Organisational Assurance Group

Assurance Services Report

"Promoting excellence in governance"

Review of District Training

November 2009

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1 Summary of Observations

1.1 Introduction

A great deal of interest has been generated in this review due to the association with the Training Service Centre's[1] XCED Programme.   The XCED Programme proposes significant changes to TSC's structure and services.   As a result, there is the need to clarify why the review was done, and what information will be presented in this report.

Selecting Organisational Assurance Group (OAG) review topics

Review topics are selected through an independent risk assessment. However, business groups may request that particular areas of their business activities be reviewed. District training was identified as an area requiring review by OAG and TSC.

Purpose of Organisational Assurance Group (OAG) reviews

Although business groups can request that particular topics are included on the OAG work plan, the review process remains independent from the direction and interests of the business group. The main purpose of OAG reviews is to provide the Commissioner with an independent assessment of different aspects of Police business. For this reason, the focus of the work, timelines, and findings are not driven by individual Police business groups.[2] Independence of the OAG group from the interests of business groups ensures risks and issues are raised.

Timing and scope of the review

The TSC requested that the review be brought forward on the OAG work plan to contribute information to the XCED Programme document and TSC planning. However, the Review of District Training document does not outline a new structure for district training.

The scope of this review broadly covers several aspects of district training and how they are interrelated in their functions. This review does not provide an in-depth assessment of each aspect of district training. What the review focuses on are the key issues across the bigger picture of district training. In some cases suggestions are made about structures and roles. These are only suggestions as the wider structure that district training will be a part of has not been finalised, and how the new approach will function in practice is still to be determined.

The aim was for the findings to be provided in a timely way to provide information for decision making. This means that some detailed information that was considered during this review is not included in this report. In some cases, a more focused review may be recommended in particular areas because the scope of work required is beyond the capacity of the current review.

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[1] TSC

[2] Scheduled thematic reviews like district training generally take three months to complete. However, the length of the review is dependent on what information comes to light during the review process, and the time required to analyse the information.

1.2 Objectives

The objectives of the review were to:

- provide a description of the organisational structures and functions that exist to develop, support, deliver and evaluate district based training

- assess the governance and management systems in place to support effective development, support, and delivery of district based training including the area of 'quality' and how evaluation is used to support development

- consider avenues for enhancing district training in the future.[3]

1.3 Conclusions

Due to the broad scope of the review, as well as the widespread variation that exists across district training, it was necessary to present the review findings in a generalised manner and as high level findings. Although there are many facets to district training, e.g. CIB, SSTT, general training, the different areas are affected by similar issues related to the organisational structure that supports training. Where specific issues exist in relation to one area they are highlighted in the report.

Improving training

TSC staff in districts and at RNZPC show a passion for training, and demonstrate flexibility and resourcefulness in working within the organisational constraints of the current environment. In many cases groups and individuals within the TSC are working to advance training through improvements in development, delivery and general service.   Unfortunately, these actions, which could provide benefits for the wider TSC group and the organisation, can go largely unrecognised.

TSC staff are working in isolation rather than as a cohesive unit where knowledge and experience can be shared to improve NZ Police training. Promoting improvements in training is driven by individuals rather than through use of established processes for reviewing and improving training.

Managing planning and delivery of training

Essentially, districts and district training staff are left managing the impacts of training on the district rather than effectively planning and delivering training within an organised structure. A lack of supportive structures and processes means TSC planning, development and delivery activities are largely uncoordinated.

District training, as the delivery arm of training for NZ Police, depends on relationships and good will to function rather than supporting TSC structures and effective processes. This is not sufficient to support effective functioning of TSC. When relationships are

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[3] The review focuses on training occurring under the responsibility of area training managers, as depicted by the relevant organisational charts – specialist training, and comms centre training are not covered in this review.

working well, problems may be minimal. However, when effective working relationships and goodwill do not exist there can be a complete breakdown in training delivery.

The current organisational structure and management systems of TSC are deficient and significantly impact on the basic elements of delivering training including:

- effective planning for national requirements for training
- effective planning for delivery in districts
- delivering quality training
- effective oversight of training delivery
- TSC ability to effectively evaluate or review training.

Proposed changes to NZ Police training

The extensive change proposed by the XCED Programme is necessary to address the significant issues that exist with district training. Minor changes to the current structure and some processes are unlikely to provide an adequate response to the issues.. The findings of this review suggest that XCED is moving in the right direction.

Main problems with district training and opportunities for improvement

The main issues associated with district training are outlined in the table below with key opportunities for addressing those issues. The points should not be read in isolation as they are interrelated.

Main problems with district training	Key opportunities for improvement
• an insufficient number of TSC trainers to deliver general and SSTT[4] training • lack of options in training delivery methods	• investing in adequate number of skilled trainers to meet delivery requirements • using a variety of methods for delivering training so there is less reliance on classroom sessions (e.g. incorporating e-learning)
• poor planning and processes at the national level to control the volume and type of 'training' flowing to districts • insufficient involvement of PNHQ groups with planning the national training requirements	• better differentiation between training and information needs • longer term approach to planning • consolidated planning including integrating PNHQ training needs for PEC sign off of national training
• disconnection between service delivery in districts and management and development at RNZPC, and a structure that reinforces the isolation of district TSC staff • ineffective oversight by TSC • culture of ineffective performance management for SSTT	• a structure that supports better integration of district training and TSC activities • creating formal lines of communication between TSC work groups • reducing layers of TSC management in districts and RNZPC • greater transparency in reporting lines and relationships • senior managers and managers actively promote and support performance management, PIPs, Code of Conduct processes
• no regular reviews or evaluation of training to guide decision making about development, delivery and strategic direction	• ensuring adequate resources for all phases of review (collection, analysis, and reporting) • identifying roles that will be primarily responsible for reviewing training • establishing standardised processes to guide review activities & support effective use of findings.

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[4] Staff Safety Tactical Training

Challenges and opportunities around implementing changes to training

In this fiscal environment, there are significant challenges with implementing the extensive changes proposed in the XCED Programme, and in this *Review of District Training*. In order to implement changes effectively the following suggestions are provided.

- Focus on achieving the basics of training delivery as a first priority – for example, achieving consistency in training delivery by establishing a stable pool of trainers or means of consistent delivery; reviewing training delivery including implementing scheduled reviews of SSTT delivery. These activities are critical because they impact on TSC's ability to effectively monitor, review and make decisions about training.

- Consider staged implementation where possible to avoid doing too much, too soon, with too little resource – otherwise there is the risk that similar issues will be recreated in the new structure. One opportunity to stage implementation is using a review approach rather than a full-blown evaluation methodology in the early stages of change – this would require less resource and provide for faster assessments of training.

- Consider opportunities for easing pressure on delivery – for example developing alternative methods of delivery, improved control of volume from the national planning level, and better differentiation between training and information needs. Where possible link to other organisational initiatives aimed at improving how knowledge and information needs are communicated to staff.

TSC progress on improvements to training

A number of TSC projects that are associated with the XCED Programme are underway. These projects may address some of the issues identified in this review.   Links to those projects are not made within this report as there was not enough time during the review to consider TSC projects.

1.4 Key observations

Key observations are based on the common themes that emerged from focus groups, surveys and interviews, and review of district training documentation.

Positive findings

1. A new approach to planning national training requirements has been developed by TSC that should, over time, significantly improve the national planning process. Improvements would be achieved through better integration of district and PNHQ workgroups, longer term planning, and use of training needs analysis (TNA) and reviews to guide decision making. Improvements at the national process would flow through to development, delivery and ultimately service to staff receiving training.

2. PeopleSoft presents the opportunity for TSC to collect a wealth of information about how training is delivered, and the training needs of staff. The PeopleSoft system could be used as a tool for streamlining TSC service delivery and increasing efficiency of training delivery, while increasing understanding about

how to facilitate interactions with staff (e.g. understanding where and when staff actually access training).

3. The level of change suggested by the XCED Programme signals an opportunity to review the approach to FTOs, and consider the benefits that could be attained through formalising the processes around field training, and reviewing alternative approaches to training recruits – including reducing time at RNZPC and incorporating more formal on the job training. Work being done with FTOs in Auckland District can provide information about this approach.

4. The Auckland firearms range at Penrose has recently developed a clearly documented process for seconding district staff to deliver SSTT training. If the TSC continues to rely on districts to provide training staff the Auckland process may prove useful for wider training delivery through:

   - improving the quality of district candidates to deliver training
   - reducing disruption to district work
   - ensuring TSC's ability to manage the quality of delivery.

Key areas of concern
Based on the current environment a number of areas of concern have been highlighted.

Performance management
1. There is a culture of ineffective performance management within SSTT that evidently extends to TSC senior managers. The impacts of ineffective performance management within SSTT include:

   - trainers that continue to disregard nationally mandated SSTT requirements
   - changes to district training structure to resolve issues.

   Lack of compliance with nationally mandated SSTT presents safety issues for staff in training and the public.

Quality and skill of trainers
2. Without sufficient TSC trainer numbers to meet delivery demand Police's ability to deliver consistent training and effectively monitor, and assess that training is unattainable. Currently district staff deliver the bulk of training. Opportunities for selecting preferred trainers from districts to ensure quality training delivery is constrained by districts' inability to plan to release district staff for training and the impact of operational requirements on availability of preferred trainers.

Communication and relationships
3. A disjointed TSC structure based on layers of management in districts and at the national level hampers effective and efficient resolution of issues and impedes communication between district staff and relevant TSC workgroups based at RNZPC.

Training development
4. Training delivery requirements are unmanageable in the current environment; adherence to requirements would significantly increase the costs of district training. A more flexible approach to development is required to meet the realities of the delivery environment and alter the perception of districts about the ability of TSC to meet the needs of the district.

1.5 Summary of recommendations

District structures and functions

Number of TSC trainer positions in districts

Rec. 1 - p. 15	Training Service Centre should invest in an adequate number of trainers to meet delivery requirements for mandatory and cyclic training. The number of trainers required may be influenced by: • offering alternative methods of training delivery (e.g. e-learning) • formalising the process of 'borrowing' district staff through secondments • ensuring general trainers provide training in a variety of topic areas • using external providers for specialised topics • moving SSTT trainer positions from RNZPC to district positions as recruit numbers drop.

Division between district and national TSC staff

Rec. 2 - p. 18	Integrate district and national TSC activities to create more effective working relationships and reduce division within TSC. This could be achieved by creating formal channels of communication between district training positions and relevant workgroups at the national level.

Accountability and transparency in reporting lines

Rec. 3 - p. 19	TSC should reduce the layers of management between district staff and relevant TSC workgroups based at RNZPC to facilitate effective and efficient resolution of issues, and communication between relevant workgroups and district staff.

Performance management

Rec. 4 - p. 20	TSC senior managers should proactively promote the benefits of performance management (including PIPs) with TSC staff and highlight the importance of effective management and supervision to providing quality services now and within the new structure of TSC.

Overview of district training roles

Area Training Managers

Rec. 5 - p. 21	Consolidate the three area manager positions into a single position based at the national level to: • eliminate duplication of area managers' efforts • provide more consistency in management of district training • improve the national view of resources for district training • facilitate more effective communication between districts and TSC management.

Trainer: Delivery and Development (General Trainers)	
Rec. 6 - p. 27	TSC should consider how the general trainer role can be developed to offer a range of training to provide greater efficiencies in how training is delivered.
SSTT Trainers and supervisors	
Rec. 7 - p. 29	a) Career progression and professional development opportunities should be introduced to the SSTT trainer role to combat fatigue due to lack of stimulation in the role. b) Due to the significant issues that are evident with only a limited review of SSTT delivery, a full review of SSTT should be undertaken – findings of past reviews by SSTT and this review of district training should help guide the scope of the review. Other conditions include: • the review team should include, or be led by, individuals independent of TSC • an appropriate sponsor for the review should be sought outside TSC • the report should be provided directly to the sponsor.
Computer Trainers	
Rec. 8 - p. 31	A TNA of the current computer training needs of Police employees should be conducted before investing in a solution to computer training.

Planning training

National training requirements	
Rec. 9 - p. 35	a) Ensure the improved planning process for national training requirements incorporates the district TNA, evaluation and assessment of courses and training, and district and national manager feedback proposed by TSC by setting (realistic) deadlines for this work. b) In the short term, consider how categories of training may be enhanced to identify training that is actually an information requirement rather than training – and thus what options besides classroom work are available to deliver it.
Planning for training delivery in districts	
Rec. 10 - p. 37	a) While changes are made to improve national planning, in the short term, every effort should be made to improve planning timeframes for national approval of planning, and national development so that districts are able to plan for the training year.

Rec. 10 cont'd	b) Any changes to the function of coordinating and planning delivery should carefully take into account the web of interrelated activities that occur within districts to plan, coordinate and deliver training. c) The development of an annual district TNA should be driven by TSC at the national level to ensure a standardised approach is used across districts.

Facilitating training in districts

Training attendance

Rec. 11 - p. 41	Extend PeopleSoft capability so that adequate information can be collected and processed to streamline TSC service delivery.

Record keeping

Rec. 12 - p. 42	a) TSC should standardise record keeping and data management within TSC to allow easy review of training information and improved oversight of training activities. A mapping process should be used to ensure the products meet the varied needs of TSC workgroups. b) Consider national use of TSC record keeping and data management templates so that training information (including district initiatives) can be easily shared and reviewed across the organisation, and accountability for resource decisions around training can be established.

Resources

Rec. 13 - p. 43	a) A stock take of Police owned, and external venues is recommended to determine the actual gap between what current venues provide and what is required to meet basic standards in venues. b) TSC should consider long term opportunities to improve the standard and availability of Police training venues, including developing and sharing training venues with other service organizations. c) A stock take of actual vehicle requirements for training is recommended to ensure a fair use of vehicles between districts and TSC.

Ensuring quality of training

Quality of trainers

Rec. 14 - p.46	a) If reliance on district trainers continues, TSC should adopt a formal process for seconding district staff to deliver training to allow districts to plan for staff losses and avoid adhoc use of district staff.
	b) Formal assessment of TSC trainers should be introduced by TSC alongside opportunities for developing training skills to improve the skills of trainers.

Compliance with delivery requirements

Rec. 15 - p. 49	TSC should, as a matter of urgency, introduce a review function for SSTT training delivery (including district owned M3 training) to ensure adherence to nationally mandated training. The role should be:
	• independent from SSTT development and delivery due to historical relationship issues
	• compliance focused.

