



21 September 2015

Mr Haydn Korach  
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Dear Mr Korach,

#### **REQUEST FOR INFORMATION**

I refer to your request dated 27 May 2015, in which you requested the following information:

- *New Zealand Police Training - A Study of Organisational Preparedness of Police Training in Support of the Police Strategic Plan*
- *Organisational Assurance Group Assurance Services Report - Review of District Training November 2009*
- *Position Description - Field Training Officer*
- *Any other documents in relation to the Field Training Officer Programme*
- *Any other documents in relation to any reviews of the Field Training Officer Programme*

I must apologise for the delay in getting this information to you, I was awaiting sign off of confirmation for sending the information to you and missed the approval to do so.

I have considered your request in accordance with the Official Information Act 1982 and enclose a copy of the following information:

- *New Zealand Police Training - A Study of Organisational Preparedness of Police Training in Support of the Police Strategic Plan(2007)*
- *Evaluation of Field Training Officers (2006)*
- *Position description - Field Training Officer (generic)*
- *Position description - Field Training Officer (Waitemata District)*
- *Policy document - Field training officers (Counties Manukau District)*
- *Policy document - Field training officers (Wellington District)*

In regards to a number of the documents provided, it should be noted that they are a minimum of six years old and significant work has been undertaken to address the recommendations made in each report.

It is also worth pointing out that the report completed by Superintendent Trappitt was commissioned by The Royal New Zealand Police College (RNZPC) to inform the XCED (Excellence in Education) programme.

As a result of the XCED programme there has been a complete restructure of district training provisions and the structure of the RNZPC itself has changed with the move to a Schools based arrangement.

The documentation relating to the restructure of both the district training provisions, and RNZPC have limited, if any, information in relation to field training officers. I therefore do not propose to provide them to you at this time.

If you are not satisfied with my response to your request you have the right to complain to the Office of the Ombudsmen and seek an investigation and review of my decision.

If you have any additional queries, please don't hesitate to contact me.

Yours sincerely

A handwritten signature in black ink, appearing to read 'Sean McManus', written in a cursive style.

Sean McManus  
Inspector  
Head of School: Initial Training  
The Royal New Zealand Police College



## **REPORT TO NEW ZEALAND POLICE**

# **EVALUATION OF FIELD TRAINING OFFICERS**

**Presented to:**

**Wayne Annan  
General Manager  
Human Resources  
New Zealand Police**

**Prepared by:**

**Mike Elliott  
Director of Consulting  
HR Solutions Ltd**

**July 2006**

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## **Executive Summary**

### **Introduction**

Two consultants from HR Solutions recently undertook a review of the Field Training Officer (FTO) Programme. The Review Team, who conducted the review against Terms of Reference that posed several questions concerning the programme, visited five Districts and interviewed Probationary Constables, FTOs, Section Supervisors and other staff at various levels. The Districts visited were Canterbury, Wellington, Waikato, Counties-Manukau and Auckland. No rural Districts were visited, which was a criticism of the review. The Team also reviewed current practice by the police forces of other nations who have implemented programmes similar to that of the New Zealand Police.

Interviews took place primarily using focus group sessions. Staff interviewed were open, frank and honest with their views. A consistent theme throughout the review was the desire displayed by all staff to deliver effective, efficient and professional policing to the New Zealand public.

### **Background**

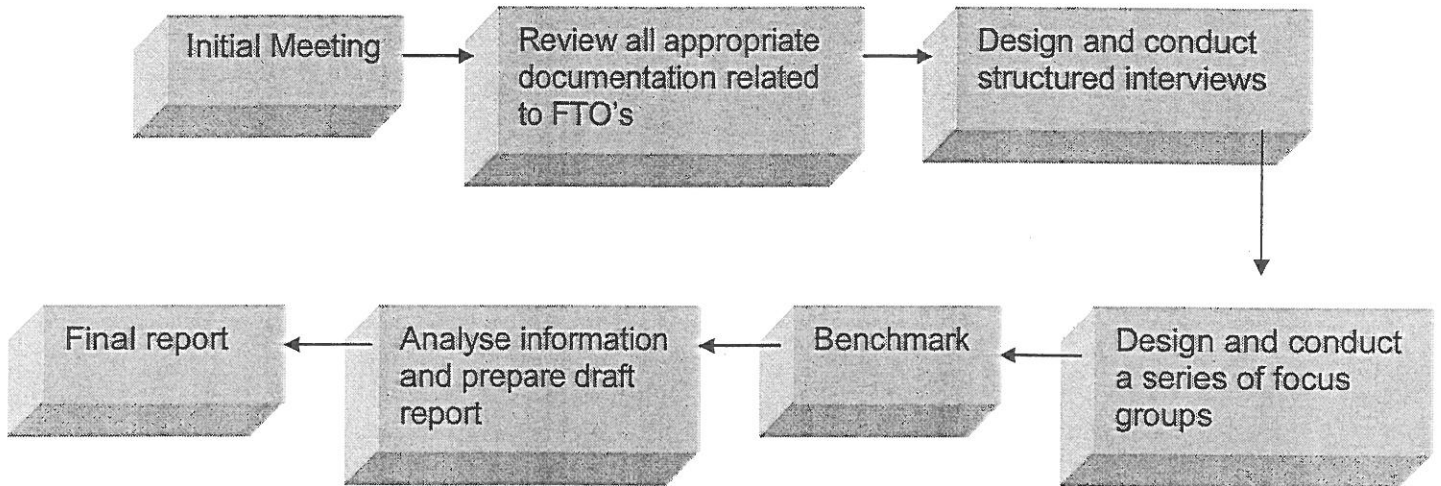
The FTO system was introduced as part of the Collective Employment bargaining process in 2003. It was largely implemented to meet a recruitment and retention issue on General Duties (GDB) that existed particularly in Auckland at the time. The FTO system included an allowance of \$2500 per annum and it was this payment that was the incentive to keep staff within GDB. As Auckland had the largest number of probationary constables the thinking at the time was that they would also have the largest number of FTOs.

The Auditor General in a report on burglaries in 2005 raised some concerns in respect of the FTO system in particular that this was possibly preventing frontline police staff from applying for positions within CIB. His concern was that the shortfall of CIB staff was one factor in Police not being available to investigate burglaries in a timely manner. (This appears to be in conflict with the objective of establishing the FTO programme).

The Minister of Police was advised in late 2005 that an independent evaluation of the FTO programme would be undertaken.

### **Methodology**

The process that HR Solutions developed covered the following steps:



## Findings

Probationary constables are dedicated to NZ Police and are keen to do a very good job. Accordingly at this stage in their career they are very attentive and keen to become excellent frontline police.

The review found that the FTO programme is not widely understood, nor properly implemented in the greater majority of Districts. Training provided to FTOs ranges from a comprehensive programme in two of the Districts visited to very little in the three other Districts visited.

The roles and responsibilities of the FTO is not widely understood and this is because at a National level, no clear policy exists that provides the requisite guidance and direction for the programme to be fully implemented.

The FTO allowance is causing division between staff and while it is having some effect on retaining experienced staff in GDB sections, this is at best transient as the impact of workloads; and oppressive, inefficient and excessive paperwork negates the retention factor of the allowance.

The selection process that exists for FTOs is inconsistent and not in accordance with a best practice approach to appointments. As a result there are FTOs being "appointed" without the requisite competencies to be effective in the role.

Where support and training is provided to FTOs supported by selection, the programme is having a positive impact on probationary constables and their training. Where little or no support exists, probationary constables appear to have no incentive to obtain permanent appointment.

In most Districts the availability and utilisation of FTOs was mixed. Regular deployment to other duties by both the probationary constables

and the FTOs affected the availability and effective utilisation of this resource.

The documentation that currently supports the FTO programme is particularly scant and is the reason that there is no consistent approach to how FTOs operate within Districts. The motivation for the implementation of an FTO system was different to that required of an effective FTO programme.

The current FTO programme has some benefits to Sections and Groups in those locations where an effective programme has been established, such as in Counties-Manukau and Auckland. However, there is very little apparent value in the other locations. There is no doubt that an effective FTO programme could have a positive input into the operations of sections and groups if implemented effectively.

Section supervisors don't appear to understand the new probationary constable training process and as a result don't always appreciate the role that FTOs could have in supporting these new staff in the early months of their career.

The FTO programme in its current form does not have a lot of organisational benefit as it tends to influence the current way that frontline police tend to operate. There is no clear National owner of the FTO system and this is another area of confusion. The FTO system does not appear to be aligned with the Statement of Intent or the draft strategic plan.

There are several international FTO programmes that were reviewed. The FTO systems that have been developed for NZ Police in Districts, appear to have been influenced by what is the current practice in the UK. Those Districts have utilised the experience and knowledge of Police recruited from the UK and have an interest in such programmes to assist with the development of an FTO policy, training programme and a process to support probationary constables. Of the international programmes reviewed it appears as if the Reno model best fits the future direction for NZ Police including the way that probationary constables are assessed in the workplace.

## Way Forward

HR Solutions strongly believes that the *concept* of an FTO programme is fundamentally sound but it needs significant refinement to meet the overall current and future needs of NZ Police.

For NZ Police to get maximum benefit from a FTO programme that the current system is totally reviewed and a new FTO programme is developed over time. However, as this is expected to take some time it is also proposed that the current FTO programme be significantly refined as a prelude to the development of a totally new process.



### ***1. Determine Clear Ownership of the FTO Programme***

There needs to be a clear owner of the FTO system where alignment to the probationary constables training programme, the workplace assessments and the sergeant's course can occur.

### ***2. Develop a clearly defined FTO Policy***

A national policy that clearly defines the roles and responsibilities of FTOs should be developed. This should show a clear link to the statement of intent and the draft strategic plan.

### ***3. Refine the selection process***

The current method of selecting FTOs is not at all robust and is not aligned to what HR Solutions knows to be good selection practices. A comprehensive job description needs to be developed that enunciates the required competencies as a pre-requisite to selecting FTOs.

The selection process should be the same as for any position within Police where the incumbent is required to deliver specialised activities

### ***4. Review the the way FTOs are recognised***

The FTO role should be a specific position that is appropriately recognised. Once appointed the position of FTO is retained permanently unless the individual's performance falls below an acceptable standard.

### ***5. Develop a specialised training programme***

A comprehensive training programme for FTOs needs to be developed and experienced constables who wish to be FTOs should successfully complete that course before being eligible to apply for FTO roles. The programmes that have been developed particularly in Counties- Manukau but also in other locations could be used as a basis for the development of these training programmes.

## **Longer Term Direction**

Longer term, HR Solutions proposes that NZ Police uses the expertise that already exists within its ranks to pilot the Reno FTO programme in its entirety at a selected Station within NZ Police. With the initial workshops that has been undertaken within the Wellington Police District and the enthusiasm that was shown there from the District Commander down, that consideration for the pilot be could undertaken within that District. This would best be approached by establishing a project utilising the expertise that already exists within NZ Police.

## **Recommendations (Short Term)**

Insofar as these recommendations are concerned HR Solutions suggests that NZ Police consider seconding Sergeant Steve McCormack and Sergeant Dave Wood from Counties-Manukau to assist in the implementation of these recommendations.

### **Recommendation 1**

That the ownership of the FTO programme be reviewed and aligned with the probationary training programme, workplace assessments and the requirements of section supervisors.

### **Recommendation 2**

That a comprehensive policy (general instruction) be developed that clearly defines the roles and responsibilities of FTOs, the Section Supervisors and the probationary constables.

### **Recommendation 3**

That a clearly defined position description for the FTO be developed with the competencies clearly stated. This should include the fact that this role is an enhancement of the expectations of experienced constables to guide and support probationary constables. The position description would need to include the move towards *problem based learning*.

### **Recommendation 4**

That the selection process for FTOs be similar to a normal appointment process and that those selected for such responsibility have demonstrated the requisite competencies required to undertake the roles and responsibilities effectively in accordance with the position description

### **Recommendation 5**

That the role of FTO be a permanent position that is appropriately recognised for the additional responsibilities expected. This recognition does not necessarily mean remuneration.

### **Recommendation 6**

That a comprehensive centralised training programme for FTOs is developed that can be delivered locally.

## Recommendations (Long Term)

### Recommendation 1

That the current study and workshops being led by the Regional Training Co-ordinator (Central) of the Reno model for FTOs be formalised and a separate project be established to look at implementing the Reno model into NZ Police including the move towards ***problem based learning***. (***Problem based learning*** needs to be clearly defined in the context of NZ policing).

### Recommendation 2

That the Area Training Co-ordinator (Central) lead the project on behalf of NZ Police.

## Section 1: Background

### *Purpose of Project*

In 2003 the New Zealand Police introduced a new training programme for Probationary Constables that included 18 weeks intensive training at the New Zealand Police Staff College followed by approximately two years of on-the-job training within a Police District. This training is supported by a work-related assessment process that involves the successful completion of 10 assessment standards.

While the assessment process used is not registered with NZQA, it is similar to the completion of Unit Standards that are registered on the NZQA framework. The assessments are undertaken by accredited Workplace Assessors who must have successfully completed Unit Standard 4088 which indicates competency in assessing workplace standards.

To ensure that Probationary Constables were supported, especially during the early stages of their training, a proposal was developed to have specially selected *experienced constables* appointed as Field Training Officers (FTOs) to provide Probationary Constables with support particularly during the initial 10 weeks post-graduation from the Police College. FTOs are paid an allowance of \$2,500 per annum in recognition of this additional responsibility.

It has been three years since the FTO scheme was introduced and in a report to the Minister dated 15 November 2005, the General Manager Human Resources advised that an independent evaluation of FTOs would be carried out. This evaluation is to review the:

- Availability and utilisation of FTOs
- Access by Probationary Constables
- Quality and quantity of FTO training
- Awareness and support of FTO Supervisors
- Level of consistency across the country in the selection, training and monitoring of FTOs

In addition, NZ Police would like to review the policy and procedural documentation that exists and/or is required to support the FTO programme and recommend a best practice approach to:

- The initial appointment of FTOs
- The re-appointment of FTOs
- The utilisation of allocated FTO positions
- The initial and ongoing training of FTOs
- The effective utilisation of FTOs

HR Solutions understand that the main catalyst for undertaking this evaluation of the FTO programme stemmed from a report prepared by the Auditor General.

A report on house burglaries undertaken by the Auditor General's Office in 2005<sup>1</sup> commented, in respect of FTOs, that:

*“Field Training Officers are an initiative for “on-the-job” co-ordinated guidance, introduced by the Police since our 2001 report. Field Training Officers are experienced constables who are paid an extra annual allowance to provide mentoring and on-the-job training to probationary constables. The role was originally conceived as a way to retain experienced officers on frontline policing duty in metropolitan Auckland, but was introduced in all Districts as part of a National pay round in August 2003.*

*In our view, the Field Training Officers scheme has the potential to be an important way for new Police Officers to receive on-the-job training and supervision in practical policing activities such as burglary investigation. It is also useful in District or Areas where staff turnover, or the number of probationary constables is high.*

*However, we have 2 concerns with the way the scheme is organised:*

- *It may have contributed to recruitment difficulties for specialist Police sections, such as Criminal Investigation Bureau (CIB). The Police should assess the extent to which this has happened.*
- *No national assessment systems are in place relating to the role (for either the probationary constable or the mentor), although some Districts have introduced their own training sessions for the role based on an initial course prepared by the Royal New Zealand Police College.”*

The Auditor General's report recommended that the New Zealand Police undertake a formal evaluation of the FTO role, to assess whether the scheme is working well and meeting its original aims, and how the FTO role might be affecting the recruitment needs of specialist sections of the Police.

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<sup>1</sup> New Zealand Police: Dealing with dwelling burglary – follow up audit. February 2006.

### *Tender Process*

It is understood that NZ Police approached several Human Resource Consultancies and individual Contractors and invited them to submit a proposal on the methodology that they would adapt to undertake this evaluation plus an indication of the costs involved. HR Solutions submitted a comprehensive response to this invitation and was subsequently selected to undertake this assignment. HR Solutions included in their team two key consultants who have had extensive HR experience in senior roles. The team comprised:

- Mike Elliott, Director HR Consulting, HR Solutions Ltd.
- Jim Pope, Associate Consultant, HR Solutions Ltd.

In addition Jolene Davidson, HR Consultant, HR Solutions Ltd, assisted the key consultants with some of the analysis of the information gathered during the focus group sessions.

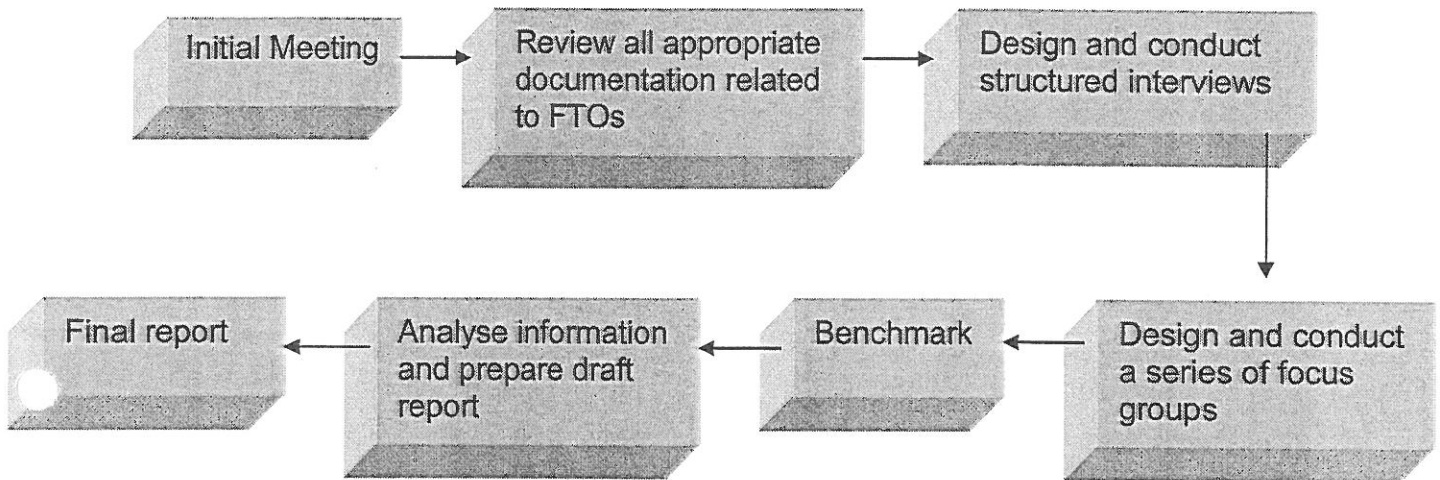
### *Project Sponsor*

The sponsor of this project is Wayne Annan, General Manager Human Resources. The NZ Police contact is Jo-anne Harris, Manager Human Resources and Libby Tregear, HR Policy Advisor. Weekly reports were provided throughout the duration of the project.

The final report was produced in draft initially and the Project Sponsor was given the opportunity to comment prior to the final report being completed.

## Section 2: Methodology

The process that HR Solutions developed covered the following steps:



### *Evaluation of all Relevant Documentation*

HR Solutions was provided with a comprehensive set of documents including

- The Probationary constables Workplace Assessment Programme.
- A Guide to Coaching and On-the-Job Training.
- A Professional Development Strategy for the New Zealand Police (1999).
- Salary Bands G, H, I and J for sworn staff.
- Initial Police Training Curriculum Years 1-3.
- People in Policing - A Five Year HR Strategy to 2006.
- Report to the Minister of Police (15 November 2005).
- Guidelines for Successfully Completing Probationary Constables Training.
- The Curriculum Framework for Police Training.
- The Police Core Values.
- NZ Police Performance Management Programme.
- Position Descriptions for the District Commander, Area Training Manager (TSC), Area Commander, Section Supervisor and Constable General Duties.
- Field Training Officer Portfolio Description.
- A one-page FTO Training Manual.

### ***Undertaking Focus Group Sessions***

Focus Groups were held in Auckland Central, Counties Manukau, Waikato, Wellington and Christchurch. Separate Focus Groups were held in each location for Probationary Constables, FTOs and Section Supervisors.

With the exception of Auckland who provided greater numbers for the Focus Groups, attendance was disappointing with usually only a maximum of four attending the Probationary Constable and FTO sessions. Accordingly our analysis is based on the information provided from those who attended the FTO and Probationary Constable sessions, and that provided by workplace assessors, training coordinators and the Human Resource Managers. However in view of the consistency of the information provided, HR Solutions is confident that enough information was received to undertake informed analysis and assist with the recommendations that have been included at the end of this report.

All of the Districts visited were metropolitan in nature, with the exception of Waikato where some staff from Te Awamutu attended. Accordingly, our findings are based largely on the metropolitan Districts. There may be some differences in the Provincial areas where the length of service of experienced constables is generally longer.

### ***Conducting a Series of Structured Interviews with Key Stakeholders***

HR Solutions met with:

- Craig Roberts, Police Policy Development Group.
- Wayne Annan, General Manager Human Resources.
- Inspector Dawn Bell, National Recruiting Manager.
- Superintendent Ollie Beckett, Police Training College.
- Inspector Graeme Cowle, Police Training College.
- Alan Richards, National Co-ordinator Probationary Constable Workplace Requirements.
- Sean McManus, Senior Sergeant Promotions Development Facilitator.
- Greg Fleming, Police Association.
- Peter Harvey, National Employment Relations Manager.

### ***Undertaking a Review of Best Practice***

HR Solutions reviewed the following International Police FTO programmes:

- United Kingdom Tutor Constable Programme.
- San Jose Field Training Officer Programme.
- Reno Police Training Officer Programme.

In addition we reviewed the training programme being used for Corrections Officers within the Public Prison Service of the Department of Corrections.



Consideration was given to reviewing other New Zealand organisations such as the Customs Department and the New Zealand Fire Service. However these were discarded due to not being appropriate to New Zealand Police.

***Development of a Report Including Recommendations***

An analysis of information gathered from the processes mentioned formed the basis for the development of a final report to New Zealand Police.

## Section 3: Environment

### *Police Demographics*

New Zealand Police comprises 12 Districts, a number of Service Centres and the Office of the Commissioner. The Police Districts range in size from just over 300 staff (Northland and Tasman) to more than 900 staff (Canterbury). In terms of geography, Police Districts comprise both metropolitan sectors and larger provincial areas. Within rural areas, some Police Stations may have only one or two Police Officers permanently allocated to them.

HR Solutions visited five metropolitan Districts as part of this review.

There are approximately 9,000 staff, made up of approximately 2,000 non-sworn staff and 7,000 sworn staff.

In respect of the statistics related specifically to this project, there are a total of [ ] constables employed throughout New Zealand. Of that number [ ] are probationary constables that is, they have less than three years service. Based on these numbers, in accordance with the allocation of FTOs there should be at least [ ] FTOs employed. However, as at 30 August 2006, there were only [ ] FTOs employed.

Over the next three years New Zealand Police intend recruiting 1,000 additional sworn Police plus 250 non sworn staff to improve overall policing within New Zealand and to give the wider New Zealand community greater confidence in the New Zealand Police Force. The expected increase in staff numbers over the next three years will strain the ability of the New Zealand Police to provide guidance and support to new staff during the initial few weeks on the job post graduation from the Police College. Given that it is the first few months of their service when they need that support the most, this is a significant risk for NZ Police.

### *Establishment of Field Training Officers*

In 2003 as part of bargaining, New Zealand Police created a new role of FTO. Existing experienced constables were selected to fill the FTO positions with their activities being in addition to their existing roles. FTOs receive an allowance of \$2,500 per annum for undertaking these additional activities and are required to reapply annually to remain an FTO. HR Solutions understands that a primary reason for the establishment of the FTO programme was to assist in alleviating a retention problem especially retaining staff within General Duties that existed in Auckland at the time the programme was introduced. That the allowance paid to the FTOs is commonly known as the "Auckland allowance". It was also stated that:

*"The role of the FTO is stated to provide coaching and mentoring to probationary constables. The role is not clearly defined in either the portfolio description or any other supporting documentation."*

## Section 4: Findings

Following on from the process covered in section three, the following paragraphs summarise the findings from the evaluation of the FTO programme.

### A) Structured Interviews

The purpose of the structured interviews was to get a better understanding of:

- The decision to establish the FTO programme;
- How the FTO programme was implemented throughout the country;
- Other influences on the FTO programme;
- An understanding of the probationary constables training programme including workplace assessment;
- The training programme for Sergeants;
- An understanding of the Tutor Constable programme in the United Kingdom; and
- Some information on practices in other overseas Police jurisdictions;

All staff interviewed indicated that the concept of having a selected experienced constable to coach and mentor probationary staff was sound. There was also general agreement that the FTO programme was the best conduit for that but that the current programme was probably implemented too quickly without the necessary documentation, processes and procedures having first been put in place.

### Interview with Craig Roberts

We spent considerable time with Craig Roberts, Policy Advisor with the Policy and Development Group, who gave an excellent overview of where Police were heading in the future. In particular he explained the Crime Reduction Model, a project looking at deployment issues, a risk assessment of evidence collection and the preparation of statements based on a station within Counties Manukau. The latter included a look of the effectiveness and the deployment of FTOs in relation to the collection of evidence and the preparation of statements at that Station.

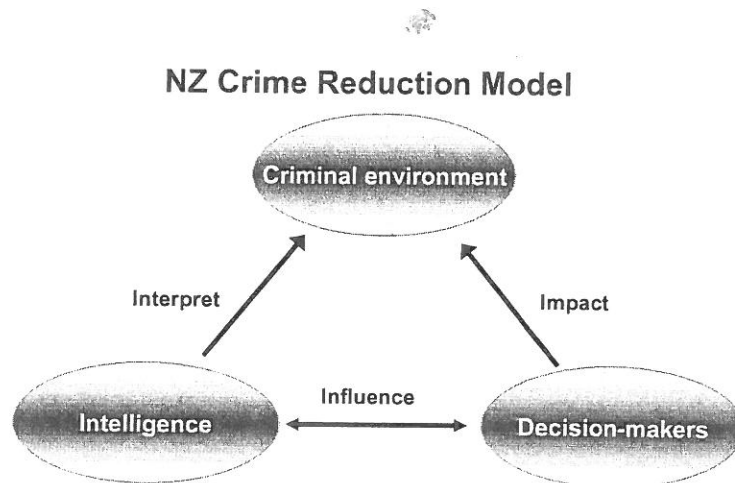
HR Solutions found the background information provided by Craig Roberts as being particularly valuable in the overall evaluation of the FTO programme and in particular how their role could be better shaped in the future. It also provided some insight in respect of other influences that may affect the effectiveness of the FTO programme.

In reviewing the background information provided by Craig following the focus group sessions, it was evident that while NZ Police have a "crime reduction model" as depicted below, this was not well known at Probationary Constable, FTO or Section Supervisor levels in the Districts visited and if it was, it was not the practice that existed. We saw very little evidence of proactive policing

and when the question was raised whether proactive policing occurred we were advised that there was no time for it.

Craig has also done a high level analysis between the NZ Police FTO programme, the UK system and the San Jose and Reno programmes. HR Solutions reviewed Craig's analysis and believes that it is an accurate reflection of the different FTO programmes that exist. Of the models reviewed the Reno model appeared to fit most closely with the Crime Reduction Model adopted by the NZ Police than other models identified.

The Crime Reduction Model is:



### Interview with Inspector Graeme Cowle

HR Solutions interviewed Inspector Graeme Cowle, Central Area Manager at the Training Service Centre located at the NZ Police College. Inspector Cowle has a particular interest in FTOs and was able to give us a valuable insight on how the Tutor Constable programme worked in the United Kingdom. In this interview Inspector Cowle commented that within the UK there was an adult learning process commonly known as Experiential Learning Cycle (ELC).

He has also looked closely at the San Jose and the Reno FTO programmes and gave in depth views on both of these models. HR Solutions comments further on these models later in this report.

Inspector Cowle was able to provide descriptive analogies of how he believed police officers should be operating in a proactive manner. These analogies appear to fit closely with the Crime Reduction Model and crime prevention.

They also fit with a move to the adult learning methodology of Problem Based Learning.

Of particular interest to HR Solutions was the high level of motivation and experience that Inspector Cowle has in ensuring that probationary and inexperienced constables remain **supported** through the early years of the police service. He is a firm believer in adult learning and has a sound understanding of the UK tutor constable training programme, and has reviewed in depth the Reno FTO programme.

### **Interviews at the NZ Police College**

HR Solutions obtained a good understanding of the probationary constable training programme and the subsequent workplace assessments from Alan Richards and an overview of the Sergeants Course from Senior Sergeant Sean McManus. It was interesting to note during these interviews that the NZ Police Training College did not currently play any role in respect of the FTO programme and there did not appear to be any linkage between the probationary constable training programme, the workplace assessment and FTOs at the NZ Police College. The Sergeants' course did make reference to workplace assessments but not to the role of FTOs.

The NZ Police College had developed the first day of a FTO training programme and this had been delivered to all Districts through the District Training Co-ordinators. That was the extent to which the NZ Police College were involved with the FTO Programme. The general consensus of the NZ Police College is that *"HR has hijacked our initiative to develop a FTO system and they have taken it over. Accordingly it is no longer an activity we are involved with."*

### **Interview with Inspector Dawn Bell**

Inspector Dawn Bell is the HR Manager National Recruitment and works within Human Resources at the Office of the Commissioner (OoC). Inspector Bell explained that she was requested to implement the FTO programme following an agreement being made as part of bargaining for a new collective agreement during the 2003 bargaining round with the Police Association. It was explained to us that there was a requirement to implement the FTO programme by a certain date and this did not leave a lot of time to develop effective processes and systems. Inspector Bell was able to get an additional month with which to develop the appropriate systems and processes but this was still too short for a fully effective implementation.

The documentation and instructions on how to implement the FTO programme was provided to the District HR Managers and each was given the task to implement the programme locally. The Districts were advised that they were allowed 1 FTO for each 1.166 probationary constables<sup>2</sup>. Inspector Bell was not satisfied with the quality of the documentation that went out with the

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<sup>2</sup> A probationary constable for this purpose was defined as a constable with less than three years service

FTO Programme, but in the circumstances this was the best that she was able to produce. The effectiveness of the documentation is commented on in more detail later in this report.

### ***Interview with Wayne Annan***

Wayne is the General Manager Human Resources NZ Police and he explained to us how the FTO Programme was initiated as part of the 2003 bargaining with the Police Association. He explained how there had been recruitment and retention problems of frontline police, particularly in Auckland, from around the year 2000 and that there was a push to pay an allowance to that region in an attempt to redress the issue. A way of achieving that was to create a role of FTO and pay them an allowance set at \$2,500 per annum. While there had been some internal discussion about developing a FTO role this was still only in concept and little documentation about how it was work was available. The logic behind the FTO role and the payment of an allowance is that while there would be positions created throughout the country, as Auckland had the greatest number of probationary constables they would have a greater number of FTO's.

Wayne also explained there was some criticism that the allowance was preventing staff from applying for sergeant's positions and that FTOs were also being paid more than sergeants in some situations. He refuted those criticisms and provided us with the NZ Police pay rates.

### ***Interview with Greg Fleming***

Greg Fleming is an Industrial Officer with the Police Association. We were informed that they had carried out their own study on the FTO system and had approached several probationary constables in Districts that HR Solutions had not visited. In general their findings were consistent with our own as outlined in the focus group section below. In fact HR Solutions considered that the discussion with the Police Association somewhat validated its own conclusions.

Greg Fleming asked us about the numbers of probationary constables and FTOs that had attended our Focus Group sessions as he had heard that the numbers were not very great. We explained to him that we were also disappointed with the numbers in some Districts such as Wellington.

Insofar as FTOs were concerned they also confirmed that, in their view, there was a very inconsistent approach to the way they are being selected, the roles they undertake, and the training that was available from District to District. However, they did say that in the Central Police District there was a comprehensive five day training programme for FTOs that appeared to be quite successful.

