



APPENDIX 1

**Best Value Review of Training
Final Report (Draft)
January 2003**



**METROPOLITAN
POLICE**

Working for a safer London

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Glossary of Terms

ACPO	Association of Chief Police Officers
APA	Association of Police Authorities
ASU	Air Support Unit
BOCU	Borough Operational Command Unit
BVR	Best Value Review
BVR(T)	Best Value Review of Training
BWT	Budgeted Workforce Target
CALT	Centre of Applied Learning Technology
CENTREX	Central Police Training and Development Agency
CIPFA	Chartered Institute of Public Finance and Accountancy
CPTDA	Central Police Training and Development Agency
DCC	Deputy Commissioners' Command
DOIT	Development and Organisational Improvement Team
DTD	Directorate of Training and Development
EFQM	European Foundation for Quality Management
GMP	Greater Manchester Police
HMIC	Her Majesty's Inspectorate of Constabulary
HMIC(T)	Her Majesty's Inspectorate of Constabulary - Training
HR	Human Resources
ICP	Independent Challenge Panel
liP	Investors in People
LAS	London Ambulance Service
LDC	Learning Delivery Centre
LFB	London Fire Brigade
MetHR	HR Management System
MPA	Metropolitan Police Authority
MPS	Metropolitan Police Service
MSU	Marine Support Unit
NCALT	National Centre for Applied Learning Technology
NCM	National Costing Model
NPT	National Police Training
NSLEC	National Specialist Law Enforcement Centre
OCU	Operational Command Unit
OPSU	Operational Policing Support Unit
OST	Officer Safety Training
OU	Open University
PCCG	Police Community Consultative Group
PDU	Professional Development Unit
PNA	Performance Needs Analysis
POTC	Public Order Training Centre
PSSO	Police Skills and Standards Organisation
PSU	Police Standards Unit
PSU	Police Support Unit
PTDB	Police Training Development Board
Review	Best Value Review of Training
SMB	School Management Board
SO	Specialist Operations
SWA	Service Wide Assessment
TB	Training Board
TDU	Training Design Unit
TfL	Transport for London

BVR(T)

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TMAG	Training Matters Action Group
TMB	Training Management Board
TNA	Training Needs Analysis
TP	Territorial Policing
TPSU	Training Policy Standards Unit
TPU	Training Policy Unit
TSG	Territorial Support Group

CHAPTER 1 – EXECUTIVE SUMMARY

1.INTRODUCTION

This report is the product of the Best Value Review of Training (BVR (T)) conducted by the Metropolitan Police Service (MPS) on behalf of the Metropolitan Police Authority (MPA) between 28th January 2002 and 30th September 2002.

In Best Value terms this review is unique in that the MPS/MPA BVR is part of a National BVR commissioned on behalf of the Association Of Chief Police Officers (ACPO) and the Association Of Police Authorities (APA). This was the agreed method of responding across the police service to issues highlighted in the Home Office report on training entitled “The Way Forward”. The review notes that there are key partners at the national level influencing improvements in training. These include the Police Standards Unit, the Police Training and Development Board and the Police Skills and Standards Organisation (PSSO).

Thus 43 BVR (T) teams are committed to producing a report to be submitted to the national team by the 30th September 2002. Between the 30th September 2002 and the 31st December 2002 the national team will facilitate meetings on a regional and national level to discuss emerging findings, good practice and determine opportunities for collaboration. The outcomes of this will be presented to the MPA for local reconsideration in light of the findings of the facilitated meetings. The interim findings should be formally approved by the MPA by the 31st March 2003 with the improvement programmes commencing by the 1st April 2003.

It is noted that this review has been taking place at a time when essential recruitment to the MPS is putting a considerable strain on the training resources of the MPS and that the influx of staff will impact considerably on the training needs of this organisation in the coming years. Despite this it is clear from the professionalism of the staff in training that not only are there many pockets of excellence already in existence but that there is a desire to improve further to ensure that the MPS provides the best possible training. It is the nature and requirement of a BVR to seek continuous improvement and the fact that areas for improvement have been identified should not be seen as a criticism of those involved in this area of the MPS business.

2.METHODOLOGY

The review Project Board was chaired by the Director of Human Resources Mr Martin Tiplady with the MPA representative being Ms Rachel Whittaker.

The review has followed the MPA approved guidelines accepted for the MPS for Best Value Reviews as well as guidance and support provided by the National Project for Best Value in Training. Firstly, the EFQM model was used to scope all MPS training and illustrate potential areas for improvement within the areas identified in the Service Wide Assessment.

Secondly the research undertaken by the review has followed the principles within the 4C areas of Consultation, Challenge, Comparison and Competition and the 5th C of Collaboration. The main activities were:

The process of **consultation** took place through focus groups, interviews with key stakeholders, a staff survey conducted by Performance Information Bureau (PIB), correspondence and meetings with Police Community and Consultative Groups (PCCG), meetings with national training bodies such as Police Skills and Standards Organisation, Centrex and the Police Standards Unit. The review also sought comments from outside training organisations by publishing the work of the review in various journals and papers.

To consider **competition** the review made contact with the following to ascertain whether there was any opportunity to consider alternative training provision.

W.S Atkins Management consultants, The Law School, Holt Leadership Training, Vehicle Inspectorate Response (Leadership training organisation), Open University, and Oracle systems regarding e-learning. In addition a competition matrix (a model to aid decision making for outsourcing of services) was completed for the in depth areas considered by the review.

Challenge took place throughout the review. An Independent Challenge Panel was formed and met in August 2002 to review the findings of work undertaken. Many of the consultation visits also acted as challenge for the review. Focus groups challenged current service provision and initial review findings

For **comparison** the review took part in District Auditor led groups within the South East region and with a Met Forces group. Visits were undertaken to London Fire Brigade, Open University, National Health Service, RAF Halton, West Midlands and Greater Manchester police, TNT, Hyde Housing Association.

The issue of **collaboration** was considered throughout the review in order to assist in the discussions due to take place between September 2002 and December 2002 as part of the National BVR project. As part of that a collaboration matrix (examining all courses provided to ascertain whether they can be delivered regionally, locally or nationally) has been completed.

The Review undertook research in the following areas:

- Corporate Issues
- The Directorate of Training and Development (DTD)
- Specialist Operations (SO)
- Territorial Policing (TP) non Borough
- Territorial Policing (TP) Borough
- Business Groups

Specifically, following project board discussions, in depth research was undertaken with respect to:

- Public Order Training
- Surveillance Training within SO
- Management and Leadership Training
- Driver Training
- Probationer training (following advice from HMIC(T) in June 2002)

The functional areas above were examined against the systems approach to training from identification of training to the evaluation of training, areas considered important for consideration by the National Project.