Training development

Rec. 16 - p. 52	a) Establish a process to ease collaboration of PNHQ workgroups and RNZPC for research and development and determine who is primarily responsible for research and development.
	b) National development should be more flexible to cater to different audience needs and meet the realities of the delivery environment.
	c) TSC should support more consistent and efficient development nationally by establishing a library of training packages for national use.

Reviewing training

Rec. 17 - p. 55	a) TSC should aim for consistency in training delivery to enable effective review of training to support decisions around development, delivery, and strategic direction.
	b) To ensure review activities occur, TSC should provide adequate resources for all phases of review (collection, analysis, and reporting) and clearly identify the roles that will be primarily responsible for reviewing training.
	c) Whether review activities occur in districts or at the national level TSC should establish standardised processes to guide review activities and support effective use of findings.

2 Detailed Observations

2.1 District training structures and functions

2.1.1   Number of TSC trainer positions in districts

Recommendation 1
Training Service Centre should invest in an adequate number of trainers to meet delivery requirements for mandatory and cyclic training. The number of trainers required may be influenced by:
- offering alternative methods of training delivery (e.g. e-learning)
- formalising the process of 'borrowing' district staff through secondments
- ensuring general trainers provide training in a variety of topic areas
- using external providers for specialised topics
- moving SSTT trainer positions from RNZPC to district positions as recruit numbers drop.

TSC does not have adequate trainers to provide an effective delivery arm
There is an insufficient number of training positions to provide an effective delivery arm for district training.[5] As a result, district staff are required to deliver annually mandated training, and cyclic training, as well as training demands originating directly from PNHQ workgroups.

A review of the current structure shows that nine of the thirteen districts are unable to meet basic delivery requirements for annually mandated training without heavy or complete reliance on district staff to deliver training. For example, the table below shows the distribution of present general trainer numbers to the number of constables per district.[6] The pressure on districts to provide trainers is clearly seen in Auckland and Counties Manukau districts.[7]

District	Constables	Trainer/Dev	Computer	Other[8]	Admin
Canterbury	865	4	0		
Counties Manukau	855	1	0		
Wellington	827	2	0	TLO	1
Waitemata	762	0	1		
Auckland	738	0	1		
Central	692	1	1		PT
Bay of Plenty	626	1	0		
Waikato	619	0	1		
Southern	589	3	0		
Eastern	421	2	0	PT	Casual
Northland	329	0	1		
Tasman	320	1	0		
AMCOS	239	0	0		

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[5] The distribution of trainers is also inequitable. However, rearranging the distribution of trainers will not address the issue of insufficient trainer positions overall.
[6] Constable RATs are used because the bulk of training is provided to this group.
[7] The trainer for Counties Manukau is shared with AMCOS, effectively making the ratio for Counties Manukau one trainer to 1094 constables.
[8] Training Liaison Officer (TLO); part-time (PT)

Quality of training suffers due to reliance on district trainers

The current structure has a significant impact on the standard of training that is provided due to the heavy reliance on district staff to deliver training. The skills, knowledge, and availability of trainers from districts impacts the quality of training delivery. Without sufficient trainers to meet delivery demands Police's ability to deliver consistent training and effectively monitor, and assess that training is unattainable. The impacts on training quality are discussed in detail in the *Section 2.4 Ensuring quality of training*.

Impacts on districts when they provide staff to deliver training

Districts are frustrated with the need to constantly supply staff for train the trainers. Districts observe:

- they can not effectively plan for releasing staff to act as trainers due to poor planning and development timeframes from the national level
- there is an inequity in training resources between districts where some districts are required to provide more staff more often to deliver training
- there is a lack of adequate resources for TSC to actually <u>deliver</u> training
- there is no consistency in training delivery from district staff
- arrangements for providing trainers can impact the district long term
- the ability to provide staff for training is influenced by operational requirements
- district staff are taken away from core functions to provide training.

In some cases districts have been consistently providing staff to deliver training over a period of years. Staff Safety Tactical Training is well recognised as having inadequate trainer numbers in many districts since its inception. For example, the Southern training area relies on districts in the following ways:

- 1 or 2 trainers have been provided everyday by the Tasman district to support SSTT training for the past 5 years
- in Canterbury one constable has been 'on loan' to SSTT for the past 5 years but the position is financed by the district
- Southern district provides one full time trainer to SSTT.

For PNHQ driven training initiatives the same heavy reliance on district staff is evident. For example, in one district 8 district staff are delivering training on a rotational basis over 25 weeks, with 2-4 staff delivering training at any one time. In another district, 2 district constables will deliver investigative interviewing full time for 30 months.

Some of the comments provided by district and area commanders, and managers about the need to provide trainers are:

> *...district vacancies impact on ability to deliver training as staff are required for operational work. Training has been delayed so staff can cover operational shortfalls...*

> *...train the trainers places undue demands on areas to provide trainers and does not provide consistent delivery of training packages...*

> *...TSC needs to provide and be resourced for an adequate level of trainers to <u>deliver</u> training...*

> *...train the trainer takes frontline NCOs away from their core function to train them to deliver training which should be done by TSC...*

Determining the number of trainer positions required in the current structure

In the current environment, where mandatory national training involves hours of face to face and classroom delivery, trainer numbers in better resourced districts could be used as a rough guide to the number of trainers that are required to meet basic training delivery requirements.

For example, in Southern, Central, Canterbury and Eastern where general trainer positions are better resourced, the ratio of trainers to constables averages 242 constables to one trainer. However, this provides only a very rough guide as the logistics of delivering training have not been considered. Other points to consider include:

- districts that are better resourced for trainers still make use of district trainers and secondments for SSTT training as outlined above
- SSTT requirements are likely to increase over the next 12 months with changes to firearms training requirements and introduction of Taser.

Opportunities for reducing the pressure on trainer numbers

If travel by district trainers is based on geography rather than district boundaries, as suggested in the XCED Programme, the number of training positions required per district may be reduced due to increasing efficiency of delivery.

Other options that may influence the number of required TSC trainers include:
- offering alternative methods of training delivery (e.g. e-learning, line up)
- formalising the process of 'borrowing' district staff through agreements through secondment agreements
- ensuring general trainers provide training in a variety of topic areas
- using external providers for specialised topics
- moving SSTT trainer positions from RNZPC to district positions as recruit numbers drop.[9]

Conclusions
- A key issue for improving the quality of Police training is to ensure a sufficient number of dedicated trainers are available to meet delivery requirements.

- Without sufficient TSC trainer numbers to meet delivery demand organisational ability to deliver consistent training and effectively monitor, and assess that training is unattainable.

- Districts are frustrated with the need to constantly supply staff to deliver training as this practice impacts on the consistency of training delivery and ability of districts to attend to core functions.

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[9] More information about these options is provided in relevant sections throughout the report.

2.1.2   Division between district and national TSC staff

Recommendation 2
Integrate district and national TSC activities to create more effective working relationships and reduce division within TSC.   This could be achieved by creating formal channels of communication between district training positions and relevant workgroups at the national level.

Current TSC structure hinders communication and working relationships
There are no formal communication channels between district training positions and relevant workgroups at the national level. This results in a lack of integration of district training activities with TSC workgroups at the national level, and contributes to an 'us and them' perception of the relationship on both sides. The current structure produces an environment where TSC staff are working in isolation rather than as a cohesive unit where knowledge and experience can be shared to produce effective training solutions.

Without formal communication channels and processes for linking district and national TSC activities:

- the 'us and them' perception between district and national TSC staff persists
- cooperation between TSC staff relies on relationships and 'who you know' - staff rely on relationships and who they know to progress work (e.g. consultation)
- opportunities to challenge inappropriate training solutions at the district and national level are strictly limited which impacts the resulting development and delivery
- district knowledge and experience remains in districts and is not effectively harnessed to produce wider benefits for the organisation.

Ineffective oversight by TSC at national level impacts relationships
A lack of adequate support and oversight from TSC reinforces the 'us and them' perception of the relationship, and strengthens the alignment of district training staff with the district. Lack of effective support and oversight is evidenced in, for example:

- inadequate resources (e.g. trainers, vehicles, venues)
- absence of fixed quality assurance reviews of service delivery
- planning at the national level without appropriate consultation with districts.[10]

Conclusions
- The quality of training solutions could be enhanced by formally integrating the activities of district and national TSC groups.

- An 'us and them' perspective of the relationship between district and national TSC hinders effective working relationships between relevant groups.

- Integrated activities would present opportunities for more effective oversight and support of service delivery by TSC.

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[10] Resources, quality assurance and consultation are addressed separately in later sections of this review.

2.1.3 Accountability and transparency in reporting lines

Recommendation 3
TSC should reduce the layers of management between district staff and relevant TSC workgroups based at RNZPC to facilitate effective and efficient resolution of issues, and communication between relevant workgroups and district staff.

A disjointed TSC structure obscures accountability and impedes communication
The structure that supports district training at the national and district level appears fragmented. Interactions between district staff and relevant workgroups at the national level are dependent on circuitous route of communication through layers of management in districts and at the national level. The structure results in:

- separation of responsibilities that makes it unclear who is ultimately responsible for resolving issues
- the risk that messages will not be complete when delivered, or they may not be delivered at all.

These issues relate to each workgroup. Examples are provided for SSTT and CIB structures.

Resolving issues and maintaining communication in current SSTT structure
Staff Safety Tactical Training at RNZPC is responsible for developing nationally mandated training. However, ensuring delivery is the responsibility of three area training managers. In this arrangement, the SSTT Manager has no direct control over the delivery of district SSTT training. Resolving issues depends on effective communication between three area managers and the SSTT Manager, and establishing effective working relationships between the four positions.

In the current environment the SSTT Manager or the area managers may choose not to deal with the issues associated with delivery. A separation of responsibility for delivery and development means issues can go unaddressed.   This is particularly true in the current environment where area managers are not held accountable for complying with nationally mandated programs through an established auditing and review process.

Resolving issues and maintaining communication in current CIB[11] training structure
CIB training in districts provides another example of separation of responsibility and a lack of transparency about how groups interact with each other. As for SSTT, CIB training delivery is managed through area managers in districts and there appears to be no links between CIB trainers in districts and the relevant RNZPC workgroup. The link between CIB trainers and the relevant RNZPC workgroup is even more circuitous than SSTT.   The official communication channel for CIB training involves three area training managers and the Deputy National Manager Training relaying information to the relevant workgroup at RNZPC.

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[11] Criminal Investigation Branch

Conclusions
- A disjointed TSC structure based on layers of management in districts and at the national level:
    - hampers effective and efficient resolution of issues
    - impedes communication between district staff and relevant TSC workgroups based at RNZPC.

2.1.4   Performance management

> **Recommendation 4**
> TSC senior managers should proactively promote the benefits of performance management (including PIPs) with TSC staff and highlight the importance of effective management and supervision to providing quality services now and within the new structure of TSC.

A culture of ineffective performance management exists within TSC
There is a history of SSTT district staff not delivering training packages in line with the nationally mandated program. This can clearly result in immediate safety concerns. A lack of compliance is widely known to occur, and has been reported on previously by SSTT RNZPC; however, over a number of years the issue has not been resolved. There is an apparent culture of ineffective performance management in relation to SSTT. It is not clear why the issue was not addressed by the senior managers as reports have been provided as far back as 2006 about the issues with non-compliance during SSTT delivery.[12]

Obtaining specific information from those who have been directly involved in the performance management process was difficult. However, one SSTT supervisor described how they had attempted to manage issues directly through the performance management process. They found that they did not have support from their direct manager to pursue the process and were essentially told to leave the issues and not deal with them.

The supervisor also found that HR was 'not willing to support the process' when it was evident that the outcome would result in a dismissal. It is not clear whether the perceived lack of support was due to an unwillingness to pursue the issue, or that HR was restrained in their actions or advice they could give due to historical issues with using the employment and criminal law approaches to manage staff performance and discipline - anecdotally there are well known issues with addressing performance issues under the old system. In the end the performance management issue was considered resolved when the staff member moved to another position in the organisation. During the review situations were described where either the supervisor or the staff member moved positions to resolve issues.

Potential impacts of the new Code of Conduct process[13]
In the example above, the supervisor described experiences with performance management before the introduction of the new Code of Conduct process. Other OAG reviews have found that staff have more faith that issues can be dealt with through the new process where they weren't effectively dealt with in the past. Perhaps the issues will be dealt with more effectively through the new process – the introduction of Employment Practice Managers (EPMs) is likely to facilitate this.

Nevertheless, the culture of ineffective performance management and lack of compliance with nationally mandated training will be hard to shift without the active involvement of supervisors and managers in backing performance management and improvement plans as issues with particular staff members are identified.

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[12] See *Section 2.4 Ensuring quality of training - Compliance with delivery requirements*.
[13] An OAG review of the Code of Conduct will be carried out in the second quarter of 2009/2010.

Ineffective performance management drives changes in TSC structure

A lack of effective performance management was evident with SSTT in districts where changes in reporting lines were driven by performance management issues.

In two districts SSTT trainers now report directly to the District Training Coordinator rather than to SSTT supervisors. This change was made to work around performance management issues associated with SSTT delivery. As a result, DTCs are supervising SSTT trainers as a pilot in those districts.

While changing the structure to work around performance management issues may address immediate concerns, it may lead to other concerns associated with a reactive change in structure and a movement of staff issues to other areas of the organisation.

Conclusions
- There is a culture of ineffective performance management within SSTT that evidently extends to TSC senior managers.

- The impacts of ineffective performance management within SSTT include:
  - trainers that continue to disregard nationally mandated training requirements
  - changes to district training structure to resolve issues.

- The new Code of Conduct process may result in more effective performance management as long as there is active involvement of supervisors and managers in implementing the process as prescribed.

2.1.5   Overview of district training roles

The functions of district training roles vary considerably. Variations are commonly a result of individuals' skills and particular interests, issues with coordinating training in particular districts due to resources and geography, and a lack of effective oversight and support by TSC at the national level. The core features of district training roles are outlined in this section with suggestions for improving district training, while incorporating proposed solutions from the XCED Programme document where possible.

2.1.5.1   Area training managers

Recommendation 5
Consolidate the three area manager positions into a single position based at the national level to:
- eliminate duplication of area managers' efforts
- provide more consistency in management of district training
- improve the national view of resources for district training
- facilitate more effective communication between districts and TSC management.

Impact of the current management structure on communication
The current management structure in districts contributes to a division between district staff and TSC management and workgroups. The dependence on area managers as the single point of (formal) contact between district staff and TSC management and workgroups:

- hampers communication between district and national TSC staff
- limits opportunities for developing productive working relationships between district staff and relevant groups at TSC national level
- further isolates district TSC employees when there is a breakdown in relationship with the area manager - as was evident in one training area during the review.