In addition, the Association believed that in hindsight the payment of the \$2,500 allowance has caused *division* within Police. The Association are of the opinion that front line police are not appropriately recognised in terms of

salary and that this needs to be addressed. (**Note:** HR Solutions is aware that NZ Police is shortly to go into bargaining with the Police Association)

The Police Association were not convinced that FTOs were necessary; they believed every experienced constable has a responsibility to coach and mentor junior staff. When we raised the possibility of FTOs assisting probationary constables with the workplace assessments they suggested that if there were to be FTOs they need to be recognised permanently possibly by way of salary, and that there should not be a quota system.

## **B) Focus Group Sessions**

### ***Probationary Constables***

At each of the five Districts visited, HR Solutions were most impressed with the dedication of the probationary constables interviewed. There was no doubt that in all cases, staff were keen to do a very good job to develop and learn and become excellent frontline police. However there was a general feeling of frustration, in particular about the amount of paper work involved with the job both in respect of policing and to complete the workplace assessments. The common themes that came through were:

- *There is not a lot of incentive to obtain permanent appointment.*  
Within the five metropolitan Districts visited, a number of probationary constables did not feel that there was any incentive to obtain permanent appointment. This was certainly more prevalent in one District than in others but was nevertheless a recurring theme. In the District where this was most prevalent, one of the factors was the feeling of intimidation when they were required to have their evidence assessed by the workplace assessor (it was not uncommon for it to take five hours to have one module assessed). In other Districts the major factor was the amount of paperwork involved in gathering evidence for the purpose of being assessed by the workplace assessor. In this respect it was commented that when they were preparing for an assessment they often had to return on their days off as there was not adequate time to complete these during work hours. (We had one probationary constable with 10 months service who was focussing on completing his workplace assessments as quickly as possible, comment that if you focus on gathering your evidence as you go it was not such a difficult task. However even he was doing most of the evidence gathering in his own time).
- *The Field Training Officers are very helpful.*  
Where probationary constables have the luxury of being paired up with a FTO they found that partnership particularly beneficial. They relied on the FTO to guide them and provide support when they attended incidents, especially in the early stages of their career with Police. In most Districts a great effort was made to ensure that a FTO was allocated to a new probationary constable although this was not always possible. In Districts where probationary constables were attached to

the Traffic Alcohol Group (TAG) and an FTO was also available, those new staff found this to be a very good introduction to the Police Force. In particular, they were able to grasp the requirements of gathering evidence for the workplace assessments.

Unfortunately there are a significant number of newly appointed probationary constables that were not paired up with an experienced FTO in the first few weeks of their service. We were advised of situations where two new probationary constables placed in a traffic car together had to spend quite a bit of time getting advice via the radio or cell phone to handle certain situations.

- *FTOs do not proactively assist me with my workplace assessments.* Of the five Districts visited, only one had a formal process in place that allowed for FTOs providing guidance to probationary constables on the gathering of evidence for workplace assessments. In that District probationary constables found having that guidance available was extremely helpful and gave them some confidence when they had their evidence formally assessed. The Workplace Assessor in that District often approached the FTO to get an appreciation of how the probationary constable behaved when attending incidents such as sudden deaths and domestics. The Section Supervisor still maintained overall oversight of the probationary constables and gave information to FTOs on which assessment modules the probationary constable had yet to complete.

In other Districts, with one exception, there was an informal process largely carried out at the initiative of the FTO. The trained and better prepared FTOs believed they had an obligation as part of coaching and mentoring of probationary constables to provide some guidance to them in respect of completing the 10 workplace assessments. In one District the FTOs did not have any part to play in providing guidance to probationary constables in the completion of their workplace assessments. In Districts where the FTOs supported and guided the probationary constables, it was notable that they were more motivated to complete those assessments than in Districts where this support was not provided.

- *I have found having to complete the university examination on top of all the paper work very demanding.* Probationary constables at all of the five Districts visited were unanimous in their view that the burden of having to complete a University paper in their first two years of service on top of their paper work was too demanding, adding additional stress. There were instances where probationary constables struggled with this paper and were afraid that this may hinder their chances of remaining in the police force. We were informed of one probationary constable who, in spite of a lot of study, obtained an 'E' rating in the examination and is concerned that his chances of remaining with the police are limited.



His section supervisor said that he is a very good probationary constable.

- *My FTO is a good coach and a person I can go to for advice about policing, but I don't regard him/her as a long term mentor.*  
The probationary constables generally did not regard FTOs as true mentors. In fact we did not see any real evidence that probationary constables had a mentor that they could discuss personal or other issues with.
- *I will be leaving GDB as soon as I obtain a permanent appointment.*  
We asked probationary constables this question and got a mixed reaction. It is fair to say that in most Districts visited; probationary constables had given very little thought to where they may go in the future. Generally, they expected to stay in GDB for some time. There were a small number who would be looking for different roles such as CIB. In one District we were informed that pressure from above tended to intimidate constables with permanent appointment to apply for positions within CIB or other tactical units. They were advised that if they did not go to other areas within police they could be regarded as having no ambition.
- *Management within police are very quick to criticize when things go wrong but very seldom provide praise for a job well done.*  
There appears to be a blame mentality within NZ police that is quick to let staff know when they have not done a good job. Words of encouragement or praise when a job is done well are seldom heard. However as a general statement, better FTOs, as part of giving advice, accepted that a probationary constable can and does make mistakes and uses these as a tool for learning. We also heard anecdotal evidence that FTOs do give positive feedback when things are done well. But there is very little in the way of encouragement from section supervisors or above.
- *As a probationary constable I feel I get very little support.*  
This was a common theme from a number of the probationary constables. While in the first few weeks there was generally some advice and guidance from FTOs, this was not always available and there were times when they did not feel that they had a lot of support. In a number of Districts (not all), probationary constables did not feel they were adequately supported to achieve the workplace assessments. In fact section supervisors left it up to the individuals to get on and complete it. They commented "*we did not get support when we were probationary constables so they don't need support now. It is their responsibility to complete their workplace assessments.*"
- *The paper work is quite overwhelming.*  
From all Districts we received comment about the amount of paper work that had to be completed. As consultants we could not determine whether this was because this was disinteresting work or whether the

paper work was really a burden. Another common theme that was evident was the lack of consistency in the paper work. Consistent comment was that the method of compiling files for the same process differed between sections within the same station, even down to different forms being used for similar or same processes. Probationary constables found this frustrating, adding that it was another barrier to completing workplace assessments. (We are aware of a trial in Counties Manukau where prosecution files are being prepared by a separate group leaving constables to undertake front-line policing.)

### ***Field Training Officers***

We ran focus groups of FTOs in each of the five Districts visited and asked them a range of questions related to their role. Unlike the probationary constables there were very few consistent themes that came through, largely because the FTO programme is managed differently in each of the five Districts. The information provided by Inspector Dawn Bell proved accurate in that each District was left to implement the FTO programme as they saw fit using the documentation that was provided. HR solutions found the following:

➤ *How were you selected?*

There were several ways “experienced constables”<sup>3</sup> were selected for the position of FTO. In some Districts, staff applied for the position and were recommended by their section supervisor. From there the process differed from District to District. In some cases the recommendation went to the Senior Sergeant who approved the recommendation, but in most it went to the HR Manager for final approval. It appeared to the consultants that the selection was largely based on being a “good” police officer rather than displaying skills as a coach and mentor. There was evidence in some Districts that FTOs were selected to “fill up the numbers” and were shoulder tapped to apply for the position. We met a number of FTOs who were receiving the allowance of an FTO but were not undertaking actual FTO functions. In one district where a 3 day FTO course had been designed, an experienced constable was not able to apply for an FTO position until the training course had been completed. In that District the selection of FTOs was more rigid.

In summary it was evident that there was no consistent or robust approach to the selection of FTOs.

➤ *Is the allowance an incentive to remain within GDB?*

The theme from the five Districts visited was consistent in that there were two different camps. A number of FTOs that attended the Focus Group sessions indicated that the allowance was certainly an incentive to stay within GDB. A similar number indicated that the allowance was not an incentive to stay in GDB and if they so wished they would look at

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<sup>3</sup> An experienced constable is defined as one that has attained permanent appointment.

other opportunities. (The Auditor General's report suggested that the FTO allowance may be a factor in constables not applying for positions within CIB. HR Solutions does not believe that this in itself is the major factor that is stopping constables from applying for positions within CIB. In fact we were informed by a number of FTOs that they would not go to CIB because of the pressure of the job and in some cases the long hours that you are required to work on occasions.

- *Is the allowance an incentive to apply to be an FTO?* The majority of FTO's that attended the focus groups said that the allowance was definitely an incentive to apply to become an FTO. However, it was evident to HR Solutions that the incentive was to receive the money and not to be an FTO. A smaller number applied to become FTOs because they had a genuine desire to coach and mentor probationary constables. They indicated to the consultants that they would be FTO's even if they did not get paid an allowance. Some FTO's advised us that they did not actually apply but were shoulder tapped for the position. We were also informed that FTOs were nominated to be FTOs as a reward for being in GDB for several years, but were not actually performing FTO work.
  
- *What do you understand is the role of FTO's?* When we posed this question again there was a range of responses. The most common reason was to coach probationary constables but what that actually meant in practice was unclear to most FTOs. In practice what they were involved with depended on the policy developed within each District. In some Districts they were paired up with probationary constables for an initial period to provide on-the-job advice and guidance. This would have occurred even if they were not FTOs. In other Districts there was a much more structured process whereby they had to complete an evaluation of the probationary constable's progress, in one case each five weeks and in another case on a weekly basis. In some Districts they were closely involved in guiding probationary constables to achieve the workplace assessments while in others they played little or no part in that activity. In a couple of Districts the FTO was placed on a GDB section that had a number of probationary constables and was advised to provide guidance as best they could. The consultants observed FTOs being appointed to the role as little as four months after obtaining permanent appointment, being asked to "look after" four probationary constables with minimal experience. In this case the FTO was expected to be an acting sergeant on a regular basis as well. This FTO was not undertaking any FTO duties. We came to the conclusion that there was no clear definition of the role of FTO's. While many FTOs did not appear to have clear understanding of what was expected of them, all FTOs felt that being an FTO benefited them. Specifically, they felt that being an FTO was good preparation for promotion to sergeant and was recognition of their experience and ability as an experienced constable. (**Note:** Section Supervisors advised us that being an FTO was a benefit to

becoming a sergeant, but the individual had to be performing effectively in that role for that to be factored in a positive way.

- *What impediments are there to you effectively undertaking FTO activities?* Experienced constables who are also an FTO are required to undertake all normal police functions in the same way as all other constables. This means they have the same workload and the same pressures as other staff on the section. In addition they are often asked to be an acting sergeant and in the five Districts we visited this appeared to be a regular event.

The amount of paper work they were expected to complete is another impediment to effectively undertaking the FTO function especially when the section is understaffed, which happens regularly.

The frequent rotations of staff either to meet demands or for other reasons is frustrating and makes it difficult to be effective. In one District they have an arrangement whereby in theory the FTO is paired with a new probationary constable for a period of five weeks, they complete an assessment of that probationary constable's progress. That report is used to customise a more in-depth induction for the probationary constables at the end of five weeks to give them a better understanding of their responsibilities as police. However, the process has not been successful because either the FTO or the probationary constable is rotated elsewhere during that time.

In summary there are two types of FTO's, those that genuinely want to coach and mentor junior staff and appear competent at it and those that will accept the allowance, do what they need to without going the extra mile with the money being the incentive. The selection process at best is not robust and appears to be based largely on being a good police officer. The role definition of FTO's is not well documented and is primarily based on the portfolio description and brief information that was disseminated through human resources in 2003. FTOs operate different in the five Districts that we visited with several impediments to their effectiveness.

### ***Section Supervisors, Human Resource Managers, Workplace Assessors and District Training Co-ordinators.***

In most Districts we met with these staff as a group although in a couple we conducted one-on-one interviews. As with the other focus group sessions the meetings with these groups of staff confirmed to us the level of inconsistency that was evident with the FTO programme nationally. One additional fact that came out with this group is the differing levels of support for the FTO programme nationally. That appeared to be confirmed by the different implementation timeframes each District used.

The key issues that the consultants found when meeting with these staff were as follows:

- *As section supervisors we don't support the programme.* This was apparent in a couple of the Districts visited, in fact in one District there was a unanimous view that FTOs add no value to their District and were not required. Their view was that all experienced constables should coach and mentor staff as part of their responsibilities, and appeared to base that reasoning on what they did in the past so why should it change. In these District the FTOs did not play a role in supporting probationary constables with their workplace assessments and were not expected to. In fact it appeared to HR Solutions that the FTOs only did what experienced constables did in the past and nothing more.

Conversely in other Districts, section supervisors looked to the FTO to be their support in coaching probationary constables and relied on them to ensure probationary constables were coached properly. There were instances where the probationary constables were on performance plans that were being "managed" by FTOs under the guidance and support of the section supervisor. It was noteworthy that some probationary constables graduated from the College on warnings. The FTO was providing additional coaching and mentoring and reporting progress back to the section supervisor.

- *The FTO allowance causes problems?* This was a frequent and consistent theme throughout the Districts visited. There was very little support for the payment of an allowance at this level in any District. The issues raised included:
  - *"My FTO is being paid more than me" – we heard this several times*
  - *"I was promoted to sergeant and did not get the FTO allowance added into my remuneration as I was not receiving the allowance at the time of the promotion"*
  - *"I believe the fact that FTO's promoted to sergeant and have the allowance incorporated into the total remuneration is discriminatory and unfair."*
  - *The administration involved with the FTO allowance is significant and involves us with a lot of extra work. Overpayments are quite common.*
- *The University Paper that probationary constables are required to complete puts an extra unnecessary stress on them during their probationary period.* This was another common theme throughout each of the Districts visited. Probationary constables have enough paper work to contend with completing the workplace assessments. Consideration should be given to deferring any academic qualifications until they have completed their workplace assessments – even if this is after they have got permanent appointment.
- *We ensure our FTOs get appropriate training.* Three of the five Districts visited have designed specific training programmes for the FTO's in their District. These were developed and / or managed by the

District Training Co-ordinator. Where FTO's had attended training, they appeared to gain benefit from that training. In one District an experienced constable is unable to become an FTO until District training had been completed. The District that first designed the training has provided that package to two other Districts. (The Police Association advised us that in one District there is a five day training programme.)

- *We have an FTO policy in our District.* Two Districts had developed an FTO policy document that outlined the roles and responsibilities of the FTO's in their District. A third District was developing a policy based on the material from the other two Districts. This was being developed in the absence of any comprehensive National policy. (HR Solutions was provided with a copy of the FTO Policy documents from the two Districts that had developed this.
- *As a workplace assessor I do not get any resources to assist me to undertake my responsibilities.* In some places the workplace assessor has been established without any thought being given as to how the work is to be carried out. In one District the incumbent had no access to a vehicle, was placed in an open area in some space that was available without the necessary confidentiality and privacy.

In three of the Districts visited there was a FTO Co-ordinator (in one District this was also the Workplace Assessor). The FTO Co-ordinator appeared to have the responsibility of ensuring there were adequate FTO's available (only one of the Districts visited had filled the numbers they were allocated), that they received the requisite training, where available and that the allowance was arranged. In these District the FTO Co-ordinators appeared to be effective in ensuring the FTO process in their District was working as well as it could. These FTO coordinators worked closely with the Section Supervisors, the District Training Co-ordinators and the Workplace Assessors.

HR Solutions also noted that the HR Managers were influential in the success or otherwise of the FTO training programme. In two Districts the HR Manager took a proactive interest in and assisted with the FTO programme with the result that FTOs in these Districts appeared to be well supported. In two other Districts the HR Managers were relatively recent appointments and were still getting to grips with the requirements of the human resources role within Police as well as trying to support the FTO programme.

### ***Other Influences that Impact on the FTO programme.***

#### ***Leadership Skill***

A significant influence is the apparent lack of leadership skill in coaching and mentoring subordinate staff especially by section supervisors. There is a lack of training on the sergeant's course on how to effectively coach and

mentor junior staff. Some training was previously provided and a part day is included in the sergeant's course. However, the focus of this training is how to complete the forms rather than how to give feedback, to mentor a staff member, or to develop a training plan etc.

### ***Validation of Focus Group Findings***

Interviews with a range of staff both within and outside the OoC confirmed and reinforced what had been said in the focus group sessions. As indicated the discussion with the Police Association was another confirmation of our findings from the focus group meetings.

## **D) Other findings**

### ***Fit with NZ Police Strategic Direction***

The Police Statement of Intent 2006/2007 includes the following statement:

*Gearing up to recruit, train and deploy the first tranche of the 1,000 additional sworn staff and 250 non-sworn staff who will join the organisation in the next three years. This will give the organisation enhanced capacity and capability to reinforce front-line response, investigative services, to invest more heavily in **preventative strategies** and to provide further community reassurance on crime and crash reduction and public safety.*

*The future of policing in New Zealand will be focussed on utilising the best aspects of existing models into an integrated policing strategy. Community policing is a vital component of the development of this model that will take a holistic **problem-solving approach**. Police will listen to the community and develop ways of making policing more visible, accessible and familiar to the public.*

One of the major priorities here is on preventative strategies and problem solving approach. Yet in all of the Districts visited the probationary constables, FTOs and Section Supervisors spent their energies on reactive policing i.e. responding to incidents. There was little in the way of preventative strategies with much of the training, especially for probationary constables, focussed around reactive policing. There did not appear to be a real understanding of what problem solving policing entailed nor is there much in any training programme that we reviewed that had problem solving policing as part of the curriculum. There would need to be a change in the way probationary constables are trained if the strategies as indicated above are to be achieved.

Within Police there are pockets of innovation being carried out that tend to support the thrust of the Statement of Intent but appear to be undertaken in isolation of any coherent overall Police strategy. In particular, Inspector Graeme Cowle, of the Training Service Centre, recently ran a session with a cross section of Police from throughout the country looking at the Reno Police

Training Officer model that has a focus on 'adult problem based learning'. HR Solutions was invited to attend and were impressed by the concept that appeared to have a much tighter focus on the requirements of FTOs. It also appeared to support the direction as outlined in the Statement of Intent.

In addition in Counties-Manukau, HR Solutions is aware that there is a project that is trialling a centralised preparation of prosecution files in an effort to improve the quality of their preparation and to reduce the level of paper work that frontline police are required to undertake. This is a positive approach that will support an activity that appears nationally to be not done well. However, this trial does not appear to be widely known of outside of the Counties-Manukau District.

In addition it is understood that there is research being undertaken on how frontline police are being deployed and their availability at different times of the day and week. HR Solutions noted that deployment of frontline police is an issue that impacts on the ability of FTOs to be available to coach and mentor probationary constables.



## Section 5: Response to the Specific Issues

| Question  | Response  |
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| <p>What has the benefit of the FTO programme been to FTOs?</p>                    | <p>Experienced constables have traditionally been required to coach and mentor probationary constables as part of their normal day-to-day activities. The introduction of the FTO programme has confused the traditional role of experienced constables in that there is some expectation that the FTO role is something in addition to the traditional role of providing on-the-job support and coaching to probationary constables.</p> <p>In the absence of any national guidelines some Districts appear to have developed policy and training for FTO's that enhances the traditional role to include providing support to the probationary constable to achieve the workplace assessments although this varies between Districts. In some cases they are involved in assisting probationary constables placed on performance plans to become effective police.</p> <p>FTO's who have taken the role seriously and who go the 'extra mile' to provide assistance, guidance, coaching and mentoring to probationary constables, have identified some benefit in that they are recognised for the role they undertake. This recognition is financial and is in the increased 'status' they have. FTOs who take the programme seriously see the programme as a stepping stone to becoming a sergeant. This was supported by section sergeants who identified that being an FTO carried considerable weight when being considered for promotion.</p> <p>However, the current FTO programme does not appear to support the strategic direction being taken by Police, particularly with respect of the crime reduction model. The FTO programme is based on doing what front line police tend to do mostly particularly in the larger metropolitan areas and that is 'reactive policing'.</p> <p>For the FTO programme to be successful, FTOs need to demonstrate the competence and motivation to provide coaching and mentoring to probationary constables on both reactive and proactive policing even to the extent of 'problem solving' as indicated in the Statement of Intent.</p> <p>In addition, the selection process for FTO's needs to be refined to ensure that those appointed have the requisite competencies to be effective in the role.</p> |
| <p>What has the benefit of the FTO programme been to probationary constables?</p> | <p>Probationary constables who have access to a FTO that demonstrated an interest and competence in coaching and mentoring junior staff; and where the District FTO programme is supported, have benefited significantly from the programme. They are supported in the completion of their workplace assessments; have someone they can rely on for guidance and they gain confidence quicker than those who don't have the same level of support. Where probationary constables in the first few months of service had been supported by a good FTO, their view of the job differed from those that had not received the same level of support.</p> <p>It was particularly noteworthy that probationary constables that did not have that same level of support tended to show less interest and motivation in completing their <i>workplace assessments</i> to those that</p>   |

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|  | <p>had an effective FTO. However, not all FTOs were familiar with the workplace assessment programme, which was an impediment in some cases.</p> <p>There is no doubt that where Districts have implemented the FTO programme and have put training in place, probationary constables get significant benefit and are reliant on the FTOs. This is an enhancement over what normal support would be given by an experienced constable.</p> <p>HR Solutions is strongly of the view that the assisting probationary constables with their workplace assessment programme needs to be an integral part of the functions. FTO's should also have a role to play with the workplace assessor in determining whether a probationary constable is competent in that particular competency area.</p>  |
| <p>What has the benefit of the FTO programme been to sections/work groups?</p> | <p>In both Auckland and Counties-Manukau the sections/work groups used the FTO programme to benefit their particular area. In both locations the FTOs provided significant support to the Section Supervisor's by ensuring probationary constables were supported and were effective in undertaking their responsibilities, even to the extent weekly reports are prepared for the Section Supervisor on the progress of a probationary constable. FTOs in those locations are also assisting the sections with the 'management' of probationary constables on performance plans while retaining overall responsibility for their performance. This has placed some additional pressure on those FTOs through an increased workload. However, there is no doubt that the FTO programme provides a valuable tool to the Section Supervisors especially in areas where the numbers of probationary constables is high.</p> <p>Counties-Manukau was fortunate in having at least two experienced constables (now sergeants) that were employed in the United Kingdom Police Force. These staff are familiar with the Tutor Constable programme that existed in that country, understand its benefits, and used their experience to assist with the design and implementation of the FTO programme in their District. Auckland, and more recently Wellington, have utilised this programme to assist with their respective FTO programmes.</p> <p>Unfortunately it has not been possible to provide adequate numbers of FTOs in either of these places for the programme to be fully effective, but there is no doubt that these Districts have made the programme work within the current restraints to support the sections and the work groups.</p> |
| <p>What has the benefit of the FTO programme been to the Organisation?</p>     | <p>The current FTO programme has limited organisational benefit it is not supported nationally, which includes there being no recognised national 'owner'. The FTO programme was implemented to meet a specific retention need, but each District has implemented the FTO programme based on what they considered appropriate for their District having received only initial documentation nationally.</p> <p>The programme is being implemented inconsistently throughout the country. In some places there is good training for FTOs in place supported by District policy and senior management support. In other Districts there is little or no training, no District policy and little in the way of management support for the programme.</p> <p>The FTO programme presents the New Zealand Police with an</p>   |

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|   | <p>opportunity to achieve greater awareness of and to move to the implementation of the 'crime reduction model' by utilising the FTO programme to coach and mentor probationary constables on proactive as well as reactive policing.</p> <p>The apparent disconnect between the FTO programme and the workplace assessment is also an area where the organisational benefit is being lost.</p>   |
| <p>What is the effectiveness of the current programme in supporting probationary constables particularly in the areas of availability and utilisation?</p>              | <p>The availability and utilisation of FTOs within the Districts visited was mixed. There is no doubt that all Districts have attempted to place probationary constables with experienced staff during the first few months of service, but this was dependent on FTO availability. In some cases where experienced constables were used in lieu of FTOs.</p> <p>As indicated, there are still FTO 'vacancies'. FTOs are frequently acting sergeants which inhibits their ability to be available for FTO activities and in some cases they are just "too busy". For example, in one District the FTO had only been a permanent appointment constable for four months was acting sergeant on occasions and was also expected to be an FTO. Within that group there were four probationary constables with limited experience and this FTO was not in a position to provide anything but basic support. In some situations the probationary constables were required to work without the guidance of an experienced constable.</p> <p>We did hear of two new probationary constables being teamed together and understand that they felt uncomfortable about this arrangement. However, this was the exception rather than the rule.</p> |
| <p>What is the effectiveness of the current programme in supporting probationary constables particularly in the areas of access to FTOs by probationary constables?</p> | <p>Same as above. In addition the disconnect between the FTO programme and the work[place assessment system reduces the overall effectiveness of the current programme in supporting the probationary constables.</p>   |
| <p>What is the effectiveness of the current programme in supporting probationary constables particularly in the areas of quality and quantity of training?</p>          | <p>As we have already indicated, this was variable. There are a couple of Districts where probationary constables are given significant support and encouragement with their workplace assessments as well as being coached on the 'right' way to undertake their on-the-job activities. There are other Districts where the support given to probationary constables is much as it was prior to the FTO programme being implemented with the FTOs only providing on-the-job support. There are also instances where probationary constables are given very little in the way of support insofar as training is concerned</p>   |
| <p>What is the level of consistency across the country in the selection and monitoring of FTOs?</p>   | <p>As we have consistently indicated there is no consistency, at least within the Districts we visited in the selection, training and monitoring of FTO'S. The documentation that was released from the OoC indicated that Districts were to use the a selection process similar to that used previously to determine which staff may be eligible to receive a performance payment for exceptional performance. In fact HR Solutions did not find any District using this selection process. The most common approach was to seek applications, which the Sergeant would recommend and the HR Manager approve.</p> <p>There were other instances of experienced constables being shoulder tapped and asked to apply and that has been signed off. The selection</p>   |

|   |   |
|---|---|
|   | <p>appeared to be based largely on being a 'good' police officer, not necessarily on any specific coaching and mentoring skills.</p> <p>Two Districts had specifically designed training although a third had recently commenced training using the same package as the other two. The training undertaken by these Districts involved a two day training course (recently reduced from three days in one District) that was largely based on how to coach and mentor. The FTOs found the training valuable and assisted them to better understand their role as defined within that District.</p> <p>The only obvious and limited monitoring of the FTO's activities existed at the time that they were required to reapply for the role. (Note: FTOs are required to reapply for their role on an annual basis. At that time there was some limited (as we were told) review of the FTO's performance and they were not reappointed if they were considered unsatisfactory. We did not hear of any FTO that was not reappointed. Otherwise there is no structured monitoring of the FTOs.</p>   |
| <p>Review of the policy and procedural documentation that exists and/or is required to support the FTO programme.</p> | <p>The following National documents were provided to Districts to implement and support the FTO programme:</p> <ul style="list-style-type: none"> <li>○ A three page document headed "Human Resources" with a sub heading "Field Training Officer". This document gave a broad overview of the role of the FTO (four dot points) the requirements to be a FTO, how to apply for the role, the duration of the appointment and a comment about District numbers. The document also indicated where to obtain a copy of the portfolio description.</li> <li>○ Portfolio description for FTO. This provided a number of 'key accountabilities' under the headings of General Operating, Training and Education, Professionalism, and Relationship Building.</li> </ul> <p>No other national documentation was provided in terms of an in-depth policy, what support probationary constables were to receive, the expected relationship if any with the probationary officer's workplace assessment process, or the specific role that Section supervisors were expected to play.</p> <p>The first day of an FTO training package was developed and sent out to Districts, but was only used occasionally and then in the first stages of the FTO programme. Of the five Districts visited no one was still using this training course.</p> <p>There was no obvious link between the FTO programme as developed and the National Police Training College in respect of the new recruits' training system.</p> <p>Accordingly a few Districts have developed their own policy and training material while others have done little past appointing FTOs.</p> <p>Since the FTO programme was developed a variation was agreed between NZ Police and the Police Association that provided for FTOs to retain the FTO allowance and have this rolled up into salary when appointed to the position of Sergeant. The stated rationale for this was to encourage constables to apply for Sergeants position because it was perceived that the allowance was preventing this from occurring. This perception was disputed by all the Districts visited.</p> |

Report on evaluation of the NZ Police Field Training Officer programme

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| <p>Review a best practice approach to:</p> <ul style="list-style-type: none"><li>• The initial appointment of FTOs;</li><li>• The re-appointment of FTOs;</li><li>• The utilisation of allocated FTO positions;</li><li>• The initial and ongoing training of FTOs and the effective utilisation of FTOs</li></ul> | <p>When considering a best practice approach to the FTO programme, HR Solutions believe that the Police must first develop a comprehensive policy and framework about what the FTO programme is to achieve. In this respect HR Solutions reviewed some research that was being undertaken by the Policy and Development Group (PDG) along with one of the Area Training Co-ordinators on what Police FTO programmes were available internationally. The PDG developed the following table which HR Solutions has reviewed and believes accurately describes the situation.</p> |
|--|--|

|                                       |   |   |   |   |
|---------------------------------------|---|---|---|---|
| <p><b>Model</b></p>                   | <p><b>NZ Police Field Training Officer model</b><br/>FTOs appointed, but NO standardised &amp; formal field development and evaluation programme.<br/>Occurs post Police College/Academy.<br/>Police procedures focus</p>                                 | <p><b>San Jose FTO Programme</b><br/>FTO integrated into standardised &amp; formal field training and evaluation programme.<br/>Occurs post Police College/Academy on active deployment over 14 weeks</p> | <p><b>UK Initial Training Model</b><br/>FTO (called tutor constable) integrated into standardised &amp; formal field development and evaluation programme.<br/>FTO programme occurs during &amp; post college part of 2 year 'initial police learning &amp; development programme' for recruits &amp; probationers</p>  | <p><b>Reno PTO Model</b><br/>FTO (called police training officer, PTO) integrated into standardised &amp; formal field development and evaluation programme.<br/>Occurs post Police College/Academy on active deployment over 15 weeks</p>  |
| <p><b>Example of use</b></p>          | <p>NZPOL approach since 2003.<br/>Common in many USA jurisdictions during the 1970's until San Jose model developed in 1980s</p>  | <p>Police procedures focus<br/>San Jose USA *<br/>Considered leading practice from 1980s till 2001.</p>   | <p>Competency based.<br/>Metropolitan Police U.K.<br/>Revised approach to 2 year initial development programme places increased emphasis on BOTH guided experiential learning and university based academic learning.<br/>Revised approach developed by Home Office following review of initial training in 2002. Pilots &amp; evaluations completed by 3 forces in 2005. National rolled out commences April 2006.</p> | <p>Competency based.<br/>Reno USA<br/>Approach developed with Department of Justice, Community Oriented Policing following survey of 400 Police jurisdictions. Advocated for use nationally by Dept. Justice.<br/>Edmonton was the first Canadian force to adopt the PTO model.</p> |
| <p><b>Role Clarity</b></p>            | <p>Duties &amp; responsibilities of all staff involved tends to be vague (i.e. staff unclear about different roles of FTOs, supervisors, assessors, trainers work together).<br/>NZPOL averages 1:1.66 for constables with less than 3 years service.</p> | <p>Duties &amp; responsibilities of all staff involved clearly established (i.e.. FTOs, supervisors, assessors, trainers, programme coordinators).</p>  | <p>Duties &amp; responsibilities of all staff involved clearly established (i.e.. FTOs, supervisors, assessors, trainers, programme coordinators).</p>  | <p>Duties &amp; responsibilities of all staff involved clearly established (i.e.. FTOs, supervisors, assessors, trainers, programme coordinators).</p>  |
| <p><b>FTO / probationer ratio</b></p> | <p>1:1<br/>Probationer exposed to more than 1 FTO to expose learner to range of policing styles.</p>  | <p>1:1<br/>Probationer exposed to more than 1 FTO to expose learner to range of policing styles.</p>  | <p>1:1 for reactive response<br/>1:2 for proactive responses<br/>Probationer exposed to more than 1 FTO to expose learner to range of policing styles.</p>  | <p>1:1<br/>Probationer exposed to more than 1 FTO to expose learner to range of policing styles.</p>  |

Report on Evaluation of the NZ Police Field Training Officer programme

|                               |   |   |  |   |
|-------------------------------|---|---|--|---|
| <b>Learning style</b>         | Tends to be focused on knowing and demonstrating correct procedures. This is variable between Districts                                       | Emphasis on knowing and demonstrating correct procedures.   | Adult learning styles understood and used with probationary constable in the field.  | Adult learning styles understood and used with probationary constable.<br><br>Emphasis on teaching and using problem based learning                       |
| <b>Learning situations</b>    | Typically emergency and non-emergency Incidents experienced in GDB  | Typically emergency and non-emergency incidents experienced in GDB.   | Typically emergency and non-emergency incidents experienced in GDB and community/neighbourhood sections.   | Emergency and non-emergency incidents, investigation and patrol. Community oriented policing & problem oriented policing in neighbourhoods.               |
| <b>FTO selection</b>          | FTO appointed is often a senior constable, but not necessarily competent nor has the ability to coach. FTOs remunerated for additional role.  | FTO appointed on being a good role model in policing activities and suitability to coach FTOs remunerated for additional role.  | FTO appointed on demonstrated competencies and suitability to coach<br><br>Tutor constable(FTO) designated position.   | FTO appointed on demonstrated competencies and suitability to coach.<br><br>FTOs remunerated for additional role.   |
| <b>FTO training</b>           | Little or no training in FTO role. What training is given is not consistent   | Training programme and training course provided.  | Training programme and training course provided.   | - 5 day basic FTO training.<br>- 10 day train the trainer course.<br>- 3 day course in PTO programme administration.<br>- Manuals for probationers & PTOs |
| <b>Probationer assessment</b> | Minimal formal evaluation about whether the probationer constable is ready to be given independent patrol status. In some cases no evaluation | Independent patrol status given following assessment after 15 week<br><br>Assessment approach is intense and has been noted as being very time consuming throughout duration. | Competency based assessment to establish whether ready for independent patrol in week 35 of 2 year recruit & probationer programme.<br><br>Use of national minimum standards for all forces. | Competencies assessed to establish whether probationer ready for independent deployment (independent patrol status).                                      |

Table: Review of Best Practice FTO Programmes

The Reno model as displayed in the table above very closely supports the strategies outlined in the Statement of Intent and also in the new draft strategic plan. However, to get from where NZ Police are currently to having a fully implemented Reno model requires a paradigm shift.