The **National Costing Model** (NCM) has developed from a project led by the Association of Chief Police Officers (ACPO) and The Association of Police

Authorities (APA) to assist in costing police training and has been regarded as an important part of the Best Value Reviews of Training across England and Wales. Whilst it is clear that improvements have been made to the model there are still significant difficulties with it which have led to the following statement by the NCM team:

“ no meaningful comparisons across England and Wales at the level of course cost, cost per student, cost per course per day and cost per student per day can be made at this stage”

Whilst accepting the limitations of the model in undertaking the review, the team has sought to utilise the NCM and has worked in conjunction with the MPS Finance Department and the Directorate of Training and Development. From an early stage it was apparent that there were defects in the data input from the Training Plan which showed wide ranges in cost, number of training days delivered and ‘spare capacity’ across similar training units and courses. The data necessitated a re-visit to the data providers. The second draft proved to be more reliable but to reduce the variations further and challenge the results a final re-visit was completed in July by the review team.

The range of results has narrowed considerably compared with last year’s submission but problems with data capture are still being experienced. The training units were asked to specify their activity in hours whilst the NCM only recognises days and half days. The accuracy of the data provided has also been questionable, as providers have not acknowledged the significance of what they are producing in a national context. The model requires a multi-disciplinary approach. There needs to be involvement from training managers, finance experts and resource managers, (i.e., in relation to accommodation costs), but this interaction has not yet been fully established, leaving an issue with the identification of accommodation costs.

Non-contact time in all training units has not been clearly defined which in many cases has resulted in high ‘spare capacity’ within budgets. The term spare capacity, referred to nationally will change to reflect that it is not necessarily spare but spent on other non-training activities. This could include for example where an officer is required to undertake operational police work for whatever reason. The next version will also seek to identify ‘other activities’ that training budgets are being spent on.

The difficulties experienced in producing this year’s costed training plan are being taken into account together with national developments to ensure greater confidence in the costing model results. **Caution** is required when considering the data from the NCM as it can only be relied upon to give some indication of the cost of a particular unit or the use of the training resources. The real value of the costing exercise this year has been testing the processes of data capture and making national comparisons. It is also important to note that the NCM currently is a predictive tool looking forward to predicted training rather than costing what has actually been delivered.

Looking beyond Best Value Reviews the NCM has a lot to offer on a continuing basis as an aid to managing training in a professional, cost conscious way. The costing model is a vital component of the process of producing costed training and HR plans every year and aims to better balance resources to make the plans more practicable.

3. DESCRIPTIVE VISION

A successful, efficient and effective training function should support and enhance the capability of the operational units of the MPS to make London the Safest Major City in the world. The recommendations all seek to take the MPS towards that objective. The vision for the future can be described thus:

- The training function across the MPS is co-ordinated and cohesive with an effective structure for coordination and prioritisation and led by an identified and accepted Head of Profession
- That training is regarded as an essential element in the support of the MPS business and is regarded as an investment and not a cost.
- That the MPS continues to assess and specify training but with no assumption that the MPS should be the deliverer of such training
- That there is a clear distinction between the client and provider in the training function
- That training is accurately costed
- That training is delivered in accordance with the principles of Best Value
- That training is developed through collaboration both inside and outside of the Service
- That opportunities for training to be delivered from outside of the Service are embraced to free up police resources for policing
- That new technologies are embraced to provide blended learning opportunities
- That training should be provided in accordance with a predetermined analysis through a performance needs analysis.

4. DESCRIPTION OF OVERALL SERVICE UNDER REVIEW

Training within the MPS is part of the Human Resources (HR) function, led by an Assistant Commissioner and a Director of HR.

The MPS does not have one Training Department responsible for delivery of all training across the organisation. The Director of Training and Development (currently a police commander) only has direct responsibility for that training which is delivered by the schools at Peel Centre, Hendon (including the dog school and the five Professional Development Units). The schools and support units at Hendon are known collectively as the Directorate of Training and Development. The Directorate accounts for approximately 59% of the cost of MPS training and approximately 25% of the students.

Table 1a outlines the main responsibilities of the schools at Hendon.

Fig. 1 shows the structure of the Directorate of Training and Development:

Table 1a

Recruit School: Responsible for provision of an eighteen-week foundation training course for new police recruits. A new course starts every five weeks.
Professional Development Units (5 sites): Main responsibility to deliver post Hendon probationer training (weeks 18-104) through six 5-day attendances. Additionally the PDUs deliver street duties tutor training and some provide emergency life support training.
Information Technology (IT) School: Responsible for delivering computer based training courses to MPS staff. In addition training is provided to other constabularies on a fee-paying basis.
Detective Training School: Responsible for delivering training in investigative techniques to MPS staff, training for Senior Investigating Officers (MPS and national)
Driver Training School: Responsible for providing ACPO approved driver training to MPS staff, other fee paying clients and national courses.
Dog Training School: Responsible for providing dog training to MPS police staff, other fee-paying customers.
Management School: Responsible for providing training to newly promoted police staff up to the rank of Inspector and support staff who are new to the management role.
Traffic Warden Training School: Responsible for providing foundation training for traffic warden recruits, street duty tutor courses and management information systems.
The Diversity Training School: Responsible for delivering MPS community and race relations training.
The Trainer Development School: Responsible for training MPS staff to become trainers and assessors.

The Director of Training and Development does have a number of corporate responsibilities across the organisation, an example being the compilation of the MPS Annual Training plan.

Training provision is required to cater for the needs of 39,360 police and support staff. Table 1b which is an extract from the NCM, indicates the high volume of predicted training for 2002/3.

As shown in Table 1b a substantial amount of training is delivered outside of The Directorate of Training and Development. The review have identified 85 autonomous training units across the MPS

TRAINING UNIT	STATISTICS			
	No. Courses (a)	No. Students	Trainer Contact Days	Total No. Students' Training Days
Hendon	5,541	79,285	56,813	533,360
Boroughs	7,843	109,044	12,068	111,378
SO	4,572	70,828	19,283	111,180
TP	1,181	36,535	14,178	65,458
Other	550	9,461	5,808	6,942
Total:	19,687	305,153	108,149	828,318

TABLE 1b

Student Opportunity Cost (d): **139,985,742**

TRAINING UNIT	COST ANALYSIS						
	A	B	C	D	E	(E / No Students)	
			(A+B)		(C+D)		
	Direct Training Cost	Support Overheads	Subtotal: Training Charge	Sustaining Overheads (inc spare cap)	Total Training Cost (b)	Training Cost Per Student	Spare Capacity ©
Hendon	9,904,715	4,114,283	14,018,998	12,008,827	26,027,825	328.28	9,220,443
Boroughs	2,494,408	1,322,754	3,817,162	1,884,153	5,701,314	52.28	1,008,144
SO	4,301,625	1,581,858	5,883,483	1,871,670	7,755,153	109.49	633,277
TP	2,925,263	883,316	3,808,579	-76,975	3,731,604	102.14	-1,158,274
Other	537,183	185,625	722,808	140,521	863,329	91.25	-127,789
Total:	20,163,195	8,087,836	28,251,031	15,828,195	44,079,226	144.45	9,575,802

Notes:

- a. No Courses: This is the total number of courses delivered - not the total number of courses by type available.
- b. Total Training Cost: Accommodation costs have not been included
- c. Spare capacity: reflects staff costs & significant assets that could not be directly attributed to training courses. (A negative figure represents training demand exceeding resources committed e.g. insufficient no. trainers.)
- d. Student Opportunity Cost: This is based on the assumption that most students are PCs - therefore a daily rate of £169 (Ready Reckoner 2001/2) has been applied.