Need for regional area managers is questionable
There appears to be little need for direct and intensive management of district training staff by area managers. District Training Coordinators and CIB trainers operate independently with minimum direct management from area managers due to geography, skilled people in the DTC and CIB trainer roles, as well as poor relationships between the area manager and staff.

The development of District Training Steering Committees and the PeopleSoft booking and reporting system eases a number of coordination, oversight, and relationship issues historically associated with managing district training. Further to this, a number of core tasks of area managers are already effectively managed by the DTCs in their respective districts including:

- ensuring delivery of mandated and district based training
- reporting to districts on attendance rates to training
- negotiating for district training staff from districts
- championing training and uptake in the districts
- liaising with district and area commanders for district training staff – either directly or through trainers
- managing TSC training budgets for their respective districts.

In practice, the core features of the area training manager role are:

- dealing mostly with SSTT delivery issues and risks including personnel issues
- overseeing financial management of TSC training budgets by DTCs
- endeavouring to secure required resources for district training
- contributing weekly and monthly reports to TSC, and having monthly interactions with other area training managers at RNZPC
- attempting to provide TSC with a practical view of district needs which typically vary from those identified by RNZPC and workgroups based there
- ensuring district training reflects police values and strategic goals.

It is very likely that the area manager role could be conducted from the national level.

Potential responsibilities of district training manager in the new structure

The requirements of the area managers could be managed more efficiently at the national level, given the current capabilities of the DTCs and the proposed changes to reporting lines directly into schools. The three area manager positions could be combined into a single position which is based at the national level - embedded in national TSC management.

A single position overseeing district training:

- eliminates duplication of managers' efforts
- provides more consistency in management of district training
- results in improved national view of resources for district training
- facilitates more effective communication between districts and TSC management.

The new district training manager role could be responsible for ensuring quality of training and adherence to TSC aims, including ensuring evaluation and quality assurance is occurring. The key focus of the role should include:

- ensuring quality assurance and appropriate evaluation occurs
- appreciation of district delivery environment
- overseeing district budgets and allocating resources
- ensuring adequate resources for district training – and planning ahead
- promoting district issues and formally communicating with appropriate groups
- viewing service nationally to ensure effective and efficient delivery.

Conditions to support the success of a new district manager structure

To support a successful introduction of the district training manager role at the national level, the following supports must be in place:

- a consistent standard of DTC service delivery across districts or equivalent functions
- effective strategy for managing SSTT personnel issues so that the district training manager can focus on strategic management of district training
- reporting lines from district manager to, for example, the Academic Director to ensure transparency and accountability for product being delivered and those responsible for guiding quality and method of delivery of service
- adequate lines of communication between the district training manager, Academic Director, and relevant school positions to ensure
  - o formal input of district TNA to national planning
  - o formal links between delivery and development activities.

Due to the current issues with SSTT delivery and HR issues, more local management of SSTT personnel may be required in the short term. Though, this could probably be achieved with a single SSTT coordinator at the national level, in line with PPDP national coordinator structure. This role is described in more detail under *2.1.5.4 SSTT trainers and supervisors* later in this section.

Conclusions

- There is little need for the area manager roles due to the autonomy of district training staff – they do not require direct or intensive management within the district.

- Consolidating the area manager roles into a single position at the national level would be a more efficient approach to managing district training, and may provide opportunities to refocus the role to ensure evaluation and quality assurance activities are occurring in districts.

- For a national district training manager position to be effective a number of supports need to be in place including:
  o a consistent standard of DTC service or equivalent function
  o alternative means of managing SSTT personnel issues
  o clear reporting and communication lines between the national district training manager, districts and relevant TSC workgroups involved with quality assurance.

2.1.5.2   District training coordinators

This section describes the current functions of the DTC role and considers a number of options for how the DTC functions may fit within the new schools structure. There is such variation in DTC roles that it is difficult to provide a succinct report of functions. The reasons for variation are driven by differences in districts due to:

- TSC reporting lines
- distribution of TSC trainers
- logistics of delivering training (e.g. venues, travel)
- whether specific training needs have been identified within the district
- skills and interests of people in the role
- self initiated role development by DTCs
- lack of effective oversight by TSC at the national level.

Despite the variation core DTC responsibilities were consistent across districts.

Facilitating delivery and reporting attendance rates are core DTC functions
Flexibility, resourcefulness, and excellent relationship skills are key requirements to be effective in the DTC role. Within the current structure, DTCs have the key responsibility of coordinating training delivery. DTCs must:

- source venues across various training areas (sometimes in hand with trainers)
- negotiate with the district for trainers across various training areas
- coordinate schedules for the district (including SSTT, mandated, PNHQ, and district initiated training) across various training areas
- work within the TSC and district training budget
- often work with little lead in time between receiving and delivering packages
- work with little guidance or support from TSC.

Other core requirements include reporting on nationally mandated training attendance, and supervising anywhere from one to ten staff members who may provide computer, general and/or SSTT training.   District Training Coordinators also have a role in district training steering committees in each district, although the make up of the group and responsibilities of the DTCs vary across districts.

DTC role expansion to include SSTT supervision
Issues were raised by TSC staff about the current situation where DTCs in two districts are supervising SSTT staff. Although this may provide easier coordination of training in districts for DTCs, issues of DTCs' suitability to effectively supervise SSTT trainers is a question that requires further review.

Issues to consider if DTC positions are retained by TSC

Lack of effective TSC oversight stimulates variation in the DTC role
Variations in the DTC role across districts are shaped by district needs as well as the skills, interests, and backgrounds of people in the DTC roles. For example, DTC backgrounds range from administration to trainer and HR manager roles. The background of DTCs appears to drive the focus of their activities.

The lack of effective oversight by TSC means DTCs can engage in activities that are aligned with the district needs at the expense of TSC aims. DTC activities can also align with personal interests and skills which may not be associated with needs of the district

or TSC. Essentially, DTCs have minimum oversight from TSC (and the area training manager) that allows them to develop the role however they see fit.

Roles may be developed out of perceived necessity.   However, in many cases there is no reliable way to tell whether non-core activities are required, or that there are significant benefits to justify the time and money spent on the activities. As discussed in *Section 2.2 Planning training* and *Section 2.4 Ensuring quality of training,* comprehensive training needs analyses and evaluation are not carried out in most districts. The risk is that DTCs may spend considerable time on tasks that have limited usefulness or value to the district, and/or the organisation.[14]

DTC role clarity and consistency is required in the new district training structure
District Training Coordinators in a number of districts stated that they 'serve two masters' but believe their job is primarily to serve district training needs. A shift in perspective is required from DTCs so that they see themselves as part of the TSC rather than districts. This would only come with better integration of activities between districts and TSC, and with better oversight from TSC at the national level.

The current structure provides little guidance or support from TSC at the national level, driving DTCs towards service to district staff and management teams over TSC, and personal interests and skills. In order to meet the far-reaching aims of the XCED Programme, there needs to be more consistency in the DTC role and better integration of activities between districts and TSC. In the current structure, DTCs potentially have a key role to play in implementing XCED objectives.

In addition to current core responsibilities, in the new structure DTCs could:

- undertake quality assurance of training delivery
- review training including analysing data
- carry out comprehensive training needs analysis in the district
- collaborate on TSC package development as subject matter experts where appropriate
- provide advice to TSC on necessary delivery requirements for packages
- continue to participate in the District Training Steering Committee activities
- act as conduit for information flow between districts and TSC at the national level.

The success of the DTC activities in the new structure would be dependent on TSC providing:

- sufficient number of trainers to enable assessments of delivery
- better control of the volume of training through the national training steering committee
- a national approach to evaluation/review including consistency in evaluation forms, and data management (recording and processing), and sufficient support and advice from the national level
- set criterion and a process for training needs analysis
- a consultation process that includes district staff input to delivery requirements
- formalised opportunities for collaboration on package development

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[14] It is recognized that the opposite may also be true - DTC activities could be of benefit. The reverse issue is that good ideas and practice are not raised in a timely manner for the benefit of a wider audience.

- a process to enable district information from DTCs to be incorporated into the national training planning
- adequate oversight by TSC at the national level to ensure the processes are effective and TSC groups and districts are adhering to the processes (the national district training manager responsibility).

Issues to consider for a regional or centralised DTC function

In the current environment, a centralised or regional approach to the DTC function is unlikely to be practical or contribute to effective management of training delivery. If the function of the DTC, including potential functions, were to move to a centralised or regional role then there is the need to consider, for example:

- coordination of district training schedules across schools at RNZPC
- district requirements in scheduling (e.g. whether schedules are practical for facilitating staff attendance) - liaison with a district based position is likely to be required to assist with this
- ensuring sufficient resources are allocated for evaluation/review at the national level as DTCs would not carry out this function
- creating a process for effective sharing of information from districts training committees, and TNAs to the national level (e.g. via a national district training manager).

There is the risk that coordinating district training delivery from a regional or centralised level would result in a fixed programme of training rather than a flexible approach to training that appears to be the aim of the new structure. If scheduling and coordination does not run smoothly from a centralized or regional level, or in conjunction with district/area needs there is the potential for districts to view training as something that is being forced on them, rather than an improved approach to service.

Importance of a district based single point of contact

Centralising the DTC function, with no guarantee that districts would provide a similar district based role, appears to reduce the integration of districts and training, and opportunities to improve lines of communication between districts and national TSC. In the early stages of set up, the coordination/scheduling combined with a reduction in communication lines has the potential to create significant challenges to a successful outcome.

It is likely that an agreement needs to be reached with districts that they will provide a single point of contact in the district to assist with coordinating and scheduling training. An alternative approach is to consider how the current DTC positions can contribute most efficiently to the proposed national training approach. Gains can be made in this area by strengthening the configuration of the current role, and introducing more uniformity, and stronger links with TSC, as described earlier.

Issues to consider if DTC roles are taken over by districts

If core functions were maintained by DTCs who were district rather than TSC staff, TSC would retain even less control over the quality of delivery and the ability to manage any kind of evaluation or review of training. Essentially, the same issues with TSC's ability to manage the quality of delivery would be replicated and magnified in the new structure.

Conclusions

- The DTC core functions are central to facilitating delivery of district training. There are many options for how those core functions could be provided in the new structure. However, in each instance the following should be considered:

  o how communication will be strengthened with districts including to promote the profile of the new approach to training from the XCED Programme

  o the logistics of coordinating delivery of different topics, from different schools, across different locations, while working in with district staff ability to attend (otherwise attendance rates are likely to be impacted)

  o the importance of a single point of contact in districts to enable coordination and provide relationships with relevant groups, and local knowledge.

2.1.5.3   Trainer: Delivery and Development (general trainers)

> **Recommendations 6**
> TSC should consider how the general trainer role can be developed to provide a wider range of training to provide greater efficiencies in how training is delivered.

Examples of the variation in trainer responsibilities
There is significant variation in the district Trainer: Development and Delivery roles, also called general trainers. General trainers may for example:

- find and organise venues for training
- organise training times with OC stations and Area Commanders
- determine district and area training needs via supervisors and feedback from staff
- develop training based on informal assessment of training needs
- coordinate delivery of district training topics
- evaluate training via informal feedback or formal evaluation sheets
- spend 26 weeks a year travelling or do little travel
- are responsible for delivering training to only 126 staff as in Timaru or working with district staff to deliver to 1094 constables as in AMCOS and Auckland
- assist with SSTT training
- get people to training through liasing with senior staff in the areas
- focus primarily on one type of training (e.g. delivering computer training)
- deliver training on a range of topics (e.g. national mandatory training, district training with an operational focus, M3 training, and assist with SSTT training).

Benefits of having an experienced training team with a mix of skills
To run district training efficiently, a sound approach may be to ensure training teams covering a particular district or geographic area include a range of skills, knowledge and experience to deliver a variety of training. This arrangement exists in Southern District and they have found the benefits to be:

- less reliance on district staff to deliver training
- varied work experience for trainers to prevent boredom and develop organisational knowledge of staff, and provide development opportunities
- ability to interchange training staff to effectively meet delivery capability and flexibility to meet training demands.

By reviewing and categorising historical training topics, TSC may be able to identify the key areas of knowledge and experience trainers need to provide a wide range of training as a general trainer. Alternatively, Southern District may provide a template for the mix of basic skills, knowledge and experience that is required of a training team to cover a breadth of training topics.

Paybands must be flexible to develop a training team with a mix of skills
To assemble a team of trainers with a variety of knowledge and skills it is reasonable to assume that a mix of paybands is required to attract the right applicants. This would be no different from the current situation where general trainers are paid differently depending on their position and experience.

For example, in the current structure trainers are employees[15] , senior constables, sergeants, senior sergeants or detective sergeants. Restricting the parameters around paybands, for example to constable, is likely to strictly limit the usefulness of the general trainer role and recreate the current situation where a number of general trainers are limited in the type of training they can provide.

Reporting lines for general trainers are unclear in the new structure
In the XCED Programme document it is unclear whether there will be a change to the reporting lines of general trainers. If they do not continue to report to DTCs it is unclear where they will link to RNZPC in the new structure.

> **Conclusions**
> - General trainer roles that are able to deliver a wider range of training may provide greater efficiencies in delivery due to greater flexibility to address training demands.
>
> - Providing skill development of general trainers so they can provide a variety of training contributes positively to staff development.
>
> - Restricting the payband available for trainer positions, for example to constable level, is likely to limit the usefulness and flexibility of the general trainer role.

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[15] Using the new terminology of the Policing Act 2008, the term employee replaces 'non-sworn'.

2.1.5.4   SSTT trainers and supervisors

Recommendations 7

a) Career progression and professional development opportunities should be introduced to the SSTT trainer role to combat fatigue due to lack of stimulation in the role.

b) Due to the significance of the issues that are evident with only a limited review of SSTT delivery a full review of SSTT should be undertaken – findings of past reviews by SSTT and this *Review of District Training* should help guide the scope of the review. Other conditions are:
   • the review team should include, or be led by, individuals independent of TSC
   • an appropriate sponsor for the review should be sought outside TSC
   • the report should be provided directly to the sponsor.

SSTT trainer role is too narrow in focus and lacks career progression
Although assistance is required from districts to deliver SSTT training, the SSTT trainer role is the most consistent in terms of the content that is expected to be delivered and the people who are delivering training (due to the specific skills required to act as an instructor). This situation provides a good basis (in theory) for formally assessing trainer skills and delivery and moderating training.