## Section 6: The Way Forward

### *HR Solutions Ideal Approach*

HR Solutions has given considerable thought to providing NZ Police with recommendations that will provide confidence that an effective way forward can be facilitated through the utilisation of the FTO programme.

It is strongly believed that for NZ Police to get maximum benefit from an FTO programme that the current system is totally reviewed and a new FTO programme developed. However, as this is expected to take time, HR Solutions proposes that the current FTO programme be significantly refined as a prelude to the development of a totally new programme.

HR Solutions believes that the *concept* of an FTO programme is fundamentally sound but it needs significant refinement to meet the current and future needs of NZ Police. As an analogy Hamish Carter (Olympic Gold Medallist at the Athens Olympic Games) was not as successful at the same event in the previous Commonwealth Games. He reviewed his process and systems made some conceptual changes and the result was success at Athens. NZ Police is in a similar situation. It has developed a concept of FTOs, which has had only partial success. By building on what has been commenced albeit in an ad hoc manner, would, HR Solutions believes, be the best way forward.

There are five specific categories that require change for the FTO programme to be successful:

#### **1. Determine Ownership of the FTO Programme**

The Police College owns the initial training of probationary constables, whereas Districts own the FTOs, supposedly under a national initiative managed by HR. The reality is that as a result of mixed ownership, the FTO programme sits in 'no-mans land' and is effectively owned by no one. For the programme to succeed, ownership needs to be vested in one organisation that has the mandate to implement and manage the programme. The FTO programme needs to be linked into the probationary training process as does the workplace assessor. This suggests that ownership should ultimately be vested in the Police College which has the resources to monitor and support the programme on a national level. In particular the workplace assessment programme needs to fit closely alongside the FTO programme as they have close synergies.

A common statement from probationary constables is that their section sergeants do not appear to understand the workplace assessment process. As a consequence the policy needs to identify the specific requirements of the section supervisor in respect of the FTO system and the **support** that needs to be given to probationary constables in the early months of their career. To assist section supervisors achieve



a national understanding it is suggested that the sergeants' course include training on the workplace assessment process and the role of the FTO.

## **2. Develop a clearly defined FTO Policy (General Instruction)**

There is no clearly defined national policy that provides the direction and guidance needed for the programme to succeed. For the programme to have the desired impact a national policy that links and aligns, the probationary constable training programme, the workplace assessment process FTO system, Police strategic plan and statement of intent is required.

With regard to the FTO system, the policy needs to identify that this extends beyond the normal requirement of experienced constables to guide probationary constables. It is clearly an enhancement of this traditional role that experienced constables play. This needs to include the role FTO's play in supporting probationary constables through the workplace assessment process.

The NZ Police have identified a requirement for proactive and problem based approach to policing in NZ yet it has not identified how this is to be achieved. Problem based policing in essence means attempting to prevent future reoccurrence of an event by dealing with the causes not simply the symptoms. This requires a change to how training is undertaken and delivered and places greater emphasis on problem identification and solving rather than reaction. The basis of any approach needs to have as its basis the introduction of an adult problem based learning model. The FTO policy needs to identify this as one of its requirements when the policy is being developed.

## **3. Refine the selection process**

An FTO is a special position that requires both coaching and mentoring skills along with a detailed knowledge and understanding of the probationary constable training requirements. Accepted best practice has as the basis of any selection process a role description that defines the purpose, the function, the expected outputs and person specifications required of individual to fill the role. Police already use role descriptions extensively; accordingly, the basis of any selection of an FTO needs to have its roots in a role description.

Selection should occur against the role description and should include recommendation for supervisors with comment relating to the individuals ability to meet the requirements of the role. It should be no different from other roles in the Police where specialist activities are required.

This means that only individuals who have the ability to perform effectively as FTOs should be appointed. Once appointed, they should be trained and assessed regularly for which the role description should form the basis.

#### **4. Review how FTO's are recognised**

The FTO role performs a specialised function within the Police. The role it performs needs recognition that can be achieved in part by having a formally established role.

The position of FTO also needs to be given formal recognition. This does not necessarily involve remuneration. However, any recognition would need to be carefully considered to remove any perception of division between FTOs and other experienced constables.

Once appointed as an FTO, the appointment should be retained without the need for the individual to reapply. The continued employment as an FTO should be dependant on their performance in the same as it is for any other role within Police.

The number of FTOs required should be based on the maximum numbers of FTOs needed per station allowing for probationary constables to have continuous access to an FTO, training, leave, acting rank and rotation requirements. These factors impact on the availability of the FTO. If an FTO is not available, they cannot perform the FTO function.

#### **5. *Develop a specialised training programme***

Identification, recognition and employment of an FTO are all important but need the support of dedicated training. The purpose of the FTO is to be a mentor and a coach to a probationary constable. This means that they have a critical role to play in the training, initial development and specially **support** of the probationary constable. In particular it is the support that probationary constables are seeking in the early period of their career. The FTO has a big part to play in respect of this level of support.

This dictates that a specific and detailed training programme for FTOs needs to be put in place. This programme should have its basis in an adult problem based learning model. FTOs needs to understand and be able to use experiential based learning. They must understand their role, the part they play in the development of the probationary constable, coaching and mentoring and problem based learning. To achieve best effect and consistency, an FTO training programme should be centrally developed for local delivery. Monitoring and auditing of the course should be undertaken centrally. Attendance on the course before confirmation of appointment as an FTO should be mandatory. Counties–Manukau has developed a course for FTOs and

Wellington will shortly follow. The course developed by these two Districts could form the basis of a centrally developed course.

### ***Longer Term Direction***

Longer Term, HR Solutions proposes that NZ Police sets up a separate project utilising the expertise, motivation and enthusiasm that already exists within its ranks to develop and pilot the Reno FTO programme in its entirety at a selected NZ Police District. In this respect it is suggested that a project team be selected, possibly led by Inspector Graeme Cowle, Area Training Co-ordinator (Central) from the NZ Police College, supported by the Policy and Development Group.

The objectives of the RENO FTO programme are as follows:

- *To formulate learning opportunities for new officers (probationary constables) that meet or exceed the training needs of the policing agency and the expectations of the community;*
- *To have trainees apply their academy learning to the community environment by giving them real-life problem-solving activities;*
- *To foster the probationary constables growing independence from the FTO over the course of the programme;*
- *To produce graduates of the training programme who are capable of providing responsible, **community-focussed police services**;*
- *To prepare trainees to use a problem-solving approach throughout their careers by employing problem based learning methods;*
- *To design fair and consistent assessments that address a trainee's skill, knowledge and ability to problem solve effectively.*

The RENO model clearly links the learning at the Police College (Academy), post Police College learning including the workplace assessment process (a role that the FTO makes a significant contribution to) and on the job training. (**Note:** The workplace assessment process with the current probationary constable programme is very inconsistent and is a barrier to the achievement of permanent appointment status)

Inspector Cowle has a wealth of knowledge about FTO programmes, has studied various international models including the UK initial training programme, the San Jose and Reno models. In addition Inspector Cowle understands and supports the direction of NZ Police as outlined in the draft strategic plan and the Statement of Intent. He is also very motivated in **supporting** less experienced police to ensure that they provide the organisation and the communities they serve with the service that is expected.

The Policy and Development Group have also carried research on FTO models as well as had involvement in other projects that can influence the effectiveness of an FTO programme such as deployment of frontline police. Accordingly HR Solutions believes that they can add considerable value to such an important project.

## Section: 7 Recommendations (Short Term)

### Recommendation 1

That the ownership of the FTO programme be reviewed and aligned with the probationary training programme, workplace assessments and the requirements of section supervisors.

### Recommendation 2

That a comprehensive policy (general instruction) be developed that clearly defines the roles and responsibilities of FTOs, the Section Supervisors and the probationary constables.

### Recommendation 3

That a clearly defined position description for the FTO be developed with the competencies clearly stated. This should include the fact that this role is an enhancement of the expectations of experienced constables to guide and support probationary constables. The position description would need to include the move towards *problem based learning*.

### Recommendation 4

That the selection process for FTOs be similar to a normal appointment process and that those selected for such responsibility have demonstrated the requisite competencies required to undertake the roles and responsibilities effectively in accordance with the position description

### Recommendation 5

That the role of FTO be a permanent position that is appropriately recognised for the additional responsibilities expected. This recognition does not necessarily mean remuneration.

### Recommendation 6

That a comprehensive centralised training programme for FTOs is developed that can be delivered locally.

## Recommendations (Long Term)

### Recommendation 1

That the current study and workshops being led by the Regional Training Co-ordinator (Central) of the Reno model for FTOs be formalised and a separate project be established to look at implementing the Reno model into NZ Police including the move towards **problem based learning**. (**Problem based learning** needs to be clearly defined in the context of NZ policing).

### Recommendation 2

That the Area Training Co-ordinator (Central) lead the project on behalf of NZ Police.



# District Field Training Officers (FTO) (Counties Manukau)

## 1. Introduction

### 1.1 Reference documents

- Position description FTO.
- HR Field Training Officer

### 1.2 Purpose

To establish consistent practice, conditions and standards for the appointment training and deployment of Field Training Officers (FTO) within the Counties Manukau Police District.

### 1.3 Definition

The term 'Field Training Officer' relates to constabulary employees (officers) who are engaged on front line uniform patrol duties. Officers in the FTO role must meet the requirements as shown within the Field Training Officer's Position Description located on the Police Intranet.

### 1.4 Scope

This order applies to all officers employed within the FTO role in the Counties Manukau Police District.

## 2. Order

### 2.1 Order statement

The role of the Field Training Officer is both demanding and rewarding. Offering close support to newly appointed Constables, the FTO has direct responsibility in mentoring and training (in addition to mandated and other training). The role is designed to raise Probationary Constable standards in both short and long term goals addressing wider issues such as file management and achievement of workplace modules.

### 2.2 Order objectives

The objectives of this order are to:

- ensure consistency across the District in the deployment of FTOs by defining their role responsibilities and accountability
- detail the responsibilities of the FTO in respect of procedural requirements.

## 3. Principles

In line with New Zealand Police being a good employer and offering employment and equal opportunity guidelines.

## 4. Guidance

### 4.1 Categories for appointment

Criteria for obtaining appointment as a FTO can be found under the HR section of the Police Intranet.

In addition to these National Criteria, before selection as a Field Training Officer in Counties Manukau an officer must have completed the two day Field Training Officer Induction Course and have completed the Investigative Interviewing Level 1 training (PEACE).

If the District has been unable to provide sufficient courses for FTO applicants to meet the above criteria it will be allowable to appoint officers as FTO without having completed

This is an uncontrolled document printed for reference only.

The controlled document can be found in the Police Instructions site which is accessible via the New Zealand Police Intranet.



one or both of these courses. Such appointments will be subject to the officer attending any subsequent FTO or PEACE course they are nominated for. Failure to attend the course(s) will see the FTO allowance cease and the appointment withdrawn.

Applicants for Field Training Officer will only be accepted for consideration if they are recommended by both their direct supervisor and the Area Senior Sergeant responsible for them. The recommended applications must be forwarded to the Human Resources Manager for final ratification.

#### **4.2 Deployment**

Area Commanders must through delegation, ensure that upon arrival in the area Probationary Constables are assigned to a FTO for a minimum 10-week period of One to One coaching and support.

Field Training Officer allocation within workgroups is the responsibility of the Area Commander and, with the exception of Response Sections, the number of Field Training Officers must not exceed the number of Probationary Constables in any particular workgroup.

Field Training Officers must not be appointed to any workgroup that does not contain Probationary Constables.

Operational requirements may mean that a probationer will work independently from their FTO during the 10-week tutor period. This should only be in exceptional circumstances and care should be taken to maintain a suitable level of support and supervision for Probationer Constables during this time.

FTOs must complete basic training plans and assessments on the officers they are tutoring during the ten-week period.

The frequency and nature of reporting is as follows:

- **Week one**  
Initial meeting  
Training Plan  
Objectives set for 10-week period.
- **Week Five**  
Formal Progress Review and assessment completed.
- **Week Ten**  
Independent Patrol and assessment meeting conducted.

At the end of the 10-week tutor period an assessment meeting must be held involving the Probationer, FTO and Section Supervisor. At this time a decision should be made as to whether or not the Probationer is sufficiently competent to operate independently of the FTO.

If the Probationer is fit for independent patrol he/she will continue with the work place assessment program as per current guidelines.

If a Probationer is considered unfit for independent patrol consideration must be given to further support.



FTOs will not be required to offer One to One coaching after independent patrol status has been established, however there will be an expectation that FTOs will continue with informal support of Probationary Constables in the workplace.

At all times Section Sergeants must maintain a responsibility for the probationers supervision and management of Operational Policing matters.

Upon rotation into specialised posts a further two-week placement with a FTO on that unit may be appropriate i.e.: Traffic Safety Group. The Watch house rotation is exempt due the unique nature and supervision within that department.

## **5. Conditions of employment**

Remuneration and conditions of employment for FTOs on District are contained within the intranet site and prescribed schedules to [Sworn Agreements](#).

## **6. Appointments**

Appointments and renewals are made subject to application criteria and line manager recommendation. Applications must be ratified by the Human Resources Manager, Counties Manukau District.

## **7. Training**

To reflect the critical role and nature of the FTO officers will be released to attend FTO training sessions on a need basis.

## **8. Career path**

Recognition will be given to Officer's engaged in the role of FTO as a recognised career path to the rank of Sergeant. The Supervisory nature of the FTO role will provide a sound footing for those seeking to achieve promotion.

Superintendent John Tims

**District Commander Counties Manukau**

Date: 13 June 2013

Contact for enquiries: Human Resources Manager

Every police employee must obey and be guided by any applicable local orders s30(1)(c) Policing Act 2008

Local Orders are instructions, orders, guidelines and policies issued by the Assistant Commissioner North, Lower North or South or issued by a District Commander or National Manager which are applicable to those employees stationed or seconded to those specific districts or business groups





# Field Training Officers (Wellington)

## 1. Introduction

### 1.1 Purpose

To establish consistent practice, conditions and standards for the appointment, training and deployment of Field Training Officers within the Wellington District.

### 1.2 Definition

The term Field Training Officer (FTO) relates to Sworn Constables who are engaged on front line uniform patrol duties. Officers in the FTO role must meet the requirements as shown within the Field Training Officer's Position Description and Collective Agreement for Constabulary employees located on the '[Police Instructions](#)'

### 1.3 Scope

This policy applies to all officers employed within the FTO role in the Wellington District.

### 1.4 Definition

Position description FTO.

Police Collective Agreement for employees holding the Office of Constable

These documents can be found on the Police Intranet under '[Human Resources](#)'.

## 2. Policy

### 2.1 Policy Statement

The role of the Field Training Officer is both demanding and rewarding. Offering close support to newly appointed Constables, the FTO has direct responsibility in mentoring and training. The role is designed to raise Probationary Constable standards in both short and long term goals addressing wider issues such as frontline retention and capability development.

### 2.2 Policy Objectives

The objectives of this policy are to:

- ensure consistency across the District in the deployment of FTO's defining their role responsibilities and accountability
- instigate clear direction as to the responsibilities of the FTO in respect of procedural requirements.

## 3. Principles

This policy has been developed in line with New Zealand Police being a good employer and equal employment opportunity guidelines.

## 4. Guidance

### 4.1 Categories for appointment

Criteria for obtaining appointment as a Field Training Officer can be found under the [HR](#) section of the Police Intranet.

Area Commanders are required through delegation to ensure that upon arrival in area, probationary Constables are assigned to an FTO for a minimum 12-week period of one-to-one coaching.



Operational requirements may mean that a probationer will work independently from their FTO during the 12 week tutor period. This should only be in exceptional circumstances and care should be taken to maintain a suitable level of support and supervision for probationary constables during this time.

FTO's will be responsible for completing basic development plans and assessments on the officers they are tutoring during the twelve-week period.

Frequency and nature of reporting is as follows:

**Week one**

*Initial meeting*

*Development Plan set for a 12 week period*

**Week Six**

*Progress Review and report completed*

**Week Twelve**

*Independent patrol, progress review and report completed*

At the end of the 12-week tutor period an assessment meeting is to be held involving the probationer, FTO and Section Supervisor. At this time a decision should be made as to whether or not the probationer is sufficiently competent to operate independently of the FTO.

If the probationer is fit for independent patrol, they will continue with the workplace assessment program as per the current guidelines.

If a probationer is considered unfit for independent patrol, consideration is to be given to further support in consultation with Section Supervisor.

FTO's will not be required to offer one-to-one coaching after independent patrol status has been established, however there will be an expectation that FTO's will continue with informal support of probationary Constables in the workplace.

At all times Section Sergeants will maintain a responsibility for the supervision and management of operational policing matters.

Upon rotation into specialised posts, a placement with an FTO on that unit may be appropriate, eg: Road Policing Group. The Watch-house rotation is exempt due to the unique nature and supervision within that department.

### **5. Conditions of Employment**

Remuneration and conditions of employment for FTO's are contained within the HR intranet site and prescribed schedules to Sworn Agreements.

The role of an FTO is to mentor and assist junior staff. This cannot be done effectively if an FTO is absent either through deployment with a specialist squad or when taking the associated leave as a result of that deployment.

No applications will be accepted from members on specialist squads.



FTO's must be current in all District operational certification requirements, eg PCT, PITT1, First Aid.

### **6. Appointments**

Appointments and renewals are made subject to application criteria and line manager recommendation. Applications are to be ratified by the Human Resources Manager, Wellington District Headquarters.

### **7. Duration of Position**

The FTO assignment is for one year and reviewed on an annual basis (30 June). FTOs are not guaranteed tenure and must be assessed as to their ability and skill to remain in the assignment.

The FTO allowance will cease:

- after 28 consecutive days of paid leave. This includes all types of paid leave; or
- during any period of unpaid leave; or
- on 30 June in the year the assignment expires; or
- during a period of other duties greater than 28 consecutive days; or
- when an FTO does not have contact as an FTO with probationary constables for a period of greater than 28 days due to no probationers being assigned to the FTO's area; or
- when the assignment terminates before 30 June (during term of the assignment).
- the FTO voluntarily changes position.
- the period of portfolio assignment ends.
- if the FTO ceases to demonstrate the behaviours, skills or qualities that are expected of an FTO, and this does not improve given a reasonable period of time after the member has been notified of the concerns.
- if the FTO becomes subject of disciplinary action, (this may result in termination of the portfolio assignment.)

### **8. Change of Duty**

Where an FTO has a change of duty, e.g. transfer, secondment or promotion, the Area Commander is to review the need and relevancy of the FTO portfolio.

### **9. Training**

To reflect the critical role and nature of the position, FTO's will be released to attend training sessions on a needs basis.

### **10. Career Path**

Recognition will be given to officers engaged in the role of FTO as a recognised career path to NCO rank. The supervisory nature of the FTO role will provide a sound footing for those seeking to achieve promotion.

Superintendent Mike Rusbatch  
District Commander, Wellington  
Date: 3/5/2013

Contact for enquiries: If you have any enquiries please contact the Human Resources Manager, Wellington District.



## **Field Training Officers, Continued...**

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Version : 3.0

Every police employee must obey and be guided by any applicable local orders s30(1)(c) Policing Act 2008

Local Orders are instructions, orders, guidelines and policies issued by the Assistant Commissioner North, Lower North or South or issued by a District Commander or National Manager which are applicable to those employees stationed or seconded to those specific districts or business groups

## Position Description

### Field Training Officer

Published

Recorded by Rod Sinclair on 21/03/2013 01:41 p.m.

V2

## Position Description

|  |                        |
|--|------------------------|
| Reports to:                            | Section Supervisor     |
| Direct reports:                        | None                   |
| Location:                              | Generic Location       |
| Is non shift work/shift work involved? | shift work             |
| Remuneration range:                    | Allowance Only         |
| Position title:                        | Field Training Officer |
| Position applies to:                   | Office of Constable    |
| Police Children's Worker:              |                        |

## Other Requirements

**Note:** This is a Portfolio Description not a Position Description. This is to be read in conjunction with the Position Description of the appointed position of the Field Training Officer eg. Constable: General Duties, Strategic Traffic Unit Officer etc.

**Compulsory requirements:**  
Successful applicants must –

- Have gained Permanent Appointment
- Have an acceptable performance appraisal for the past year
- Hold a current PCT
- Hold all current PITT qualifications
- Hold a current suicide prevention
- Hold a current First Aid Certificate
- Have an acceptable disciplinary record

## Purpose

To work with Probationary Members in the initial stage of their probationary period.

Plans, oversees and debriefs Probationary Members on their learning experiences.

To be a positive role model to probationary Constables.

Provides on the job training to bring Probationary Members to the point where they can competently and safely work on their own.

## Key Result Areas

1. Service Delivery

### General Operating

- Displays superior levels of knowledge, skill and performance in their core position – particularly with regards to General Duties and/or Road Policing and problem solving

- Provides an effective community based Police response to incidents requiring Police attention and act as a liaison between the Police and the community.
- Communicates shortfalls in Probationary Members workplace performance frankly and honestly, providing constructive criticism
- Keeps up to date with current and new legislation, policies and procedures.
- Integrates safety and health into all aspects of work practices
- Conducts all instruction and use of equipment in accordance with standards outlined in policy and procedure guidelines.
- Regularly analyses and evaluates own performance
- Displays knowledge of and commitment to the strategic and tactical direction of front line policing – particularly intelligence led crime reduction and the Workplace Assessment Programme

### **Training and Education**

- Acts as a mentor and facilitator of Probationary Members development during the probationary period.
- Provides advice and feedback to Probationary Members as required.
- Coaches Probationary Members in field situations and all aspects of General Policing including traffic enforcement.
- Actively promotes ongoing learning opportunities for Probationary Members

### **Professionalism**

- Displays high standards of integrity at all times and in all situations
- Provides effective leadership and role modelling by displaying high personal standards
- Facilitates individual development by demonstrating appropriate coaching and mentoring practices.
- Maintains highest standards of professionalism in all situations and interactions with Probationary Members.
- Maintains a positive working relationship with Section Supervisor
- Displays a positive attitude

### **Relationship Building**

- Builds and maintains close and supportive working relationships with –
  - Probationary Member
  - Section supervisor
  - Other Field Training Officers
  - Workplace Assessors
- Displays willingness to assist junior staff.

### **Notes**

## Position Description

### Field Training Officer

Published

Recorded by Chris Walley on 07/10/2010 09:38 a.m.

V1

## Position Description

|  |                        |
|--|------------------------|
| Reports to:                            | Human Resource Manager |
| Direct reports:                        | None                   |
| Location:                              | Waitemata District     |
| Is non shift work/shift work involved? | non shift work         |
| Remuneration range:                    | Band G                 |
| Position title:                        | Field Training Officer |
| Position applies to:                   | Office of Constable    |
| Police Children's Worker:              |                        |

## Other Requirements

## Purpose

Plans, supervises, coordinates and provides necessary training to improve staff capabilities, safety and job satisfaction within the District.

## Key Result Areas

### 1. Service Delivery

#### Training Needs and Development

- Identify training needs within the District to ensure ongoing effective and professional training.
- Liaise with the Training Service Centre (TSC) to provide a coordinated response to National and District Training.
- Research, develop and monitor training needs and procedures.
- Review training programmes to ensure National and District policy and procedures are met.

#### Training Delivery and Maintenance

- Coordinate training to District staff by other Law Enforcement agencies including TSC trainers.
- Ensure post recruit training records are accurately maintained and actioned where necessary.
- Ensure all Quality Assurance measures for training are met.
- Monitor and maintain the skill base of District Trainers.
- Analyse the needs of District Trainers to ensure that current training methodologies are relevant and incepted.

### 2. Team Work

- Cooperate and work with other members of the Policing Development team in order to achieve team goals.

- Encourage and support open, honest and constructive relationships with colleagues.
- Ensure strong and effective channels of communication amongst colleagues.
- Takes the constructive approach to team efforts and supports other team members where possible.

### 3. Team Management

- Contribute to the development of competent and motivated staff, in particular probationary constables undergoing Inservice training.
- Coordinate and control the Probationary Constables Inservice Training programme as outlined in General Instructions and act as adviser with any problems that may arise.
- Monitor the performance and development of new staff ensuring that they are motivated, trained and encouraged to the best of their abilities.
- Accurate assessment, documentation, communication and monitoring of staff progress, including any significant performance achievements and discrepancies.
- Monitor and initiate remedial action in relation to staff welfare, discipline problems, work conditions and morale.
- Provide formal training supervision to promote career development and to remedy performance discrepancies.
- Prepare plans that support the corporate/region/district unit planning process by developing objectives, action plans/strategies and standards.

### 4. Performance Management

- Maintain the effectiveness of the Training Unit by supervising, planning and coordinating the activities of the unit.
- Ensure the development of competent and motivated staff.
- Provide direction and leadership.
- Advise on technical courses and tertiary study.
- Display high personal standards of personal commitment, conduct, self-discipline, fairness and leadership.
- Ensure accurate and timely oral communication.
- Provide reports and correspondence as required.
- Develop and maintain liaison and communication networks within the organisation and in the community in relation to training.

### 5. Customer Focus

- Foster an atmosphere where being responsive to the trainees' needs and other customer needs is the first priority.
- Where practical, ensure an individual approach is taken with each trainee enabling their learning needs to be met.
- Ensure the cultural diversity of the customer base is respected in all undertakings.

### 6. General Management

- Comply with OSH workplace policies and standards
- Contribute to the identification of OSH issues within the workplace and ensure that these are brought to the attention of management.

## Notes

For selection purposes each of the above competencies will be considered in relation to the following:

1. Potential to perform well in the position, given a reasonable period of time for familiarisation and/or training.
2. Personal attributes and temperament relevant to the position.
3. General health which will allow for the performance of all duties and functions of the position. (A current PCT is an indicator of general health)



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**STACK**

## New Zealand Police Training 2007



A Study of Organisational Preparedness of Police Training  
in Support of the Police Strategic Plan

## ACKNOWLEDGEMENTS

During the term of this study a large number of people, both public experts and Police staff, gave their time to assist me in understanding the training environment and developing rational and measured recommendations that will assist in taking New Zealand Police forward in respect of its training environment.

In particular I would like to thank the staff of the Training Service Centre who, without exception, I found to be highly committed individuals wishing to see the absolute best job done. They were up front with the issues, perhaps to a fault, in that in they vary rarely seem to pause for reflection on the exemplary work they are already undertaking, but rather are scanning ahead and seeking out opportunities for further improvement.

The patience and understanding shown by the Training Service Centre senior management team, lead by Superintendent Beckett, was of immense value in meeting numerous requests for interviews and information. The management team of the TSC have a heavy programme of work over the next few years. Progressive yet measured implementation of this work programme, together with adopted recommendations from this study, will ensure Police training continues to evolve and places New Zealand Police in the best possible position to building a world class 21st century policing service.

D. E. Trappitt  
Superintendent  
Police National Headquarters

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## Chapter

# 1

## INTRODUCTION

This study of Police training was commissioned by the Deputy Commissioner: Resource Management in October 2006. The primary purpose of the study is to assess whether the Training Service Centre (TSC) is strategically positioned to meet the demands of policing into the 21st century and in particular whether it is:

- a) Meeting the expectations of the Police executive, districts and service centres;
- b) Operating governance and management systems that enables it to meet the challenges of a changing and increasing complex policing environment;
- c) Supporting the transition of recruit to probationary constable;
- d) Appropriately structured and resourced; and
- e) Maintaining an appropriate level of course and teaching quality and has systems in place to systematically identify improvement opportunities.

Consequent upon its assessment, the study was to recommend any opportunities to improve performance or carry out its functions differently. The full terms of reference are attached at Appendix A.

### BACKGROUND

The TSC has been operating in its current configuration for seven years. During this time the New Zealand Police has grown in size by nearly 20% or 1,700 staff. The next three years are projected for further significant increases as Police continue to recruit an additional 1,000 sworn staff and 250 non sworn staff.

As policing moves into the 21st century it is clear that there will be continued growth in the complexity of services sought by citizens and the general environment within which Police operates. The additional staff will enable Police to better meet public demand but an increase of the magnitude proposed provides opportunities for performance improvements right across the organisation. The challenge for Police is to both meet these complexity issues and take hold of the additional staff opportunities to position the organisation as a world class Police service.

The project is directly aligned to supporting Police's recently released *Strategic Plan to 2010: Policing with Confidence, the New Zealand Way*. Within the outcome area; "Seeking to build A world class Police Service", is the action "improving the capability of our people through sustainable delivery of training services, including the recruitment and training of 1250 extra people in policing."

During the past few years there have been occasional reviews on elements of the training environment, in addition to Performance Reports conducted by the Organisational Performance Group, but there has not been a review on the TSC as a whole<sup>1</sup>. It is further recognised that the training environment is also rapidly evolving with new training techniques and other opportunities being provided e.g. technology opportunities such as Learning Management Systems and e-learning. So it is within this background that the Commissioners have agreed that a review of the TSC is timely to provide assurance that the training environment is well positioned to meet the current and anticipated needs of the organisation.