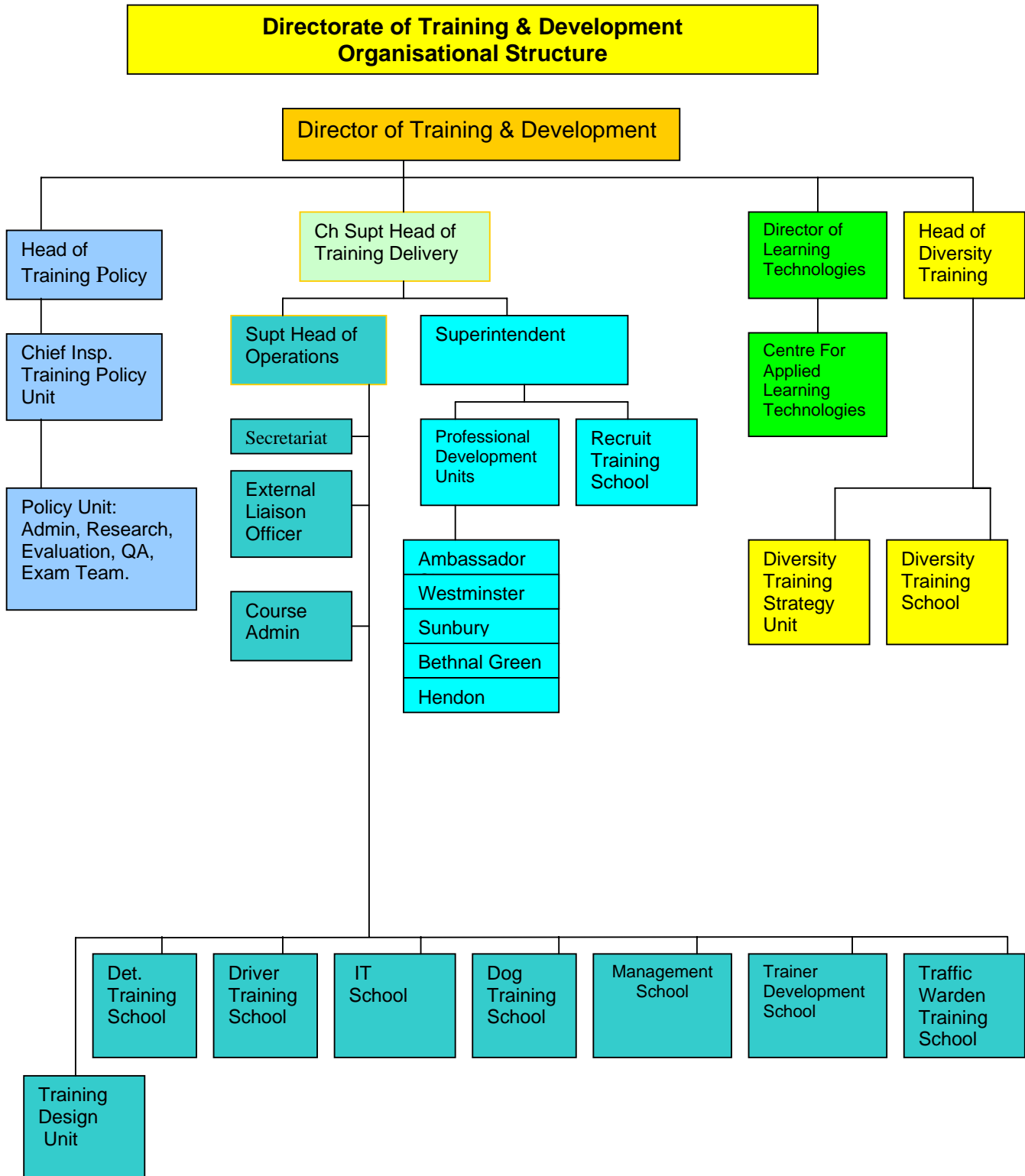
Data Source: 2002/3 Training Plan Questionnaires

Training provided outside of the Directorate is delivered by individual training units which are managed individually within their own Business Groups. For example, Borough Training is comprised of 32 autonomous training units only accountable to their own Borough Command Team. There are no direct links to other parts of Territorial Policing (of which Borough Operational Command Units (BOCUs) are a part) or the Directorate of Training and Development.

Similarly within Specialist Operations (SO) fifteen training units are managed within individual SO departments and stand alone from each other.

Therefore, the Director of Training and Development has no responsibility for significant parts of MPS training, for example firearms training (SO), public order training (TP) and surveillance training (SO).

Figure 1.



5. FINDINGS AND RECOMMENDATIONS

5.1 Introduction

In conducting the review across the organisation the review team carried out research under the headings of strategic management arrangements, training delivery – range, content, quality and alternative learning, evaluation of training provision, training design, procurement of training supply and products, training (performance) needs analysis, administration of training, performance management arrangements of training, economies of scale and the National Costing Model.

For ease the findings are grouped into three main headings of Strategic Management Arrangements, Standards and Training Delivery. In addition further recommendations arose from the in depth areas and corporate issues which were considered and are included under the heading of corporate issues.

5.2 Strategic Management Arrangements

The review found that the MPS has introduced structures designed to improve the strategic management of training and to address previous concerns of HMIC particularly as it relates to the client (customer)/contractor (deliverer) relationship. These include the Training Management Board (TMB) and the School Management Boards/Training Boards. The client /contractor relationship is most evident within the Directorate of Training and Development.

The review notes the positive ongoing developments within Human Resources such as the Competency Framework (Met. People), and METHR which will assist the client in identifying the knowledge and skills that are required to be delivered by training.

The review also notes that across the training delivery function a very positive approach exists from those responsible for training to challenge current practices to ensure that the dramatic increase in recruit numbers can be dealt with. This increase has impacted significantly on all those involved with the training of probationers.

The review has found that the strategic arrangements put in place have not all been operating effectively. The Training Management Board has met infrequently and a number of the School Management Boards have a lack of clarity about their roles. The School Management Boards were developed when portfolios led by Assistant Commissioners was the preferred MPS model and Peel Centre was not an Operational Command Unit and consequently did not have an OCU Commander whose role includes responsibility for future training delivery. The current structure of School Management Boards allows them to operate independently of the OCU Commander.