In practice, though, the SSTT trainer role is too narrow. The effect is likened to a 'sausage factory' by training staff due to the need to train the same content day in and day out. The result is that there is not enough stimulation in the position and trainers can become bored with the role and leave. Alternatively, trainers stay within the role well beyond the point where they have enthusiasm and interest for the work.

Combined with the 'sausage factory' effect is the lack of opportunities for career progression with the role. District training staff suggested a number of worthwhile ways of addressing these issues including:

   • restricting SSTT trainer role to secondments to keep new people moving through the role and bringing enthusiasm to the position
   • the creation of team leader positions within SSTT training teams
   • the development of mentoring roles for 'senior' trainers to assist in the development of secondees and new trainers
   • providing consistent opportunities for trainers to be involved in projects at the national level
   • opportunity to be formally consulted about or involved with development activities
   • supporting opportunities for overseas deployments.

SSTT supervisors are stretched too thin to provide adequate supervision
Supervisory positions are responsible for training teams over large geographical areas. This makes it difficult for SSTT supervisors to provide effective supervision of SSTT training teams.   This structure is also likely to contribute to the issue of effective performance management of SSTT trainers that were identified during the review.

Developing team leader roles for SSTT training teams would introduce a position with accountability for oversight and moderation of training to SSTT delivery teams. This development may help to address the issues of a lack of compliance with nationally mandated training, while introducing one avenue of career progression.

Suggested change to reporting lines for SSTT supervisors
Supervisors of SSTT trainers report to an area training manager. As outlined in a previous section, reporting through the area manager hampers communication between districts training staff and related workgroups at the national level, and hinders efficient escalation and resolution of issues.

An alternative arrangement, within the current structure, is to have SSTT supervisors report directly to a national coordinator based at SSTT RNZPC, as occurs with Professional Police Driver Programme (PPDP). This arrangement:

- provides a direct channel of communication from delivery to development
- enables the SSTT Manager to efficiently address issues as they are identified
- could assist SSTT supervisors and potentially Team Leaders to manage HR and personnel issues (in place of the current area training managers).

An SSTT national coordinator for firearms and defensive tactics requires a capable manager due to the history of management and substantial personnel issues within the SSTT structure. They must also be willing to actively promote and use the new Code of Conduct process to deal with performance issues. This approach to performance management would require strong support from managers and senior managers - particularly in the early stages of implementation.

Structure and management of SSTT
Other sections of this report outline significant issues with SSTT delivery to do with:

- a lack of compliance with nationally mandated training
- ineffective performance management
- an absence of regular auditing and quality assurance of SSTT delivery.

These issues signal a serious shortfall of the current structure to facilitate consistent and quality training delivery, and in application of basic management principles. However, this review only highlights some obvious issues for SSTT delivery. The scope of the review does not allow for a comprehensive examination of SSTT.

Due to the significance of the issues that are evident with only a limited review of SSTT delivery a full review of SSTT should be undertaken. Previous reviews by SSTT, going back as far as 2004 are likely to provide a good basis for guiding the scope of the review.[16] Points raised in this *Review of District Training* should also be investigated further in a comprehensive review of SSTT.

To ensure the issues and risks are raised the review team should include, or be led by, individuals independent of TSC. An appropriate sponsor for the review should be sought outside TSC and the report should be provided to that independent sponsor.

Findings from a review of SSTT should help to guide the migration of current SSTT services to the new structure while avoiding current issues with the service.

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[16] Proposed Reorganisation of the TSC SSTT Structure, Manager: SSTT, August 2004.

Conclusions
- The SSTT trainer role is too narrow – there is a lack of career progression and professional development opportunities to combat fatigue due to lack of stimulation in the role.

- A more comprehensive review of SSTT as a whole is required due the significance of issues with SSTT delivery that were identified by this review – serious shortfalls were identified in structure and application of basic management principles.

- SSTT supervisors would benefit from the support of an SSTT national coordinator at RNZPC and team leader positions within SSTT delivery teams to improve supervision of SSTT delivery in districts. The justification for introducing these roles could be considered in a more comprehensive review of SSTT.

2.1.5.5   CIB trainers

The core role of CIB trainers is to assess modules of CIB trainees. In addition to their core function, CIB trainers are developing and delivering training for CIB staff in districts. As pointed out in *Section 2.4 Ensuring quality of training*, the focus on training development is likely a result of a lack of training for CIB being developed at the national level. In common with SSTT trainers, CIB trainers appear to have a fairly focused role. In contrast to SSTT trainers, their actual work is not as narrow due to the added development side of the role.

One variation found in the area of CIB trainers is that a district general trainer (from TSC) assesses modules for CIB trainees. This arrangement appears to exist because the general trainer has the skills, knowledge and appropriate qualifications to do the work and this reduces the travel requirements of the area CIB trainer. Essentially, the general trainer has taken on the responsibilities of a CIB trainer on top of their general trainer responsibilities. This demonstrates flexibility in role development in districts and highlights the benefits of having trainers with a mix of skills - trainers may not necessarily have to be linked to one specialised area of training.

2.1.5.6   Computer trainers

> **Recommendations 8**
> A TNA of the current computer training needs of Police employees should be conducted before investing in a solution to computer training.

There are currently 4 computer trainers and a number of general trainers in districts that primarily focus on delivering computer training[17]. This means a number of trainer positions nationally are limited in the type of training they provide due to their narrow focus.

In contrast to district management beliefs, Police employees have expressed a need for computer training (see *Section 2.5 Staff experience of training*). However, a more efficient approach to computer training is required. TSC should consider where specialised computer trainers would best complement the TSC structure of service delivery.

A TNA of the computer training needs of Police employees should be conducted before investing in a solution to computer training. The use of technology in policing is likely to increase in the future, beyond the need for just computer skills – TSC needs a strategy to address this in their XCED Programme in the future.   However, based on the knowledge gained in this and recent reviews[18] the following suggestions are provided for the current environment.

Providing core training in computer skills
Specialised trainers could be located at central training locations (like RNZPC) to provide training linked to specific courses, or groups of employees.

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[17] Computer trainers that have been converted to general trainer positions focus on delivering computer training but also deliver some topics such as like Custodial Suicide, Pursuits Theory, and some district developed training.

[18] OAG reviews of Leave Management, Uauthorised Use of NZ Police Information, also make comments on staff statements that they require better computer training for their jobs.

For example, basic and advanced training in non-Police applications and Police databases could be offered in conjunction with relevant courses through the college (e.g. promotional courses). This would ensure staff have basic skills to efficiently complete administrative duties associated with their roles.[19] Examples of core skills computer training linked to specific roles may include:

- PeopleSoft reporting functions – e.g. advanced leave management, reporting
- managing data in Excel – basic or advanced
- creating reports in Word – basic or advanced
- Business Objects queries
- NIA functions for supervisors, managers.

Training on Police databases for new employees could be offered through a central training location like the college or its equivalent in districts during inductions.

Providing training updates (e.g Police databases and Microsoft applications)
General district trainers could provide updates to staff after attending train the trainer sessions for updates to Police database use. They could also provide training on non-Police applications. The benefit of this is that it builds a wider base of trainers with skills in computer training, rather than relying on a small number of specialised trainers.

In order to ensure general trainers maintain currency of skills and knowledge they can attend relevant in-house training and short courses with external providers. This also provides one avenue of professional development for general trainers.
This general trainer approach computer trainer is used effectively in Southern District. A general trainer trains on updates to NIA, PeopleSoft, as well as up-skilling staff in Excel and Word. (Moreover, they also assist with SSTT, and deliver annual training).

In order to plan for efficient delivery for voluntary training such as Excel, some districts keep a list of names of interested people. This approach enables trainers to address the specific needs of the group rather than running a generic course. Although ensuring adequate numbers of staff attend may be a problem for planned classes in districts based on the comments of computer trainers.

Providing a flexible approach to ongoing computer training needs in districts
Ongoing training in non-Police applications (e.g. Microsoft applications) could be provided in a number of ways:

- through general trainers in districts (as described above)
- individuals attending courses by external providers as required
- bringing external providers in-house to provide group sessions when enough interest is generated in districts
- specialised trainers from the college could travel to districts to provide training when enough interest is generated (with the aim to meet specific needs).

Assessment period for a new approach to computer training
Whatever solution is chosen, a review of the new approach to computer training should be carried out by TSC RNZPC shortly after implementation to ensure the approach is meeting the needs of staff and districts.

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[19] A lack of training in computer skills and administrative skills has been identified by staff as a training need.

Conclusions

- Although some managers believe that there is no longer a need to provide computer training, a lack of training in computer skills and related administrative skills has been identified by staff as a training need in a number of OAG reviews.

- The use of technology in policing is likely to increase in the future, beyond the need for just computer skills – TSC needs a strategy to address this in their XCED Programme in the future.

- A TNA of the current computer training needs of Police employees should be conducted before investing in a solution to computer training.

2.1.5.7   Administration officers

It is likely that administrative needs could be met through a centralised approach. This is based on the observation that the current level of administrative support consists of a small number of part time, and casual roles, and a single full time role. However, administrative roles were not reviewed by OAG because the number of positions lends itself to a straightforward review by TSC.

To ensure centralised services provide adequate support for efficient administration of district training, a review of administrative roles should include:

- survey of administration officers about their current responsibilities
- survey of trainers and DTCs about the key tasks that admin officers do now
- survey of trainers and DTCs about current gaps in district admin services
- consideration of how additional administration needs that are not being addressed in the current arrangement might be met through a centralised approach.

The review should shape the requirements of centralised administrative support in terms of core responsibilities required to adequately support districts and the specific skills required of administration officers.

Conclusions
- It is likely that administrative needs could be met through a centralised approach based on the current level of administrative support services in districts.

- If administration is centralised, there is the potential for districts to gain an improved service based on greater availability of administrative resources – provided the needs of district training are established through a review and incorporated in a plan for developing a centralised administrative function.

2.2 Planning training

2.2.1   National training requirements

> **Recommendation 9**
> a) Ensure the improved planning process for national training requirements incorporates the district TNA, evaluation and assessment of courses and training, and district and national manager feedback proposed by TSC by setting (realistic) deadlines for this work.
>
> b) In the short term, consider how categories of training may be enhanced to identify training that is actually an information requirement rather than training – and thus what options besides classroom work are available to deliver it.

Poor control of the quantity of training from the national level
A number of key issues around planning training from the national level were identified.

- Training is driven from the national level with inadequate involvement of districts to provide identified needs, feedback on past training, and delivery requirements (e.g. appropriate training audience).

- Training demands from PNHQ workgroups are not effectively incorporated in the planning process - the approval process for PNHQ training is adhoc through the year as approved by PEC.

- There is no apparent process for determining the delivery time for training packages in the plan for national training requirements - approval of training time appears to be a 'best guess'.

- It is not clear what the process is for determining whether a topic requires training or is merely information that needs to be communicated to Police employees (and thus what an appropriate method of distributing the information might be).

Although there is a Training Governance Committee at the national level to assist with planning the national training requirements, the impact of the committee on managing training demands for districts is questionable to date. A DTC summed up their experience as a result of the new process as,

> ...the huge volume of training is prioritised rather than controlled by the National Training Governance group…

TSC progress on improving the national planning process
The TSC is attempting to address the lack of involvement of districts and PNHQ workgroups in planning national training by implementing more changes to the planning process in 2009/2010. The process aims to improve efficiency and effectiveness by including National Managers, District Commanders and PEC in preparing and approving the national training requirements throughout the year. The aims of the new process and potential benefits to be gained are outlined in the table below.

Aims of the national planning process	Potential benefits of the new process
Incorporate formal feedback on training from District Commanders, and implications of district needs analyses on national training requirements	➤ better representation of district needs in the national training requirements
National Managers identify forthcoming training requirements based on PEC strategic guidance, review of currently funded TSC courses, feedback from District Commanders on the previous year of training, district training needs analyses, and training evaluation reports	➤ better identification of organisational training needs through integration of PNHQ training needs with district identified needs ➤ more responsive process that incorporates feedback on training from the previous year
PEC approves a comprehensive training delivery plan that includes national training requirements (cyclic and annual) and prioritisation of National Managers' funding bids for additional training throughout the year	➤ consolidated view for PEC of training requirements over the year ➤ better management of training demands from national level
Twelve month approach to planning in conjunction with PNHQ workgroups, and a consolidated approach to approvals through PEC (reducing adhoc approach)	➤ flow on effect is that business and training planning are better synchronised

The proposed process is comprehensive. However, there are additional needs to consider. TSC should have a stronger role in moderating and negotiating national training requirements that are approved by PEC. TSC directions should be based on:

- district ability to deliver training with current resources - this point should help shape the training plan
- how the training will occur - e.g. face to face, e-learning, line-up so that method and proposed length of training are better controlled at the time of approval of national training requirements.

Finally, TSC has recognised the need to take the following actions for the new approach to be effective:

- implement evaluation and assessment of courses and training through the year
- implement annual district training needs analyses
- seek feedback from district commanders for national managers
- implement a method of collating information from these activities.

Conclusions

- Integrating PNHQ and districts needs within the planning process throughout the year, as TSC proposes, is likely to significantly improve the national planning process by facilitating better planning in development and delivery.

- With the work required to implement district TNAs analysis, evaluation and assessment of courses and training, and incorporate district and national manager feedback to improve planning national training requirements – it is unlikely that the new process will be improved significantly in the short term.

- Better categorisation of training at the national level would help to distinguish information needs from training needs, and help to determine the most appropriate method of delivering the training. This could have a significant impact on the volume of classroom training required - if alternative methods of delivery are developed. Improvements in this area are likely to be possible in the short term.

2.2.2   Planning for training delivery in districts

Recommendation 10
  a) While changes are made to improve national planning, in the short term, every effort should be made to improve planning timeframes for national planning approval and development so that districts are able to plan for the training year.

  b) Any changes to the function of coordinating and planning delivery should carefully take into account the web of interrelated activities that occur within districts to plan, coordinate and deliver training.

  c) The development of an annual district TNA should be driven by TSC at the national level to ensure a standardised approach is used across districts.

Districts can't effectively plan training due to lack of effective national processes
District Training Coordinators and District Training Steering Committees manage the impact of annual training demands on the district rather than effectively planning for training. Planning is 'best guess' due to the lack of effective management of training demands coming from the national level.