## **METHODOLOGY FOR THIS STUDY**

The study was primarily informed by conducting open ended interviews with training staff, Police executive members, national managers, operational police staff and external experts. Parts of the study were further informed by national and international literature reviews on specific topic areas, e.g. recruit training. Seventy five personal interviews were conducted with a number of other people contributing via written correspondence.

## **POLICE TRAINING - AN OVERVIEW**

The first police training school in New Zealand opened at Mount Cook Police Station in 1898. Between 1956 and 1981 the Police Training School was at Trentham. The Royal New Zealand Police College (RNZPC), which is the home of the TSC today, was opened in Porirua on 1 April 1981. The RNZPC is situated on approximately 18 hectares east of State Highway 1, north of Porirua. It consists of accommodation blocks and a range of training facilities, including classrooms, library, a gymnasium and pool, a physical competence test track, a crime scene house and a parade ground. The newest facilities include the RNZPC Indoor Firearms Range, opened in February 2002 and the Vehicle Management Circuit opened in April 2006. Other key TSC sites include a Dog Training Centre in Trentham and the Auckland Indoor Firearms Range which was opened in October 2004.

Other training facilities owned by Police are based within 24 locations in the 12 police districts spread throughout New Zealand. Training services are primarily delivered or coordinated through the TSC which was training staff based at the RNZPC and in the district training centres. Training is also be delivered by specialist trainers based within service centres or by district staff.

The total cost (direct and opportunity costs) of all training within Police is estimated at around \$65 million per annum or about 5.5% of the total Police budget. Within the TSC there are 271 staff with 185 of these based at the RNZPC and the Dog Training Centre and the remainder being based in the Northern, Central and Southern Training Areas supplying training services to district staff. In addition to this the TSC also delivers training to Communications Centre staff in the three Communications Centres.

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<sup>1</sup> e.g. Performance Reports 03/04, 04/05, 05/06 Organisation Performance Group PNHQ; *A Review of the Royal New Zealand Police College and the Training Development Section*, P Braithwaite and J Reilly; *Review of Police Structures*, A Beckett; *Alternative models of Police Training*, Training Development Group RNZPC; *Professional Development Strategy*, (1999) RNZPC; *Review of Continuing Education*, S Hinds.

The training services provided by the TSC fall into the following major groupings:-

*Initial Training* - Training around 750 recruits at the RNZPC and ongoing support to districts in monitoring around 1000 probationary constables on the workplace assessment programme for two years post graduation.

*Maintenance Training* - Providing defensive tactics training and firearms training to around 7000 staff, assessment of 2000 staff in driving skills and organising delivery of first aid training for around 3000 staff per annum.

*Professional Development* - Management of the promotions environment and training around 224 officers in promotion courses, providing training to over 2000 staff in 113 courses covering 68 different subjects.

*Specialist training* - Provide ongoing workplace assessment and graduate training courses to over 400 detective trainees annually. Specialist training is also delivered on the following subjects: intelligence analysis, youth aid, Armed Offender Squad (AOS) Training, Special Search Group training. In addition to this Criminal Investigation Branch (CIB) specialist courses include child abuse investigation, adult sexual abuse investigation training, serious crime and electronic crime instigation training. The Dog Training Centre also trains approximately 30 new dog teams annually and recertifies existing teams.

*District Training* - Supporting and organising districts to deliver training to all staff in relation to the mandated training programme as well as identifying and coordinating local training needs. TSC staff in Districts also provide training in computer applications and basic CIB Training.

In support of the training delivery is a small but effective training development group that annually develops around 6 - 8 new training programmes. A Training Evaluator is responsible for conducting evaluations on existing training products.

In addition to the training provided by the TSC a number of other business groups and service centres also provide training, for example the HR group are developing a pilot Leadership Development Programme that is currently delivering leadership training to around 1500 staff. Specialist groups also retain their own specialist trainers, such as the Special Tactics Group (STG) and the Special Search Group (SSG).

Strategic development of police training is managed from within the training commanders group of the TSC and has a four year view going forward of major project areas. The plan sets out what the TSC wishes to achieve within the three strategic outcome areas of; *Aligned training programmes; Effective training; and Optimised resources.*





## Chapter

# 2

## SUMMARY OF FINDINGS

### LACK OF OWNERSHIP IN DISTRICT TRAINING AND VARIABILITY IN DELIVERY

The current service centre concept for district training has produced mixed results. Unless there is very close alignment between district management and district training service provision there is a risk that the training provided will not be well matched to staff needs and it will not be delivered in the most efficient manner. Other factors such as topics under instruction, quality of the teaching and training facilities all impact on the overall training environment. Many district staff do not value elements of training and significant change will need to occur to improve this current position.

### RECRUIT AND PERMANENT APPOINTMENT TRAINING - MEETING ORGANISATIONAL REQUIREMENTS

Recruit training has not been the subject of a first principles review for over six years. There is a continuing growing body of knowledge about what works in respect of adult education. Technology (e.g. e-learning) provides opportunities to deliver existing training differently as well as new types of training. There is recognition that the current model of 19 weeks training for all recruits irrespective of pre-existing skills or qualifications has potential for improvements. Learning of "street skills" is enhanced when the student has some framework, such as station duty, within which to place this teaching and when the classroom tuition is closely followed by practical experiences.

There is a need to more clearly define the type of constable we require for policing in the 21st century, particularly to meet the needs of the rapidly changing and diverse demographics present within Auckland. It is clear that current recruitment and recruit training programme design are limiting our ability to recruit from communities where English is a second language. There are opportunities to better align recruitment, recruit training and post graduation training to Police's strategic direction and better meet communities' needs.

The ownership of a constable's training passes to districts after graduation. There would be advantages if the training of a constable from recruitment to attainment of permanent appointment was within the overview of the TSC. It is worth considering developing a Training Station concept for locations where pre permanent appointment constables are posted. Training Stations would be equipped to deal with recruits on station duty, and have robust processes around workplace assessment and field training officers (FTOs). Probationary constables would be assigned to supervisors that had appropriate coaching and mentoring skills. Robust individualised training plans would be completed by HR staff with strong connections to the district training group, to ensure delivery of appropriate training sessions that meet constables' needs.

## **TENUOUS ALIGNMENT BETWEEN PROMOTIONS FRAMEWORK AND LEADERSHIP TRAINING PROGRAMMES**

There is work underway to align leadership development programme and promotions qualifications exams and training requirements. Each of these topic areas have either undergone or are undergoing development in recent times, and there is an opportunity to now bring them together in a unified competency based approach that identifies and provides a more seamless development programme for all staff, both sworn and non sworn.

Staff should undertake promotion course training prior to promotion. Following promotion, they should move into the ongoing leadership development programme relevant for that rank.

Ongoing development should also become the norm for staff in supervisory and management roles. The promotion process should be linked to the leadership development programme, which staff can elect to also complete depending on their career aspirations.

The promotion system should incorporate clear competency steps for each rank, with courses, exams and operational experience being aimed at meeting these competency requirements. Resources will need to be committed to improving capacity to assess applications for recognition of prior learning (RPL) and recognition of current competencies (RCC). Policy work needs to be undertaken on the status of the qualifying course within the promotion framework and also review the relationship between rank and role.

## **VARIABLE POST RECRUIT TRAINING AND ASSESSMENT**

At current levels of recruitment and training, it is projected that there will be around 1200 probationary staff at any one time within the organisation. Recent improvements have been made in the post graduation training environment with the introduction of Workplace Assessors and Field Training Officers. Greater alignment of these processes with supervisors and District Training groups would provide a more complete wraparound training environment for each officer. The training support provided to probationary staff is a key process of the organisation and should form part of the performance reporting framework. Continued research and evaluation is required to ensure there is as close a match as possible between recruitment criteria, recruit training and the skills and competencies required of a deployed officer.

## **LACK OF ALIGNMENT BETWEEN HUMAN RESOURCES AND THE TSC**

There is a gap between Human Resource based recruitment processes and the staff at the RNZPC who provide the training. The growing diversity of recruits presenting for training is putting significant pressure on trainers. Better alignment between recruitment policy and processes and training will improve understanding of issues. The TSC needs to explore opportunities for curriculum development to account for this growing diversity, and recruitment needs to ensure recruitment processes identify applicants that have the necessary ability to successfully undertake training.

## **OPPORTUNITIES FOR MORE COORDINATED DEVELOPMENT OF ONGOING TRAINING AND EDUCATION**

The TSC Crime and Safety Group develops and delivers ongoing training on demand from business groups. There is no formal process that prioritises training demands across different spectrums of policing. The annual training calendar is largely determined by the uptake of the previous year's programme, with adaptations being made to reflect approaches by business owners for new or additional courses. A formal process would ensure the programmes being offered had a good fit to the overall need of the strategic direction of the organisation. Course content and delivery is improving in recent times with clearer frameworks and guidelines for coordinators, but there is further room for improvement with some of the larger programmes such as CIB training being aligned to the New Zealand Qualifications Authority (NZQA) framework. There is limited intellectual development in research and teaching content that would reflect the RNZPC as an institution of academic excellence in the field of policing. Investment in quality academic staff and resource commitment into programme development is required. This would also be supported by a structural realignment of the college into schools of practice that match the broader service delivery and business group structure, as well as the organisation's strategic direction.

## **DISTINCTION BETWEEN POLICY DEVELOPMENT AND TRAINING DEVELOPMENT AND DELIVERY**

There is no clear ownership of human resource policy development. The Human Resource Service Centre (HRSC) lacks capacity in policy development. This policy capability was significantly diminished by the shift of the Training Development Group to the RNZPC in the mid 1990s, and latterly with the HR restructuring at the end of the 1990s. A policy development capacity within the HRSC would provide greater coordination and direction in any staff development programme. Presently, critical policy development is picked up in an ad hoc way by either of the service centres, but generally in the absence of a defined long-term programme. When the TSC becomes involved in policy development it reduces its ability to design and deliver training. Structural change, at the executive level, that brings closer oversight of the TSC relationship with HRSC is worth considering.

A number of other business groups are not well connected to the TSC. At times, often to meet a pressing need, the TSC will develop training programmes in the absence of a defined business owner-led policy. This can lead to a situation of the training staff being involved in defining policy by default, simply in order to get training underway. There needs to be a clearer distinction between the business ownership of policy and training ownership of training development and delivery.

## **OVERBURDENED TSC MANAGEMENT STRUCTURE AND OTHER RESOURCING ISSUES**

The management structure of the TSC is too flat. The National Manager Training has 17 direct reports and is unable to commit the necessary time to strategic development opportunities whilst engaged heavily in day-to-day operational activities. Common activities within the TSC could be group to provide greater coordination of activities. Some of the separate management groups also lack sufficient staff which impacts effective management and leadership in the area of responsibility. The

teaching elements should be group under a director of training and education. Consideration should be given to the value of having district training resources reporting to the national training coordinator.

The TSC has adopted an approach of creating staffing positions from surplus personnel funding due to unfilled vacancies. At present there are 18 such positions. This study recommends five of these positions being made permanent. In total nine positions are recommended for additional funding for the 07/08 year with three of these nine positions potentially being on a medium term project basis only.

Chapter  
**3**  
**DISCUSSION**

**LACK OF OWNERSHIP IN DISTRICT TRAINING AND VARIABILITY IN DELIVERY**

***Decision Making Around RNZPC and District Training***

The effective police officer needs to be innovative, articulate, community focused, ethically sound, and physically capable of meeting the rigours of dealing with alcohol or other affected people or violent offenders or more simply dealing with the stresses of constant shift work. In addition, the officer swears an oath to protect and uphold the rule of law. Within this mix is an onus on officers to maintain currency in the issues and the topics that are relevant to their job. There is also a responsibility on the organisation to provide the opportunity and the best possible environment for individuals to acquire the knowledge and skills required to continue to be effective. This environment includes both the training opportunity as well as ensuring the training provided is relevant, complete and timely. New Zealand Police is staffed with professional and committed staff; it is incumbent on the organisation to ensure that its systems and processes are also designed to ensure that these staff are provided with the right tools, the right training and the right direction.

Today's policing environment is constantly changing, whether it be through the introduction of new law, new technology or simply through the organisation developing its internal systems and process which evolve from a shared and growing knowledge of what works in the modern policing context. The ability of the organisation to effectively respond to the changing environment, as well as maintaining currency in the existing skill set of staff, is largely dependent on the training environment. Whilst the newly recruited staff are trained at the RNZPC the bulk of existing staff learn new policy or practice and maintain currency in existing skills through the district training system.

The most pressing issues facing training within Police are the robustness of organisational structures and process that support district training, as well as the acceptance by individual staff for their ongoing educational and training requirements. An environment exists in a number of stations where staff treat the ongoing training curriculum as a necessary but unwanted distraction from their daily policing duties. There are some staff who go further and dispute whether elements of the mandated training are necessary. This environment is not conducive to individuals continuing to develop through appropriate learning and training as they progress through their policing career, nor is it putting the organisation in the best position to move forward and give timely effect to new policy, practices or strategic direction.

In 1999 Police moved from a distributed structure or district based ownership of training with district training officers, to a centralised structure where all training was coordinated nationally. One of the main aims of having centralised and nationally coordinated district training was to generate greater consistency and delivery of training, particularly mandated training. One of the faults seen in the previous structure was that mandated training was not being delivered in a consistent manner. The then coordinator of district training, based at the RNZPC, was responsible for developing the mandated training packages, but had very limited control over the quality of delivery, timeliness or whether it was even delivered.

There is some doubt as to whether the current structure of the TSC provides much advance over the previous method of operating. In a few situations the same problems remain, with mandated training being shortened or varied from the approved package in its delivery to district staff. Other issues include the lack of qualified trainers within the TSC to deliver the required training, insufficient training skills in some staff, misunderstandings around topic selection of mandated training and limited options of training delivery. Many of the district based issues that existed pre centralisation continue to this day, including the poor training attendance and motivation by district staff in learning, and insufficient training opportunities being provided within the roster cycle. Other negative impacts on the training environment are compounded by the lack of a robust training management information system. Some good work has started within the existing HR system and this development needs to continue, as well as the development of business processes to ensure that ultimately it is used to potential.

On balance the current service centre approach would seem to provide for greater opportunities in the standardisation and coordination of training. It removes the risk of district autonomy promoting an environment where different policies and practices can evolve.

Whilst high numbers of staff receive Staff Safety Tactical Training (SSTT) it is believed a significantly smaller police population receives ongoing training on other topics such as policy or process change. District training tends to reach those staff on front line incident response roles and existing training records. Of the current mandated training topics, training records show that the maximum reach has been around 3,500 staff.

### ***Opportunities for Development***

#### *Training Governance, Decisions on Training Delivery*

Recent strategic decisions by management have bought opportunities to improve the current environment. This includes the processes of developing a formal training plan for each district for the year ahead and the establishment of a Training Governance Committee (TGC) to provide advice to the Police Executive Committee (PEC) on the content of the mandated training programme. Experiences of the training plan process were mixed in the first year, however the concept is valid and with practice the plans produced for district staff

will improve. The practice of developing training plans should include all service centres and other business groups not already captured within the district structures.

At the moment some decisions in respect of the training being produced and delivered may be considered by TSC managers operating only within the narrow scope of their area of influence. For example it is possible for the Manager of Initial Training to make decisions about what goes in or out of recruit training without the formal requirement of informing districts or involving other groups with the TSC. Although risk of TSC managers making these decisions in isolation is small, it is recommended that a more formal process be adopted to ensure that all training decisions be considered within the total training and skill acquisition environment, which commences at recruitment and, in theory, continues for the service life of staff. For example if a topic is to be dropped from recruit training it does not necessarily mean that the topic isn't important. It may be that other material has taken precedence at the recruit training level but the displaced training should go through a process to determine if it needs to be re-introduced at another point in the training continuum. In reality the same process would also consider whether material should be included or removed from the recruit course in the first instance.

This type of fractured approach is not only restricted to the recruit training example. It is evident that many of our processes do not have clear business owners, and as such different groups can end up teaching the same or similar topic without clear overall ownership of the total environment for that process. Firearms training is taught by the college staff to recruits, in the districts it is taught by training staff reporting to district training centres and within AOS and STG groups it is taught by specialist trainers reporting to their commanding officers. More can be done to ensure there is formal link-up occurring between these different trainers on the same topic area to ensure training is consistent, aligned and audited to national standards. Good communication between trainers will also assist appropriate training development for specialist roles such as VIP security and airport security.

The issues of whether all trainers should be located within the TSC or can there be, in some circumstance, trainers allocated to service centres has been considered. The current model allows for specialist trainers to be located in service centres and all other trainers to be aligned to the TSC. In the current environment, several TSC commentators advise there is some risk that without overall centralised coordination, service centre trainers will develop different methodologies for training development, delivery and audit (if any). Service centre managers advise that they prefer to have their own trainers as it means they can have control over their own training environment, thereby giving greater certainty to the delivery of required training. There is a side issue where appropriately certified trainers attached to the TSC currently receive an annual training allowance. Such an allowance is not available to other trainers, even if they do may hold the National Certificate in Adult Education and Training (level 4). It is considered that the decentralised environment of having trainers in service centres can work but only if robust national processes exist to ensure training, trainer standards and training processes are aligned. Should the service centre trainers be adhering to all the required criteria then the issue of expanding the awarding of the training allowance to

these positions should be reconsidered. If difficulties continue to exist in developing connected training processes with trainers based in service centres, then centralising all trainers into the TSC should be considered. It is recommended that as the Organisation Performance Group (OPG) reports on those service centres and business groups that have a training position, it should comment on the robustness of the training environment surrounding these roles. Poor performance reports would be a catalyst for considering relocation of those trainers into the TSC.

Such a holistic approach to the consideration of training enables not only the question of which point in an officer's, and non-sworn staff, career should the training be introduced, but also enables appropriate consideration of the manner in which the training can be delivered. The process mapping work being undertaken by the Policing Development Group will, in time, be a valuable support tool for this activity. Presently there is a lack of clearly identifiable business owners for a number of police processes. Clear business ownership of processes will provide greater oversight of what training is being provided, and how it is to be provided and constantly assessing whether it is meeting the organisation's needs.

The TGC currently makes some decisions around placement of training but this tends to be at a more strategic level, e.g. new programmes. An additional process needs to be adopted to govern decisions around training development and placement in more detail. The TGC would possibly be at too high a level for these decisions to occur. It is recommended that those represented in the process should include district, training and business owner representatives. There would also be benefits if these decisions also aligned to career pathways design.

#### *Individualised Training Plans and System Support Tools*

Auckland District is currently trialling a process of adapting all training to each officer's individual need. The concept of a set training day in a roster cycle has been dropped and training is being offered in a manner that enables each officer to select a time and date of their specified training courses which suits their particular operational circumstances.

This concept is seen as ideal in that it recognises that not all staff require exactly the same level of training. The "Mc-Training" approach, where one size fits all, is advanced to a model where training and the training opportunity is based on each officer's need. To make this system work, however, there will need to be a robust system that enables the recording of each staff members training requirements into an individual training plan (ITP). Although the focus of this concept was sworn staff it has obvious as much applicability for non-sworn staff. For the more routine training requirements there might be a 'pick and mix' selection of training courses on offer. Training that is compulsory for all staff can be assigned automatically. The collection of this information is then used to support the development of the District Training Plan (DTP) and ultimately the allocation of officers into training programmes. There is no necessity for all 'pick and mix' training programmes to be delivered by the TSC. Some may be courses externally offered through other training providers. Yet others might be learning via



other mechanisms, such as: self paced learning through readings, conference attendance, role call training, university papers or seminars coordinated, for example, by the Leadership Development Centre (LDC).

Other information system enhancements that would support the delivery of training would include e-learning. The introduction of an e-learning environment would provide cost effective options for not only how training was delivered, but also the types of training able to be offered. E-learning would impact not only on the district training environment but would extend quite seamlessly to courses currently being offered from the RNZPC, in that these courses might be able to be shortened if a component of the course was able to be offered on-line. TSC and Information Technology Service Centre (ITSC) staff are currently investigating e-learning and Training Management Systems (TMS) together with the benefits that can accrue from the introduction of these products. Their timely introduction is strongly supported.

The promotion of the new district training regime, signed off by the PEC in May 2006, has significant promise. However the effective functioning of the system will be highly dependent on a large number of key processes. If one or more of these processes do not function as envisaged then the system is at risk. For example if the districts do not have a flexible rostering system or if there is limited functionality in the information system or poor supervisor / staff discussions then the desired outcome is unlikely to be achieved. If the district training environment were subject to a more detailed evaluation at the conclusion of the 2006/07 training year then such a study might provide some valuable insights as to progress that has been made and where further effort is required.

#### *Practicing Certification of Officers as a Driver to Maintain a Culture of Learning and Enhance Professionalism*

Improving training need identification, improved programme selection, offering more targeted training opportunities offered and better training systems will all play their part in improving the current environment. It is suspected, however, that there will need to be an element of push as well as pull to ensure staff undertake the right level of training and ongoing professional development. For this reason it is recommended that Police consider the introduction of the concept of a practicing certificate. A practicing certificate is common place in a range of professional organisations. One of the prime drivers for such certification is the recognition that ongoing training and education is a fundamental part of maintaining currency in the skills and competencies necessary to fulfil the role.

In essence a form of certification currently exists. Officers are required to maintain currency in SSTT and if they do not then they are restricted in their ability to perform certain tasks, e.g. staff cannot be rostered to frontline duties if not currently certified in firearms. It is proposed that this regime be extended to include a requirement to complete the annual training programme identified for the individual officer (as outlined above). It is envisaged that this training and ongoing educational requirements would focus on maintaining a core set of

skills required for all sworn staff but would also contain an element that is tailored for the role that the officer is currently undertaking. This minimum hours requirement would be less than the total training offered to staff during the year in that it is recognised that some training, whilst necessary from an organisational perspective, does not directly contribute to enabling staff to fulfil their role as Police officers, e.g. training to fill out a timesheet.

The practising certificate would push the aspect of onus on the individual officer to work with the organisation in maintain their currency in skills and competencies. In the longer term it would support a change in the training culture from an environment that has been described as "comply and complain" to one where training is regarded by each officer as an integral part of their personal career development and a fundamental underpinning to their ability to perform in the role. The movement of onus towards the individual to maintain currency, rather than being "spoon-fed", will be one of the factors that helps raise the importance of training within the culture.

Because the holding of a current practising certificate is recognition that the officer has met minimum training standards identified as being necessary to perform in their role, it is also recommended that the officer's annual performance increment should be linked to the maintenance of the practicing certificate. If the stipulated training has not been undertaken and the practicing certificate lapses then the annual performance increment should not be issued until that officer is up-to-date with their training.

#### *TSC Resources*

An examination of the ratio of training staff to sworn officer shows there is a disparity between the numbers of service centre training staff allocated to Northern Area Manager (NAM), Central Area Manager (CAM) and Southern Area Manager (SAM). This is a legacy issue from when the service centre was established in 1999. To restore some balance, it is necessary to consider a reallocation of resources or alternatively an investment in resources to Auckland training groups. It is clear that the current level of training staff is insufficient to meet the training requirements of the mandated programme in its existing design. There are also some gaps in that the new Auckland Metro Crime and Operations Support (AMCOS) and Police National Headquarters (PNHQ) do not have training coordinators. Lastly there are some particular pressure points within SSTT. In the absence of any policy decisions that may amend the current state, ultimately all these areas will need some additional resource.

To complete the full programme of SSTT, under current procedures, training would require a total of 39 staff within NAM, CAM and SAM. A further seven staff at RNZPC would provide additional capacity around management of the programme, audit and training assurance as well as defensive tactics development. These resources would mean a total of 46 staff involved in SSTT training delivery and management. Present resources have 28 permanent and 13 temporary firearms Instructors for a total of 41. Therefore it requires an injection of 18 staff from the current RAT of 28 or an additional 5 on top of the temporary 13 approved by the PEC in January 2007 (the thirteen temporary would also be required to be

made permanent). This projected level of resources is based on a sound analysis of effort required to meet stipulated training for 80% of the organisation. If more than 80% of staff require the full firearms training, it would follow that the recommended resources would be insufficient. Likewise any change to the firearms training policy would need to flow through to the resources that would be used to deliver that training. It should also be noted that the five additional positions (training development, training audit and database management) are already in situ in the RNZPC SSTT management group, although they have not been added to the TSC formal Resource Allocation Target (RAT). These are currently being funded from vacancy churn. It is recommended that this situation continue in the interim pending the firearms policy review. See Appendix C at the end of this report for more information on these five positions.

There may be some opportunity for scaling this resource requirement. For example, if all staff turned up to training when programmed then there would be some small opportunity for reduction from the recommended 39 district based staff. There is currently a 10% loading in these resource numbers to allow for non attendance at programmed training. Likewise, there may be potential for scaling the college based resources.

It is noted, however, that there is currently a substantial policy review underway on the firearms training component of SSTT. It is difficult to second guess the outcome of the policy review but it might point to a need for more training for 24 x 7 patrol staff and less training for non frontline, senior NCO and management staff. It may also recommend different options for the delivery of some components of the training, for example e-learning dry fire under appropriate supervision. If the policy review confirms the current training environment as being essentially correct, then at some point in the near future the issue of resourcing will need to be addressed. It would be inappropriate to allocate permanent additional resources to SSTT training whilst this current policy review was underway, but it should be noted that there is a potential investment of approximately 18 staff required, and it would be prudent to record this as a potential commitment against any future allocations of additional staffing. As an interim measure the current practice of filling the critical positions with temporary staff should continue.

To complete the mandated training programme exclusive of the SSTT component requires, on average 0.6 of a trainer per hour of mandated training. Therefore to deliver a nationally mandated programme of 19 hours would require about 11 trainers. Excluding management supervisors, SSTT Instructors, computer Instructors and admin staff there are only 13 general trainers based in districts. The general trainer population is disproportionately spread throughout the Northern, Central and Southern Training Areas with one in Northern, four in Central and eight in Southern. Those areas with insufficient general trainers, principally the Northern Area, adopt a "training the trainer" role and achieve the delivery of training by utilising district staff.

This current environment is loose with no clear understanding by either the districts or the TSC as to what their clear responsibilities are with respect to training. Local arrangements

are left to TSC and district staff to sort out on a case-by-case basis. This type of environment leaves room for some confusion between District Training Steering Committees and the District Training Coordinator (DTC) as to who has the resources and funding to do what. It is recommended that greater structure and understanding be put around the responsibilities of NAM, CAM and SAM with a particular focus on clearly spelling out the level of district input that is required to deliver training.

In some locations there is a small TSC capacity to deliver training to district and service centre staff. In other locations, especially in the northern training area, this capacity is non-existent. An alternative to the current environment is to recognise that the TSC is responsible for the coordination of facilities, scheduling of training, monitoring delivery, promotion of RNZPC courses, adjudication and audit of training as well as the delivery of training the trainers. The alternative environment would make the actual booking of training the responsibility of area executive officers and the delivery of training the responsibility of district staff. Depending on the topic requiring instruction, each district or service centre would put forward appropriate people to receive training instruction. This would mean that districts and service centres would be able to modify their trainer assignments dependent on the topics of training required to be delivered.

If this approach were adopted it would free up around 13 staff currently employed in generic training roles. These positions could either be deployed back into districts as a contribution towards the training resource that districts would be required to provide, or alternatively be redeployed throughout the TSC in critical resource areas, e.g. SSTT. If the first approach were adopted there would almost be a one staff position equivalent returned to northern area districts, four in central area districts and eight for southern area districts. If the latter approach were used these positions could be utilised for TSC pressure points such as SSTT. Any investment of permanent resource into SSTT should, however, wait until the current policy review on firearms training is completed. There would be formal restructuring procedures to follow should either of these alternatives be adopted.

Previous discussion has been provided on the potential for training quality to be degraded in the absence of good quality audit processes. The SSTT environment is particularly susceptible to this influence, in that procedures are being interpreted as well as being delivered by multiple trainers in many differing locations. Quality delivery of SSTT training is fundamental to officer, and non-sworn staff, safety in the training environment, as well as meeting desired training outcomes. It is recommended that audits of SSTT training in districts continue. If systemic problems develop then consideration needs to be given to the centralisation of management and control of these trainers to the SSTT management group at the RNZPC.

There is also some potential for the current NAM, CAM and SAM functions to be reviewed and potentially revert to a national coordinator of district training based at the RNZPC dealing directly with the 12 DTCs. In the short term, however, there is still a significant amount of work to be undertaken by NAM, CAM, SAM to bed down new district

training processes, such as the new district training regime discussed earlier in this section as well as any other recommendations that may be adopted from this study.

## **Recommendations**

### ***Policy and Procedures***

1. The annual training programme should be built around individual staff requirements (sworn and non sworn), with the training programme focusing on the skills and competencies staff need to acquire and maintain for their current role. This training programme should contain a minimum number of hours and comprise a mix of SSTT training and professional development.
2. A core requirement of training hours should be established for all staff, with satisfactory completion of these training hours leading to confirmed continuation of a practicing certificate in their policing role.
3. Payment of staff annual salary increments should be linked to achievement of the requirements for the practicing certificate in their policing role (where relevant).
4. A process should be established that considers variations in formal training in the context of the total training environment available to staff, rather than training being considered by the individual training groups in isolation of each other. The National Training Manager should have ownership of all training decisions.
5. OPG reporting on service centres and business groups that have a training position should contain commentary on the robustness of the training environment surrounding these roles. Poor performance reports should be a catalyst for relocation of trainers into the TSC.
6. OPG reporting on districts should include commentary around the quality as well as the quantity of training being received by district staff. Comments on the quality of the training provided by the TSC should be based on appropriate audits.

### ***Resources***

7. Districts and service centres should formally recognise and agree the level of district and service centre resources required to be provided to assist TSC in the delivery of mandated non SSTT training.
8. The TSC NAM, CAM and SAM based resources should focus on a "training the trainer" role to NZQA level 6 standard, with districts and service centres accepting responsibility for delivering the mandated training requirements for their staff.

9. Current training resource spread across NAM, CAM and SAM should be reviewed with a view to establishing staff resource parity between the groups.
10. In the longer term a structural review of the NAM, CAM and SAM should be undertaken, with a view to assessing the benefits of DTCs reporting directly to a national coordinator based at the RNZPC.
11. SSTT resources should be maintained at current levels, with additional district support, where appropriate, pending the result of the policy review on firearms training. (note: this would provide only re-qualification assessments and not training in tactics and defensive techniques).
12. A potential 18 additional resources should be flagged for SSTT training, in case the current firearms training policy review confirm their requirement. (note:- 13 have been temporarily assigned to districts and a further 5 are being funded from within TSC resources).
13. The TSC, as business owner of training, should coordinate with ITSC to scope further development of information systems to provide a robust Learning Management System that supports an individualised training programming environment.

## RECRUIT AND PERMANENT APPOINTMENT TRAINING - MEETING ORGANISATIONAL REQUIREMENTS

### *Recruit Training*

There is considerable evidence that experiential learning provides an excellent avenue to teach and train adults.

The New Zealand Police recruitment process is based on meeting set academic and physical entry standards, which includes 40 hours pre entry familiarisation and other pre-requisites (e.g. holding a first aid certificate and current driver's licence). The formal training begins with entry to the RNZPC college for a 19 week recruit training programme. Following graduation the probationary constable continues training via modules, workplace assessments and one university paper that leads to permanent appointment after two years service. There are a range of issues with the current recruitment and training programme that are worthy of discussion.

The last major review of recruit training took place six years ago. At this time recruit training was modernised and adapted to take on board a range of adult learning principles. Despite this update there is still some criticism of elements of the course such as rote learning. Rote learning is mainly confined to elements of the law and this is estimated to comprise about 15% of the course. However given the significant pressure on time rote learning is regarded as an efficient way of instruction.

