching in forces. Assessments on other courses are based on a short test and observation of practical performance in the use of equipment. Students who fail their assessment at the first attempt are given additional help and support to enable them to pass a further assessment. However, some aspects of assessment practice are poor. Students do not always know the criteria for observed elements of their assessment. Opportunities for observed sessions in forces take place some time after the delivery of training at CBRN. Arrangements for the verification of assessment in forces are inadequate. CBRN has insufficient control over assessment or the maintenance of skills in forces. It has not been able to implement its plan to observe trainers in forces every 12 months. CBRN recognises these weaknesses and has plans in place to tackle them.

Leadership and Management

13. Police National CBRN has a good quality assurance plan which includes systematic arrangements for the monitoring of staff delivering training, for checking documents, and for collecting and using feedback from students. It has made some good changes to provision as a result of this quality assurance activity. For example, it has introduced more systematic observation of delivery of provision in forces to ensure consistency. However, it has not yet acted on all the feedback it has received to improve provision, and some of its quality assurance arrangements in forces have yet to have an effect.

14. Police National CBRN has not done enough to develop provision to meet the needs of students more effectively. For example, instructors training does not include sufficient activity to encourage students to think about how they will manage and deliver topics to their own learners. Students are not always given enough pre-course literature prior to attendance on the course to prepare them for training. Lesson plans do not contain enough information or guidance to encourage tutors to use exercises, activities, or question-and-answer techniques during presentations to promote learning. CBRN recognises this weakness and has plans in place to tackle some aspects of it. For example, it is exploring ways of providing pre-course literature and information through a website.

15. Almost all of the students on the CBRN courses observed as part of this inspection were white men. Insufficient action is taken to promote CBRN training to women or non-white groups.

Inspection Quality Improvement Comments

16. Staff at Police National CBRN were unfailingly hospitable and co-operative with the inspection. However, despite an initial planning with managers who were acting as nominees, these managers did not exploit their role effectively. Requests for specific information were always met courteously and willingly, but managers did not volunteer evidence or respond to feedback to support or challenge findings. The nature of provision meant that feedback at the end of visits was necessarily light. Better preparation and involvement of these managers, and more planned and formal feedback sessions, would improve the inspection process.

HMIC Definitions for Cost (SMART)

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.

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

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

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.

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

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

Recommendation 4
HM Inspector recommends that by January 2008 the ACPO portfolio holder undertakes a properly structured and systematic Learning Needs Analysis for CBRN roles, to inform the 2008/9 costed training plan.
Benefit: High Gain

Penalty: High Risk
Investment: Nominal Investment

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

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

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

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