In the current environment, DTCs and districts must be exceptionally flexible and resourceful in order to meet training delivery targets. There is little time to plan and deliver training, and DTCs do not have TSC trainers at their disposal to meet the demands.   The resources to deliver training are not exclusively theirs to coordinate - it takes time, relationship management, and negotiation with districts to secure trainers and resources for training.

Key issues for districts in planning training include:

- finalised national training requirements that are not received until after the training year has started – this effectively shortens the time to plan and deliver training
- training packages that are received late in the training year with the expectation that they will be delivered within the financial year
- inability to incorporate delivery requirements into planning due to a lack of resources, available delivery time, volume of training demands
- PNHQ training that comes from 'left field' and is not included in the national training requirements, but is expected to be delivered within the training year
- short timeframes for finding district staff to attend train the trainers impacts districts' ability to select appropriate trainers.

Within the imposed constraints districts manage training to optimise training opportunities (e.g. training as many topics as possible within a training day) while minimising costs, within short timeframes. For example in a rural environment staff may travel for 2-3 hours to attend training. In an effort to be efficient with time and money for TSC, districts, as well as staff, trainers do as much as possible for the staff that attend for the day.

If districts had the ability to plan more effectively this may result in:

- more efficient use of training resources
- improved ability to maximising training opportunities while minimising costs
- the ability to better meet development delivery requirements
- more effective budget planning for districts and the TSC.

Considerations for planning district training in a new TSC structure
However coordination and scheduling of district training occurs in the new structure, there is the need to accommodate:

- coordination of training that originates from different schools and PNHQ
- district staff ability to attend training as scheduled in order to meet training targets
- availability of and negotiation for district based trainers (long term or short term)
- scheduling package development timeframes across schools and PNHQ groups that develop training
- scheduling trainers across a number of training requirements (PNHQ, national training including SSTT) – potentially complicated by reducing reliance on district boundaries
- knowledge and arrangement of local venues
- budgeting for delivery requirements.

District Training Steering Committees[20]
A number of DTCs stated that coordinating and delivering training was made much easier with the implementation of district training steering committees. However, the make-up of committees varies. In some cases there is a dedicated training committee. For example, the membership of one district training committee includes:

- an Area Commander
- Crime Services Manager
- Human Resources Manager
- Road Policing Manager
- Human Resources Advisor
- Operations Support Manager
- Area Training Manager
- District Training Coordinator
- District Commander (sitting in on some sessions).

In other districts the district management team operates as the steering committee with input from the DTC. Despite the variation in membership, district training steering committees:

- raise the profile of training in the district with senior managers and district management teams
- make it easier to raise issues and risks around training with senior managers and district management teams (in conjunction with PeopleSoft reporting)
- prompt managers and inspectors to take responsibility for getting staff to training
- eases coordination and delivery due to senior managers' involvement in planning and decision making.

In addition to the district training steering committees, the availability of the district commander and their positive view of training have a big impact on the priority of training in the districts.

District training needs analyses
There is no standardised approach to prioritising training in districts. While some districts have formalised approaches to planning, others have a more relaxed approach to planning and prioritising training.

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[20] The name of the steering group may vary between districts.

Approaches may be based on:

- TNA process involving staff members
- perceived issues by managers and supervisors
- speaking to staff about what training they need
- considering training requirements against district and national business plans
- focusing on nationally mandated training only
- justification of benefits and providing a 'mini business case'
- trainers' decisions based solely on staff and supervisor feedback.

The common response from DTCs was that the focus of district training planning is primarily nationally mandated training, and then district requirements with an operational focus.

Conclusions
- Better planning at the national level is likely to have positive impacts on district planning and training delivery including the ability to effectively plan training and manage resources throughout the year.

- A web of interrelated activities occurs in districts to coordinate and deliver training – a number of these activities are likely to be required regardless of any changes to the function of coordinating and planning delivery in districts.

- District TNAs must be standardised before they can effectively contribute to the planning of national training requirements.

2.2.3   District training budgets

Comments were made about district training budget allocations not being equitable between districts. Anecdotal comments suggested that there is a significant difference in the amount of TSC funding and resources between training areas despite similar training audience numbers. They suggest that there is very little process or strategy behind allocation of the district training budgets.

Comments on the inequitable distribution of resources were unable to be verified within the review period based on assessments of training budgets. More information was required from RNZPC.

With the proposed changes in structure outlined in the XCED Programme budgets may change significantly. The suggestion that a transparent system is put in place to ensure districts receive equitable services from TSC is a valid suggestion.   In considering the budget for district training, it is also necessary to assess the level of dependence on districts' training budgets - delivery of district training is heavily dependent on support from district training budgets.

Conclusions
- Anecdotal comments that district training budget allocations are not equitable between districts were not able to be verified within this review – more information was required from RNZPC.

- With the proposed changes in structure outlined in the XCED Programme budgets are likely to change significantly. The suggestion that a transparent system is put in place to ensure districts receive equitable services from TSC is a valid suggestion.

- It is necessary to assess the level of dependence on district training budgets for delivering district training when adjustments to district training budgets are considered in a new TSC structure.

2.3 Facilitating training in districts

2.3.1   Training attendance

> **Recommendation 11**
> Extend PeopleSoft capability so that adequate information can be collected, and processed to streamline TSC service delivery.

Booking, monitoring and reporting on training

Ensuring attendance at training has been made easier through the introduction of the PeopleSoft system. District staff stated that the main benefits of PeopleSoft are:

- a more efficient process for booking staff into training
- ability for staff to book into training outside their locality (including district)
- Crystal reports provide the ability to track and manage attendance rates
- ease of reporting to district and national management teams on performance targets for annual and cyclic training
- improved visibility of training with district and area management level including the risks and issues
- providing notification of expiring certifications
- highlighting the link for staff between PeopleSoft and CSI payments is getting people to training.

However, a few issues with attendance and reporting via PeopleSoft were identified:

- lack of clarity about the process and who the gatekeeper is for getting training that is not cyclic or annual onto the list of approved PeopleSoft training topics
- supervisors approving training without sufficient controls from management to ensure the best use of training resources for the district (e.g. relevant staff receive required training, the correct positions approve training, rostering supervisors are not advised of bookings for training)
- inaccurate reporting to the executive dashboard where district training exemptions are not taken into account in reporting statistics.

Managing actual attendance at training

Despite the benefits of PeopleSoft there is still a strong reliance on interactions between TSC district staff and non-training staff to ensure staff actually attend training. Non-training staff may include supervisors, managers and Area Commanders - district strategies for managing attendance at training vary. In some cases, DTCs liaise with a single point of contact or portfolio holder in order to ease communication of outstanding training attendance requirements. In other districts, trainers have been asked to help promote training to improve consistency of attendance throughout the training schedule.

Positions within districts that promote training and ensure adequate use of training opportunities play an important role in managing attendance of training including:

- ensuring the appropriate staff take up training opportunities
- ensuring staff actually attend training
- contributing to more consistent training attendance throughout the schedule.

PeopleSoft provides a means of booking and monitoring attendance, however ensuring sufficient and appropriate use of scheduled training opportunities requires ongoing management within districts.

Extending the use of PeopleSoft[21]

There is the potential for TSC to collect a wealth of information around how training is delivered, and the training needs of staff via the use of PeopleSoft . For example, the system should allow TSC to:

- track who attended what training, where, and when – including online training
- make decisions about where to place resources based on tracking data
- understand how to facilitate interactions with the training audience (e.g. where and when staff actually access training)
- collate individual training plans to understand organisational training needs.

There is the potential for PeopleSoft to provide information well beyond whether TSC meets training targets. The PeopleSoft system could be used a tool for streamlining TSC service delivery.

Conclusions
- PeopleSoft provides a means of booking and monitoring attendance at training but sufficient and appropriate use of scheduled training opportunities requires ongoing management within districts by positions that promote training and work to ensure adequate uptake of training opportunities.

- There is the potential for the PeopleSoft system to be used as feedback system to streamline TSC service delivery.

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[21] Assessing PeopleSoft beyond district use of the system was not part of this review. Thus it is not clear how, or whether, TSC at the national level uses PeopleSoft information to guide decisions about district training.

2.3.2   Record keeping

Recommendation 12

a) TSC should standardise record keeping and data management within TSC to allow easy review of training information and improved oversight of training activities. A mapping process should be used to ensure the products meet the varied needs of TSC workgroups.

b) Consider national use of TSC record keeping and data management templates so that training information (including district initiatives) can be easily shared and reviewed across the organisation, and accountability for resource decisions around training can be established.

There is extensive variability in the way records are kept within and across districts. [22] This includes records of attendance (for district developed training), resources, scheduling, district training performance, budget information, and general record keeping. Such inconsistencies impact on TSC's ability to easily review training in districts from the national level – and contribute to a lack of effective oversight by TSC.

The variety of methods used to track district training indicates that district and organisational knowledge about what training is done, why it is done, and how much it is actually costing within districts and the organisation as a whole is poor.

TSC should provide support to districts to ensure consistency of record keeping and data management is developed and accountability for decisions around resourcing training can be established. Direction from TSC is required to ensure consistent record keeping methods are established nationally for training activities.

Conclusions

- Inconsistency in record keeping and data management across and within districts impacts TSC's ability to easily review information and provide oversight for TSC related activities in districts.

- Standardising record keeping and data management for training information across the organisation would allow districts, and the organisation as a whole, to more easily determine what training is done, why it is done, what the costs are and whether those costs can be justified.

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[22] This is not unique to district training – this is an issue across the organisation.

2.3.3   Resources

> **Recommendation 13**
>
>   a)   A stock take of Police owned, and external venues is recommended to determine the actual gap between what current venues provide and what is required to meet basic standards in venues.
>
>   b)   TSC should consider long term opportunities to improve the standard and availability of Police training venues, including developing and sharing training venues with other service organizations.
>
>   c)   A stock take of actual vehicle requirements for training is recommended to ensure a fair use of vehicles between districts and TSC.

When the XCED Programme is finalised and implemented there may be significant changes in the resources required for district training. This could mean more or less pressure on current resources. A detailed review of district training resources was not part of this review. However, a number of existing resource related issues were identified by staff including:

- an inadequate number of TSC vehicles to travel to deliver training
- a lack of suitable venues
- a lack of dedicated trainers in districts[23]
- difficulties working with TSC to secure appropriate resources (e.g. fit for purpose vehicles)
- lack of apparent TSC national process for determining distribution of resources.

Venues
District training staff described having no Police owned venues to deliver training, or venues that were too small (e.g. they hold only 8 people). Consequently, DTCs and trainers are forced to find alternative venues. Districts appeared to be very resourceful in sourcing affordable venues. Districts often rely on the Fire Service, Ambulance Service, rugby clubs, and drill halls as training venues. However, in a number of cases suitable and/or affordable alternatives are not available.

In busy metropolitan areas the cost of alternative venues were described as prohibitive and too expensive. Some DTCs quoted costs of up to $500 per day. In rural areas costs are lower and in some cases venues are free, however the suitability of the venue may be questionable. For example,

- trainers described venues that lack basic utilities, such as heating when outdoor temperatures are minus 4 degrees, and venues with no toilets
- specific issues with the conditions of outdoor firearms ranges and certification of ranges have already been presented in other reports[24]
- beyond the lack of basic facilities, some venues (including Police owned) were described as 'less than ideal training environments' due to their 'atmosphere'.

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[23] Issues with the number of trainers are described in other parts of this report.
[24] SSTT - Christchurch Firearms Range: McLeans Island, 23 February 2009.

A stock take of Police owned, and external venues is recommended to determine the actual gap between what current venues provide and what is required to meet basic standards in venues.

Longer term XCED Programme planning may incorporate providing Police owned training venues in strategic/central locations.   Alternatively, opportunities to share dedicated training venues with other service organizations may help Police to improve the standard and availability of Police training venues in the future.

Vehicles
Trainers are often required to travel to deliver training, particularly in the case of SSTT. Thus training delivery requires an adequate number of fit for purpose vehicles. Trainers described having a single vehicle between a number of trainers. Consequently, TSC was once again heavily reliant on districts to provide basic resources to deliver training. In one district up to three vehicles would be borrowed from the district at one time. This pressure is likely to increase with the 10% reduction in Police vehicles this year.

In another area a trainer made use of the 'handy man' van that was full of gear to get to training. This image is a far cry from that of a world class organisation. Fortunately, this trainer has since secured a vehicle. However, when vehicles are provided the process of getting them from TSC is difficult and negotiations for something that will be fit for purpose, e.g. accommodate training equipment and 3 trainers, does not necessarily eventuate.

A stock take of actual TSC vehicle requirements to ensure fair use of vehicles between districts and TSC for training delivery is recommended.

> **Conclusions**
> - The standard and availability of venues for district training could be improved considerably – TSC should be aware of the current state of venues so that avenues for improving standards and availability can be considered.
>
> - An inadequate number of vehicles to travel to deliver training suggests a lack of apparent process is in place for distributing training resources.[25]

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[25] This general point has been suggested in a previous section on allocation of TSC district training budgets.

2.4 Ensuring quality of training

2.4.1 Quality of trainers

> **Recommendations 14**
>
>   a) If reliance on district trainers continues, TSC should adopt a formal process for seconding district staff to deliver training to allow districts to plan for staff losses and avoid adhoc use of district staff.
>
>   b) Formal assessment of TSC trainers should be introduced by TSC alongside opportunities for developing training skills to improve the skills of trainers.

Relying on district staff to deliver training impacts the quality of training delivery
Heavy reliance on district staff to act as trainers means:

- TSC can not effectively manage poor training delivery due to a lack of direct oversight of trainers who are district staff
- TSC can not effectively monitor, and review training delivery to make improvements in delivery because the staff delivering training are constantly changing.

Issues with district trainers
Significant inconsistencies in training delivery result from relying on district staff to deliver training. These inconsistencies impact on the information and training experience that staff receive. Inconsistencies result from differences in:

- training skills
- interest in and 'buy in' to the topic
- commitment to delivering the approved content
- knowledge of the topic
- commitment to delivering the approved duration of training.

Factors affecting selection of preferred trainers from districts:
Although trainer requirements are suggested in training packages, districts are often unable to select preferred staff to act as trainers because:

- selecting the best district staff to deliver training is hampered by short notice of requirements from TSC or PNHQ
- preferred district staff may not be available to train due to operational commitments regardless of the amount of time provided to plan
- district staff may be 'nominated' to deliver training when they have no interest or experience in training.

The training experience of staff varies significantly as a result of the use of district staff. In some cases training may be good while in other cases the standard is very poor.