Feedback from Instructors and recently graduated constables is that there is insufficient attention given to the practical skills and knowledge element of a constable's duties. A limiting factor on what can be taught is the 19 week length of the training course. Obviously if the training course were longer then more topics can be covered and/or more time can be spent on current topics.

Of the 19 week course two weeks are involved with annual leave and station duty (one week each), a further two weeks is given to driver training and others skills associated with mobile patrolling, two weeks to firearms training and two weeks to defensive tactics. This leaves a total of 11 weeks or 440hrs for training the broad range of other skills and knowledge required. The Southern Institute of Technology evaluated the recruit course and determined its academic value as worth 104 credits. A full university academic year normally around 32 weeks is around 108 credits. The RNZPC compresses almost an equivalent to a full university academic year into a 19 week programme.

Aside from the one-off major reviews of recruit training there has always been in place the practice of incremental updates of various modules within the recruit training programme. The standard practice was once a learning module was identified as requiring improvement, this work would be undertaken by one of the recruit Instructors during down time between one recruit wing graduating and the next one starting. Because of the increase

in recruitment and changes in the training timetable, this gap between wings no longer exists and therefore the capacity to do the incremental updates of the modules has been lost. Training modules are not updated unless the issue is critical.

In the broadest sense the basic structure of the recruit training course has remained largely the same for over 50 years. That structure is based around recruiting candidates who have the prerequisite skills regarded as necessary to perform as frontline constables. The same training is then provided to all, irrespective of existing competencies. Upon successfully completing training all staff start their policing career on the beat, or in more recent years on mobile patrol. By undertaking further training opportunities or sitting exams, staff can progress their career into specialisation or move through the ranks. The strategic question going forward is can a structure that has a single entry point in recruitment and initial training meet the organisational needs of providing a very wide range of staff competency sets across a range of very different roles and functions.

Internationally there is a reasonable variation in the length and types of police officer training (see Appendix B for a summary). The United Kingdom (UK) has recently (April 2006) introduced a variation in their police recruit training, one element of which is a significant increase in the time spent on station duty. The UK model is based on two periods of four weeks of station duty at the commencement of the training period supplemented by another four week period halfway through the training course. There is a view expressed by UK officers recently recruited into New Zealand Police that the calibre of our officers is very high, perhaps even higher than the UK Police. However our training is not quite as good and officers come onto the streets, post college graduation, less prepared than their UK counterparts. The points of difference have not been specifically quantified within the context of this study however obvious starters would be the difference in station duty (eight weeks in the UK versus one week in New Zealand) and comments by recruit Instructors and recently graduated constables about the need to spend more time on the basic skills, such as interviewing and paperwork completion.

An ever present constraint and challenge for the college Instructors is to meet the demands of providing competent officers able to police in an ever increasing complex environment but still limit the training to 19 weeks. Invariably this means that as new topics are deemed as absolutely essential to be taught, other material has to be dropped. In recent years Instructors have noticed the significant increase in overtime hours being worked by both themselves as well as the recruits under training. This has led to an increase in stress with commensurate health issues being noted. There is very little room left to further squeeze the current 19 week programme and the option of lengthening the course for those recruits requiring the full gambit of training should now be seriously considered.

Internationally there are a range of interesting variations to the standard police college training model. Some jurisdictions are aligned closely to universities which offer a relevant degree programme. During university vacation periods the cadet officer works within the local Police department. Upon graduation from university the cadet officer is required to



complete a shortened practical skills based course at the Police Academy. Yet other jurisdictions recruit and train officers for specialty community policing roles. Some of these training programmes are almost as long as their standard officer training course.

Varied training entry processes are not entirely new to New Zealand Police. Over 50 years ago Police introduced the cadet scheme where school leavers were recruited and provided with 19 months training at the college (1957 Syd Holland Wing). More recent innovations include the much shortened training provided to UK officers (from 2005). Even more unique are the training programmes developed for staff returning to Police after resignation. These are unique from the perspective of being designed entirely around the individual.

A strategic question for New Zealand Police is do we want to have the notion of a constable being the all empowered officer with broad ranging skills (recognising that there will need to be more training put into these staff to achieve this state) or are there benefits of specialising recruiting and the subsequent training to more specific roles. These are matters that are being raised as part of the Police Act review process, but the reality is that we are already recruiting and training to specialist roles and in other situations recognising prior learning. For example, there is focused short course training being provided to temporary sworn jailers and court escort staff and RPL is evidenced by the much shortened courses being provided to overseas police officers.

It is also noted that the TSC is currently undertaking a rewrite of the Professional Development Strategy (1999). It is anticipated that the rewrite will provide a fresh look at recruit training and overall approaches to education and training generally.

### ***Opportunities for Development***

#### *Variable Recruitment and New Entrant Training to Better Fit Organisational Needs*

Despite the update of recruit training around 2000 it is still considered that elements of recruit training could be improved. Both Instructors and recently graduated constables believe that more focus needs to be provided on core policing matters such as interviewing and file preparation. As discussed previously, one way this can be achieved is by increasing the length of the recruit training programme. Extending the length of the course needs to be considered carefully as it will have a range of consequences, not least of all the simple ability of the college to have the rooms available to accommodate the recruits. Clearly cost will be a factor in course length determinations.

Moves to lengthen the recruit course might therefore need to be considered in the context of the proposal of an Auckland Annex to the RNZPC. Other measures such as requiring longer periods of station duty would also relieve accommodation pressure at the college but it is recognised that it may also present different challenges for the districts. The station duty normally occurs halfway through the 19 week programme. It is interesting to note

that Instructors observe a significant difference in the learning ability of recruits post this mid term break and station duty component. Enthusiasm lifts, classroom discussions are more enlightened and students have a base knowledge, albeit limited, upon which they are able to apply the taught material. The recruit training programme has, in the past, included longer periods of station duty, however this component of the training was seen as the easiest element to reduce when further new classroom material needed to be introduced.

Some of the material delivered to recruits at the college may be better placed in the district induction programme, for example intelligence briefings on gangs, organised crime and key local offenders. Whilst some districts conduct these briefings it is not a requirement. TSC oversight on the district induction programme would ensure greater alignment with what was, as well as what wasn't, being taught.

The fact that some districts have developed their own style for undertaking certain processes, e.g. prosecution file preparation, does not assist the college with putting together a standard training package. The fact different styles are adopted and exist contemporaneously is also proof that these variations are not driven by any particular compelling legislative or judicial requirement, but rather they evolve from local fine-tuning. It is recommended that for core processes national business owners have accountability for these processes, and these business owners become important touch stones for college staff in determining the appropriate training required to support that process.

A model for the future might include specialist entry and recruitment to investigation policing, patrol and emergency management policing or community policing. Whilst there would be common training elements to all groups, for example ethics, organisational values, and staff safety, more time would be devoted to training for the specific competencies and skills required for the roles staff were recruited to perform. In this type of environment staff wishing to transfer from one branch of policing to another would be required to obtain the necessary skill sets through further training.

One impact of this approach is that sworn officers will not have had a common entry point, hence there is a reduced breadth of contingent capability. So in practice a detective may not be able to be deployed to assist in the control of a protest march as they have not received the required training to be deployed into this type of environment. Benefits would be that investigators would be better trained in investigation techniques and that recruitment to this role may attract a wider field of applicants with higher initial skill sets. It could also be argued that even in today's environment of wide ranging training being provided at an officers entry into the organisation, it is not realistic to expect the detective to be able to competently perform alongside frontline officers in frontline roles when they might not have had the operational opportunities to use those skills for many years.

It is recommended that a first principles review of recruit training be undertaken. Such a review would not only examine the detail of topic selection and how topics are taught, but it would also examine the relationship between recruitment and training and subsequently

between training and whether the graduate constable has the set of skills required to perform in the role. There would be a one off cost in providing the necessary capacity to an appropriate business unit to conduct this review.

The RNZPC has commenced holding focus groups with recently graduated constables. This is an excellent start to understanding the linkages between recruit training and whether it meets the needs of the deployed officers. A more formal independent study of these relationships, however, needs to be undertaken and repeated at intervals. If this were undertaken it would provide the assurance that training meets operational requirements.

#### *Pressure on Initial Training Group Resources*

There is no doubt that the introduction in recent years of improved processes around testing, especially in the practical work, as well as clearer management of individual recruits learning with additional tutorial programmes, has enabled some recruits to graduate, whom may have otherwise have failed. These improved processes, however, come at a cost in Instructor time. Instructors routinely work overtime conducting tutorials, marking papers or classroom preparation. The loss of the gap between one wing finishing and the next starting has further eroded the opportunity to undertake professional development or leave without impacting on classroom time. Instructors are, at times, required to take two sections. This tends to occur when wings overlap, where one wing hasn't yet concluded yet another has started. It also occurs when an Instructor is taken away from classroom duties to undertake some other short term assignment, e.g. conducting an internal employee misconduct enquiry, or when an Instructor takes annual leave.

Development work has commenced on a longitudinal study that will assess the benefits of the expanded tutorial programme. This study will provide a rich source of information about the linkages between student potential at recruitment, exam and practical achievements as a recruit, and subsequent success as an officer. It will also, for example, provide information about whether those officers who required increased assistance during training go on to become good police officers, or whether they continue to struggle through the remaining elements of their post college graduation right up to permanent appointment. The study might not only provide some useful insights as to long term effectiveness of the tutorial programme but also provide information about the accuracy of the recruitment tests as a predictor of college and subsequent performance in the field.

The volume of bed nights spent by recruits at the college has risen to around 97,500 per annum, with an additional 10,000 bed nights being spent by other courses. Inevitably a population group of this size results in the occasional alleged breach of conduct requiring examination. Most of the issues tend to involve recruits and having to adapt to the requirement to conform to the more rigorous standards expected members of Police. At present, internal employee investigations are guided by a reasonably lengthy process established by the Police Act and attendant Regulations. With a firming of the expectant

standards of behaviour at the RNZPC there has been an increase in the number and therefore time spent on these matters.

The Initial Training Group is well aware of the importance of using resources more efficiently and have tried a number of initiatives to make better use of their allocated staff numbers. This includes grouping classes for lectures where appropriate and as an experiment changing the programming of teaching from one instructor per section of recruits to each section having a range of instructors who become topic specialist. The later arrangement was deemed unsuccessful by recruits and instructors alike in that it failed to provide the same detailed level of individualised education for recruits, and it also became tedious for the instructors. Sections are limited to 20 staff because of the practical arrangements of some of the facilities, e.g. firearms range.

In summary the Initial Training Group is short of staff. Pressure on current resources impacts on the ability of the instructors to refresh modules, undertake professional development and results in unclaimed overtime and development of stress. The current group strength is 18 with 14 instructors and a further 4 staff in support and management positions. A further three staff are recommended to fulfil roles as curriculum and course development officer, professional standards investigation officer (not necessarily based in the Initial Training Group) and tutorial programme officer with a focus on recruits for whom English is a second language (ESOL).

#### *Ongoing District Support for the Probationary Constable*

Whilst this study is recommending a review of recruit training with additional periods of station duty for recruits, it is important to examine the current support environment available to recruits and to probationary constables.

Placement of graduated constables into their first station from the RNZPC has undergone significant change in the last 30 years. In the 1970s graduating constables were only sent to large stations, whereas smaller stations in rural areas were filled by transfer of experienced constables from the main stations, and inevitably some of these staff were less than willing to go having established a home in the main centre. Whilst there are some obvious limitations to this approach, one obvious advantage was that newly graduating staff were sent to stations where there was a wide network of support staff, both in terms of experienced NCOs as supervisors as well as many of the constables on section were relatively senior in service themselves.

As the organisation has become more responsive to the welfare of staff it has become more difficult to fill the vacancies that exist in some of the rural stations. This problem was overcome by making it more of a norm for probationary constables to be posted to smaller stations. One of the consequences of this change is that the probationary officer receives less supervision under circumstances where the officer may be required to attend a significantly broader range of activities.

The concept of Training Station status is used in the UK to ensure that locations probationary staff are posted to are suitably structured and staffed to support the important continuing education and training role which these locations perform. It is recommended that New Zealand adopt a similar concept. The purpose would be to assure the recruit, probationary constable and the organisation that the locations to which they are being posted meet minimum standards in respect of the support and training systems enabling them to mature into fully competent and capable police officers.

Presently the three elements of recruitment, initial training at the college, and post graduation training at district are managed by three different groups in district recruitment (with coordination by Headquarters HR), RNZPC initial training and lastly district supervisors, field training officers and district work place assessors (WPA). There is limited interconnectivity between these three groups and the shared responsibility for training Police staff from recruitment through to permanent appointment relies on agreements between the various groups involved.

Business ownership of the training and education elements of bringing an officer from recruitment through to permanent appointment needs to be strengthened. Clearly business ownership of the end-to-end process will ensure clearer and connected decision making around the training and placement of the training, as well as stronger accountability for the results. Logically this role sits comfortably with the National Manager Training and the TSC, and small but important changes could help produce many of the changes sought. For example the warranting of Training Station status could include elements such as ensuring:

- probationary constables are only allocated to supervisors who have appropriate coaching skills (taught in Sergeants promotion course or an alternative course approved by TSC);
- TSC develops a core set of introductory lectures and placements for recruits upon entering a district;
- probationary staff are able to interact with suitably trained Field Training Officers (FTOs) (FTOs receive prior training and coaching course approved by TSC);
- The TSC WPA national coordinator is on the selection panel for all district based WPA appointments (WPAs are appropriately training, training course to be approved by TSC);
- the district WPAs are on the selection panel for all of their district FTOs;
- processes exist within the district that link FTOs, WPAs and supervisors of probationary staff in discussions around the probationary officer's progress;
- TSC are business owners of pre entry training elements; and

- TSC monitor and audit district processes for continuing the education of probationary staff and provide a report for the district performance review process coordinated by OPG.

### *Recruitment and Training to Meet Growing Diversity*

Policing, like many other occupations, is growing more complex as we move into the 21st century. One of the particular challenges Police faces is recruiting and training people from communities which are growing in diversity. The recruitment of people from different ethnicities enables Police to more effectively interface with these communities. Better connectedness to communities is an enabler to improved problem solving and increased crime prevention.

As Police recruitment processes have targeted potential applicants from ethnic communities, more ESOL applicants are becoming police recruits. It is apparent, however, that some of these new entrants are struggling with the college training requirements. As the Instructors point out, it is not that ESOL students can't grasp the concepts being taught, either practical or academic, it is more an issue of time in that some ESOL students find the pace of learning too quick. Unfortunately the 19 week programme is fully committed, and there is limited time during the standard day to extend or repeat various segments that students may be having difficulty with. The Initial Training Group currently holds additional tutorial sessions in the evening, and with some extra effort students who are struggling are able to pass. Despite this initiative, there are still some students who, whilst able to pass the pre entry tests, are found wanting with the pace of the initial training programme.

Developing alternative training processes to cope with students who struggle with exams and/or practical tests generates the risk of perceptions developing within the community of lesser standards being introduced. Yet the Police Strategic Plan and the Ethnic Strategy both signal the need to be more attuned to the community, and there is no doubt that to achieve this the current environment will need to be modified in some manner.

There is no easy answer to this particular issue. A special ESOL wing of longer length or additional formal classes for ESOL students in the evening would have the potential to 'tag' these particular students with negative perceptions. At present students who have struggled at the college but are recognised as having real potential to perform in the role of constable have been returned to districts to acquire identified skills that would enable them to complete their training. There are a very small number in this category, perhaps five trainees, and in the context of the total number of recruits that graduate from the college each year would represent less than 1% of the annual graduations. Because of the organisation's investment in each officer, approximately \$50,000 from recruitment through to graduation, it is important that initial recruitment processes are an accurate predictor of training performance and that attrition during training is minimal. In addition, each trainee officer has their own personal investment in the process, and it is equally important to hold faith with these new

staff that the initial recruitment advice and testing provides each candidate a realistic window of how they will cope during training.

In the short term it is recommended that the current environment continue; that is, recruits who are recognised as having the potential to ultimately pass initial training, given more time, are allowed to receive that additional effort by being returned to their recruiting districts with a training continuance plan. It is, however, recommended that a formal policy be developed around this particular process. There would be two important elements to such a policy; first, that the Instructors at the RNZPC believe the recruit has the potential to pass, given more time; and secondly, that the recruit must have a training continuance plan which identifies the skills the recruit needs to focus on, with clear timeframes within which the training needs to be completed. Ultimately the recruit would be required to return to the RNZPC to demonstrate competency following which they can formally graduate.

The role of Adviser - Ethnic Strategy was approved by PEC but never established at the college due to competing priorities within the national resource allocation process. It is recommended that this position be confirmed to enable the provision of quality training to recruit, promotion and other specialist courses. The appointment of an appropriate person to this role would also enable mentoring to ESOL students during their initial training.

In the longer term, consideration needs to be given to the recruitment and training of staff for specialist community roles (see discussion in the previous section). Internationally there are several variations on a general theme of specialist recruitment and training for community policing roles, which normally do not require the full range of constabulary powers.

Further to the option of specialist recruitment and training for limited powers officers, there is also the option of greater engagement of people either as volunteers or in non-Police agencies also having limited enforcement powers. Such a concept is not new to New Zealand legislation. For example, the Maori Community Development Act 1962 provides for the appointment of Maori Wardens with specific enforcement powers for dealing with Maori or any person at Maori gatherings, including specific abilities to take action in licensed premises.

Although this legislation is, to some degree, paternalistic, the principle of properly coordinated community involvement in dealing with low level offending remains sound. There is also more recent legislation, such as the Land Transport Act 1998, that allows the Commissioner to confer limited enforcement powers on local authority staff to deal with driver offending in specially designated transport lanes. So the principle of non members of Police having restricted enforcement powers is not an entirely new concept.

The recommended review of training would include in its terms of reference a study of alternative models for recruitment and training of staff into specialist community roles. It is noted that the Police Act review could potentially be an enabling piece of legislation to give effect to community officers with limited powers.

## **Recommendations**

### ***Policy and Procedures***

14. A first principles review of recruit training should be undertaken. The review should focus on the method of instruction, the length of the initial standard course, and the content and timing of the material taught from recruitment through to permanent appointment. Options for varying training to allow for recruitment to specialist roles should also be considered including potential to individualise instruction based on RPL or RCC. The training review should ensure there is a substantiated match between recruitment standards, training material and examination standards, and the skills required of the staff member to perform in the role for which they were recruited. Special attention should be paid to the benefits of increasing the length of recruit training and number of station duty periods undertaken.
15. As an interim step, consideration should be given to including further interviewing training and file preparation training during the existing recruit course.
16. Business ownership of the training regime for recruitment, recruit and probationary constable should be confirmed with the National Manager Training.
17. The National Manager Training should develop a process to accredit stations where probationary staff are permanently posted. Such accredited "Training Stations" should meet minimum established requirements with respect to probationary officer supervisors, FTOs, WPAs, induction programmes, station duty placement programmes and ongoing permanent appointment training. The National Manager Training should be required to report on the Training Station status of locations, as part of each districts annual performance review process.
18. A formal policy should be established to govern the process by which non graduating recruits are able to be posted to districts to manage the completion of their initial training.

### ***Resources***

19. A business benefits study should be undertaken on establishing an Annex of the RNZPC in Auckland.
20. Three additional staff should be assigned to the Initial Training Group to relieve pressure in areas such as recruit training, internal investigations, module updates and tutorial management with a focus on ESOL students.
21. The position of National Co-ordinator WPA should be formalised.
22. The previously approved position of Adviser - Ethnic Strategy should be filled.



## TENUOUS ALIGNMENT BETWEEN PROMOTIONS FRAMEWORK AND LEADERSHIP TRAINING PROGRAMMES

### *Promotions and Leadership Development Frameworks*

New Zealand Police's promotions qualification framework has undergone significant change in recent years and continues to evolve, with a major review currently in progress for 2007. The present framework consists of a mixture of university papers, internal programmes of study and exams, and qualifying courses conducted by the TSC.

The current requirements for the ranks of sergeant, senior sergeant and inspector are outlined in the table below:

| <b>Sergeant</b>          |  |
|--------------------------|--|
| <b>Practical Duties</b>  | Internally set assignments from March to September                                 |
| <b>Evidence</b>          | 3-hour internal written examination set by senior law lecturers from VUW           |
| <b>Statutes</b>          | 3-hour internal written examination set by senior law lecturers from VUW           |
| <b>MGMT 101</b>          | 100-level single semester tertiary paper through VUW: "Introduction to Management" |
| <b>Qualifying Course</b> | 2-week RNZPC-based residential course  |

| <b>Senior Sergeant</b>   |   |
|--------------------------|---|
| <b>Practical Duties</b>  | Internally set assignments from March to September  |
| <b>MGMT 202</b>          | 200-level single semester tertiary paper through VUW: "Organisational Behaviour" (Mandatory Paper)  |
| <b>155.215</b>           | 200-level double semester tertiary paper through Massey University: "Criminal Law" (Mandatory Paper)                                      |
| <b>152.204</b>           | 200-level single semester tertiary paper through Massey University: "Investigative Methods for Managers" (Preferred Paper)                |
| <b>166.201</b>           | 200-level single semester tertiary paper through Massey University: "Organisational Processes in Police Administration" (Preferred Paper) |
| <b>Qualifying Course</b> | 3-week RNZPC-based residential course   |

| <b>Inspector</b>            |  |
|-----------------------------|--|
| <b>Practical Duties</b>     | Internally set assignments from March to September   |
| <b>2 x 200-level papers</b> | Any two 200-level tertiary paper through any provider - subject to professional conversation and approval by Promotions Development Manager    |
| <b>3 x 300-level papers</b> | Any three 300-level tertiary papers through any provider - subject to professional conversation and approval by Promotions Development Manager |
| <b>Qualifying Course</b>    | 3-week RNZPC-based residential course followed by 1-week RNZPC-based residential course with District-based assignment between courses.        |

Applicants for promotion above the rank of Inspector are required to attend an external assessment centre as well as meet any particular technical requirements of the position to which they are an applicant. Many of these senior positions have specific technical

elements that often involve the requirement to hold a relevant tertiary degree. Appointments to Superintendent level are recommended by appointment panels and approved by the Commissioner. The Governor General has legislative authority to appoint the Commissioner and one or more Deputy Commissioners of Police.

At present around 1,000 staff are undergoing promotion study, exams and attending qualifying courses at an estimated cost of around \$1.4m per annum. The exact figure is difficult to determine as programme records are maintained on an individual paper basis and not on an employee basis. This amount does not take into account the opportunity cost of around 54,000 hours of staff time per annum. Some staff enter the promotions environment who are not interested in promotion, and others who do finish do not seek to gain promotion for many years. There are two issues here. The first is the expense to the organisation of supporting staff within the promotions environment who have no real intention of seeking promotion. The second is the risk of promoting people who may have passed their exams many years previously and the benefits of the knowledge learnt through that process has been dissipated through the passage of time. In the latter case there is also the real potential that the promotion applicant might not be as aware of additional law or policy changes that have been introduced since they originally took their exams.

In addition to the promotions environment, New Zealand Police has recently adopted a formal Leadership Development Programme (LDP). This programme was set up and has run as a trial out the PNHQ HR group. The 2006/07 year has been the first full year of implementation. Around 1,500 staff are now undertaking long term leadership development at a cost of around \$1.5m per annum. Again these costs do not take into account the opportunity cost of the staff time involved. The hallmark of leadership development is its ongoing nature. Unlike the promotion exam process the leadership programme is not something staff complete once and then do not come back to for the remainder of their career. It is recognised that, to be a world best police service, considerable and ongoing investment needs to be applied to the LDP.

Following two years of trials, the LDP is now well established and it is opportune to formalise its placement within the business group most suited to take it up. The most logical place to locate the programme is the Leadership Management and Command Training Group based at the RNZPC, where it can more easily interface with the overall staff training and development framework.

One of the issues that has arisen from the rapid development of the LDP is the need to determine the fit with the promotions framework. Leadership development is the ongoing investment Police will make in a staff members career. It has impact right through all the levels and is an ongoing process. The promotion framework, by comparison, covers the steps necessary for staff to pass from one level through to the next. Whilst leadership is a component of all supervisory levels it is not the sole component of all the elements necessary to acquire a particular rank or supervisory level and nor should it be solely limited to the process of attaining a higher level. As the promotions framework is currently under review,

the need to better define the interrelationships between leadership development training and the promotions framework is being addressed. It is also important to reinforce at this point that this studies and recommendations have as much relevance for non-sworn staff as they do for sworn staff.

As part of the current review of the promotions framework a stakeholder consultation study was undertaken. This study has shown that the current framework is not well known. Most staff find out the detail of the actual requirements when investigating the steps they need to undertake to gain promotion. In a way this is to be expected; the more complicated a process then the more limited the knowledge of the exact steps. The existing knowledge of staff tends to be of the general concepts, i.e. staff tend to understand that to be promoted it requires the completion of a mix of internal and external exams and the completion of a qualifying course.

The historical framework was based around the same four internal exams being sat for the sergeant, senior sergeant and Inspector levels but at each level the topics are explored in more depth. With the passage of time and particularly with the shift to university papers there has been a slow but steady movement away from some of the police specific elements to broader subjects. Some staff have commented that an unintended effect of this approach has been a loss in the depth of police specific knowledge amongst supervisors, particularly in respect of organisational policies and practices. To some extent, this drawback has been balanced by a healthy exposure to 'outside' ideas and perspectives.

The promotion qualifying courses are insufficient in number to meet the demand for staff who are still to attend, particularly at the sergeant level. There is also an issue with some staff not attending the qualifying course for many years after their actual promotion (up to nine years in one instance). Up to 10 NCO qualifying courses are held each year. It is estimated that there are approximately 400 staff are still to attend an NCO qualifying course. Inspector qualifying courses are currently being held with sufficient regularity to meet demand.

With the introduction of university papers in the promotion framework there has been a need to undertake a more rigorous RPL process. This has recently been enhanced with the introduction of RPL panel and the documentation of decisions. Having a more formalised process has sharply increased the workload, however in the longer term this is expected to ease as applications are received for which a precedent decision has been made.

It is recognised by the staff within the Leadership Management and Command Training Group that work needs to be undertaken on the content of the qualify courses, to bring them into alignment with the needs of the organisation, as well as bringing an element of robustness to the qualifying course (specifically, introducing appropriate design, delivery and moderation processes to enable them to be accredited within the NZQA framework).

The promotions framework is a key and integral part of the wider LDP. With the continuing high demand for promotions-related study and training, and the planned significant

increase in police numbers, it is timely to ensure that the systems and processes will be relevant for the future.

### ***Opportunities for Development***

#### *Promotion Framework Review*

The current review of the promotions framework is progressing well. There is a small resource currently applied to this project and as the project rolls out some of the initial timeframes have slipped. As the project moves through to implementation it is likely that additional effort will need to be injected.

Without predetermining the outcome of the review it is recommended consideration be applied to the following areas:

a) *Review the promotion qualification courses*

The content, as well as the length of the course requires examination. At the moment the sergeants course is similar to the senior sergeants; only the inspectors varies somewhat. The sergeants course should have a stronger focus on operational issues and lock in skills through practical tests and exercises that have been studied through the exam process. The senior sergeants course will have content that starts to shift to management topics and a diminished operational focus. This movement is further progressed at the inspectors course with a concentration on management and strategic topics. In all courses there needs to be a stronger congruence between the material learnt through study, operational experience of the officer and the qualification course content.

If the courses are to be a "qualification" courses then logically the courses are pass / fail. If they were not pass / fail, the courses would be better called "development courses". To be truly "qualification" courses then the foundation of these courses needs to be on a more robust footing, particularly with respect to linkages between training and testing and adjudication of the training to ensure it meets required standards.

It is recommended that they remain qualification courses. A number of commentators have indicated that the course is a valuable step in determining an applicant's suitability for leadership. There are some risks in allowing applicants to move into staff supervision and potential management positions through a process that involves only exams. Defaulting determination of any individual's suitability for a leadership positions to a selection panel introduces significant variability into the process and brings with it a range of risks.

If it is going to be a true qualification course then one of the issues needing remedy is the provision of sufficient courses to meet demand. A number of commentators have noted the lack of pressure on staff to attend a qualifying course, and often several years can pass before an officer attends their qualifying course. It was estimated that there is a back log of 400 persons who have not yet attended a qualifying course. An additional resource within the Leadership Management and Command Training Group would enable the group to remove the backlog within three years.

One way for the promotions qualification framework to operate for sergeant level, assuming that processes exist for RPL and RCC, would be:

1) The constable passes the requirements for permanent appointment (this ensures applicants have a core minimum of operational experience and study.

2) The constable meets all necessary prerequisites and is approved to enter the promotions process. They undertake the stipulated external and internal exams. These exams are complementary. After successfully completing the exams the constable becomes eligible to attend the sergeants qualifying course.

3) The constable passes the Sergeants Qualification Course and is now able to apply for sergeant positions. Should staff apply for a position of a higher rank and be found suitable for the job, but haven't completed the qualification course, then two options are open:

- For some positions, mainly those roles that are specialist and advertised as open to either sworn or non sworn, staff can be appointed to the position at their current rank, e.g. staff in specialist positions where they meet the defined role competencies.
- Staff can be recommended as a preferred applicant to obtain the rank and the role. They can move into the role in an acting capacity but appointment to the rank is predicated on successfully passing a promotion course within a defined period. This means a constable might call themselves an "Acting Sergeant" but they do not carry the insignia of the rank. Insignia is able to be worn when the officer has passed the appropriate qualification course. In essence this is the point of difference to the existing environment, in that once staff pass the necessary exams and are appointed to a more senior position their appointment is classified as "temporary". The appointment is made permanent upon successful completion of the

course. The reality is that in an operational environment no distinction is able to be made between "temporary" qualified staff and staff who have their appointment to the substantive rank confirmed.

It is also recognised that there can be a significant difference between the actual roles being undertaken by staff of the same rank. The duties of a senior sergeant in charge of a metropolitan section are significantly different to the duties of a senior sergeant in charge of a rural station who may have a complement of 40 staff. An option might be to consider splitting certain sections of the qualification courses, so it allows for streaming for the specific needs of the staff attending, meaning course participants have the opportunity to enhance skills in self identified areas. Metropolitan staff might have additional focus on factors they are more likely to encounter in larger cities, such as demonstrations, industrial disputes, operational planning and VIP escorts. Rural staff might have a focus on station management issues, budgets, planning etc. Alternatively, staff might seek to gain skills in areas they have not covered in their career to-date. This arrangement would introduce complexity into the qualification course, but if it can make our training more relevant then diversification might be an option worth considering. This approach would be similar to the workshop streaming processes which is practiced at most conferences. Course streaming would also enable staff to receive training in skills for which they were weakest but have a desire to progress their career in that particular direction.

An option to the streaming of qualifying courses is the introduction of more specific skills training in the ongoing LDP or the courses offered by the Crime and Safety Training Group at the RNZPC.

In the design of promotion courses consideration could be given to making them suitable to non sworn staff. Elements of the courses that are sworn police focused, e.g. operational command, orders groups and field deployment, could have an alternative parallel stream running designed around the needs of non sworn supervisors.

b) *Explore potential alignment of promotion framework to NZQA framework*

The promotion framework courses vary considerably in respect of the teaching skills of the various speakers, the match between actual course content relevant to competencies, the robustness of any marking processes, moderation and the consistency of material taught. Whilst promotion courses have a debriefing element none of the current three courses have a robust process around developing content. The recent Inspectors course held towards the end of 2006 was the first for some time. The course was developed from scratch with limited material left from previous courses on which to base the teaching.

An examination of the benefits of aligning the promotion qualifying courses to the NZQA framework should be conducted.