Training needs across the MPS have not been properly identified as such and not co-ordinated or prioritised effectively. Lack of clarity on prioritisation over mandatory training has been expressed repeatedly to the review team.

External **comparison** indicated that there might be alternative approaches to the delivery of training more akin to a business. With the advent of a move towards devolved budgeting the review considers this may be an appropriate time for the MPS to consider a move towards a trading account principle.

The review found that the role of the Director Of Training and Development does not provide the remit to allow the post holder to effectively monitor the entire MPS training function and impact positively for change outside of the Directorate. The fact that responsibility for the management of training within the MPS is spread across the different business groups without any effective co-ordination structure makes adherence to appropriate training standards difficult to monitor and evaluate. The monitoring of budgets and accounting for training spend is not enhanced by this system. The independent **challenge** panel commented on the need to consider a Head of Profession for the training organisation with responsibility across the service for training deliverers.

The review has found that many training managers across the organisation feel isolated and would welcome the opportunity of joining formally with others to discuss the issues of training as a two-way flow exercise. This is particularly the case with Borough units, smaller Territorial Policing units and those within business groups. From **consultation** the view expressed to the review is that training is not given the recognition it deserves in supporting the operational business of the organisation.

5.3 RECOMMENDATIONS

The following three recommendations aim to address the summary issues highlighted above. Full details of the recommendations are contained in chapter 5

5.3.1 Recommendation 1:

A feasibility study is carried out to explore the options for running MPS training as a business and to return to the Director Of Human Resources with Options by the 31st March 2003

Aim: To undertake a study to ascertain whether it would be practicable to enhance the efficiency and effectiveness of MPS training by adopting a business approach bringing the whole of MPS training under one management structure working to business principles.

Rationale: The review considers that this recommendation is a potential **challenge** to the current structure of MPS training and to test whether a move towards a business approach for training would enhance the overall provision of training within the MPS.

There have been comments throughout the review that the MPS approach to training is fragmented with little clear management structure or direction across the organisation. The issue of the client/contractor relationship is not clear in all parts of the organisation.

The MPS training function presents opportunities for economies of scale, better utilisation of trainers and enforcing the consequences of people not attending courses as agreed/directed. There needs to be a clear link between accountability, responsibility and training, i.e. the cost of training, the person paying for the training and the standard of the training. There is the need to make a distinction between the purchasers and providers of training so that it can be demonstrated that the client is driving training and not the reverse.

With reorganisation and an acceptance that the DTD has responsibility for all MPS training it could operate as a business to separate the budget holders of training services from the providers of training services to support that operational need. Budget holders would buy training from service deliverers, giving them more choice of supplier. Through increased budget control, costs would be reduced as training came to be perceived as a service, with a cost attached, rather than as a central figure picked up by the organization at large.

The review has identified two options for consideration but is aware there are more that could be considered. It is proposed that this recommendation is progressed by the Internal Consultancy Group with external assistance as required.

5.3.2 Recommendation 2

The Director of Training and Development is recognised as Head of Profession, with the remit to ensure a consistent performance management regime and the support of all training deliverers across the MPS.

Aim: The aim of this recommendation is to enhance the status and role of the current Director of Training and Development to ensure that the post holder is recognized as the Head of Profession across the organization.

Rationale: Based on **consultation** the review concludes that there is a clear need for an identified individual to have a complete overview of the way that MPS training is managed. The purpose of the overview is two fold;

- to drive the systems approach to training and a performance management regime across the training organisation,
- to provide a structured support system to all training deliverers in the MPS. This is particularly important for those units that are mainly delivering mandatory and local training who are not able to obtain the support that more specialised trainers receive.

The review considers that the Director of Training should fulfil this role and that it is clear to the organisation that this is the post holder's responsibility. Such responsibility should include an inspectorial function across the MPS for training standards.

This option envisages the Director having an overarching view of all training taking place in the organisation. The Director will have functional responsibility for training managers to ensure that performance management arrangements for training are adhered to. The proposed Training Policy and Standards Unit will support the Director in this role.

The Director would play a similar role with training managers as is currently in existence with Human Resource Managers, Finance and Resources Managers and in line with the developing Criminal Justice Operational Command Unit.

5.3.3 Recommendation 3.

To redefine School Management Boards and Training Boards terms of reference and extend them to all the business groups across the MPS.

Aim : The aim of this recommendation is to provide a structure, within which training needs across the MPS are properly identified and prioritised. This will assist the Training Management Board to prioritise competing demands across the organisation. It will also put the onus on School Management Boards to consider resources required to meet proposed training needs.

Rationale: The review concludes that the Training Management Board (TMB) is required to act as the strategic client group for the MPS. It must, therefore be able to specify to the Director of Training (contractor) the training that is required by the MPS and must decide on the priority of the training that is commissioned.

Within the current management arrangements for training there is no structure in which to ensure that training delivered outside of the Directorate of Training and Development is co-ordinated and prioritised. Training Boards will lead in providing the strategic client relationship with the contractor. It is proposed that the role of Training Boards will be to prioritise properly identified training needs i.e. ensure a PNA has been conducted, within their own particular business groups.

If training relates to an MPS wide training demand delivered by a central school, i.e. driver training, then Training Boards will need to involve the School Management Board in the issues around supply and demand e.g. developing a business case for increased resources as necessary. The School Management Boards will have a wider knowledge of similar training requirements being made by Training Boards in other Business Groups so that MPS priorities can be considered.

The School Management Boards will exist to consider the demands on training resources presented by the identified training needs and with the support and agreement of the OCU Commander at Peel Centre return a recommendation to the Training Board as to the cost of any extra resources required, if any. This will provide an element of independence from 'training' deciding what 'training' needs and ensure the client remains involved in the commissioning of training.

Training Board membership will consist of key stakeholders within a business group and should be chaired by a member of staff of ACPO rank or the equivalent. This is to ensure the strategic link to the Training Management Board.

5.4 Standards

This section covers the findings under the headings: evaluation of training provision, training design, procurement of training supply and products, training (performance) needs analysis administration of training, performance management arrangements of training, economies of scale and the National Costing Model.

Across the service the review has found good evidence of standards being applied to the training function. The Directorate of Training, Firearms Branch, Driving School are all particularly good examples, not least because they are adhering to nationally agreed standards.

The MPS has recently agreed at TMB an evaluation strategy and the MPS is involved in developing the National model. The agreement of the strategy should go some way to addressing the impact of training on performance.

The review is aware of the significant work being undertaken at a National level via the Police Skills and Standards Organisation to develop a variety of standards for Police Training. The MPS is involved in this process.

The following findings show that there is room for improvement in a number of areas.