The following statements from focus groups sums up the typical trainer experience for Police employees,

> *...if you don't ask any questions we can get out of here sooner...*

> *...a lot of the time [trainers] aren't interested in or knowledgeable about the topic...*

Conclusions
- Reliance on non-TSC trainers means TSC can not effectively manage the consistency and quality of training because :
  - TSC does not have direct oversight of trainers who are district staff
  - staff that deliver training are constantly changing.

- Opportunities for selecting preferred trainers from districts, and ensuring quality of delivery is constrained by districts' inability to plan for training and operational impacts on the availability of preferred trainers..

Improving consistency of training delivery by district staff
A consistent pool of trainers is required to improve the quality of training delivery and to enable TSC to effectively monitor, review and improve training.

If continued reliance on district staff is necessary, better planning at the national level, and timing of training development, would assist districts to plan for making staff available to assist with training.

However, the issues of ensuring districts can provide the *appropriate* staff to deliver training and TSC's ability to monitor, review and improve training would not be addressed by better planning at the national level. More formal arrangements with districts are required to address these issues.

The Auckland firearms range at Penrose has recently developed a clear process for seconding district staff to deliver SSTT training. If the TSC continues to rely on districts to provide training staff the process may prove useful for wider training through:

- improving the quality of candidates to deliver training
- reducing disruption to district work
- ensuring TSC's ability to manage the quality of delivery.

The Auckland secondment process involves, for example:

- criteria that secondees must meet to ensure they will be appropriate as trainers
- a typical secondment period that is long enough to make the secondment worthwhile for the trainee, district, and TSC time spent developing staff
- a clear and documented pathway of development that the trainee must pass over a period of 2-3 months
- review of trainee performance as they progress through development stages.

Improving skills of TSC trainers
Unlike district trainers, TSC trainers are expected to attain NZQA level 4. However, beyond the NZQA Level 4 training there is little opportunity for professional development for trainers. The typical reaction from trainers when they were asked how their teaching is assessed was one of bemusement. TSC does not formally assess the teaching skills of trainers, or provide further opportunities for formally improving skills.

Ensuring credibility of trainers

Importance of operational and subject matter knowledge
The need to provide trainers with credibility in the area being trained was mentioned repeatedly by staff receiving training, as well as district TSC staff.   The key issues around credibility involve ensuring trainers have:

- recent operational experience and/or working knowledge in the area being trained
- the ability to answer detailed questions relevant to applying the training.

Options for how this could be attained include:

- seconding trainers on a rotational basis from districts so that trainers have current operational experience and knowledge in areas being trained
- utilising subject matter experts as guest speakers where required to support delivery of training by general trainers
- using external providers with specialised knowledge when appropriate.

Impact of Police ranks on training delivery
Some TSC training staff stated that occasionally there are issues with higher ranked Police staff being receptive to lower ranked staff providing training.   Some staff introduce a negative attitude to training that affects the training environment.

Although trainers described these kinds of experiences they were not viewed as insurmountable problems.   In some cases it was suggested that the trainer, and people attending training, need to be able to manage negative elements within the teaching environment - this may even involve asking a person to leave the session.

Although this seems a possible solution, it is highly unlikely due to:

- reliance on district trainers who have to work with the person after training
- ingrained behaviour linked to working within a chain of command
- a lack of effective support system for dealing with the issue outside the teaching environment.

If anything, this highlights the need to provide adequate support to training staff. Adequate support involves the backing of district managers as well as TSC.

In other cases, TSC trainers suggested that over time staff come to accept that the trainers are just doing their job.

However in the end, relevant experience and knowledge of the topic wins out over rank when it comes to credibility of trainers. Staff viewed relevant experience and knowledge as critical to providing quality training.

Conclusions

- Consistency of training delivery and TSC ability to monitor and correct issues with training delivery could be improved by adopting a more formal approach to seconding district staff as trainers.

- A lack of formal assessment of TSC training skills impacts the quality of training delivery.

- Although ranks in the classroom can contribute to some negative experiences in training, the credibility of the trainer due to knowledge and skills in the area of training is most important to staff.

2.4.2   Compliance with delivery requirements

Recommendation 15
TSC should, as a matter of urgency, introduce a review function for SSTT training delivery (including district owned M3 training) to ensure adherence to nationally mandated training. The role:
- should be independent from SSTT development and delivery due to historical relationship issues
- should be compliance focused.

Districts are unable to meet delivery requirements for training packages
Districts are unable to meet training delivery requirements in the current environment. This is most obvious in the ratio of staff to trainers in training sessions. However, if the requirements were adhered to training costs would be unmanageable. For example, the number of training sessions, and trainers, and venue costs would increase significantly in order to deliver training within specified delivery timeframes. For SSTT, an example of an impractical delivery requirement is having a low light shooting training cycle during October-December on outdoor ranges where land lease agreements restrict range operation to daylight hours.

The ability for districts to meet delivery requirements for training is influenced by:

- national planning and development timeframes and resulting delivery timeframes
- geography of the district and need for staff and/or trainers to travel
- the number of staff that require training
- availability of suitable trainers
- limitations of venues
- budgetary constraints.

Development may follow good practice guidelines and produce quality training packages. However, if the environment dictates that training can not be delivered as intended, districts are being set up to fail when they deliver the training.

Districts are resourceful in planning and optimising training time to meet performance targets and work within budgets, while managing the impact of training demands on the districts. Accordingly, many districts aim to share training between areas and stations to enable the most efficient and cost effective delivery of training. In practice this means that the aim to limit session sizes to small groups that are involved in discussions and table top exercises are not necessarily practical.

The reality is that lecture style training is common. For example, in rural locations anywhere from 30-50 staff members may attend a training day where a number of training topics may be covered. In metropolitan areas the number of staff attending a training session can range from 80-100 staff members.

Conclusions
- Training delivery requirements are unmanageable in the current environment; adherence to requirements would significantly increase the costs of district training.

- The ability of districts to meet training delivery requirements is impacted by:
  o national planning and development timeframes and resulting delivery timeframes
  o geography of the district and need for staff and/or trainers to travel
  o the number of staff that require training
  o availability of suitable trainers
  o limitations of venues
  o budgetary constraints.

Districts routinely make changes to training packages
Review participants clearly stated that training packages are often changed in districts, and/or the duration of training is shortened.   Changes appear to be due primarily to the content, or length of the packages being unsatisfactory, or both. It was commonly stated that training packages are 'altered', 'tweaked', 'changed', and 'shortened'.   In other cases, it was suggested that,

> *...tweaking [of training packages] is an understatement...*

> *...in some cases the training is not delivered at all...*

This appears to be a symptom of the:

- lack of integration of delivery and development team activities
- dependence on district staff to provide training
- lack of planned or consistent reviews of delivery by TSC from the national level
- lack of effective performance management of TSC staff.

Training delivery is not consistently reviewed
There is no formal review of training delivery by TSC RNZPC to ensure training packages are delivered as intended. This is true for general training as well as SSTT training. An effective review of general training is difficult due to the number of trainers that are involved in delivery, and that fact that they frequently change. Less dependence on adhoc use of district staff for training would help to remedy this.

The nature of SSTT training, in theory, allows for rigorous review of training delivery due to the repetitive nature of the training and a core group of SSTT trainers tend to consistently provide training.   However, in practice there is no formal, scheduled quality review of SSTT training delivery – despite the fact that delivery is well known to be inconsistent with nationally mandated training.

Staff Safety Tactical Training of firearms has been audited by SSTT National Office on occasions.[26] In one district that was audited significant departure from nationally mandated training was identified. Significant departure from nationally mandated training in DT and firearms continues to occur – this fact is well known and has been reported in

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[26] Eastern, Dunedin, and Central Bushmaster Transition AUDIT REPORTS; March 2006.

a number of ways.[27]   Initial findings from a review of a firearms training incident this year highlights the point that this practice continues and the immediate safety risks involved.

The risk of accidents in training is only one part of a larger issue. When staff receive inappropriate training the safety risks logically extend to include potential impacts on the public. Unlike general training where staff are likely to encounter a number of opportunities to build their knowledge and skills in what they are learning, the opportunity to provide appropriate skills in DT and firearms is strictly limited. There are fewer opportunities to provide training and trainers have to get it right. In some areas it may be sensible to allow discretion within management controls; however, in the case of SSTT adherence to detailed rules and procedures is required – the safeguards are critical.

Previous reports and briefs on SSTT delivery have stated the need to introduce a quality assurance/audit type function to SSTT. The findings of this review support the proposal and judge that this role should be created as a matter of urgency.   An audit type role would enable regularly scheduled reviews of training – a focus on compliance is paramount to reduce safety risks associated with a lack of adherence to nationally mandated training packages. The role should sit outside the national SSTT office to provide some independence to reviews and avoid issues associated with historical relationships been the development office and delivery teams.

Lack of adherence to delivery requirements for SSTT is not isolated to SSTT staff. Districts are responsible for delivery mandatory M3 training and delivery has been described as "at best inconsistent and at worst nonexistent". The findings of this review agree with this assessment. An SSTT review/audit role should also include review of district delivery of SSTT.

An SSTT review/audit function has the potential to provide reports on issues of delivery that are wider than compliance, provide a voice for delivery teams, and contribute to improvements in development as well as delivery. This type of independent review function may extend wider than delivery of SSTT to general training; however, specialised knowledge is required to ensure meaningful review of technical issues associated with SSTT delivery.

With the historical issues associated with delivery of SSTT training, reviews of SSTT training alone are insufficient to ensure adherence. Where training delivery does not adhere to guidelines, performance management must be implemented, as outlined in an earlier section of this report *(see Section 2.1 District training structures and functions – Performance management, and SSTT trainers and supervisors).*

Conclusions

- It is common practice for district training staff to alter the content and length of training packages - in some cases this is due to constraints around meeting impractical delivery requirements. However, in other cases trainers make decisions to alter packages based on their assessment of the quality of the content, or length.

- Lack of compliance with nationally mandated SSTT training presents safety issues to staff in training and the public.

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[27] Proposal for review of DT and Firearms Training, TSC, March 2009.

2.4.3   Training development

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Recommendations 16

a) Establish a process to ease collaboration of PNHQ workgroups and RNZPC for research and development and determine who is primarily responsible for research and development.

b) National development should be more flexible to cater to different audience needs and meet the realities of the delivery environment.

c) TSC should support more consistent and efficient development nationally by establishing a library of training packages for national use.

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Issues with training development from the national level

Training development at the national level suffers from the following issues:

- it is unclear whether what is being developed is actually needed due to a lack of a robust organisational TNA process
- RNZPC does not have adequate guidance from PNHQ groups to stimulate new development
- involvement of PNHQ workgroups with TSC RNZPC is dependent on relationships rather than established structures and processes that ensure effective collaboration for research and development
- a 'one size fits all' approach that does not cater to different audience needs
- a lack of flexibility in development to meet the realities of the environment where training is delivered
- reliance on relationships in lieu of a formal review process with delivery teams to ensure development plans are practical for district delivery

Seeking district feedback and TNA

TSC is aiming to address issues with TNA and lack of district feedback about training in conjunction with changes to the national planning process, as discussed in *Section 2.2 Planning training*. This may take some effort to implement with districts as previous TNAs have not led to development of training that meets district identified needs – national requirements have traditionally left little time for district issues to be included in the plan.

Consequently, demonstrating TSC ability to influence the balance of training development at the national level is critical in order to raise district interest in going through a TNA process. As is the need to ensure a robust, yet manageable TNA process is developed for the purpose.

Integrating PNHQ and TSC activities to facilitate development

Involvement of PNHQ workgroups with TSC RNZPC is dependent on relationships rather than established structures and processes that ensure effective collaboration for research and development.   TSC struggles to get adequate information from PNHQ workgroups to guide training development. It is unclear whether this is due to a lack of dedicated research and development roles within PNHQ workgroups, or the lack of process to assist groups to collaborate effectively.

If a clear process to effect research and development does not exist, and no group is appointed responsibility, developments in training are likely to be reactive, and activities between groups uncoordinated. The typical outcome in this case is duplication of efforts and ineffective use of resources.

The proposed schools structure may help to clearly delineate connections between PNHQ workgroups and RNZPC to facilitate communication. However, responsibility for research and development needs to be clearly defined.

Training development at the district level (by TSC trainers, district workgroups)
Training is developed in districts because trainers and districts observe that:

- districts have unique needs that can not be met by TSC from the national level
- district needs are not included in the national training requirements
- there is a lack of development from the national level.

As can be expected, the process for determining what training is developed is inconsistent across districts. Approaches involve a range of methods:

- an informal documented process involving staff from all levels
- requests made by supervisors and staff members
- needs identified by managers based on complaints and identified issues
- what staff enjoy training.

Issues with trainer developed packages include:

- lack of consistent approach to development
- lack of assistance by TDG to ensure standardised approach
- lack of quality assurance processes
- inefficient use of resources through duplication of development efforts nationally
- impact on operational time taken for training where TNA is not robust to support need
- wasted time for trainers developing training when staff don't attend
- lack of record record keeping to track attendance rates in many cases
- lack of review about the usefulness of training for staff.

Training packages developed by TSC district trainers may be quality products and effectively meet the needs of the area or district. However, with such variation in development, evaluation/review, and basic record keeping (including whether attendance records are kept) it is unknown whether there is true value in the training and the time spent developing it.

Lack of support for development from RNZPC
Barriers to developing consistent training packages are evident at the national level. Some trainers described seeking assistance for developing packages, or templates for training topics from the Training Development Group (TDG) at RNZPC. The response from TDG was that they were not able to assist district trainers. This appears to be due to a lack of available time, and resources, as well as inflexibility in what kind of development they will engage in.

There needs to be more flexibility in the way training is development to meet the needs of staff in districts and the delivery environment. Adequate resources should be provided for RNZPC research into avenues of development that will support a more flexible approach to training delivery.

Opportunities to improve training developed in districts

Role of RNZPC training development
If districts continue to develop training, RNZPC could help to improve the consistency of development standards. This may be achieved by holding a national library of training packages that can be used to support development of district training.

A stock take of district packages could contribute to RNZPC development at the national level, reduce duplication of development efforts across districts, and introduce greater consistency to how packages are developed.

Conclusions
- Considerable effort will be required to raise districts' interest in conducting a district TNA as historically district needs have not been met from the national level - districts are likely to have little faith in the process.

- There is a lack of established process to ease collaboration between PNHQ workgroups and RNZPC on research and development and clarity around who is primarily responsible for research and development.

- A more flexible approach to development is required to meet the realities of the delivery environment and alter the perception of districts about the ability of TSC to meet their unique needs.