The need to develop robustness in the qualification courses has been recognised by the staff in the Leadership Management and Command Training Group for some time. They are frustrated by the lack of resource available to undertake this work. It is recommended that an additional officer be allocated to this group for a two year period to complete this course development and accreditation work. There is also potential for this resource to assist with the backlog of NCO courses which need to be delivered.

Another benefit of having stricter controls around the promotion courses is that they could potentially be conducted at any location. Given that the material and teaching skills are absolutely consistent would mean courses conducted in Auckland (for instance) are no different than ones being conducted at the RNZPC. Any promotion course conducted outside of the RNZPC environs must have strict controls to ensure that they are delivered to the design parameters of the national programme. In the past, some promotion courses conducted outside of the RNZPC have differed from the authorised programme. This is to be avoided. If the courses are pass / fail then the same standards and material taught needs to be nationally consistent.

c) *Processes for determining learning content and placement of learning*

Most of the material presented in the courses and a substantial portion of the material presented for learning through the exam processes is subject to oversight by the two staff within the Leadership, Management and Command Training Group. This dedicated group of staff review and determine questions of content, often deciding to replace some material with other material. Whilst their energies and initiative are applauded it is felt that there needs to be a more rigorous system of determining questions of content.

It could be assumed that many topics introduced displace material that is no longer relevant, but there would also be a category of material being displaced that is still relevant but not quite as relevant as the new material coming in. In this latter instance it begs the question as to what to do with it. Currently the Leadership, Management and Command Training Group only have oversight of their curriculum area. Other training groups, such as Crime and Safety Training Group, have their own area of focus. No one group determines in a systematic way how to manage training by topic, that is, across all groups. If such a cross-group process existed then it might see training dropping out of one forum continuing to be delivered but through another more appropriate forum, e.g. through other college faculties or through the LDP.

It is noted that some courses currently conducted by the Crime and Safety Group are highly technical in nature and relate to specific roles e.g. road policing courses, youth aid courses are two examples. There would be limited opportunities for cross alignment of teaching from the promotion courses into these other specialist courses.

- d) *Produce an overarching framework that determines and defines the linkages between leadership development courses conducted by HR, districts and service centres and overseas courses with the promotion qualifications framework*

There is currently a range of different leadership development courses being run or attended both within New Zealand and off shore. A coordinated approach to determining how these courses fit within the overall framework of leadership and professional development would be welcome by staff. Opportunities for conducting RPL on some of this learning to avoid repetitive training should continue.

The LDP commenced two years ago as a trial has met with resounding success. It is timely to move the LDP to the TSC and cement the programme as a core business process within the Leadership, Management and Command Training group. Resources currently used to manage the programme will need to accompany this move.

- e) *Review processes and systems for RPL and RCC*

As discussed above the importance of RPL and RCC has been raised in profile within overall promotions framework, and is clearly identified in electronic and hard copy information available to staff. We need to ensure our practices are absolutely robust and well understood by staff. The current staff in the Leadership, Management and Command Training Group based at the RNZPC have significantly improved processes over recent years. However to conduct effective RPL and RCC is very time consuming. An additional staff member will need to be allocated to the group to operate effectively at the level dictated by existing demand.

- f) *Make learning relevant to operational / management needs of districts (where possible alignment of teaching and learning to issues presenting within districts)*

We have a good deal of lost opportunity in our staff who undertake tertiary study not having their learning, especially research topics, aligned to actual organisational need. Staff who are required to undertake a course of study or research on a policing issue could be directed to a selection of topics where there is a likelihood that the results of their study would be of value to the organisation. This would create a body of applied policing knowledge that is of real value to the



organisation, rather than it being retained as personal knowledge to individuals. At the moment there is a small level of targeted research but it is ad hoc and mainly undertaken by more senior staff who may have easier access to those issues needing investigation and review. A good number of the staff undertaking other papers at a lower level could just as easily be directed into suitably sized problems. In this way their work would have value to both the organisation as well as the individual. Aspiring sergeants can be involved in a district project and directed onto specific tasks to investigate and come up with recommendations. This not only makes the student's learning more "applied" and relevant but also students become more involved in district development, therefore giving them an insight to the rank for which they aspire.

This process could be facilitated by guidance notes to students being included in their course material directing them to appropriate people in their district, service centre or at a national level who can assist with topic selection. All post graduate study should be coordinated through the national planning group and the National Manager Evaluation.

g) *Review the way non promotion learning links to promotion learning*

A good deal of the training and learning in Police is conducted via the Crime and Safety Training Group based at the RNZPC or by various service centres. There is potential that some of this training may be able to be credited through to promotional learning. In a sense this is expanding what already occurs with aspects of CIB training, where attainment of various modules under the CIB Work Place Assessment Programme are deemed RPL for elements of the sergeants exams. Expanding it further might, for example, include seeing if some elements of operational planning/order groups given in AOS / STG courses might also be RPL for the sergeants course operational planning/order groups. Similar RPL work needs to be undertaken with externally conducted leadership development courses. This could determine which courses or elements of existing courses are also relevant for RPL in the promotions framework. The benefit is that there is less repetitive training or unnecessary training with a commensurate saving in resources. There is also improved credibility in the training environment if the training undertaken has a closer fit to the needs of the individual.

It is recognised, however, that this type of environment would require a good system to be able to record and monitor the training sought, the available training and the training eventually undertaken.

h) *Conduct a policy review to explore rank and role issues*

Good practice would suggest that each of the promotional courses, exam papers and other university papers would build on the body of knowledge acquired

for the previous rank. Police training is a combination of skill acquisition as well as attaining a theoretical body of knowledge. In some of the topic areas the skill acquisition is made easier by the theory learnt, and in other situations the theory can provide a rounding of knowledge around the skill already acquired. There is no doubt that each works in support of the other. The ultimate aim, of course, is that the officer has the right knowledge and can act appropriately in the right circumstances. Presently an officer can theoretically move up through the ranks in a specialist area without having commanded staff in an operational context or even managed staff on a day to day basis. In fact there are some examples where it could occur in general roles as well. Many, in specialist and generalist roles, have also failed to attend promotion qualifying courses in a timely manner.

The HR group is currently managing a project to accurately define the competencies of each rank. This work is fundamental to the TSC being able to develop the appropriate training programme to deliver these competency skills to staff.

An oft-quoted reason for maintaining consistency in training for all constables is so that we have consistency of behaviour in service delivery. This enables the organisation to provide a better product and to manage risk. At the basic level we know that all constables have had the same training and given currency in certifications can all be deployed to undertake the broad range of general police duties. However the same situation cannot necessarily be said for staff in more senior ranks. One Inspector's experience of command and management might be, and often is, completely different to another. The future environment, it is suggested, should attempt to restore some basic and appropriate elements of leadership, management and command into each of the ranks. As an organisation there are benefits in the knowledge that people who hold a certain rank have all attained a practical level of experience and theoretical training in elements of leadership, management and command. This does not negate lateral entry with appropriate RPL and RCC. Neither would this impact on the appointment process to roles which would still operate in the same manner. For those roles that are either sworn or non sworn, and if the sworn member wishes to move up to the rank shown for the role, they must have the necessary training and experience for that rank as well as the competencies for the role. If they do not have the necessary rank experience but have the role experience then they could take the position but at their current rank. Officers of a certain rank could perform in roles that may have a lower rank ascribed to them but these instances would be agreed on a case-by-case basis.

The organisation is largely behaving in a manner that conforms to the above profile but it does so in the absence of a clearly articulated career pathways map. For example the Inspector who has attained rank via a "specialists" pathway is unlikely in today's environment to gain an Area Command position which requires an appropriate level of previous operational experience. In this scenario the selection

panel would likely base their decisions on the lack of command experience able to be demonstrated by the applicant. Whilst this is the logical outcome it doesn't mean that it would necessarily be followed by all panels. To put slightly more structure around the current environment can assist in mitigation of risk and also build greater internal and external confidence in the core skills of each officer holding rank. It would also make it more apparent to staff the necessary skill and training acquisition steps they need to take in order to move through the rank system. It would further require a more structured system of ensuring staff in non-operational roles receive appropriate operational postings through relieving or short term placements to build and maintain their operational currency and capability.

This proposal would not negate some staff still moving into specialist roles for which they had the required competencies but they might not necessarily attain the rank. Remuneration is linked to the role. This environment supports the specialist career structure policy. For operational positions there is a stipulated technical requirement for a specific rank that is attached to the role.

## **Recommendations**

### ***Policy and Procedures***

23. The current promotions framework review should be completed in a timely manner. More resource may need to be applied to keep within time frames. As part of the review, the following elements should be considered:
  - 23.1. in developing a clear model of the promotion requirements, ensure it incorporates a mix of applied skills, core organisational knowledge, and conceptual thinking attained through university studies; and
  - 23.2. processes to moderate applicants entering the promotions framework must ensure a better fit between individual circumstances and organisational need.
24. The qualifying course component of the promotions framework should be retained and enhanced. In doing so, the following elements should be considered:
  - 24.1. Ensure the number of courses meets organisational requirements;
  - 24.2. where possible, provide qualifying courses in alternative locations (e.g. Auckland and Christchurch);
  - 24.3. review course content, length and alignment of the qualifying course to the NZQA framework;
  - 24.4. implement a pass / fail element to the qualifying course; and
  - 24.5. introduce a general requirement that attendance at the course is a prerequisite to staff applying for promotion.

25. A process should be developed that determines placement of learning with the wider training environment of leadership development, promotions and general training.
26. Leadership Development Training should be moved from HR to the Leadership, Management and Command Training group with the TSC.
27. Processes should be implemented to ensure practical duties assignments or other applied learning, whether conducted through the LDP or the promotions framework, are linked to business need.
28. The HR policy that links rank to role should be reviewed. The potential for rank to be a competency element for role should also be considered. This should provide the option of staff holding certain senior roles, mainly in specialist areas, but retaining a junior rank.

#### **Resources**

29. Four additional staff resources should be provided in the Leadership Management and Command Training Group to assist in qualifying course content review and accreditation development, conduct an increased number of courses and provide greater capacity to conduct RPL and RCC processes, provide increased supervision of promotion course participants to support the "pass / fail" elements of the course, and manage the LDP. Two resources should be placed in July 2007, with the remaining two to be phased in over 12 months to support the changes identified.
30. Development of appropriate information systems to record and monitor the training and professional development requirements of staff should continue.

## VARIABLE POST RECRUIT TRAINING AND ASSESSMENT

### *Probationary Officer Training Environment*

The RNZPC currently had over 750 recruits (including ex UK officers) in training for the fiscal year ending 30 June 2006, and has a similar number undergoing training for the current fiscal year. These are the largest number of recruits the college has ever had in training. With the significant increase in approved Police staff numbers, the high level of recruit training is likely to continue for at least two further years. Once the organisation has resized then a stable environment, based on 5 - 6% attrition, would see a steady state recruit training environment of around 600 - 650 recruits a year. A few years ago this level of training would have been the exception however it is now the norm, and Police needs to rigorously examine the district training support provided to probationary constables to make sure it is the best possible shape going forward.

The college is currently operating at maximum capacity although accommodation pressure will be relieved by another 42 beds coming on stream by 1 July 2007. The additional recruit wings needing to be accommodated at the college impacts on the number of other senior courses and promotion qualifying courses able to be run. At present around 2,200 other staff receive additional training as part of the continuing education programme run or coordinated through the Crime and Safety Training Group or the Leadership, Management and Command Training Group.

Forty years ago the total sworn strength of the New Zealand Police was 2,500 staff. At that time training was delivered from a centralised training facility at Trentham. Sworn staff numbers have now increased to a point where there are around 3,000 sworn staff in the Auckland, Waikato and Northland Districts alone. Previously comment has been made that consideration be given to increasing the level of station duty being undertaken by recruits. The cost of dispatching recruits under training to home stations for station duty would be mitigated if a training facility were established in Auckland. Policing could also be a potentially more attractive career option for would-be applicants who view the travel to Wellington for a 19 weeks period as a detractor. As an example, savings of up to \$400,000 could be made in airfares for those attending training courses at the RNZPC if a training facility were present within the Auckland region.

The training environment of sworn staff through to permanent appointment occurs in three distinct phases. These phases are the recruitment phase, the recruit training phase and the on-going district training through to permanent appointment phase.

Recruitment processes include the applicant undertaking 40 hours of visits to their local police station. This part of the process is called SCOPE, an acronym that stands for Surroundings, Conditions & descriptions, Organisation, People & prospects, and Effects & education & training. Whilst the applicant is evaluated in relation to the core competencies required to be a police officer, it is also an opportunity for the applicant to examine Police to

see if a policing career is suitable for them. The recruitment process also places an onus on the applicant to achieve certain certifications and skills, for example a set physical fitness standard, keyboard skills of 25 words per minute, and certificates of competency in swimming, workplace first aid and advanced driving skills. This recruitment phase is coordinated by district recruitment officers working within each of the districts and recruiting to meet district need. These staff are coordinated by a National Coordinator based at PNHQ. Line control of recruitment staff is retained within district, normally to the district HR Manager.

Whilst the recruitment processes are not normally regarded as part of the constable training programme the reality is that it forms an important start point. Inculcation commences during the SCOPE phase. If the officer presents at the college with certain skills already acquired then it is of benefit to the total training environment, (i.e. they are skills that do not need to be taught by Police with a commensurate saving in time and money). Recruitment officers pass a short report on each successful applicant through to the RNZPC.

The second training phase occurs at the RNZPC. The 19 week programme of mainly college based tuition with one week's station duty. At the completion of training, the recruit graduates from the college and passes through to ongoing training in the district. The college instructors provide a short report on the probationary officer for the district HR Manager. Some districts pass this information on to supervisors of the probationary staff.

Upon arrival in district probationary officers are required to self manage themselves over the next two years through 10 workplace assessment standards, one university course (Introduction to Criminal Law and Problem Solving [LEGL114]) and any additional district requirements. The level of support given to probationary staff to guide them through this process is variable between and within districts.

The standard of induction provided to probationary constables on arriving in district also varies. Some constables have reported they receive no or very limited induction. This tends to occur in districts where the probationary staff are assigned to smaller stations, and induction is achieved via a buddy system rather than more formal group lectures. Most districts would run an induction programme, however the length and content of these programmes vary. As recommended earlier, there would be benefits if the district induction programme were standardised to a minimum requirement and the content of these induction programmes had a relationship to the learnings constables obtain at college.

In addition to the workplace assessments there is assistance provided to probationary staff in the form of FTOs. The FTO is a recent initiative (2003) for Police. The aim of the programme is to provide officers who will support probationary staff through their formative years by providing on-the-job training and support to a point where the probationary staff are able to work comfortably and safely on their own. FTOs receive training in coaching of junior staff and also obtain a small allowance for this extra responsibility.

## Opportunities for Development

A previous recommendation has covered the need to ensure that the total training environment is under the business ownership of the National Manager Training. This would assist in the determination of training requirements across the total span of an officers training environment, rather than each of the phases being managed by different owners with different perspectives on what needs to be taught and when.

A supporting feature would be the need for Training Station status to be achieved by those locations where probationary staff are posted on a permanent basis.

There are other elements of district training for probationary staff that could be improved. This is largely around ensuring effective communication exists between the WPAs, FTOs, the district TSC and the probationary officer's immediate supervisory. In essence all of these staff have a role to play in the ongoing development of the officer. An examination of district practices shows that support for the probationary officer is varies. A few districts have implemented reasonably sophisticated mechanisms to manage their probationary staff whilst others adopt a more hands off approach, with the relevant groups acting independently and each probationary officer being responsible for their own ongoing development.

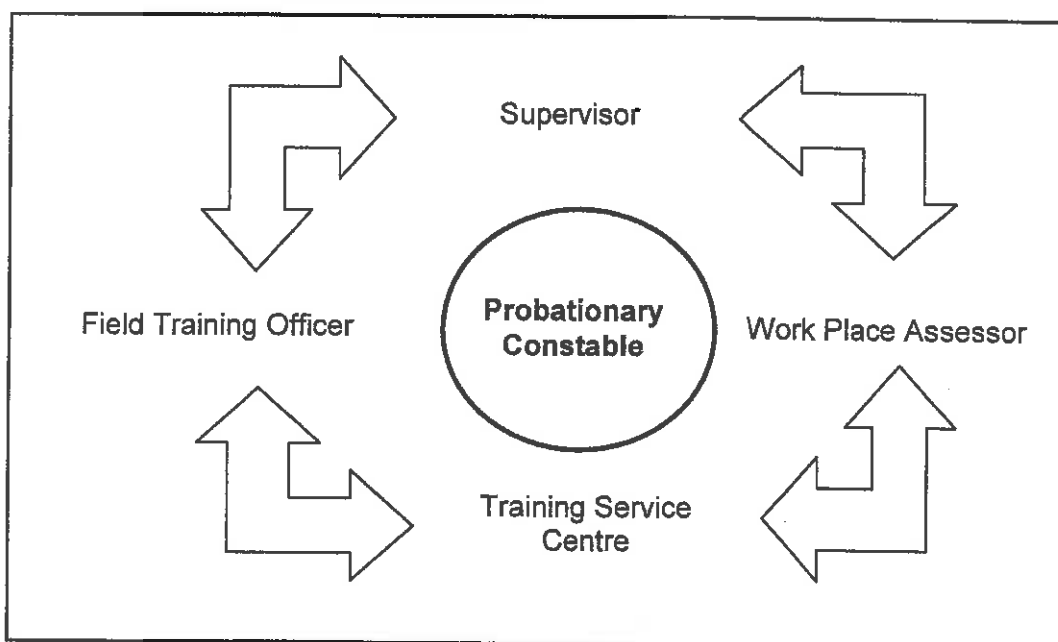


Figure 1: A connected training environment that supports the probationary constable

The concept that officers self manage their personal development through to permanent appointment carries some risk. RNZPC Instructors have noted a slight increase in the numbers of recruits having difficulty during their college tuition. The reasons for this will be varied, for example part of this is the simple factor that there are now more staff in training, partly because there are increased ESOL recruits and also partly because a number of recruits are in the older age bracket and are returning to an education environment for the first

time in many years. Whilst the reasons might be varied the concern is that, as these staff graduate from the college and move onto districts, they will need additional support mechanisms to ensure they continue to succeed. This requires a proactive district training environment as distinct to an environment where staff are largely left to their own devices.

The FTO is an integral part of this equation and officers taking up this position need to be more aware of the part they can play to successfully develop probationary staff, both in terms of coaching in the operational context, as well as providing other guidance in assisting staff through the workplace modules and tertiary paper. During 2006 and early 2007, the FTO process underwent a review. Examination of the preliminary report indicates that it contains a number of recommendations that will significantly improve the FTO process, and the part that these officers can play in the training of probationary staff.

The WPA environment has been operating in all districts for two years. There were some initial teething problems with implementation, however most of these problems have been or are being overcome, and the programme is settling down to a more stable state. Nevertheless a variety of slightly differing WPA practices have been observed in the districts. It is recommended that national consistency be a hallmark of the WPA environment, and the national coordinator have more of a mandate to determine best practice for this process and report on district delivery for performance reporting purposes. It is noted that a review of the WPA processes has just commenced. Outcomes of this review should determine whether the WPA model is meeting the requirements of the probationary officer as well as the organisation's needs. It should also determine the optimum operating practices for all districts to adopt.

The current National Coordinator: Work Place Assessors is a non authorised position. The TSC has managed to fund this role via unspent salary from vacant authorised positions. This role is pivotal to the effective management of the WPA scheme and it is recommended that this position be formalised.

With the growing diversity of officers entering Police has come a need to be more flexible to meet the diversity of training needs. Whilst it is acknowledged that providing robust ongoing support to bring officers through to permanent appointment is a priority, it also needs to be recognised that many officers will seek further training to develop themselves in a specialist role, or to "right track" those who stand out early in their career as potential future leaders. Several college Instructors noted that recruits with leadership potential self identify very early in their training programme. Systems need to be flexible to accommodate the aspirations of these officers and give them every opportunity to maximise their potential.

At present the connectedness between recruitment criteria, recruit training and the needs of the officer to undertake their job are derived largely from informal feedback. It is proposed that a more formal assessment would be useful to ensure the best possible alignment between these elements. For example, there is currently no formal test that determines whether the material taught to recruits is useful in the operating environment.



Likewise, a key driver of recruitment and training must be the strategic direction of the organisation. There needs to be a business process whereby the strategic emphasis can be injected into the recruitment and training environment, and continue to be supported in the ongoing district training environment.

## **Recommendations**

### ***Policy and Procedures***

31. Districts should adopt a wrap around environment involving the officer's supervisor, FTO, Work Place assessor and District Training coordinator to support probationary constables.
32. That support be given to enacting the findings of the WPA programme independent review.
33. The National Coordinator WPA, through the National Training Manager, should conduct audits of the district support environment given to probationary constables, with these reports forming part of the district performance reporting framework.
34. A formal process should be established to determine the alignment between recruitment criteria, recruit training material and method of delivery of that material, as well as organisational, officer and public needs.



## LACK OF ALIGNMENT BETWEEN HR AND THE TSC

### *Recruitment and Recruit Training*

The current recruitment processes are coordinated by PNHQ staff but the actual recruitment processes are delivered by district staff reporting through local chains of command. One of the benefits of this arrangement is that the district has ownership of applicants they recruit, and following successful completion of college training the constable is returned to the recruiting district.

A downside to this arrangement is there can be, at times, the occasional local variation to standard recognised practice. This is one of the risks that arises from running a decentralised recruiting structure. It also places a considerable amount of pressure on the National Coordinator attempting to maintain consistency and coordinate 12 district decision points.

As previously outlined, during the last two years recruitment numbers have lifted to over 750 recruits entering the college each year. It is variously estimated that for every candidate that enters the college there have been up to 20 other interested applicants who will have made enquiries of a recruiting officer. It is also estimated that for every successful applicant a recruiting officer puts close to 40hrs of work into processing the application through the various stages.

Once the recruit enters the college for the 19 week course there is an understanding that the entry requirements are a good bench test as to whether the applicant will pass the academic and physical requirements of the course. Recent experiences with ESOL recruits have demonstrated that successfully passing entry criteria is not necessarily a reliable indicator that an applicant will also pass successfully through training. Yet other applicants who pass the academic tests are still border line on these assessments. Often these applicants possess other good policing traits such as communication skills that swing selection decisions in their favour, however when they enter the college environment they struggle with academic studies.

Police recruit training is not easy; there would not be many industry training regimes that require the combination of testing academic and applied skills together with physical competencies. Recruit Instructors note that historically there has always been the occasional candidate who has struggled during the course, but it is generally agreed that the numbers of recruits who are having difficulties with elements of the course is increasing. The Instructors are dedicated personnel and take a considerable amount of pride in ensuring that every recruit placed under their care is given every opportunity to succeed. If more recruits require assistance this means that Instructors work longer overtime hours conducting tutorials and other training sessions with those that are having difficulties.

The pressure on recruitment staff to recruit good quality candidates and the pressure on training staff to ensure all recruits presenting for training are given every opportunity to succeed is bound to create tensions. At times these tensions spill over to comments which pass into the public domain. This type of public comment is not helpful as it very really enables the true picture to emerge. It is important to note that of the 750 plus staff proudly graduating from the college very year there is but a small handful (1 - 2%) of recruits who do not successfully graduate. This pass rate is testament to both recruitment and recruit training processes.

### ***Opportunities for Development***

#### ***Better planning between groups involved in recruitment and recruit training***

Historically the TSC conducted a monthly video conference with recruiters in district. This was an opportunity for recruiters and training staff to maintain closer ties with emerging issues. These video conferences have been discontinued. Instead the PNHQ HR and Finance groups currently conduct recruit wing planning sessions that the TSC do not attend.

Closer relationships need to be developed and maintained between the TSC, district recruiters and PNHQ (HR planning, recruitment and finance). In reality this communication needs to occur in two different levels which might involve different sets of staff.

The purpose of the recruiter/district HR and recruit training group interactions is to ensure as much relevant information is passed across about any particular recruit which can assist in their training. It also provides a good feedback loop on the progress of a recruit through training and any particular needs of the recruit post graduation. Another option to improve communication flows would be to centralise recruitment and place it under the business ownership of the TSC. This is not favoured at this stage as it negates the very important benefits that accrue from district 'investment' in staff who are recruited.

The other area requiring improved communication is in recruit wing planning. It is recommended that TSC staff join the planning sessions being held at PNHQ. The practice of developing different scenarios that require variations in wing sizes places significant pressure on college staff. The reality is that most policing jurisdictions have regular wing entry dates and / or confirmed wing sizes. Current recruit training is at its most efficient when it is run in blocks of 20, as this matches the capacity of the practical aspects of recruit training such as driver training and firearms training (e.g. there are 20 butts in the firearms range). To introduce a wing that is not in multiples of 20 is inefficient in terms of Instructor time.

One option to manage applicants who might require additional effort and support in the training environment is to limit the actual numbers of recruits entering the college who are close to the minimum academic entry criteria. This could be done by setting a limit on the number of recruits who can go into each wing who obtained entry scores within a set range of the minimum threshold. This type of approach, however, would be akin to taking a "blunt axe"

to the problem. Many recruits who score lowly in the pre-entry environment begin to do considerably better once they settle into college life and apply themselves to the course requirements. Therefore, this approach is not recommended at this stage. Better communication between district recruiters and college staff should be able to help overcome some of the issues discussed.

Auckland recruiting staff have recently introduced an additional step for some ESOL applicants who may struggle with the English language elements of the recruit training course. Whilst there has been no formal evaluation of the effectiveness of this assessment, the view of the recruiting staff is that it is proving to be a worthwhile indicator for both the applicant and the recruiting staff as to how they will manage the study and training programme at the RNZPC. As the recruit training course is a once only process, it is in the applicant's best interest to enter the college environment knowing the strengths and weaknesses of their English language skills. The assessment may also help potential applicants by causing them to defer entry to the college, thereby enabling them improve the identified weaknesses. It is considered that other district recruiting staff may similarly benefit from conducting the test and a report is being prepared for the PEC to consider expanding its use. As most ESOL students are processed through the Auckland recruiting office, geographical expansion will only marginally increase the number of applicants being tested under this process.

For those students who find elements of the recruit course demanding there is no easy answer. It is a pass / fail course and there is every indication the public expect it to be so. There is real additional pressure on the training staff brought about by even small numbers of recruits requiring extra assistance during their training. The previous section recommends an additional officer be assigned to the Initial Training Group to assist in conducting tutorial programmes with a focus on ESOL recruits. This would provide a welcome respite to the Instructors.

The question as to whether the recruitment and the recruit training environment is selecting and training applicants who have the best fit to community needs cannot be empirically answered by this report. Instead it is noted that there is no current test of, or process that captures the public's (customer) input into desired attributes and competencies of a constable, and then links this understanding back to our recruitment and training processes.

Having said this there is no doubt that the current recruiting and training environment provides a reasonably good fit to meeting the needs of the community in a generalist sense but the question remains whether more could be done if Police engaged in specialist targeting of certain skill sets amongst potential applicants to fulfil specialist roles. It is possible that exploring opportunities to better match a constable to the target audience could result in quite a different look to the recruitment and initial training processes. Some elements of the existing recruitment and training will always remain relevant to all sworn staff, however many other parts could be specifically tuned to meet quite specific needs, such as specialist community roles, specialist investigative roles and so forth. However even under such an arrangement it is anticipated that the majority of staff would still be recruited to fill roles such

as patrol and emergency response. The review of recruit training previously recommended could research this issue fully and be the more appropriate catalyst for any changes.

## **Recommendations**

### ***Policy and Procedures***

35. All groups involved in recruitment and recruit training should collaborate more during the recruitment and initial training processes.
36. Consideration should be given to expanding to all districts the ESOL test which is currently conducted as part of the recruitment process in some areas.

## OPPORTUNITIES FOR MORE COORDINATED DEVELOPMENT OF ONGOING TRAINING AND EDUCATION

### *Coordinating General Training and Professional Development*

The main responsibility for coordinating the ongoing training of all Police staff rests with the Crime and Safety Training Group, with supporting training in staff safety being provided by SSTT officers located in the District Training Groups.

Resources for SSTT staffing have been discussed in a previous section with a recommendation about the potential staff numbers needed to meet the current training policy. There is another issue with respect to SSTT training that is also reflected in the wider structural arrangements within the Crime and Safety Training Group. That issue is how to understand and meet the needs of the organisation as the demand for specialisation and specialist knowledge increases to enable effective policing responses. Quite simply, as the international body of knowledge about policing issues grows, in order to be as effective as possible the organisation needs to be able to absorb this information and apply it appropriately to the New Zealand context.

At present the structural arrangements within the TSC are determined largely by grouping training according to the chronological career of an officer. This means there is an initial training period for recruits (Initial Training Group) followed by this the post probationary training (Crime and Safety Training Group). Other groups are established to cater for promotion training (Leadership, Management and Command Training Group) and the ongoing safety training required for staff involved in operational situations (e.g. SSTT).

As previously noted, currently around 2,200 training positions are provided at the college on specialist topics each year. The annual calendar of training courses to be offered uses the previous year's calendar as a start point. An assessment is then conducted as to which courses were fully subscribed and whether more of these need to be conducted, and likewise assessing those courses that were undersubscribed and determining whether a reduction is warranted.

Engagement with business owners in relation to individual topic areas is part of the process of determining the annual programme. Naturally business owners generally have a vested interest in pushing their particular course, so it can be reasonably challenging exercise to determine which courses should be promoted onto the college calendar. Sometimes matters such as the availability of course coordinators, the budget constraints of the business owner or whether a course has been designed or not can determine whether one is conducted. There is not a process that formally considers the organisation's strategic need, nor is there an information system available that enables the collation and presentation of information that determines course demand from staff.

Meeting demands for courses in such an adhoc fashion results in imbalances and lack of alignment to organisational need. For example, at present RNZPC offers annually 358 positions on Intelligence Analysis Courses, 95 positions on Motorcycle Courses yet only 40 positions on Community Constable Courses.

The key issue is how to move the organisation from a position of providing a suite of training courses to one which has a stronger academic content to the quality of teaching so it is both a training environment ("do as instructed") as well as an environment that is more enquiring (searching out answers or potential answers to policing problems and aligning the teaching with the best possible material available in the international context). This new environment also needs to be more closely aligned to and responsive to the needs of staff, as well as one that understands and assists the organisation in meeting its strategic vision.

### ***Opportunities for Development***

A number of levers will need to be engaged to reach the goals of improving the academic standing of course effectiveness and ensuring the best possible fit of training to the strategic needs of the organisation. These will include:

a) *Increased investment in research*

It has been noted previously that a good deal can be achieved by coordinating existing research that is being undertaken by Police staff, especially staff undertaking internal and external exams aligned with promotion courses. In addition coordinating research by external researchers undertaking post graduate studies would add further quality to the body of evidence that can be used to support policy development and optimise decision making.

Although coordination of existing internal and external research will be a good first step, ultimately the academic standing of any training institution partially relies on the ability of that institution to deliver quality original research allied to its teaching programme. New Zealand Police is in a unique position within the domestic environment as being the premier facility that can deliver applied policing research.

b) *Improving the content of Training*

Development of frameworks that ensure course development and delivery meets set standards will also be critical. The Training Development Group has made some good recent advances in establishing more robust practices in this regard, however this unit is under resourced to take the organisation forward in any profound way. Some good examples of the variety of the work being conducted in this regard is the new approach currently being considered for CIB training and the development of the desk file for course coordinators.



Considerably more work needs to be done than the current Training Development Group staff are able to accommodate and this situation would only be exacerbated if the optimum state was sought immediately (i.e. all training delivered was required to have undergone robust development, delivery and moderation processes). Ultimately, more resources will need to be directed into training development roles. However, this investment is better held in abeyance until any necessary structural changes around the training groups and overall directorship of the training groups have been implemented. A delay would also ensure the refreshed Professional Development Strategy was available, as elements of this strategy may have resource implications.

c) *The continued focus of developing quality trainers*

At present a number of courses are delivered by staff who are topic experts in a particular field. Whilst this practice generally meets requirements it needs to be recognised that because a staff member holds specialist knowledge does not necessarily mean they are the best at passing on that knowledge or otherwise instructing staff.