Performance Needs Analysis (PNA): The Training Policy Unit (TPU) at Peel Centre specialises in conducting PNAs. The review has identified in **consultation** across the MPS that not all training has been subject to a PNA. Generally training is created and becomes priority training without it being proven as a business case through a PNA. Where this is the case there can be no confidence that formal training was the appropriate solution and can add to the pressure on training units to deliver training where another solution may be more appropriate.

Training Design Standards: **Consultation** and **comparison** with training units across the MPS and the Service Wide Assessment (SWA) project team have identified that there is considerable duplication of effort in the design of training and that full use of the TDU is not being made. There is no corporate guidance or minimum standard for ensuring that long-standing courses remain relevant and up to date or that new training is fit for purpose.

Training Delivery Standards: Clear guidelines as to the standards expected from MPS trainers exist however there is an issue about how and who measures those standards and where that information is recorded. The review found that the published standards were carefully monitored for trainers who worked within the training establishment at Peel Centre. **Comparison** amongst business groups within the MPS identified that the measurement of standards was variable.

Evaluation: **Consultation** across the MPS has identified that most training is evaluated at a level that captures the students satisfaction with the training received but does not evaluate training to identify how individual and corporate performance has improved as a result of the training. **Comparison** with other forces has identified this as being common.

Administration of Training: The review has found that there is no one point within the MPS where all training provided, either internally or externally, can be identified and accessed to the benefit of all. This leads to duplication of effort, inequality of opportunity, and fails to ensure economy of scale is considered. Non-attendance of

courses delivered from Peel Centre is monitored within the Administration Unit at Hendon, but is not costed.

Procurement: A clear audit trail system is needed for the external training budget to identify what was procured and who provided it. There is no strategic direction for buying in new training and not all contracts entered into will have been seen by the Directorate of Procurement. The review found that in the main the training that is bought in is not assessed or evaluated to ensure that it has met the need and made a difference.

Performance Management Arrangements of Training: A national strategy for performance indicators is in the process of being developed and the MPS Annual Training Plan sets out performance indicators for training. When the review **challenged** the current position in training across the MPS there was evidence to show that a minority of training units were using performance indicators in some areas of training. The review found no consistency. The majority of training units do not review performance and are not held accountable for the efficiency and effectiveness of training resources.

National Costing Model: The TPU is the lead in the MPS for gathering the data required to populate the model. The MPS training plan does not include the opportunity costs of training or accommodation costs and so does not give an accurate reflection of the true cost of MPS training. The NCM has identified that the opportunity cost for training could be in the region of £139million if all training identified in the plan is delivered. The position of training budgets MPS wide is unclear and makes costing of training difficult to define and unreliable.

The review has made use of the costing model in internal and external comparison (limited to police forces in England & Wales). The results need to be treated with some care until further refinement of the model and population techniques have been developed.

The following recommendation aims to address the summary issues highlighted above. Full details of the recommendation are contained in chapter 5.

5.4.1 Recommendation 4

To Develop a Training Policy & Standards Unit (TPSU) for all MPS Training

Aim: The aim of the TPSU is to support the Director of Training and Development through:

- Effective training and development policies.
- Co-ordinating the relationship between clients requesting training and the training providers through a systems approach to training. This is a “gateway” function to access MPS training.
- Introduction of National performance measures for all MPS training.
- Developing the involvement of the community in training through a Community Training Advisory Group.
- Quality Assurance
- Training services: performance needs analysis (PNA), design, evaluation, examinations and course administration.

- Production of the Annual MPS Costed Training Plan linked to development of the National Costing model
- Secretariat function to support Training Boards and Training Management Board.

Rationale: Training has an important role in supporting the strategic direction in which the MPS is going. Training policy, standards and performance are not practiced across the MPS. Some arrangements exist outside of Peel Centre but these are not consistently applied. There is no accountability framework, which is essential if the most efficient use is to be made of training resources. All training needs to be brought into the accountability framework under the Director of Training.

The purpose of the TPSU will be to oversee and develop standards for all MPS training on behalf of the Director of Training and Development and work on policy where required.

The TPSU will provide:

- a single point of access for any member of MPS staff wishing to obtain training whether it is a newly identified training need or an existing course.
- A single point of access (gateway) to training needs to be provided for clients who want to initiate new training. This will ensure that all training operates within training standards and there is a proven need for the training. Additionally this provides a framework that leads new training through the training management structure in order to get on the corporate training agenda.

5.5 Training Delivery

The review has found considerable evidence that the MPS is proactive in the manner in which it considers and reviews its training delivery. Examples include

- the change to probationer training at Hendon by the introduction of a more problem solving approach.
- a review of the street duties courses to cope with increased demand
- the development of the nationally acclaimed centre for applied learning technologies which delivers enhanced leadership courses and is currently working to develop an E learning capability for the MPS
- enhanced promotion courses for police and support staff which are being considered for national adoption
- changes to public order training in response to changing tactics of protesters
- Community Race Relations Training.

The review found from focus groups and a staff survey that training delivered at a local level was of a good standard and that the staff were doing their best despite operating within considerable constraints such as limited resources and conflicting demands. The review has found that across the training function there is considerable commitment from those delivering training to provide a quality service

Research has identified that the approach to training delivery across the MPS is varied and wide across the 85 training delivery units. The delivery units work to their business groups and there is limited direction outside of their own commands as there is no Head of Profession (Recommendation 2 deals with this issue) with overall

responsibility for training delivery. This leads to variation, duplication and economy of scale issues.

The standard of trainers across the MPS is variable and examples have been found that to meet demand for training unqualified trainers have been used which impacts negatively upon the design of training that is to be delivered corporately. Through **consultation** with training managers there is a perception that dual standards are being applied to trainers across the MPS. The review has found through **consultation** that within the Directorate of Training there is a clear focus on developmental opportunities for trainers, which are allowed for in the budget. Outside of the Directorate of Training the review has found developmental opportunities are not so readily available to trainers.

The review notes from **consultation** that the majority of training is still conducted in a classroom environment. Whilst there is evidence of some other learning techniques being used the success of these appears to have been limited. The review notes that an E learning strategy is currently being developed with a pilot in October 2002.

Within Business Groups there is little evidence of co-ordination. Examples of this are found within the Borough structure where 32 units operate independently and currently with no formal structure, though there is evidence of training managers introducing cluster meetings. Within TP the majority of training units have no contact with each other or with the Directorate of Training and Development. Within SO there is little co-ordination of approach between the various units as they are controlled and managed independently of each other. Although some of the training units have forged links with each other to share lesson notes, training events and other resources the overall perception is of a structure that works in 'silos'.

The National Costing Model, combined with the MPS Training Plan, has identified wide variations in courses delivered, resources committed to training and significant variation in spare capacity (time that trainers are not engaged in training or training related activities).

There is evidence of training units developing their own training to fulfil what is identified as a local need although it has been identified by the review that there is evidence that such local issues are in fact corporate with limited exceptions.