- There are organisational benefits to be gained from sharing training development nationally and using a national library of training topics to support efficient and more consistent training development in districts.

Links to XCED
- It is unclear at this stage who is responsible for carrying out research and development for training at RNZPC.
- Some areas of development are likely to require technical knowledge e.g. SSTT.
- It is unclear at this stage how relevant PNHQ workgroups will collaborate with RNZPC on research and development.

2.4.4 Reviewing training

Recommendations 17
  a) TSC should aim for consistency in training delivery to enable effective review of training to support decisions about development, delivery, and strategic direction.

  b) To ensure review activities occur, TSC should provide adequate resources for all phases of review (collection, analysis, and reporting) and clearly identify the roles that will be primarily responsible for reviewing training.

  c) Whether review activities occur in districts or at the national level TSC should establish standardised processes to guide review activities and support effective use of findings.

Factors that hinder the usefulness of evaluation activities
The value of current evaluation activities is questionable. A number of factors hinder evaluation so that findings have little impact on training development and delivery, and strategic decisions about training. The main issues are:

- lack of consistent training delivery strictly limits the usefulness of evaluation data
- lack of standardised approach to evaluation
- no structure or process to support effective use of evaluation findings
- no dedicated TSC resources to manage data and review findings
- lack of independent evaluation of training.

Overall, TSC RNZPC is unable to determine whether training is useful, relevant, or effective. Changes to training programmes appear to take the following forms:

- a few individuals driving changes rather than use of established processes for reviewing and improving training – changes may have merit or not
- arbitrary decision making without the benefits of evaluation or review
- resistance to required change due to lack of acceptance of unfavorable findings, or unwillingness to change due to personal views and agendas.

Variation of training delivery limits usefulness of review findings
Despite the recognised limitations in carrying out evaluations workgroups within TSC do undertake some evaluation in an effort to improve service. However, these activities are superficial and usually limited to the local level because of the variation in training delivery. The limitations extend to national mandatory training due to the reliance on district staff to train.   Because of the variation in delivery, TSC is unable to determine what it is about training that is working well and what is not, and what is contributing to any changes in Police employee behaviors and skills.

Lack of accountability and resources for evaluation
A lack of dedicated resources for review and evaluation also hinders the ability of districts and national TSC groups to undertake evaluation. Evaluation activities of some description are included in almost all training position descriptions. However, most people stated that they didn't have the time or resources to evaluate training. As it is not the core function of any one role, and the issues with evaluating training are well recognized, evaluation may or may not occur depending on the inclination of the person in the role.

The time required to collect, process, analyse and report evaluation findings even at a basic level requires a significant amount of time. It is not surprising that attempts to evaluate district training are not more rigorous. It goes without saying that there is also a lack of standard approach to evaluation when it does occur.   Introducing consistency to the evaluation process (e.g. forms, procedures, data management) should be driven by TSC RNZPC whether evaluation is occurring in districts or from the national level.

Lack of independent review of training
Groups and individuals that developed the training typically evaluate the training. This is largely due to a lack of resources for evaluation. Nevertheless, this means there is a lack of independent evaluation and a balanced report of findings may not be provided.

Without appropriate evaluation and review of practices by independent parties it is difficult to stimulate timely change and ensure approaches are in line with the needs of the organization, and not driven by personalities and personal agendas.

Developing TSC capability for evaluation and links to XCED
As is widely understood by TSC staff, current capability to evaluate training remains at a very basic level, and developing capability for higher levels of evaluation – e.g. skills transfer, requires significant investment. It is likely that this level of evaluation would only be achieved over the long term.

In the short term, TSC must consider what options are available for evaluating training effectively within the current environment.   In the early stages of change, TSC may want to consider a less rigorous approach based on review methodology rather than full-blown evaluation. This approach is likely to take less resource and enable faster assessments of training. The need for compliance focused audits/reviews was outlined in an earlier section (see *Section 2.4 Ensuring quality of training – Compliance with delivery requirements*).

Once greater consistency in training delivery is achieved, reviews could be used to guide changes to development and delivery and steer strategic decision making. Whatever method is selected the following should occur:

- identify priorities for review
- dedicate adequate resource for data collection, analysis, reporting
- incorporate a level of independence
- use a standardised approach
- clearly identify what roles will be responsible for review
- establish a process for using findings.

If a review methodology is adopted in the early stages of change, the same resources may be used to assess the progress of the XCED Programme at specific points in time to guide a successful introduction of changes to TSC services as a whole.

Conclusions

- Inconsistent training delivery prevents useful evaluation or review of training from occurring.

- Including evaluation or review responsibilities within a role is not sufficient to ensure those activities will occur – dedicated resources and positions are required to ensure review occurs.

- A lack of standardised processes exists to support review activities and effective use of findings.

2.5 Staff experience of training

The issues with district training are a result of a combination of:

- imbalanced training focus resulting in a lack of sufficient core skills training
- too much training generally from 'training' demands that increase yearly
- reliance on classroom training
- poor training experiences due to development that misses the mark combined with poor delivery.

The focus of this section is on training for constables as currently they form the bulk of the training audience.

2.5.1 Training for basic job requirements

The key finding on staff experience and perception of training is that staff are not getting sufficient training in core skills. The common perception of managers and some training staff is that constables only want 'sexy' training such as firearms and defensive tactics, rather than, for example, legislation. This view is disputed by the findings of this review.

Staff are as disappointed with SSTT training as they are with other types of training as they view the experiences as 'a waste of time'. Staff want training in areas that build their skills to do their job well. For example, across focus groups in four different districts staff identified the following training needs:

- search warrant applications
- new legislation and updates
- performance improvement plans for supervisors
- acts - youth, land transport, family violence, evidence, disclosure
- interpretations of case law
- files preparation
- acting Sgt. training[28]
- training for Field Training Officers (FTOs)
- Lotus Notes, Business Objects, NIA interrogation
- Microsoft Excel skills for managing data, records, and providing statistics
- administrative skills and computer skills relevant to promotions
- SSTT *training* (rather than re-certifications and assessments).

Staff believe that insufficient training in these areas contributes to:

- a lack of efficiency in how they do their jobs
- an increase in operational risks.

Police provides training in all of these areas in some form, whether from the national level, or as developed in districts.   However, a number of factors impact on the quality, accessibility, and sufficiency of training.

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[28] Constables are frequently required to act in sergeant positions including long term positions without any training.

Factors affecting district experience of training

A number of factors contribute to district and staff experience of training. These factors are:

- the focus of training is not balanced between core skills and knowledge
- training is too general to be useful
- the focus of training is too much on the why and not how to
- training is information and update focused rather than 'real training'
- there are barriers to accessing training
- the standard of training delivery is poor.

2.5.2   Sufficiency of current training

The focus of training in not balanced

More training demands are placed on districts every year, with an every widening focus. Staff understand the need for nationally mandated training but feel that 'tick the box' training is given at expense of core skills training, and training is reactive and doesn't show any planning or foresight.   There is a lack of balance in the type of training that is provided.

The wider focus to include ethics, equity and diversity, and contemporary policing, for example, is making it more difficult for staff to get core skills training. This was commented on by staff in focus groups as well as managers, area commanders, and district commanders.

> *...maintaining the balance between operations, technical upskilling, and development is becoming harder and harder as a greater focus goes into people management and leadership matters...District Commander*

> *...I question the relevancy of some of the training and believe we need to get back to some basics around command and control, field craft and appropriate tactical deployment decisions...Area Commander*

> *...the increase in people management, leadership and ethical training, while important, has placed a greater strain on trying to get a good balance between all the training elements a member has to address for operations let alone this area and/or personal development...District HR Manager*

> *...although nationally mandated has reduced, the amount of role-based training flowing into districts is huge, and is usually 'must-do' training for most front-line staff...District Training Coordinator*

> *...the amount of time per annum that staff spend on mandated training may benefit from review...District Commander*

Mandatory training is too generalised to be useful

The benefits of current mandatory training are debatable as this training is unlikely to provide staff with adequate information, skills or knowledge for their jobs - the training is not specific enough to be useful.   The reality of training delivery is that a wide cross section of staff are likely to attend. Therefore, packages need to provide information for a wide audience.

As a result, staff find that:
- training is too general and theory focused
- content is irrelevant to the jobs they are doing
- scenarios are too basic and not useful
- sessions are too long for little benefit
- training is 'tick the box' and not provided to help them in their jobs
- staff 'switch off' in training and see it as a 'waste of time'.

Although developers may include options about how to vary the training for the audience (for example different scenarios), the reality of training delivery is that a wide variation of staff attend, and variations in the current packages would not be adequate to meet the varied needs of attendees.

Training focuses too much on why and not enough on how to

Training is too theory focused and application of the training to the job is not adequately addressed.   Staff find that they spend hours in training that doesn't result in having much better knowledge or skills for the time spent. The perception is that training is focused strongly on theory or background rather than how to apply the information.

Staff find that there is not enough focus on how to apply the training or information in their jobs due to the generic nature of the packages and lack of realism in the scenarios. They want practical training and opportunities to work through real problems they face in their work. The comments of staff are summed up as:

> ...training needs to have a practical focus and be pitched at the right level - not an academic or uni approach...

> ...there is too much focus on the why and not the how to...

> ...make it relevant to the job...

> ...one hour workshops with practical focus would be better [than current mandatory training sessions]...

Some staff had experienced CIB refresher training with Police that was run as interactive seminars. They rated this training highly as it allowed staff to ask questions and work through issues they faced in their jobs.

Feedback from staff shows training is more meaningful and useful if they, rather than trainers, provide the scenarios and have a chance to work through questions that are coming up in their own minds about how to apply the training or use the information.

Training is information and update focused rather than 'real training'

Staff believe that a lot of the training they receive is only information, or updating knowledge they already have and that there is no need to provide a face to face, or lengthy training session on the topic.   This was also the view of many district training coordinators. Their views could be summed up in the statement,

> ...much of what we are expected to 'deliver' in districts is not true training as such, but is often knowledge-based, which could be implemented in other ways...

Better categorisation of topics at the national planning stage would help to reduce the volume of classroom training so that topics could be appropriately accommodated by other means. Categorisation of topics is wider than TSC training and needs to incorporate PNHQ topics.

However, this would require:

- interaction with district staff about what topics are likely to require classroom time
- alternative means of providing additional support to staff who need it if online learning is the preferred option
- better coordination at the national level between PNHQ and TSC so that all training topics are considered together for categorisation
- better organisational structures and process for streamlining training and information delivery to staff generally - not just topics identified as 'training'.

Attached as Appendix One is information from a recent review that points out issues with the way information is provided to Police employees, and the resulting feeling of 'information overload'. Aims to reduce 'training' and provide information in other ways should be considered in the wider context of the organisation so that a holistic approach can be developed.

Conclusions
- Staff appreciate training where they are able to apply the training to real issues they face in their work – experiential training and the opportunity to be interactive is how staff enjoy learning, and what makes training useful and relevant to them.

- Current training is missing the mark because:
  - the focus of training is too much knowledge and not enough core skills
  - training is too general to be useful
  - the focus of training is too much on the why and not how to
  - training is information and update focused rather than 'real training'
  - the standard of training delivery is poor.

Introducing other options for training delivery
Staff suggested that training delivery could be changed so that classroom training was not the only method of receiving nationally mandated training. They suggested the following changes:

- video conferencing instead of costly and time consuming travel
- online access should be available for training that is information and update focused and not 'real training'.

Considerations for introducing e-learning
The XCED Programme suggests changes to the way training is delivered, including use of e-learning, or i-learning at it is called at TSC. Staff welcomed the idea of online learning to:

- reduce the number of classroom sessions they have to attend
- reduce travel time for training
- learn at their own pace in shorter or longer time periods as required.

One area commander stated,

> ...*I can't emphasise enough the perceived benefits of the intended shift to on-line self paced training modules for delivery of many packages and how this could help the TSC to restructure more efficiently...*

Self paced learning would help to counteract the enforced 'one size fits all' experience of training by allowing staff to work at their own pace to complete training in shorter or longer time periods. There may also be the opportunity to provide different levels of learning to staff with different levels of experience.

With prudent management i-learning also has the potential to significantly reduce pressures on providing trainers for delivery. However, there are issues to consider for a successful implementation in districts. Issues impacting implementation include:

- ensuring sufficient access to computers for training in districts
- considering appropriate topics for online learning via district and staff input
- providing sufficient support for online learners
- ensuring appropriate duration in design of e-learning sessions.

A move to online learning will put significant pressure on already stretched IT resources in districts. Staff expressed concerns about having access to computers for training purposes, as access for work is already an issue in districts. For example, one staff member wondered how practical it would be to use the computer in their office for training stating,

> *...we have 6 guys in our office and 2 computers...*

Other staff expressed concerns about access to computers in stations.   These staff members already come back when they are off shift so they can get through their paperwork when stations and offices are quieter and they have better access to computers.

The topics selected for online learning also need to be considered. For example, some staff thought e-learning would suit some mandatory topics that are only information based, and 'tick box' training, and less time would be needed for training. However, computer training online was not viewed as viable, and other staff wanted more interaction during training. Their belief was that,

> *...e-learning wouldn't work - people want to ask questions during training..*

This highlights the need to provide sufficient support around online training for staff that need it, and canvass staff about their views of i-learning about the issues and the benefits, prior to introduction.[29]

Considering the benefits of a return to line up training
A return to line up training, developed by TSC, is another avenue of delivery that may be worthwhile. Some of the benefits include:

- promoting supervisor ownership of training responsibility (rather than relying solely TSC)
- ability to deliver messages to staff in a timely way rather than waiting for formal training
- the potential to raise the standard of line up training
- ability for supervisors to select topics to meet immediate needs of staff
- supporting supervisors who are already proactive in providing information to staff

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[29] It is not known whether staff perceptions were sought about what kind of topics they would be comfortable accessing online during the pilot sessions of i-learning.

- potential to offer a range of categories (e.g. 5 minutes, communication sheets, 30 minute topics as suggested by TDG)
- ability of districts to request topics
- districts can decide what they want to access and use
- a firm focus on needs of operational staff.

Issues to manage are:
- consistency of delivery based on supervisor interpretations
- engaging supervisors who are not interested in being involved
- smaller stations that don't have line ups
- the need to have districts sell the idea in areas where use is low
- risk of training being driven from PNHQ or TSC rather than districts (may be accommodated by additional categories of line up training)
- adequate development resources at TSC to keep up with demand.