Police have recently invested in an allowance to be paid to existing training staff who obtain a level 4 National Certificate in Adult Education and Training. An incremental allowance will be paid to training staff new to the TSC to build them up to this level. This is an excellent move and will assist in lifting the instructing capability of the college based trainers. Consideration will need to be given to how appropriate teaching skills can be encouraged amongst non college resident Instructors. The development of existing and future trainers can occur through a mixture of personal development of current trainers and targeted recruitment of other experienced trainers and educators.

d) *Greater alignment of training provision to Police's strategic direction*

Greater alignment of training provision to Police's strategic direction can be enabled in two ways:

- Policing can be broadly divided into three service response areas: community based policing responses, the patrol and incident responses and general investigation responses. Structural realignment of the college training groups into these main service delivery outputs would mean there would be a more direct linkage between the training and the business groups present in districts and PNHQ. It would also align training groups to more precise coverage of core business processes. There would be clearer lines of communication between business process owners and the relevant training group responsible for training

provision. Better communication will result in improved alignment of training to risk and improvements in the agility of the organisation to better meet staff requirements.

Other existing groups would remain; these include the Initial Training Group and the Leadership, Management and Command Training Group. Previous recommendations cover resourcing issues within these groups.

Consideration can be given to moving the probationary officer training into the recommended patrol and emergency management group. This would enable the recruit training group to retain a focus on instruction at the college. Since a sizeable proportion of the staff involved in patrol and incident response are also on the probationary constables' programme it is a good fit for this part of training to reside here. A recruit and probationer curriculum training group would provide oversight of this aspect of officer training. Decisions on the types of training and training placement can be made through this process.

The group most affected by the structural change would be the Crime and Safety Training Group. Any resource implications from bolstering the quality and quantity of the training being delivered from the new groupings should be held until the appointment of an overall director of training. (See page 67 for further discussion)

- An improvement in the linkages between training service groups and business strategic planning is required. Major shifts in strategic direction do not occur frequently. The last three Police strategic plans have had a operational life of around five years. There may be smaller adaptations required as any strategic programme rolls out and the relevant training groups need to understand and, where appropriate, reflect these changes within the broad training programme.

Training programmes needing to be implemented may also arise as a result of PEC or PEM papers or major projects. Although there is an onus on business owners and sponsors of executive decision making papers to maintain close contact with the TSC, at times some matters may not be actioned or actioned in the timeframes envisaged. This is partly because of the actual number of issues involving training coming forward, and the many different processes that may give rise to training implications. It is recommended that a more formal process be adopted within the TSC to ensure all decisions impacting on training are monitored and formally reported back to the Training Governance Committee (TGC).

e) *Conferences and Seminars*

The regular holding of research seminars and conferences (e.g. Ngakia Kia Puawai, 2006 Research Symposium), invitation lecturers, and sponsorship of research prizes is an excellent way to lift the profile of the college as well as raise the profile of evidence based policing interventions as a real part of how Police conducts its business. It is acknowledged, however, that this type of activity is very resource intensive.

As outlined above, the improvements sought in academic rigour and strategic alignment will not come from structural change alone. Structural change should be nonetheless regarded as a good first step from which a number of the other change levers can be managed. For example, structural change will provide the right environment and a catalyst for improved focus on core business processes, greater engagement with business owners, acknowledgement and reflection of Police's overall strategic direction, and commencement of a programme of enhancing the academic capability of the various faculties.

In the longer term, should a review of recruit training determine that there are other options for recruitment and training, then a training environment that was structured around the core business groupings of service delivery might be well placed to accommodate this change. For example, should it be determined that there was to be a targeted recruitment and training for community roles, then the Initial Training Group could focus on abbreviated initial training before moving the recruit through to the Community Services faculty for delivery of the basic community course.

## **Recommendations**

### ***Policy and Procedures***

37. Current RNZPC groups involved in providing ongoing education and training to all Police staff should realign to a structure that fits the business focus of the organisation. This would include:
  - 37.1. Community Policing Group
  - 37.2. Patrol and Incident Management Group
  - 37.3. Investigations Group
38. Setting the annual college training calendar should involve a more formal assessment of the business and strategic requirements of the organisation going forward.
39. The TSC should maintain a register of all executive decisions involving training, and report progress against this register to the TGC.

40. PEC and PEM paper templates should have a compulsory heading entitled *Training Implications*, which is the responsibility of the National Training Manager to complete in all instances.

41. The TSC should strengthen links with the PNHQ Strategic Planning Group and other relevant business owners and adopts a more formal process for giving effect to the *Police Strategic Plan*.

#### ***Resources***

42. The desire to improve the academic quality of the teaching programme will require management, teaching, research and training development resource over the longer term. This programme of development should be carefully mapped out to ensure that there is incremental, coordinated and sustainable development across all these elements.

## DISTINCTION BETWEEN POLICY DEVELOPMENT AND TRAINING DEVELOPMENT AND DELIVERY

### *Police Policy Environment and Connection to Training Development and Delivery*

The Police policy environment operates in a distributed structure. The central Policy Group is slowly building capacity, however its work largely concentrates on wider government policy development as it relates to policing issues. Internal policy is developed within the various business units at PNHQ and service centres.

Policy capability and capacity within these business units varies. In relation to training matters one key group that has very limited strategic policy capacity is HR. Originally organisation development work as it impacted on training as well as training development advice, was conducted by the training development section located at PNHQ within HR. The Training Development Group was relocated to the police college in the mid 1990s to improve the connectedness between training developers and the delivery staff.

However another organisational restructure in the late 1990s saw training being moved into a service centre structure, which included the separation of all training services from the wider HR group into a separate entity in its own right. Other changes included a re-focussing by HR to be more process orientated, i.e. a focus on recruitment and appointment matters. In this new environment HR strategic development is conducted on a project basis with resources being seconded from other groups or diverted from existing HR duties to enable a work programme to proceed.

Whilst this approach is efficient in terms of strategic work, it has meant there is no resource assigned to ongoing review and collaboration on processes and systems already in place. A consequence of this is that HR and the TSC have grown apart. The TSC, in attempting to fill some of the shortfall in policy development, has used its own resources to undertake work that might, historically, have been the domain of the HR Group.

The issue of confusing policy development with training delivery is not restricted to the HR and TSC relationship. It exists throughout other business groups and service centres within the wider organisation.

The SSTT environment in particular is a case study worth examining. TSC staff have been heavily involved in designing the policy and training environment for both firearms training and other staff safety training. It is easy to see how this situation has developed, in that the organisation's long term expertise in these fields is resident with staff at the RNZPC. It is natural for business owners to default to this experience and allow the staff at the college to become intimately involved in designing the policy aspects of this topic area.

There is a good case, however, for recognising that policy development needs to remain with the business owner and that training development and delivery rests with the

TSC. This model ensures that training follows policy development rather than actually determining policy development. If Instructors and other TSC staff are intimately involved in managing the policy then the risk is that the policy is designed to fit within existing capacity and capability, or it is designed without any connection to the wider strategic needs of the organisation. The policy development environment at PNHQ is the most appropriate place for the wider organisational needs to be considered and interwoven into any training related recommendations. The other risk of involving training staff too heavily in policy development is that it takes them away from their core business; that of management and delivery of training.

The Training Development Group (TDG) is often frustrated by the lack of engagement by business owners on matters that require a training input. One downside of having an organisation that has personnel in constant movement into and out of positions is that a certain amount of re-educating staff on the proper processes for interfacing with the TDG and re-building relationships is required. The TDG has a fully committed training development programme and requires advanced warning of pending projects so that it can be appropriately scheduled. When business owners are considering matters that have a training component they need to ensure that resources required to develop the training are appropriately assessed. This then enables the TDG to outsource any training development that it is unable to accommodate. It would be useful if the processes by which a project manager can interface with the TDG was incorporated into any planning guide documentation.

Despite this there have been some very successful projects where there has been early and full engagement with the TDG, and the resulting training delivered was timely and well received. The recent electronic bail project (2006) is one example.

### ***Opportunities for Development***

The HR service centre lacks strategic policy capability and in the absence of specific resourcing has adopted an approach of meeting policy needs on a project-by-project basis. One result of this approach is the lack of good ongoing connections into the TSC. A schism is created by having physical as well as policy separation of the HR environment from the TSC. The next two years will be a critical period for the TSC as the management team go about designing and implementing a range of new initiatives. Many of these projects will require close governance to ensure that opportunities are maximised. A balance will need to be established to ensure the TSC has a reasonable degree of flexibility to get things done, but also ensure that Police's wider senior executive are well engaged. The projects that are either in progress or planned to commence involve promotion, professional development, leadership development, recruit training and district training. In essence there is every likelihood that many, if not all, areas of training and professional development of both new and existing staff will be impacted in some way. It is recommended that, as well as normal project governance procedures, consideration be given to having as strong a connection as possible between the National Manager Training role and the Commissioners. The potential change programme will demand a considerable time commitment from the National Manager Training's

supervisor, both in close oversight of implementation on behalf of the Commissioners, as well as fostering and connecting to other members of the senior executive team.

Although not a focus of this review, benefits would be derived if the HR group had further strategic policy capacity. An alternative is to build this capacity with the expanded Policy Group at PNHQ. If the HR group were able to grow a strategic policy capability then this would provide for clearer alignment to the TSC strategic development unit (proposed in this study) as well as the TDG.

TSC management are well aware of the risks of failure to conduct appropriate planning around training issues in any project implementation documentation. Historically they have attempted to accommodate business owners and projects that failed to have a sufficient level of engagement or timely engagement on training matters. This accommodation of poor planning does come at a cost however. As well as the frustration of the college staff and disruption to the training development calendar there are the real risks that the training developed and delivered under haste might not meet organisational and staff requirements.

The issue of the TSC becoming involved in policy development requires the TSC to be more resilient to requests to undertake such work. It also requires national managers to understand their responsibilities to develop policy and to fulfil their part in the process. It is likely that the new process chart framework being developed by the Policing Development Group will assist in defining ownership and accountabilities in this regard.

TDG resources (6/7 training developers) are fully committed. Lack of available resource to conduct proper training development results in some business owners undertaking their own development without a great deal of connect to the TDG, if any. All training development needs to be coordinated through a single point to ensure consistency and completeness of the products. It is probable that in the medium term additional TDG resources will be required to give it greater capacity to fulfil its functions. Resource investment should be appropriately phased within a wider strategic plan for development of the TSC.

It is also noted that the recommendations made previously about PEM or PEC training decisions will assist the process of coordinating activities across business groups and the TSC (see Recommendations 39 and 40).

## **Recommendations**

### ***Policy and Procedures***

43. Because of the potential of the high volume and important nature of the workload within the TSC work programme over the next two years, the reporting lines of the National Manager Training should be scrutinised to enable both close managerial oversight, as well as prompt and connected executive decision making.
44. The TSC should not be involved in leading policy development and should be more resilient to resisting requests to undertake this function.
45. Business owners of should have stronger engagement loops with TSC staff, particularly with the TDG (a process likely to be assisted by training groups better aligning to business functions).

### ***Resources***

46. Investment over time should be made to build the strategic policy capability within the HR group.



## OVERBURDENED TSC MANAGEMENT STRUCTURE AND OTHER RESOURCING ISSUES

### *TSC Structure*

The current management structure within the TSC is very flat. There are a total of 17 direct reports to the National Manager. Whilst the ability of the current manager to accommodate the workload is admirable the reporting structure should operate as a best fit for organisational need rather than be designed around any one individual's capacity.

The risk of having flat structures is that senior managers become weighed down in day-to-day issues, and as a consequence tend to lose oversight of a strategic development programme. Group managers may also not have the regularity of manager contact required to ensure timely decisions are made.

Previous discussion has also covered the need for better processes that determine the content and placement of training within the overall training framework. At the moment group managers tend to make training decisions within their own sphere of influence. The problem with this approach is that training may not be peppered potted to all of the areas in which it needs to be delivered. An good example is ethics training. At the moment we might deal with ethics training by developing a course and delivering it as part of a mandated training programme. The better approach would be to treat the need to instil ethical behaviour not as a single training issue but rather as a requirement to have ethics put into a wide range of training packages, and in this way it becomes ethics in training rather than training in ethics. Another example would be the training that is provided to recruits. The Initial Training Manager may well determine that a new topic needs to be delivered, and in the context of their tight programme a decision is made as to which training is dropped. A better approach would be to consider both the new and displaced training within the context of the total training environment.

Over recent time the TSC has introduced a number of new positions outside of the normal approval process. Whilst good cases may be able to be made for each of these roles, there is a risk that this type of growth predetermines subsequent resourcing decisions to be made by the Police Executive thereby potentially limiting the ability to balance strategic priorities across the organisation as a whole.

### *Opportunities for Development*

Previous discussion and recommendations cover the regrouping of the training groups based at the RNZPC into faculties or schools that better align to business need. The training groups currently existing for Initial Training and Leadership, Management and Command Training seem well structured and focused at present and it is recommended that they remain. The obvious variation is that the Leadership Management and Command should also take onboard the actual LDP being presently conducted within HR.

If all training groups were placed under the management of a Training Director it would have a number of benefits. These include:

a) *Reducing the National Manager span of control*

The creation of a Training Director position would remove all elements of training and training development and place under the one grouping. National Manager reports would drop from 17 to around 7 reports, depending on final configuration of those groups reporting to the Training Director, and how the reporting lines for business service areas such as finance and HR were managed.

b) *Improve connections between training groups*

Having a coordinating point between all the training groups would ensure decisions on training content and delivery mechanisms would be made within the overall training environment and not within individual training groups.

c) *Improving the academic strength of the teaching programme*

A well qualified academic leading the training groups would serve to lift the academic capability of the training groups and lead a programme of change that sees alignment in training design and delivery across all training media.

d) *Provide greater engagement with business owners and service centre managers*

The role would provide a more direct interface to business owners and service centre managers. Better communication will assist in progressing training issues and making decisions around training impacts of new policy.

In addition to the position of Training Director, consideration should be given to a position in the Training Commanders Group to manage a programme of strategic change and also act as a deputy for the National Manager Training. This could also involve a centralisation of staff primarily involved in the review and implementation of major projects into one group, e.g. the Policing Development Manager and the Strategic Development Manager.

*Other Resource Issues Which Need to be Addressed*

It is also observed that over recent years a number of additional positions (18) have been created within the TSC, funded from surplus personnel costs arising from vacancy churn. That is, any vacancy that is not filled immediately provides a surplus of funding that can be applied to other roles. The risk in this approach is that it requires careful management, and should the situation arise of all positions being filled at the same time, there would be insufficient budget to meet costs. This process also impacts the normal resource allocation

process for Police as a whole, where all new positions are considered by the Police Executive enabling competing priorities to be assessed within the wider strategic context.

These positions are detailed in a table at Appendix C together with recommendations regarding these positions. In summary, recommendations within this report advise on formalising five of these positions. Any increase in funding for these five positions should not be automatic but rather be considered in the context that the TSC has already been able to fund them from within existing baselines. The remaining 13 positions may also be required, however it is not recommended they be formally approved; rather, they be subject to further consideration dependent upon the outcomes of other studies. As an interim step, until the appropriate reviews have been concluded, it is recommended they be allowed to continue and be managed from within existing TSC personnel budget allocations.

## **Recommendations**

### ***Policy and Procedures***

47. A structural realignment of the TSC should be considered, aimed at reducing the number of direct reports to the National Manager Training and improving coordination and decision making.
48. A strategic programme implementation group should be established to coordinate and manage training projects within the TSC. Such a group would use existing resources within the TSC and would manage strategic change projects on a formal project basis.
49. Aside from the 18 positions outlined in Appendix C, the TSC should cease the practice of creating new positions from vacancy churn.

### ***Resources***

50. As part of the structural review, consideration should be given to establishing a new position of Training Director responsible for coordination and management of training. Processes should also be put in place to ensure that decisions in respect of training not delivered by groups under the direct control of the Training Director be coordinated through this office.
51. Further consideration should also be given to the benefits of appointing a Deputy for the National Manager Training, who would also be responsible for the implementation of a strategic change programme.

52. At least in the initial phases staff within the strategic programme implementation group should include:

52.1. Manager, this person would also be a Deputy National Training Manager (new position);

52.2. Strategic Development Manager (existing position);

52.3. Policing Development Manager (existing position);

52.4. Policy and Planning Coordinator (existing position), and

52.5. Training Development Officer: Evaluation (existing position).

Chapter  
**4**  
CONCLUSION

#### TERMS OF REFERENCE

The Terms of Reference (listed at Appendix A) contain specific questions that were required to be addressed by this study. Whilst the body of the discussion in this report is directly related to addressing these questions, it is also considered beneficial to have a short summary statement or type of results card. The questions are repeated here together with a very brief statement that attempts to summarise the author's understanding of the present situation.

a) *Meeting the expectations of the Police Executive, districts and service centers*

The training environment has a mixed report card. Some things are being undertaken particularly well whilst other areas, such as district training, need considerable effort to bring them up-to-speed. Intended benefits of the proposed new district training regime programmed for commencement on 1 July 2007 will produce some improvements. Training needs to be able to cater for greater diversity, to have improved strategic alignment to the needs of the organisation, the service demands of the public and the needs of staff.

b) *Operating governance and management systems that enables it to meet the challenges of a changing and increasing complex policing environment*

Again this is a mixed report. Areas such as planning and performance reporting are being undertaken particularly well. The TSC produces some of the best documentation in these areas out of all the service centres and districts. The TGC and establishment of district training committees are all valuable recent contributors. However structural issues, insufficient capacity in critical areas and lack of communication between key groups, within and external to the TSC, impacts on its ability to produce well developed and implemented training that meets all requirements.

c) *Supporting the transition of recruit to probationary constable*

This area has undergone considerable advances in recent time. There are some opportunities to further align processes and support in the district context that will add value to recent investments.

d) *Appropriately structured and resourced*

Structural realignment to some of the TSC groups are recommended, as is a potential structural change to the management of training within PNHQ. A further 20 positions are recommended or recommended for confirmation within the TSC. Nine of these positions are new, with 11 already being funded from TSC vacancy churn or temporary and casual staff budgets. A further study on district and service centre training should be programmed for two years time. Should district training be restructured as recommended there is some opportunity for resources to be released for re-allocation. Some resource impacts may arise from recommended structural reviews of the faculties at the RNZPC and the need to build academic capability. A business study on the benefits of opening an annex to the RNZPC in Auckland is recommended.

e) *Maintaining an appropriate level of course and teaching quality and has systems in place to systematically identify improvement opportunities*

Recent changes to internal systems is providing for improved course development and delivery, especially in the specialist training arena. Work is progressing on bringing courses onto the NZQA framework, and this is regarded as key to building academic strength in the programmes and courses offered. More effort is required in introducing an effective Learning Management System and a focus on introducing e-learning will bring significant business benefits. In some arenas more evidence based training development would ensure training better meets requirements. Training decisions need to be taken in the wider context of all training opportunities and not on a group by group basis.

#### **CRITICAL SUCCESS FACTORS FOR TRAINING**

A number of the recommendations in this report are intertwined and implementation of some recommendations will have impacts beyond the specific topic area. For example, it is considered that the introduction of a practicing certificate in policing will have profound impacts in the regard that training is accorded at the district level, and the degree to which staff accept the need to undertake ongoing professional development. A review of recruit training and reorganisation of the college will lay the foundation for a markedly different face to Police over the longer term, and one which is better trained for the job at hand. A reworked promotion environment with a focus on operational skills of staff required for each rank will lead to increased manoeuvrability of staff through various roles, and greater assurance that staff with rank can perform operationally at that rank.

Success will have been achieved when:

- 1) District training is valued by staff, matched to individual need, timely, relevant and well delivered.
- 2) The recruitment, recruit training and probationary constables training programme is fully aligned to organisational and public need.

- 3) The promotions environment provides assurance that Police has well trained leaders who are able to be operationally deployed in accordance with rank held.
- 4) An ongoing LDP provides enhanced skill sets for all staff relevant to their role.
- 5) Decisions around training and training placement are evidence based and made within the total training framework.
- 6) Business owners of various police processes are well engaged in training decisions.
- 7) HR and Training groups are well coordinated in workforce planning decisions.

### **IMPLEMENTATION OF STRATEGIC WORK PROGRAMME**

As indicated at various points within this report, the TSC and HR groups already have a number of significant projects underway. Two of these projects are the Promotions Framework Review (TSC) and the Position Competency Framework Review (HR). The delivery of major projects is difficult for these groups in that they already have fully committed staff undertaking normal day-to-day business.

The delivery of major projects, particularly the currently planned work programme of the TSC as well as the adoption of any recommendations from this report, will require careful planning. A steady but managed programme of change rolled out over a number of years is recommended. An option worth consideration is to appoint a suitably qualified senior manager to lead the programme of strategic change in conjunction with the National Manager: Training. This position could also act as a Deputy to the National Manager.

It is noticed that the position of a Policing Development Manager is funded by surplus funding from within the personnel budget. It is agreed that this position is required but it is recommended that current resources that have a focus on planning and strategic development should be bought together into the one unit. As outlined in the previous section this would include, but not be restricted to; a strategic programme manager (new position that also acts as a Deputy to the National Manager: Training), the Strategic Development Manager, the Policing Development Manager, the Training Development Officer: Evaluation and the Planning and Policy Co-ordinator. The unit would retain project management of all key TSC change projects and run them on a formal project basis.

### **RESOURCE IMPLICATIONS SUMMARY**

The Terms of Reference for this study raise the question whether the TSC is adequately resourced. This study notes that those groups requiring additional support in the more immediate term are, in summary:

a) *Initial Training Group*

Recommended as receiving three more staff effective July 2007. Further resourcing will be dependent on the outcome of the recommended recruit training review and the business study on an Auckland facility.

b) *Leadership Management and Command Training Group*

Recommended as receiving four more staff (three new). Two positions effective July 2007 and two positions phased in over next 12 months. Note that one of these positions would be relocated from HR LDP.

c) *Training Commander's Group*

Recommended as receiving one further person to lead a programme of strategic change and also act as Deputy for the National Manager: Training;

A further new position of Training Director is also recommended. This position would oversee all training and also provide stronger governance around training decisions between new faculties arising from the structural review; and

It is recommended a position of Advisor- Ethnic Strategy be filled.

It is recognised that other requests for staffing increases have been made in respect of the TSC. For example, recent decisions by PEC have provided interim support for SSTT. There are other pressure points in other groups, however the question of further resourcing should more properly be examined as part of other recommendations contained within this study.

It is also noted that if the recommendation for districts to take up training delivery and the TSC only delivers training to these trainers, it would potentially free up to 13 positions for reallocation. In out years a review of the NAM, CAM and SAM structure might also provide for some resource reallocation.

This following table restates those recommendations within the body of the report that have a staff resource implication, and as such provides a ready reference for decisions that may have a funding impact for 2007. It also includes requests from existing papers submitted by the TSC in respect of resources and detailed in Appendices C, C2 and C3.



| Recommendation reference | Position  | Defer decision pending further work | Existing positions to be confirmed (no funding) | New positions created (funding required) |
|--------------------------|---|-------------------------------------|---|--|
| 10                       | In the longer term a structural review of the NAM, CAM and SAM should be undertaken, with a view to assessing the benefits of DTCs reporting directly to a national coordinator based at the RNZPC  | 1                                   |   |  |
| 12                       | A potential 18 additional resources should be flagged for SSTT training, in case the current firearms training policy review confirm their requirement. (note:- 13 have been temporarily assigned to districts and a further 5 are being funded from within TSC resources). | 18                                  |   |  |
| 20                       | Three additional staff should be assigned to the Initial Training Group to relieve pressure in areas such as recruit training, internal investigations, module updates and tutorial management with a focus on ESOL students.   |                                     |   | 3  |
| 21                       | The position of National Co-ordinator WPA should be formalised.   |                                     | 1   |  |
| 22                       | The previously approved position of Adviser - Ethnic Strategy should be filled.   |                                     |   | 1  |

| Recommendation reference | Position  | Defer decision pending further work | Existing positions to be confirmed (no funding) | New positions created (funding required) |
|--------------------------|---|-------------------------------------|---|--|
| 29                       | Four additional staff resources should be provided in the Leadership Management and Command Training Group to assist in qualifying course content review and accreditation development, conduct an increased number of courses and provide greater capacity to conduct RPL and RCC processes, provide increased supervision of promotion course participants to support the "pass / fail" elements of the course, and manage the LDP. Two resources should be placed in July 2007, with the remaining two to be phased in over 12 months to support the changes identified. |                                     | 1   | 3  |
| 50                       | As part of the structural review, consideration should be given to establishing a new position of Training Director responsible for coordination and management of training. Processes should also be put in place to ensure that decisions in respect of training not delivered by groups under the direct control of the Training Director be coordinated through this office.  |                                     |   | 1  |
| 52.1                     | Manager, this person would also be a Deputy National Training Manager (new position)  |                                     |   | 1  |
| 52.3                     | Policing Development Manager (existing position)  |                                     | 1   |  |
| 52.4                     | Policy and Planning Coordinator (existing position)   |                                     | 1   |  |

| Recommendation reference | Position  | Defer decision pending further work | Existing positions to be confirmed (no funding) | New positions created (funding required) |
|--------------------------|---|-------------------------------------|---|--|
| Appendix C               | Conversion Course coordinator                   | 1                                   |   |  |
| Appendix C               | Programmes Development Facilitator              |                                     | 1   |  |
| Appendix C               | Administrative Assistant - Training Development | 1                                   |   |  |
| Appendix C               | Technical Advisor SSTT                          | 1                                   |   |  |
| Appendix C               | SSTT Training Development Officers (3)          | 1                                   |   |  |
| Appendix C               | SSTT Administration Support                     | 1                                   |   |  |
| Appendix C               | General Training -Bay of Plenty                 | 1                                   |   |  |
| Appendix C               | Driver Training (tutorial)                      | 1                                   |   |  |
| Appendix C               | NCO Leadership Trainer (Auckland)               | 1                                   |   |  |
| Appendix C               | Workplace Wellbeing Coordinator                 | 1                                   |   |  |
| Appendix C               | Part time positions (2)                         | 2                                   |   |  |
| Appendix C2              | Intelligence Training Officer                   | 1                                   |   | 1  |

| Recommendation reference   | Position   | Defer decision pending further work | Existing positions to be confirmed (no funding) | New positions created (funding required) |
|----------------------------|--|-------------------------------------|---|--|
| Appendix C2 & Rec. 20      | ESOL specialist                                      |                                     |   |  |
| Appendix C2                | Puppy Development Office - Dog Training Centre       | 1                                   |   |  |
| Appendix C2                | Training Development Officer - Dog Training Centre   | 1                                   |   |  |
| Appendix C2                | Long Term Casual Staff (6)                           |                                     | 6 (up to)                                       |  |
| Appendix C2 & Rec. 29      | Sgt Leadership Management and Command Training Group |                                     |   | 1  |
| Appendix C2 & Rec. 20      | Sgt Recruit tutorial group                           |                                     |   | 1  |
| Appendix C3                | Staffing requirements from Promotions Review         |                                     |   | 1  |
| Appendix C3                | Implementation of Learning Management System         | 1                                   |   |  |
| Appendix C3 & Rec. 48 & 52 | Implementation of Commissioner's priorities          |                                     | 6 (up to)                                       | 1  |
|                            | <b>Total</b>   | <b>31</b>                           | <b>11 (up to)</b>                               | <b>9</b>                                 |

As can be seen from the table above (supplemented by Appendices C, C2 and C3) there are a number of positions that are either; currently funded by residual funding from within the vacancy churn; funded from temporary wages or; are seen as potential impacts in the future. Within these Appendices comment has been provided on each of the positions as to how to move forward for the 2007/08 financial year. Appendix C lists positions currently filled but not yet formally established within the Resource Allocation Target (RAT). Appendix C2 lists a further 13 positions which are sought by the TSC but are not yet in place. Appendix C3 gives a longer term view on potential resource impacts.

These appendices provide a useful window from the TSC perspective as to the likely resource demands now and moving forward.

Combining all recommendations from this report and those from the TSC as contained in the appendices, a total of nine positions are recommended as being funded as new money for the 2007/08 year. A further 11 positions are recommended as being considered for establishment by using existing funding within existing TSC baseline. A further 31 positions are recommended for deferral pending further work - this may be in the form of a more completed business case, a project plan or concluding a policy review. Within these 31 positions 26 are already funded on a temporary basis (e.g. firearms trainers).

It is recognised that in the long term the restructuring of the specialist training programme will result in further courses being provided and as such may require resourcing. Rather than estimate what this impact might be this issue is only flagged at this stage. As noted earlier in this report, there is some potential for refocusing existing courses, so not every new course would necessarily require an additional resource.



## APPENDIX A

### TERMS OF REFERENCE

October 2006

Terms of Reference - Review of the Training Service Centre

#### Purpose

1. This document is a terms of reference for a review of the Training Service Centre (TSC) commissioned by the Deputy Commissioner Resource Management.

#### Background and Alignment to Strategic Plan

2. The TSC has been operating in its current configuration for 7 years. During this time the New Zealand Police has grown in size by nearly 20% or 1,700 staff. The next three years are projected for further significant increases as the Police continue to recruit an additional 1,000 sworn staff and 250 non sworn support staff as signalled within the Government's coalition agreement.
3. As policing moves into the 21st century it is clear that there will be continued growth in the complexity of services sought by citizens and the general environment in which Police operate. The additional staff will enable Police to better meet public demand but an increase of the magnitude proposed provides opportunities for performance improvements right across the organisation. The challenge for Police is to both meet these complexity issues and take hold of the additional staff opportunities to position the organisation as a world class Police service.
4. The project is directly aligned to supporting the Police's recently released Strategic Plan to 2010 *Policing with Confidence, the New Zealand Way*. Within the outcome area; seeking to build *A world class Police service*, is the action area " *improving the capability of our people through sustainable delivery of training services, including the recruitment and training of 1250 extra people in policing.*"
5. During the past few years there have been occasional reviews on elements of the training environment, in addition to Performance Reports conducted by the Organisational Performance Group, but there has not been a review on the TSC as a whole<sup>1</sup>. It is further recognised that the training environment is also rapidly evolving with new training techniques and other opportunities being provided e.g. technology opportunities such as Learning Management Systems and e-learning. So it is within this background that the Commissioner's have agreed that a review of the TSC is timely to provide assurance that the training environment is well positioned to meet the current and anticipated needs of the organisation.

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<sup>1</sup> e.g. Performance Reports 03/04, 04/05, 05/06 Organisation Performance Group PNHQ, *A Review of the Royal New Zealand Police College and the Training Development Section* P Braithwaite and J Reilly, *Review of Police Structures* A Beckett, *Alternative models of Police Training* Training Development Group RNZPC, *Professional Development Strategy* (1999) RNZPC, *Review of Continuing Education* S Hinds,

## Objectives of the Review

6. The objectives of the review are to assess whether the TSC is strategically positioned to meet the demands of policing into the 21st century and in particular is:
- meeting the expectations of the Police Executive, districts and service centers;
  - operating governance and management systems that enables it to meet the challenges of a changing and increasing complex policing environment;
  - supporting the transition of recruit to probationary constable;
  - appropriately structured and resourced; and
  - maintaining an appropriate level of course and teaching quality and has systems in place to systematically identify improvement opportunities.

Consequent upon its assessment the review will:

- recommend any opportunities to improve performance or carry out its functions differently.