From consultation the current structure does not appear to cater for the needs of all staff. Borough consultation identified that support staff and CID officers felt that often their needs were not met and that the majority of training delivered was being directed at response team officers. In some cases front line support staff such as Station Reception Officers and Communications Officers do attend Borough Training Days with their teams although this is not always the case. Training for other support staff employed on BOCUs is in the main limited to 'on the job' training. The review has identified that on average only 50% of staff on a Borough are attending training days

During **consultation** with training managers the review was sent a consistent message that local training units are expected to deliver training which originates from different business groups. These demands often conflict with each other for priority and there is confusion as to which training is mandatory. In addition some local training units are not aware of all the training that they should be delivering. The review concludes that this means that local training provision is not as efficient and effective as it could be and lacks strategic direction and support.

The review identified through **comparison** with training units across the MPS that there is a great deal of duplication especially in relation to training design and delivery. Through **consultation** the review identified that local training managers are collaborating with and involving the community in the delivery of training. Best practice in these areas is not being recognised because of the lack of a cohesive infrastructure for local training.

An example of duplication of effort raises itself in the area of officer safety training (OST). At present the various Operational Command Units (OCUs) across the service are responsible for the delivery of OST training to their staff. Each OCU has its own trainers, these are generally members of teams who train OST on an occasional basis. The assessment of these trainers is limited due to the workload currently being undertaken by the OST Team at Peel Centre. Other issues that arise are around the difficulty in obtaining appropriate sites for delivery, consistency of approach, records management.

The MPS has an issue about where training is delivered. The Directorate of Training and Development is sited in the North West corner of the MPS force area. The review notes that efforts are being made by the Directorate of Training to deliver training nearer to the workplace in order to reduce abstractions and increase accessibility to training. Examples include an IT bus, and delivering promotion courses at local centres for police and support staff.

The following recommendations aim to address the summary issues highlighted above. Full details of the recommendations are contained in chapter 5.

5.5.1 Recommendation 5

That a business case is made for the development of Training Delivery Centres (TDCs) that incorporates Officer Safety Training
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This recommendation has been proposed by the review as the result of research into training delivery across the MPS.

Aim: The aims of this recommendation are as follows:

- To deliver some Hendon based courses more locally
- To protect standardisation of local training delivery
- To provide consistency in local training delivery
- To provide economies of scale in terms of costs and resources
- To provide resilience to training against operational demands

Rationale: The MPS needs to standardise, rationalise and provide economies of scale to the provision of training outside of the Directorate of Training and Development in order to enhance the quality of training and to provide efficiency savings in the training function.

In principle the function of a TDC would be to:

- Provide probationer development currently provided by the Professional Development Units (PDUs)
- Provide mandatory training for Boroughs, TP pan London units, and SO units
- Provide support staff training

- Provide mandatory training across the MPS
- Make provision for the corporate delivery of courses identified by (B)OCU training units as 'local issues'

The creation of learning centres strategically placed within the MPS, has the potential to divert the delivery of some training courses from the Hendon site.

The review found during comparison with outside organisations that RAF Halton provide a similar concept to enable their staff to access training across the world.

This concept will provide resilience to training delivery and also resilience against operational demands.

The TDCs will provide training and development for police officers and support staff after it has been properly identified as a training need. Different delivery options will be considered. The review envisages that the TDCs will fully embrace alternative learning, which is being developed by the Centre of Applied Learning Technologies (CALT). The concept of the TDCs will abolish the traditional rostered training day, as the TDCs will publish a periodic prospectus of courses. These courses will identify the customer i.e. they will be role specific.

5.5.3 Recommendation 6

That Specialist Operations (SO) and Specialist Crime (SC) Training Boards identify common themes and join training/resources where appropriate.

Aim: The aim of this recommendation is to improve the overall efficiency and effectiveness of the training resources within SO and SC. It will also identify opportunities to join training and share resources where appropriate.

Rationale: The rationale for this recommendation is based on the opportunity to better coordinate, support and utilise current training resources in a more efficient way to support priorities. Because training units operate independently it results in duplication of effort in the production of training notes and courses. A more efficient approach would be to have collaboration between SO and SC with systematic processes for sharing training.

The commonality amongst training units around non-specialist training is an opportunity to make better use of the training resources and reduce the duplication evident in training delivery and training administration. Where common themes exist then these should be exploited by merging training units to improve efficiency. The co-ordination of training delivery would need to be centralised and co-ordinated through the SO and SC Training Boards.

Although it is felt it is not practicable to combine the specialist trainers (as the training they deliver is limited to the specific areas and to the confidentiality required in some areas), although there are still collaboration opportunities to exploit.

The changes to the training delivery structure across SO and SC should be achieved within existing resources.

6. ISSUES ARISING FROM IN DEPTH AREAS

A number of issues arose during the review of the in depth areas of Support Staff Training, Public Order Training, Surveillance Training within SO, Management and Leadership Training, Driver Training, and probationer training. Where they have led to recommendations the findings are discussed below. In addition to the two recommendations below the review identified a number of management actions that can be implemented within each of the functional areas without necessarily increasing resources

6.1 Support staff training

A clear message expressed to the review team through focus groups, staff surveys and one to one contacts was that the level of training and development for support staff across the organisation was poor from induction to ongoing development. The review notes that the level of support staff training appeared to be more cohesive and organised within the Business Groups where many of the roles are professional in themselves, e.g. Solicitors Branch, Catering Department, Directorate of Information or where training is a clear requirement for the role e.g. Computer Aided Despatch courses.

The review notes that there have been recent positive developments regarding support staff, an example being the development of the Commissioners Leadership Programme for new support staff managers. A second example is that the Director of Training and Development during the course of this review has commissioned a project to produce a draft strategic framework for a structure for support staff training and development. Issues identified for consideration include :

- There should be properly supported, cohesive, corporate development sufficiently flexible to accommodate the needs of all support staff
- Development opportunities should be available close to the workplace or place of residence
- The MPS should take advantage of funding through learning and skills councils and other government initiatives
- Use should be made of the FE/HE structure wherever appropriate
- Collaboration arrangements with other appropriate public sector groups should be encouraged.

This project is due to report back on initial findings at the end of November 2002. The review supports this work and because of its importance makes the following recommendation.

6.1.1 Recommendation 7

That the Directorate of Training and Development devises a strategy for support staff training and development.

Aim: The aim of the recommendation is to ensure that a strategy is developed to ensure a corporate approach is taken to train and develop support staff in the MPS

Rationale: The absence of support staff training and development has been a constant theme throughout the course of the review. It has been identified as a major issue causing support staff to feel less valued than their police colleagues and it is felt that this impedes them in their personal and professional development.

This recommendation will demonstrate that the organisation is willing to invest in the development and will ensure equality of opportunity.

6.2 Income Generation

In looking at the in depth areas of Driving school, Public order training, surveillance training as well as visits to training units across the organisation it became clear that income generation is an issue for the MPS. There is evidence of income generation activities across training within the MPS, £1.05 Million in 2000-1 was raised by the Directorate of Training and Development alone. Outside of the Directorate the situation is more on an ad hoc basis and dependant upon the individual managers rather than a drive across the training function.

There is not a clear understanding of the rules which impact on income generation and misconceptions appear to exist as to what can be achieved.

A report on income generation across the MPS by Accenture in May 2002 identified opportunities for increasing income from training services of between £2 million and £4 million gross. They estimate this would emanate from current requests for services that the MPS chooses not to supply and included recent examples of:

- £400K opportunity with South African police to supply an offender profiling course was not pursued as it required the development of a new course (prohibited under current regulations)
- £320K p.a opportunity to supply dog training to Scottish Police forces not pursued
- £2 Million (over three years) tender to supply driver training to Thames Valley not pursued.
- Numerous approaches from major private companies to provide for fraud training.

The Accenture report highlighted that to enhance Income Generation is not without its difficulties, for example (a) a business case needs to be made to ensure that the income earned significantly exceeds the additional costs, (b) MPS current guidelines currently prevent the MPS from actively marketing the products offered or the design of new products.

The review highlighted the fact that across training there was a very limited marketing strategy and this impacts negatively on income generation opportunities.

6.2.1 Recommendation 8

That a strategy is devised together with the MPS Sponsorship Unit to maximise the opportunities for income generation across the MPS training function.

Aim: To increase the opportunities for income generation across the MPS training function by making appropriate use of the recognised MPS “brand.”

Rationale: The ability to increase income from the training function has been identified by consultation with training providers and by the Accenture report. As a result of the Accenture Report the MPA have approved the formation of a Sponsorship Unit for the MPS which will deal with Income Generation across all areas of the MPS. The Sponsorship Unit have a five-year strategy with corporate targets that training must be seen to support. Current structures and regulations appear to inhibit ability and or willingness for effort to be expended in generating income on a constant basis.

Recycled income generated within training provides an opportunity within that business area to make best use of resources and to reduce the financial burden for the service. In the longer term it supports the opportunity for MPS training to be run along business principles.

6.3 Collaboration and Competition

Throughout the review, and in particular when considering the in depth areas, collaboration and competition issues were considered.

In relation to **collaboration** taking place the review found limited evidence of collaborative activities within a number of training areas with examples including activities in the Public Order Branch, the Scientific Support College, Firearms Branch, and the Child Protection Operational Command Unit. The review notes that the MPS is working in collaboration with Centrex and partners through the Training Matters Action Group (set up to consider HMIC (T) recommendations) to close the differences in training provided through the design and production of future probationer training.

However the review notes that collaboration is not embedded in the ethos of the MPS appearing to be an ad hoc arrangement. Because of the structure of MPS training it is difficult to record where collaboration is taking place, making identification of noteworthy practice difficult. It is acknowledged that the MPS training plan identifies a number of collaboration initiatives within the Directorate of Training and Development and proposes further work in 2002/3 to establish what collaborative activities are taking place outside of the Directorate.

The review notes that as part of the National Review of Training collaboration opportunities will be a major issue for discussion at the planned facilitated meetings. Each force has completed a collaboration matrix designed to identify collaborative opportunities in training provision. The MPS matrix has revealed potential collaboration opportunities in Driver training, provision of scientific support courses, some dog training and public order training. However the review notes that because of the sheer number of training activities within the MPS the Directorate of Training is in effect a regional centre in itself and opportunities for others to come to the MPS are greater than the MPS going to other centres.

The review introduced an element of collaboration between the MPS and The Law College, which involves students from both organisations working together to provide training in Criminal Justice issues. A collaboration plan is currently being prepared with a pilot course involving the Boroughs of Islington and Camden commencing in November 2002 and is to be further progressed with Detectives and the Forensic Group.

The review found evidence of **competition** having been introduced within training in a limited way, examples including the Driving School, the Detective Training School, Directorate of Finance Training, Associate trainers for Community Race Relations Training, the PFI initiative for Public Order and Firearms centre and Air support Unit.

The review identified an opportunity for further competition in surveillance training with the possibility of training being delivered by the National Specialist Law Enforcement Centre or to adopt a more collaborative approach. Further research is required and this matter is dealt with by way of a management action.

A good example of where competition could be more widely introduced into the service would be around management and leadership training. However the review does not consider this to be a practicable alternative until clear strategies are laid down for both management and leadership specifying exactly what training is required.

The review considers that the issues of collaboration and competition are important for the MPS. However at this interim report stage make no recommendation preferring the option of being involved in the nationally facilitated meetings before any recommendation is considered.

8. MANAGEMENT ACTIONS

The following table lists management actions that have arisen from the in depth work areas carried out by the review team. In themselves the issues do not merit full improvement recommendations and will be passed to the heads of relevant units for action/consideration. Full rationale can be found for these management actions in Chapter 7.

Management Actions

BVR(T)

13. Best Value Review of Training - appendix 1 (web and HRC only).doc

Mgmt Action No.	Chapter/Para No.	Action	Intended impact	Lead Unit
1	Public Order	Public Order OCU to create and develop performance indicators to inform management decisions.	Provide management with accurate data in order to make informed decisions.	CO11
2	Public Order	Through the Public Order Advisory Committee action is taken to enhance the attendance at level 2 POTC training and inform BOCU Commanders of the financial penalties that will be implemented by the PFI site at Gravesend.	Increase attendance at Public Order level 2 training and implement financial penalties where applicable.	CO11
3	Public Order	That all Public Order trainers are assessed by the Directorate of Training & Development assessors for competence in the subject and to evaluate delivery.	Provide the DTD with confirmation of performance standards in Public Order Trainers and delivery of training.	CO11
4	Public Order	That a feasibility study is undertaken by the Public Order Advisory sub-committee to explore the opportunity to civilianise certain training posts in POTC.	To reduce abstraction of police officers from front-line operations functions.	CO11
5	Public Order	That POTC seeks opportunities for alignment of details of course names and content between forces.	To enable Forces to compare delivery, standards etc. and explore the opportunity for level transfers of skills between forces.	CO11
6	Driver Training	Driving School to re-consider the delivery of driver training at Sunbury and Chigwell.	Provide the MPS with the opportunity to deliver driver training at satellite sites throughout the MPS.	DTD
7	Blended Learning.	A project team is formed which is representative of MPS training to explore the impact of e-learning and its potential.	To ensure the integration of e-learning across the MPS.	NCALT
8	Staff Development	That the HR Directorate undertake work to develop the concept of skills contracts.	To get maximum benefit from skills given to staff.	HR
9	Foundation Training	The MPA seeks clarification of funding arrangements for Foundation Training from the Home Office.	Provide the MPS with clarity on budgetary top slicing for police training.	MPA
10	Probationer training	That the week 1-104 Manager reviews the current staffing level within the PDUs to ensure sufficiency of trainers.	Appropriate number of training staff to meet organisational needs.	DTD
11	Probationer Training	That the week 1-104 Manager undertakes responsibility for actioning the issues raised within the Consultancy Group report.	Provide clarity between the PDUs and Borough.	DTD
12	Probationer Training	That the week 1-104 Manager examines spare capacity in the PDUs.	Maximise training resources.	DTD