## APPENDIX B

### TRAINING PROCEDURES - RECRUITS AND PROBATIONERS

#### *United Kingdom*

##### a) *Recruit and Probationer Training - General*

There are 43 police forces and more than 126,000 police officers in England and Wales. Every new recruit goes through the same basic training programme, which lasts 15 weeks at a National Police Training Centre and is followed by further training on the job. Recruits are then on probation for two years before they become fully-fledged police officers. Training is in a number of stages. Recruits spend two weeks at their local force training centre, familiarising themselves with police procedures and with the law. There then follows a 15 week intensive residential course with continual assessment and exams. After this, trainees return to their force and are allocated an experienced tutor constable who guides them through the routines of police work. When considered suitable for independent patrol, they pass on to more advanced training. After two years probation they are required to attend further training locally before being appointed to the rank of constable.

##### b) *Recruit and Probationer Training - Detail (except the Metropolitan Police Service)*

The two-year probationer training programme is made up of a number of stages. There is some slight variation to length of the various stages between forces.

- Stage 1, delivered at home station, probationers: 1. Gain a basic understanding of the role of a police officer. 2. Learn how to deliver the best service to the public. Some forces extend this to segment five weeks.
- Stage 2 is based at the training centre and will take place over approximately 15 weeks. Here, the probationer will study the law and learn the core skills required to deal effectively and professionally with a range of operational incidents. Some forces deliver this portion in a shorter 12 weeks.
- Stage 3, over two weeks, consists of: 1. Accompanied patrol. 2. Learning about local procedures, priorities and the community.
- Stage 4, over approximately 10 weeks, the probationer is on patrol with a tutor putting prior learning into practice.
- Stage 5, over two weeks, considers the probationer's suitability for independent patrol through assessments.

- Stage 6, the final part of probation, ensures probationers core operational tasks in accordance with good practice. The probationer's performance is assessed in terms of competence, skills and knowledge.

c) *Recruit and Probationer Training - The Metropolitan Police Service*

The Metropolitan Police service offers slightly different training. New recruits spend 18 weeks at Hendon, the police training college in north London. This is followed by a 10-week street duties course where they are posted to a London borough to work with a trained tutor before moving to independent patrol. The following 18 months are spent on routine duties undertaking various internal assessments before qualifying as a fully-fledged police officer two years after the joining date.

d) *Community Support Officer Training*

The following programme description from Kent Police Force is typical of the CSO training programme around the UK. The first part CSO training involves a five-week classroom-based course. This is followed by local training at the police station where the CSO is to be based. CSOs are also required to pass a police driver training test. Before CSOs go on patrol they spend a minimum of two weeks with a mentor, who provides guidance and advice.

e) *Recent United Kingdom Changes for Recruits and Probationer Training*

A new programme for probationer constables (student officers) called the Initial Police Learning and Development Programme (IPLDP) was introduced on a trial basis in selected forces in 2005 with other forces to pickup the changes from April 2006. This sees a significant change in the training of new police officers. The changes, which see a move away from residential police training to in-force training, were recommended by Her Majesty's Inspectorate of Constabulary. The police minister and the Home Office have been pushing through the changes and providing support and finance.

Essentially the changes require the delivery of in-service training by various Universities or local colleges. Officers on completion of the programme, after two years, will have achieved a foundation degree in police studies, which awards the officers with a respected and recognised academic qualification.

Student officers are trained within their own force and, at times, within their own division, particularly for their community placements. One of the aims is to provide officers with a far greater understanding of the needs of their own local community in the area which they will ultimately be policing. The new training

programme is also designed to be more 'family friendly', particularly with officers being trained locally while living at home. It is hoped that the changes will also attract recruits who otherwise may not have applied.

Proponents of the system believe the whole programme offers a greater professionalism in the way recruits are trained, resulting in officers who will be more fit for the purpose.

## ***Australia***

### *Tasmania Recruit Training*

Trainees must complete a 32 week (approximately) course at the Tasmania Police Academy at Rokeby. Trainees are required to live in at the Academy from Monday to Friday. Generally the evenings are free for trainees to study or leave Academy grounds if desired. There are facilities for families to visit in the evenings, joining trainees for an evening meal. There are approximately three courses each year with 20 trainees in each. Trainees will participate in a camping experience, attachments to police stations and an insight into other specialised areas. Ongoing probationer training continues for a minimum of two years.

### *New South Wales Recruit Training*

Recruit training was restructured in 1997. There are three training and education pathways. Most recruits following a training course that covers six trimesters (2 years) where officers work towards obtaining a Diploma of Policing Practice awarded by Charles Sturt University for the NSW Police Service. Initial undergraduate training is 13 weeks full-time study at the Police College at Goulburn. Following this recruits undertake an 80 hour placement at their local station before returning for 14 weeks full time study at Goulburn. Only after these two sessions or trimesters are recruits considered for acceptance into the NSW Police. Trimesters 3, 4 and 5 are undertaken as a probationary constable on full-time posting to their local station. Recruits are expected to pay for Charles Sturt fees.

Study alternative include the ability for the first 13 week residence course to be replaced by two 14 week non resident distant education by way of part time study. Applicants who already have a degree course in a relative area may be eligible for advanced standing entry into the Associate Degree of Police Practice.

### *Australian Federal Police Recruit Training*

The AFP conducts two types of training programs, the Federal Police Development Program (FPDP) for new recruits. The FPDP is residential and is conducted at the AFP College in Barton, ACT. The second is the Federal Police Lateral Program (FPLP) for people with contemporary policing or related experience from other law enforcement agencies.

Depending on AFP needs and participant skills, the FPLP may either be residential in Barton, ACT or conducted in the State of deployment.

a) *Federal Police Development Program (FPDP)*

The FPDP is the training program for recruits without related experience. The initial program is approximately 20 weeks long and combines theory, the practical application of knowledge, team projects, individual research, simulations and mandatory physical fitness training, commonly referred to as PT. The training is competency based and involves regular feedback and assessment. On-the-job training may follow formal training or be alternated with course modules. This is generally conducted over a 12 month probationary period.

b) *Federal Police Lateral Program (FPLP)*

FPLP courses are specifically designed for people with current policing experience from State or Territory jurisdictions. Depending on the level of contemporary policing and other related experience, recruits undertake six weeks of residential or on-the-job training. An essential element of lateral courses is a 'skills audit' during which recruits receive comprehensive assessment of their firearms, officer safety and driving skills. The AFP uses the audit to make the most effective placements.

*Queensland Recruit Training*

Initial Service Training for Queensland police recruits extends over 18 months. It consists of the Police Recruit Operational Vocational Education (PROVE) program; and First Year Constable (FYC) program.

The PROVE program is conducted over approximately 29 weeks at the Queensland Police Service Academies (QPSA) in Brisbane and Townsville. Employment as a police recruit is on the basis of a 'Contract of Employment', the terms and conditions of which state that employment may be terminated at any time should a breach of any of the provisions of the contract be determined. The pay rate is 70% of a first year constable. Recruits generally do not live at the academy although accommodation is provided at a cost. After successfully completing the PROVE program recruits are 'inducted' as sworn officers. These Constables then become part of the FYC program where they receive further training and development on-the-job.

The FYC program is conducted over a 12-month period in the operational environment. Upon induction, a FYC is posted to a designated police station somewhere in Queensland under the supervision of the District Education and Training Officer for the duration of the program.

The programme begins with an 8-week mentor phase where the FYC is placed with an experienced officer to learn the basic competencies of general duties policing. At the completion of this phase, FYCs perform duties under general supervision for the remainder of the 12-month period. Throughout this program, FYCs develop and are assessed in specific competencies associated with general policing. On successful completion of the FYC program, constables are posted to a police station somewhere in Queensland. FYCs are not guaranteed postings to locations of their choice.

#### *Victoria Recruit Training*

Recruit training is for a period of 20 weeks at the Victoria Police Academy, Glen Waverley. To graduate as a Probationary Constable, recruits must qualify in all aspects of the training programme. It is not compulsory to live in at the Academy during training, however recruits residing within the Academy during their training period will be required to pay an establishment fee including meals and accommodation at \$410.00 per fortnight.

After graduation officers commence a two year probationary period as a Constable.

#### *South Australia Recruit Training*

##### a) *Constable Development Program*

For the first nine months recruits (called cadets) are based at the Police Academy at Taperoo doing the cadet training phase of the two-year Constable Development Program. During the first nine months there are two four week postings to local stations.

Graduates from the cadet training phase are then sworn in and become probationary constables and are posted to a metropolitan local service areas (LSAs) to work under the supervision of a field tutor for six months. Following this duty probationary constables may be posted to various locations throughout the state for another nine months. After your probationary period (a total of 15 months post graduation) officers are considered for permanent appointment to the rank of constable.

##### b) *Community constable (aboriginal)*

South Australia has a different programme for Community Constables. Community Constables have different recruitment and training programme from ordinary constables but it is still a nine month course of training at the Police Academy. Community constables don't have a period of probationary appointment, but the Commissioner can suspend or terminate the appointment of a community constable. Following graduation officers can continue to study and apply for promotion to become a senior community constable. Officers are recruited in their local community and are posted back to their local community upon graduation.

### *Northern Territory Recruit Training*

Recruits spend two years training, both in the classroom and as Probationary Constables throughout the Territory. On completion of their training, recruits receive a Diploma of Policing, which is recognised as a tertiary qualification and can lead to further higher education studies. Northern Territories also offers aboriginal community constable training. Trainee and Probationary constable assessment is divided into four phases of approximately six months each:

- Initial – The Induction Training is a 30-week course conducted at the NTPFES training college. This phase provides the initial induction and instruction into the NT Police Force.
- Primary – During the evaluation and on-the-job training phase, trainees participate in initial evaluation and receive essential on-the-job training delivered by a senior general duties patrol partner. This phase may also include some distance education assignments.
- Secondary – During this phase Probationary Constables continue gaining valuable experience whilst still being guided by a more experienced officer.
- Final Assessment Phase – During this phase Probationary Constables will be assessed directly against the national police core competencies and the additional NT specific job requirements. The trainee period may be extended by up to six months if, on advice, the Commissioner considers a further period is required for the Probationary Constable to meet core competencies.

Upon successful completion of the probationary period assessments, the Constable will be awarded a nationally recognised Diploma of Public Safety (Policing).

### *Western Australia Recruit Training*

Upon swearing in recruits receive 26 weeks of instruction on a non-residential basis. Specialist trainers from outside Police are engaged as required. The current recruit-training courses has recently been redesigned and accredited at a national level.

### *The Western Australia Police Cadet Traineeship Program*

The Western Australia Police Cadet Traineeship Program is about to commence a new recruitment process for previously underage applicants. Whereas interested people were previously required to wait until turning 19 years of age to become a police officer, the new Cadet Traineeship Program will offer successful applicants the opportunity to join the WA Police at 17 years of age. Applicants apply during their Year 12 level of schooling in Western Australia or equivalent elsewhere and if successful, commence the program in February of the following year. Following two years of training graduates are appointed as police officers at the age of 19.

During their two years of training Cadets are:

- Trained in the business studies, theoretical and practical elements of policing
- Introduced to a policing environment by working in a non operational capacity at various police stations and units
- Provided full-time employment and paid as a Trainee under the Traineeship provisions of the Public Service Award 1992 and the National Training Wage Award 2000.

The first intake of 10 Cadets (Traineeship) will commence in February 2007. It is planned to expand the number to 30 positions in each of the following years.

### **Canada**

#### *Royal Canadian Mounted Police Recruit Training*

Recruits attend the Cadet Training Program in Regina, Saskatchewan for 24 weeks of training. After graduation, officers are assigned to their initial posting where they are coached and mentored by experienced police officers as part of our Field Coaching Program.

#### *Ontario - Toronto Recruit Training*

Recruits receive a two-week orientation at the Service's C. O. Bick College, in Toronto, Recruits are then sent to the Ontario Police College in Aylmer for 12 weeks (Monday to Friday only). Recruits then report back to C.O. Bick for a further six weeks of training. Recruits are classified as Cadets-in-Training while attending both colleges.

Upon successful completion of courses at both colleges, recruits are sworn in as fourth class constables and assigned to a division or traffic unit. At the division a training officer works with the recruit for 10 weeks.

### **United States of America**

#### *New York Police Department Recruit Training*

Recruits spend six months training in the police academy. After that, graduates are assigned to one of the New York City precincts. Recruit training provides for 29 credits towards degree qualification (equivalent to two semesters).

#### a) *Police Cadet Scheme*

New York also offer a cadet scheme where cadet entrants undertake a four year degree course but work for Police during semester breaks. They are required to

maintain a specific grade average and must take first available entrance exam upon completion of college degree.

#### *New York State Recruit Training*

The Basic School for New York State Troopers consists of 26 weeks of training. Basic School training is residential; recruits are required to live at the Academy. Intakes range from 50 to more than 200 recruits, depending upon departmental needs and budgetary considerations. To graduate a recruit must successfully complete 1,095 hours of training provided by certified law enforcement professionals and members of the New York State Police.

#### *Texas Recruit Training*

Recruits attend the Victoria College Police Day Academy for a 16-week (652 hour), day program. Recruits can also attend via a night Academy. Night academy attendees take approximately 9 months to complete their course of tuition.

Upon completion of a respective course of study students will be eligible to take the appropriate Texas Commission on Law Enforcement Officer Standards and Education (TCLEOSE) examination to become a licensed peace officer or reserve officer in the State of Texas.

#### *San Francisco Recruit Training*

Following standard pre entry checks candidates selected begin a 28-week Academy as paid employees of San Francisco. These officers are termed as lateral entry candidates and are required to complete all examination components and the full Academy and FTO programs. However, lateral candidates receive recognition of prior learning for a recognised university certificate and in some situations are not required to take the written examination. Upon successful completion of the FTO program, candidates with a verified Intermediate or Advanced certificate may apply for a salary upgrade to full officer stats.

In addition a cadet scheme operates where younger staff can undertake college/university tuition in an accredited programme and in addition complete 20 hours a week in paid employment with the Police. This lifts to 40 hours a week paid employment during college vacations. Whilst working with the Police the cadet duties are conducted under supervision and include:

- Entry and retrieving information in Department computers.
- Maintain and file police reports.
- Issue vehicle releases.
- Answer public questions about Department policies and procedures.



- Direct traffic.
- Drive an unmarked police car to deliver documents.
- Performs other duties as required.

### ***Republic of Ireland Recruit Training***

Following a major examination of all training in the Garda Síochána a new two-year Student/Probationer Education/Training Programme was introduced for trainee Gardai in 1989. The course is two years in duration. In 1992 the Garda College was designated an Institute of Higher Education by the National Council for Education Awards (NCEA). The following year, the two year Student/Probationer Education/Training Programme was accredited by the N.C.E.A. with the Award of a National Diploma in Police Studies. A more recent initiative saw the development of a Bachelor of Arts (Police Management) Degree for Garda Officers of Superintendent rank upwards.

The current Student/Probationer Education/ Training and Development Programme consists of five separate but integrated phases that are conducted both at the Garda Síochána College, and at designated Garda training stations throughout the country. All students are expected to take responsibility for their own education and professional development. Students are attested on successful completion of 58 weeks and thereafter they become Probationer Gardai and remain on probation for a period of two years.

#### **a) Course Structure and Duration**

The Student/Probationer Education/Training and Development Programme is conducted over the following five separate but integrated phases.

| Phase | Title                             | Duration  | Location                    |
|-------|-----------------------------------|---|-----------------------------|
| I     | Primary Orientation Phase         | 20 weeks<br>Followed by two weeks<br>leave of absence | Garda College               |
| II    | Broad Experiential Learning Phase | 22 weeks<br>Followed by two weeks<br>leave of absence | Designated Training Station |
| III   | Competency Development Phase      | 12 weeks  | Garda College               |
|       |                                   | 4 weeks   | Designated Training Station |
| IV    | Deep Experiential Learning Phase  | 38 weeks  | Designated Training Station |
| V     | Professionalisation Phase         | 4 weeks   | Garda College               |

### ***Sweden Recruit Training***

The Swedish recruit Academy offers an educational program comparable to a university curriculum. The current course is the result of significant redesign work undertaken in 1998. Police training is currently offered at three places in Sweden; at the Police Academy at Sörentorp, just north of Stockholm, as well as at the universities of Umeå and Växjö where specially commissioned training and education programs are offered. Since 2002, a distance learning programme is also available.

It is estimated that as a result of increased investment in police for the next few years recruit training will increase to approximately 1,000 probationer students per year. The training consists of four terms full time studies and entitles students to financial aid. After passing police exams, the students undertake six months supervised on the job training at a police authority. Staff are able to apply for standard vacancies following this training.

In addition to training of probationers approximately 3,000 existing staff are provided additional training per annum. The Academy has 210 teaching and support staff.

a) *Further Education*

The Police Academy also provides courses for police officials in coordination with Stockholm and Uppsala Universities.

## APPENDIX C

### EXAMINATION OF CURRENT 18 UNFUNDED POSITIONS IN TSC

| No | Position Sought by TSC                          | Comments by TSC   | TSC risk analysis if position not funded   | This Study Recommends:-  |
|----|---|---|--|--|
| 1  | Policing Development Manager                    | Established to ensure that the TSC has a dedicated position taking a strategic approach in terms of the TSC relationship and alignment with the wider Police organisation.  | The TSC not keeping abreast of organisational developments and service delivery requirements.  | Some duplication with the existing Strategic Development Manager role. However over medium term a project manager role is required and should form part of the proposed programme implementation group. Any additional funding is subject to further analysis.             |
| 2  | Policy & Planning Co-ordinator                  | Established to develop and review TSC policies and to provide a centralised source of expertise in the preparation of business bids and proposals.  | Lack of professionalism and consistency in the preparation of documentation. Policies not being updated and reviewed in line with TSC organisational requirement.                    | Confirm and place position within the proposed programme implementation group but any additional funding is subject to further analysis.   |
| 3  | Conversion Course Logistics Officer             | Originally created in order to facilitate placement of a sworn staff member.<br><br>Position is required to support the Course Co-ordinator in the range of pre-course and course related tasks.                    | Lack of course preparation.<br><br>Day to day logistical and house-keeping issues would not be done efficiently (which would then compromise the quality delivery of the programme). | Do not confirm position in interim but allow status quo (i.e. no change to RAT). The requirement for any additional positions in faculties would be addressed either as part of the proposed faculty review project or as part of the proposed review on recruit training. |
| 4  | Programmes Development Facilitator              | Established to ensure that the Programmes development area kept pace with the significant increase in police staff undertaking promotional study.   | Service delivery would not meet demands and result in frustration with the TSC response.<br>This would impact on capability of the organisation.                                     | Confirm position but any additional funding is subject to further analysis.  |
| 5  | Administrative assistant – training development | Created in order to facilitate placement of a PNHQ staff member.<br>Position provides admin support to the Training development team and overload admin and course logistics support to the other areas of the TSC. | Admin burden would fall on Manager and other specialist roles within the team.   | Do not confirm position in interim but allow status quo (i.e. no change to RAT). The requirement for any additional positions in faculties would be addressed either as part of the proposed faculty review project or as part of the proposed review on recruit training. |

| No | Position Sought by TSC  | Comments by TSC   | TSC risk analysis if position not funded | This Study Recommends:-  |
|----|---|---|--|--|
| 6  | National Co-ordinator : Workplace Assessment                    | The TSC was not provided with a resource to co-ordinate the programme when it was first established.<br>This position is critical to the national consistency and effective co-ordination of the tertiary and workplace assessment probationary programmes. | Lack of co-ordination of the programme.  | Confirm position but any additional funding is subject to further analysis.  |
| 7  | Technical Adviser : SSTT (Defensive Tactics)                    | Essential in terms of supporting the ongoing development of the SSTT programme and alignment with operational need.   |  | Do not confirm position in interim but allow status quo (i.e. no change to RAT). The requirement for up to 18 SSTT additional positions at RNZPC and district training centre based would be addressed as part of the proposed policy review on firearms training. |
| 8  | SSTT Training Development Officer (Firearms)                    | Essential in terms of supporting the ongoing development of the SSTT programme and alignment with operational need.   |  | Do not confirm position in interim but allow status quo (i.e. no change to RAT). The requirement for up to 18 SSTT additional positions at RNZPC and district training centre based would be addressed as part of the proposed policy review on firearms training. |
| 9  | SSTT Training Development Officer (Audit and Quality Assurance) | Essential in terms of supporting the ongoing development and quality assurance of the SSTT programme and alignment with operational need.   |  | Do not confirm position in interim but allow status quo (i.e. no change to RAT). The requirement for up to 18 SSTT additional positions at RNZPC and district training centre based would be addressed as part of the proposed policy review on firearms training. |
| 10 | SSTT Training Development Officer (Defensive Tactics)           | Essential in terms of supporting the ongoing development of the SSTT programme and alignment with operational need.   |  | Do not confirm position in interim but allow status quo (i.e. no change to RAT). The requirement for up to 18 SSTT additional positions at RNZPC and district training centre based would be addressed as part of the proposed policy review on firearms training. |
| 11 | SSTT Administrative Support                                     | The SSTT programme was implemented without funding for administrative support.<br>This role is critical in terms of relieving the Manager of admin and reporting functions.   |  | Do not confirm position in interim but allow status quo (i.e. no change to RAT). The requirement for up to 18 SSTT additional positions at RNZPC and district training centre based would be addressed as part of the proposed policy review on firearms training. |

| No      | Position Sought by TSC                        | Comments by TSC   | TSC risk analysis if position not funded  | This Study Recommends:-  |
|---------|---|---|---|--|
| 12      | General Trainer – Bay of Plenty               | The TSC has never been resourced for a trainer position in Bay of Plenty. The Waikato trainer had essentially been covering this district. The workload and travel became overly burdensome for this member.  | Lack of service delivery to the District.   | Do not confirm position but allow status quo (i.e. no change to RAT). The requirement for this position can be considered as part of the proposed review on district training resources.   |
| 13      | Driver trainer (Tutorial)                     | This position will ensure that the TSC maintain the capability to appropriately manage and support those recruits who are entering training at a lower level of driving skill. Ensures alignment with the recruit tutorial programme.   | Lack of consistency in terms of process and tutorial support.   | Do not confirm position in interim but allow status quo (i.e. no change to RAT). The requirement for any additional positions in faculties would be addressed either as part of the proposed faculty review project or as part of the proposed review on recruit training. |
| 14      | NCO Leadership Trainer (Auckland)             | Established to develop capability of the TSC to respond to the Auckland districts growing requirement for leadership and supervision and promotional courses.   | TSC not meeting Auckland's training needs.  | Do not confirm position but allow status quo (i.e. no change to RAT). The requirement for this position can be considered as part of the proposed review on district training resources.   |
| 15      | Workplace Wellbeing Co-ordinator              | Established to improve the management of recruits who are experiencing difficulty with any aspect of training by having a central co-ordination point.<br><br>Also has responsibility for RNZPC staff training and education (professional distance, ethics, harassment etc). | Lack of co-ordination amongst various groups involved in recruit management.<br>Resulting in inefficiencies and a reactive approach.<br>Lack of timely training in mandated areas to RNZPC staff. | Do not confirm position in interim but allow status quo (i.e. no change to RAT). The requirement for any additional positions in faculties would be addressed either as part of the proposed faculty review project or as part of the proposed review on recruit training. |
| 16      | Professional Standards Officer                | Established to ensure there is a central co-ordination point for internal investigations and other professional standards matters arising.  | Unmanageable workload on other staff within the TSC.<br>Lack of consistency in management and monitoring of investigations.   | Confirm position but any additional funding is subject to further analysis.  |
| 17 & 18 | Combined resource allocation across positions | The TSC currently have a number of part time staff who are working increased hours to meet the increase demand for administrative support.  | Workload would fall on Managers or other positions within the various groups.   | Do not confirm position in interim but allow status quo (i.e. no change to RAT). The requirement for any additional positions in faculties would be addressed either as part of the proposed faculty review project or as part of the proposed review on recruit training. |



## APPENDIX C2

### EXAMINATION OF FUTURE RESOURCING REQUIREMENTS - DEFINED BUT NOT INTRODUCED BY TSC TO DATE

| No | Position Sought by TSC                             | Comments by TSC   | TSC risk analysis if position not funded  | This Study Recommends:-  |
|----|--|---|---|--|
| 19 | Intelligence Training Co-ordinator                 | Position required to develop new intelligence curriculum framework as set out in PEC briefing paper OP/06/01 Intelligence Development - CRG Update  | The TSC not being able to meet the training demand in light of the proposed development of the intelligence function within the organisation. | Do not approve at this time. Await structural review of faculty arrangement and better alignment between courses being offered and strategic need of organisation. It is noted that existing resources are providing the capacity to deliver over 350 intelligence training course positions annually. |
| 20 | ESOL Specialist                                    | Position required to establish and lead an ESOL advisor group, professionally develop Instructors, in-class support of Instructors and recruits, review of teaching materials to incorporate a range of ESOL teaching and learning strategies, oversight of transition of recruits to districts and development of guidelines for supervisors in districts etc. | ESOL recruits will continue to struggle in the current environment. Lack of consistency in terms of process and tutorial support.             | Supported. This paper has recommended an additional tutorial support in the initial training group with a focus on ESOL students.  |
| 21 | Puppy Development Office - Dog Training Centre     | Position required to enhance breeding capability and support puppy development in line with the Dog Training Centre strategic direction to 2010.  | Slow progress with breeding lines and inability to keep up with competing demands will result in frustration with the TSC response.           | This study has no recommendation on this proposal. To progress further it is recommended a business case be submitted by the Dog Training School for consideration.  |
| 22 | Training Development Officer - Dog Training Centre | Essential in terms of supporting the ongoing development of the Dog Training programme ensuring that training keeps pace with developments and are fully aligned with operational need.   | Service delivery would not meet demands and result in frustration with the TSC response. This would impact on capability of the organisation. | This study has no recommendation on this proposal. To progress further it is recommended a business case be submitted by the Dog Training School for consideration.  |

| No | Position Sought by TSC                      | Comments by TSC   | TSC risk analysis if position not funded  | This Study Recommends:-  |
|----|---|---|---|--|
| 23 | Community Constables - Course Co-ordinator  | Position required to support organisational initiative to increase Community Constables by 250 over the next two years.   | Service delivery would not meet demands and result in frustration with the TSC response. This would impact on organisational capability.                | Not recommended as being formally established at this stage. Resource implications from the structural change of dividing the RNZPC into faculties, including a Community Faculty, would be the appropriate point to consider this request. There is no doubt that the establishment of this faculty and the need to provide further community courses will drive a requirement for additional resource. |
| 24 | Long Term Casual Staff x 6                  | The TSC has 5 Admin and 1 SSTT part time casual staff who are long term. We are in reality employing them in an ongoing capacity but due to lack of resource allocation we are compromising ourselves by employing under casual or temp contracts. They are mostly part time but working regular ongoing hours. | The organisation is compromised by employing staff under casual or temp contracts that are in reality permanent staff and should be recognised as such. | All long term temporary staff should be bought onto permanent staff with commensurate increase in RAT. There should be no increase in personnel funding as the costs of these staff are already accommodated within the temps and casual budgets.  |
| 25 | Sgt - Leadership Management & Command Group | Need for additional Sgt due to current excess workload. Requires formal analysis rather than anecdotal.   | Workload would fall on Managers or other positions within the various groups. So response to RPL requests etc.  | Supported. This paper recommends a staffing increase in the Leadership, Management and Command Training Group for this role.   |
| 26 | Sgt - Recruit Tutorial Group                | Need for additional Sgt due to current excess workload. Requires formal analysis rather than anecdotal.   | Workload would fall on Managers or other positions within the various groups. So response to RPL requests etc.  | Supported. This paper recommends a resource in the initial training group to assist with curriculum update. This role could also act as a relief short term trainer as required.   |



## APPENDIX C3

### EXAMINATION OF FUTURE RESOURCING REQUIREMENTS - NOT YET FULLY DEFINED BY TSC

| Initiative   | Comments by TSC   | TSC risk analysis if initiative not resourced  | This Study Recommends:-  |
|--|---|--|--|
| Promotions Review  | The Promotions Review commenced on Sept 06. The project is well underway with the first decision paper presented to NM: T&PD during April 07. This project is linked to the Commissioners Priorities 20 & 21 and has resourcing implications not currently undefined. | The TSC not being able to deliver on the Commissioners Priorities 20 & 21.   | It is noted in this study that the promotions review outcome will significantly change the face of the promotions and qualifications course environment. However there are already significant pressures in this arena. It is recommended that 3 new resources be progressively injected in the 07/08 year.                          |
| The development of a Learning Management System and E-learning | The development of a Learning Management System will require additional resourcing to enable timely completion of the project. Resourcing requirements not yet defined as tools not yet selected.   | Project will encounter delays due to resourcing constraints.   | Resource impacts are noted and would form part of the LMS Business Case. There are potentially other options to data load into LMS other than a centralised process managed by TSC.  |
| Commissioners Priorities 20 & 21                               | The implementation of the Commissioners Priorities 20 & 21 will require additional resourcing to enable the programme of work to progress in a timely way and ensure that the project does not get high jacked by the business as usual workload of the TSC.          | The TSC not being able to deliver on the Commissioners Priorities 20 & 21.   | Preliminary structural change can be achieved with minimal resource injection. However over the medium term there will be a need to build academic capability but this resource injection needs to take place in an environment of quantifying and qualifying the training needs and alignment to organisations strategic direction. |
| Auckland Annex   | The purpose of an Auckland Annex is yet to be defined. Should the project progress to the next stage additional resources will be necessary to scope the requirements to ensure the facility is fit for purpose.  | Project will encounter delays due to resourcing constraints.   | This study recommends a business benefits study be conducted. Such a study will need to be funded.   |
| Records Retention & Disposal                                   | Implementation of the Public Records Act 2004, the Retention and Disposal Schedule for NZP records and the intention to lift the moratorium on disposal of records signal a significant project for the TSC with ongoing resourcing implications.                     | Project will encounter delays due to resourcing constraints. The organisation is compromised by TSC failing to comply with the Public Records Act. | This impact can be determined as part of a project plan developed around implementation of the new records environment.  |



## APPENDIX D

### TERMS AND ABBREVIATIONS

|       |   |
|-------|---|
| AOS   | - Armed Offenders Squad   |
| AMCOS | - Auckland Metro Crime and Operations Support   |
| CAM   | - Central Area Manager  |
| CIB   | - Criminal Investigation Branch   |
| CSI   | - Competency Service Increment  |
| DTC   | - District Training Coordinator   |
| DTP   | - District Training Plan  |
| ESOL  | - English as a Second Language  |
| FTO   | - Field Training Officer  |
| HRSC  | - Human Resources Service Centre  |
| ITSC  | - Information and Technology Service Centre   |
| ITP   | - Individual Training Plan  |
| LDP   | - Leadership Development Programme  |
| NAM   | - Northern Area Manager   |
| NCO   | - Non-commissioned officer  |
| NTP   | - National Training Plan  |
| NZQA  | - New Zealand Qualifications Authority  |
| OPG   | - Organisation Performance Group  |
| PEC   | - Police Executive Committee  |
| PEM   | - Police Executive Management meeting   |
| PNHQ  | - Police National Headquarters  |
| RAT   | - Resource Allocation Target  |
| RNZPC | - Royal New Zealand Police College  |
| RCC   | - Recognition of Current Competency   |
| RPL   | - Recognition of Prior Learning   |
| SAM   | - Southern Area Manager   |
| SCOPE | - Surroundings, Conditions/descriptions, Organisation, People/prospects, & Effects/education training |
| SSTT  | - Staff Safety Tactical Training  |
| STG   | - Special Tactics Group   |
| TDG   | - Training Development Group  |
| TGC   | - Training Governance Committee   |
| TMS   | - Training Management System  |
| TNA   | - Training Needs Analysis   |
| TSC   | - Training Service Centre   |
| VIP   | - Very Important Person   |
| WPA   | - Work Place Assessor   |