13	Probationer training	That the week 1-104 Manager liases effectively between the St Duties Support Unit and Boroughs to ensure support and guidance is appropriate.	Standardisation of support and guidance to ensure that a corporate approach is achieved.	DTD
14	DTD	That DTD designs and develops a survey to gather views of all trainers within the MPS on current service training provision.	To obtain a corporate view of trainer's issues as documented by HMIC (T).	DTD
15	DTD	Undertake a PNA on the need for refresher training for first line supervisors of probationers which should include the implications of providing a nationally accredited assessment qualification.	Effective management and supervision of probationers.	DTD
16	Driver Training	The DTD actively explores the opportunity for technical driver training to be delivered by other external agencies.	Release MPS driver trainers to concentrate on other priority training at satellite sites throughout the MPS.	DTD
17	Surveillance Training	Best Value to commission an in-depth comparison of objectives, costs and methods of the provision of surveillance training both nationally and within the MPS.	Provide a detailed recommendation on the feasibility of adopting the national course.	BVR(T)
18	Management Training	That the leadership strand of DOIT develops a strategy for a sustainable programme of management training for MPS staff.	To ensure that a strategy exists for a sustainable management and development training programme	

7. SUMMARY OF RECOMMENDATIONS

NO	Recommended Improvement Action	Objective
1	A feasibility study is carried out to explore the options for running MPS training like a business and to return to the Director of Human Resources with options by 31 st March 2003	To ascertain whether it would be practicable to enhance the efficiency and effectiveness of MPS training by adopting a business structure.
2	The Director of Training and Development is recognised as Head of Profession, with the remit to ensure a consistent performance management regime and the support of all training deliverers across the MPS.	To ensure that there is a recognised Head of Profession who has the remit to drive the performance management regime in respect of training, and will provide support and guidance to all MPS trainers.
3	To redefine School Management Boards and Training Boards terms of reference and extend them to all the business groups across the MPS.	To identify training needs, commission performances needs analysis and prioritise training within Business Groups prior to submission to the Training Management Board.
4	To develop a Training Policy & Standards Unit (TPSU) for all MPS training.	To provide support for the Director of Training and Development in driving the performance management regime and to provide a single point (gateway) to training on behalf of the MPS.
5	That a business case is made for the development of Training Delivery Centres (TDCs) that incorporates Officer Safety Training	To rationalise the provision of mandated training activity across the organisation under the Director of Training and Development.
6	That Specialist Operations (SO) and Specialist Crime (SC) identify common themes and join training where appropriate.	To rationalise the provision of specialist training, in order to enhance efficiency and co-ordination.
7	That the Directorate of Training and Development devises a strategy for support staff training and development.	To devise a strategy for support staff training.
8	That a strategy is devised together with the MPS Sponsorship Unit to maximise the opportunities for income generation across the MPS training function.	To enhance the income generation opportunities for the MPS Training Function.

Summary of Improvement Plan Cost/Benefit

Recommendation	Objective(s)	Savings/ Benefits	Implementation Cost	Timescale
1.A feasibility study to explore the options for running training like a business.	To ascertain whether it would be practicable to enhance the efficiency and effectiveness of MPS training by adopting a business structure.	<ul style="list-style-type: none"> • Dependant upon implementation of Business case Findings & recommendations 	40 days from Consultancy Group Achievable within existing budgets	31 st March 2003
2. The Director of Training and Development is recognised as Head of Profession for all training deliverers across the MPS.	To ensure that there is a recognised Head of Profession who has the remit to drive the performance management regime in respect of training and will provide support and guidance to all MPS trainers.	<ul style="list-style-type: none"> • Enhancement of performance management regime across training • Improved links between the contractor for training and the training deliverers • Direction and support for local training managers • Enhanced dissemination of strategy and policy • Provides opportunities to develop the standard of trainers • Improves the systems approach to training. 	Achievable within existing budgets.	31 st March 2003
3. To re-define School Management Boards and Training Boards Terms of reference and extend them to encompass all Business Groups across the MPS	To provide structure for the identification of training needs, commissioning performance needs analysis and to prioritise training within Business Groups prior to submission to the Training Management Board.	<ul style="list-style-type: none"> • Prioritisation and co-ordination of training MPS wide • A driver for an effective client/provider relationship • Training focused on meeting business needs • Clear structure where training needs and issues can be considered. 	Achievable within existing budgets.	30 th June 2003
4. To develop a Training Policy and Standards Unit (TPSU) for MPS Training.	To provide support for the Director of Training and Development in driving the performance management regime and to provide a single point of entry (gateway) to training on	<ul style="list-style-type: none"> • £28,000 reduction in staff costs • Central focus for MPS training, policy and standards • Enhanced co-ordination. • Creates an accountability framework. 	£83,000 net cost for additional staff. Achievable within existing budgets	30 th June 2003

	behalf of the MPS.	<ul style="list-style-type: none"> Links to national developments One point of access to training. 		
Recommendation	Objective(s)	Savings/ Benefits	Implementation Costs	Timescale
5. That a business case is made for the development of Training Delivery Centres that incorporates Officer Safety Training.	<ul style="list-style-type: none"> To rationalise the provision of mandated training activity across the organisation under the Director of Training and Development. 	<ul style="list-style-type: none"> Introduce standardisation of training provided to MPS Training Units and equality of opportunity for staff. Potential for improved training facilities and equipment designed for purpose.. Avoid the current duplication of training units developing their own courses on the same topic independently. Formal communication channels established to share best practice. 	Costs will be available following a feasibility study.	June 2003
6. That Specialist Operations (SO) & Specialist Crime (SC) Training Boards identify common themes and join training resources where appropriate.	To enable SO & SC to effectively co-ordinate training.	<ul style="list-style-type: none"> Greater efficiency in the use of trainers SO units working closer with each other through shared training Potential for reduced training costs across SO and SC as resources/courses are merged.. 	Achievable within existing budgets	June 2003
7. That the Directorate of Training and Development devises a strategy for support staff training and development.	To ensure that a strategy is developed that will provide a corporate approach to meet support staff training needs.	<ul style="list-style-type: none"> Equality of opportunity for training Staff will feel better valued Support retention strategies 	Head of Civil Staff Training £33,665. Achievable within existing budgets	December 2002
8. That a strategy is devised together with the MPS Sponsorship Unit to maximise the opportunities for income generation across the MPS training function.	To increase the opportunities for income generation across the MPS training function by making appropriate use of the recognised MPS "brand".	Greater opportunities to exploit income generation		April 2003