Barriers to accessing training
Other issues with training involve accessing training and professional development opportunities. Barriers to accessing training include:

- lack of individual training plans to formally identify needs
- the cost of training means many training requests are denied
- difficulty in seeking training that is not directly related to your job
- supervisors react negatively to requests for training opportunities to take other roles so training can be hard to access.

Conclusions
Options other than classroom time for delivering training could allow staff to:
- reduce the number of classroom sessions they have to attend
- reduce travel time for training
- learn at their own pace in shorter or longer time periods as required.

Considerations for implementing other learning options include:
- ensuring sufficient access to computers for training in districts
- considering appropriate topics for online learning via district and staff input
- providing sufficient support for online learners
- ensuring appropriate duration in design of e-learning sessions
- adequate resources to ensure developers can meet demands.

2.5.3   Examples of staff training experiences

Staff are understanding of the position trainers are in with regards to resources and current training capability of the organisation. However, staff are frustrated with the quality of training they receive.

Themes from focus groups around poor examples of training were shown to be too much training, lack of practical and core skills training, and poor delivery.[30]

Negative views of training experiences
- too much mandatory training in place of learning core skills
- too much ethics based training
- CIB - modules are out of date, limited practical experience, lack of new topics
- Custodial suicide training length and content – this is an update not a new topic
- varsity law papers are a burden for probationary constables – they should be optional or linked to promotions with a choice to do different papers (e.g. education or business)
- overloaded venues (e.g. 67 people in a 55 person venue)
- having no set venues – they change frequently
- excessive travel times to get to training
- lecture style training (e.g. 'death by PowerPoint')
- trainers are not knowledgeable and have no interest in the topic
- CDA[31] via intranet – too much information, too many links – supervisors trying to learn from this to deliver training doesn't work – a one hour workshop is better
- receiving training after legislation or law changes have been introduced

SSTT specific
- pursuit training done at the speed limit during driver assessments
- no one fails – it is 'tick box' training
- feedback from staff is not impacting training
- DT is too 'PC' - videos and lectures are replacing practical learning
- SSTT is recertification it is not about improving skills.

Positive views of training experiences
The themes of good training experiences clearly revolved around receiving practical training and core skills, interactive sessions and training with a focus on how to rather than theory.

- Emerging Leadership training had a good practical focus and was experiential
- Basic Investigator Courses provide basic core skills that aren't being taught elsewhere
- Investigative Interviewing provides basic core skills that aren't being taught elsewhere
- Adult Sexual Assault training
- SSTT was made better by shoot don't shoot, timed shooting, and more realistic scenarios in firearms training[32]

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[30] Staff in focus groups commented on all training received, not just district training.

[31] Criminal Disclosure Act
[32] It is unknown whether these approaches are developed or delivered in line with nationally mandated SSTT program.

- interactive seminars in CIB refresher training (e.g. Human Sources, Warrants)
- First Aid (provided by an external provider).

2.6 Workplace Assessment and Field Training

A full examination of the Workplace Assessment (WPA) and Field Training Officer (FTO) practices was not within the scope of this review. The review activities in this area were limited to considering the structures and processes that are in place because WPA and FTO are not part of the TSC district training structure.

2.6.1 Workplace Assessment

Although TSC staff do not fill WPA positions in districts as was originally intended, WPA structures and processes are relatively sound. This is due to:

- the national coordinator position at RNZPC who oversees the WPA programme
- changes introduced to increase the likelihood of quality WPA practices.

Benefits of the National WPA Coordinator
The benefits of the national coordinator position for WPA are:

- providing national overview of how the WPA programme is implemented
- the ability to determine required changes to ensure programme aims are met
- having responsibility for both aspects of secondary training (i.e. university papers and WPA)
- providing a central point of contact for district based WPAs
- ensuring quality WPA practices by overseeing moderation activities.

Factors affecting the quality of the WPA program
The quality of WPA can be compromised by:

- having the wrong people in the role
- not having enough WPAs to move staff through the programme
- not have enough WPAs to provide a quality review of performance.

Ideally WPA positions would be filled by TSC staff so that there are enough of the appropriate people filling the roles, there is better consistency in assessment practices, and TSC has responsibility for ensuring that those staff members are performing well in the role. Currently, positions are filled by district staff and getting enough of the right people is dependent on:

- district decisions about who is selected for the WPA role
- who is actually available to fill the role
- district decisions about how many WPAs positions are funded in the district
- whether districts view WPA as a priority.

Changes introduced to manage the quality of WPA
To manage the variation in the quality of WPA that is likely to occur in the current environment quality review practices have been introduced. These include:

- appointing an external moderator to ensure the standard of assessment is met by supervisors and probationary constables
- introducing periodic quality moderation to ensure quality of probationary constables' files adheres to a consistent standard
- introducing improved record keeping of file numbers to facilitate effective quality moderation at the national level

- aims to introduce file standards (e.g. requirement of key documents).

Issues with current structure and process of WPA

The limitations with managing the quality of the WPA programme are similar to the issues of managing the quality of training delivery in districts.
Limitations on TSC's ability to manage the quality of WPA are due to a lack of control over:

- the performance of WPAs if they are not meeting standards
- whether districts act on TSC advice on findings from moderation activities
- ensuring an adequate number of WPAs are appointed in a district
- ensuring the right people are appointed to the position of assessor.

Opportunities for improving WPA

Establishing links between the FTO and WPA programme in districts may provide a stronger network of learning support for probationary constables within districts.[33]

University papers were viewed by WPAs and FTOs as a burden for probationary constables. One FTO explained,

> *...probationary constables have too much to do with learning on the job, adjusting to shift work and the organisation, working on modules and varsity work – it is too much too soon…*

The need for employees with powers of the constable in the WPA role, preferably to senior sergeant level, was commented on in many cases. The perception is that WPAs with policing experience are more credible, and they are able to address issues with sergeants that do not provide assessments to the standard required. As one WPA explained,

> *…Although it is a sergeant's role there has always been a senior sergeant in the position so that if the sergeant is not providing a good standard of reporting something can be said about it...*

Conclusions

- The limitations with managing the quality of the WPA programme are similar to the issues of managing the quality of training delivery in districts. Essentially, TSC has a lack of control over:
  - the performance of assessors if they are not meeting standards
  - a district's response to TSC advice to improve assessments
  - ensuring the right people are in the role of assessor.

- Introducing moderation practices assists in identifying issues with the standard and consistency of WPA, but TSC has no control over whether the issues will be addressed and how they will be addressed.

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[33] The benefits of establishing links between FTO and WPA programme at national level were not assessed.

2.6.2   Field Training Officers

Processes for managing the activities of Field Training Officers (FTOs) vary significantly between districts. Processes range from relatively informal to highly structured with variations in:

- selection processes
- training for FTOs
- work expectations
- documentation required
- who FTOs report to.

Developing the FTO role

There is evidence of development around the work of FTOs in some districts. For example, some districts:

- use a selection panel for appointing FTOs
- have position descriptions as selection criteria
- use Professional Standards and checks for PIPs to ensure FTOs are suitable
- give 1 or 2 days of training to provide FTOs with basic training skills and an outline of what they are expected to do
- require daily diary notes, records of debriefs, and/or regular progress reports as evidence of FTO work (which may be provided to the WPA)
- expect FTOs to work closely with PCs for a set period of time
- have WPAs as FTO coordinators
- follow up with PIPs for FTOs who are not performing.

In contrast, some FTOs work in an environment where:

- FTO selections are approved by the senior in the office
- no training is provided
- no documentation is required as evidence of FTO work
- work with PCs is dependent on FTO assessments of their need
- there is no contact required with the WPA.

The real value of FTOs is unknown as there is very little formal feedback sought from probationary constables about their experiences.[34] However, it is reasonable to assume that probationary constables will benefit more from FTO assistance in districts where efforts are being made to formalise the process through:

- selecting the right people for the FTO role
- providing basic training skills for FTOs
- documenting the work that FTOs do
- making links between FTOs and the WPA programme.

From the lack of useful and effective district training described by non-probationary constables, and anecdotal evidence that suggests recruit training doesn't adequately prepare probationary constables for work in districts, a comprehensive FTO program is likely to provide core skills and knowledge that may not be found elsewhere.

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[34] Only one district sought feedback from probationary constables as part of the field training experience in the districts visited for the review.

Auckland District demonstrated the most developed, documented and regimented approach to field training for probationary constables. They are looking to extend the FTO program with a Field Training Unit that covers the pan Auckland region. [35] The concept is based on the U.S. Reno Model for field training and involves a measured introduction to police work in districts over a 15 week period.

The FTU approach to field training is likely to provide significant benefits to the organisation by ensuring probationary constables have attained a strong base knowledge of operational police work. This is particularly true in the Auckland region where turnover of staff and probationary constable numbers are high, and the opportunity to learn from experienced staff is limited. The approach offers:

- practical on the job training
- a staged intensive approach to learning skills
- an appropriate level of supervisory oversight for new staff
- the opportunity to share FTO resources across districts as the need arises.

Providing a robust FTO model provides assurance that probationary constables are receiving adequate guidance as they learn on the job. This reduces the likelihood of the following situations that were described during the review:

- probationary constables working 2-up together for the first two days on the job
- a section with eight probationary constables and no FTOs.

Opportunity for improving initial training
The level of change suggested by the XCED Programme signals an opportunity to review the approach to FTOs, and consider the benefits that could be attained through formalising the processes around field training. Some district training staff suggested there may be opportunities to significantly alter the training that is offered to recruits by reducing time at RNZPC and incorporating more formal on the job training. This suggestion may have merit, and requires further review.

Conclusions
- Processes around field training vary significantly between districts and range from informal arrangements to highly structured.

- The level of change suggested by the XCED Programme signals an opportunity to review the approach to FTOs, and consider the benefits that could be attained through formalising the processes around field training, and reviewing alternative approaches to training recruits.

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[35] Details of the FTU are available from the Auckland District Strategic HR Advisor.

2.7 Summary of links to the XCED Programme

This summary of links information is based on the original XCED Programme document. Depending on how XCED Programme plans have developed over the course of the review these links may or may not be relevant.

2.7.1   Review findings that link with the XCED Programme

The following points from the XCED Programme link in with findings from the review. The review findings suggest that these XCED Programme aims are worthwhile pursuing:

- traveling trainers, and reducing significance of district boundaries
- focus on experiential learning where possible
- selection process for instructors
- providing peer review and formal assessments of instructors
- communities of practice and concept of formal lines of communication to "*ensure there is negotiation of joint enterprise and development of shared views*" - as well as efficiencies in TNA, design, development, administration
- working with policy and national managers to inform training solutions
- resources focused on trainers
- staff development opportunities through external secondments and teaching opportunities
- ethics training incorporated with training rather than as a sole topic of training
- e-learning as future option[36]
- sharing resources where possible – e.g. centralised administration, traveling trainers with less reliance on district boundaries

2.7.2   Review findings without a link to the XCED Programme

It was not an expected that the XCED Programme document would fully outline the way forward. TSC states that the original XCED Programme document offers a starting point and the purpose of the document is to stimulate discussion within the organisation. The following points represent issues that were raised in the review that are not clearly addressed in the original XCED Programme document:

- whether resources for evaluation or review are allocated within the new structure
- how instructors, including senior instructors will maintain up to date skills and knowledge about the operational environment
- how academic advisors in schools and the academic director workgroup are linked
- how will adequate oversight be provided to academic advisors to ensure consistency in approach and avoid the 'silo' effect
- who will be responsible for actually developing training packages
- how general trainers will interact with TSC at the national level

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[36] TSC needs to consider district capability to take up this option due to IT resources.

3 Background

3.1 Scope

1. Describe the organisational structures that exist in the districts to develop, support, deliver and evaluate district based training including:

   - *role and functions of district training coordinators*
   - *role and functions of Northern, Central, and Southern area managers*
   - *role and functions of district based trainers*
   - *any positions in districts that support district training (e.g. admin)*
   - *reporting lines*
   - *position descriptions and pay banding for district training roles*

2. Assess district processes for developing, supporting, delivering and evaluating district based training including:

   - how district training plans are developed
     - *how are district training topics chosen and approved*
     - *how does district training coordinate or align with mandated national training and who is responsible for managing this process*
     - *how is other training in the district aligned or coordinated with district based training*
     - *how is the district training budget allocated*

   - what training is delivered within the district and by who
     - *what is the experience and qualification of trainers (college and district employed)*
     - *what differences exist between college and district employed trainers*

   - how quality of training is maintained (delivery and review)
     - *managing quality content/criteria*
     - *managing feedback from students*
     - *managing trainer assessment*
     - *ratio of trainers to students*
     - *how evaluation is used to improve training*

   - facilitating access to training
     - *methods for notifying staff of training requirements/opportunities*
     - *staff selection for attending training*
     - *approval rates for training requests*

- ensuring attendance at training
  - o *records of attendance (who and rates)*
  - o *coordinating data at the district level/national level*
  - o *methods of advising staff of missed training and prompting to ensure attendance*

3. Assess Police employees' experience of training
   - *access to district based training*
   - *value of district based training*
   - *positive/negative training experiences*
   - *what would make training better*

3.2   Approach to review

The focus of the review was on the TSC structure managed by the three district area training managers. Follow up with relevant TSC staff at RNZPC occurred when required. Specialist training and training for Communications Centre staff were not included in this review.

Information for the review was sourced from focus groups, interviews, discussions, and surveys, and a review of TSC data, records, and reports. Training Service Centre staff from RNZPC and districts provided documentation.

Southern, Auckland, Canterbury and Central districts were involved with the review so that the Northern, Central and Southern training areas were included in the review.

Appendix One – Summary of conclusions

District structures and functions

Number of TSC trainer positions in districts

- A key issue for improving the quality of Police training is to ensure a sufficient number of dedicated trainers are available to meet delivery requirements.

- Without sufficient TSC trainer numbers to meet delivery demand organisational ability to deliver consistent training and effectively monitor, and assess that training is unattainable.

- Districts are frustrated with the need to constantly supply staff to deliver training as this practice impacts on the consistency of training delivery and ability of districts to attend to core functions.

Division between district and national TSC staff

- The quality of training solutions could be enhanced by formally integrating the activities of district and national TSC groups.

- An 'us and them' perspective of the relationship between district and national TSC hinders effective working relationships between relevant groups.

- Integrated activities would present opportunities for more effective oversight and support of service delivery by TSC.

Accountability and transparency in reporting lines

1. A disjointed TSC structure based on layers of management in districts and at the national level:
   o hampers effective and efficient resolution of issues
   o impedes communication between district staff and relevant TSC workgroups based at RNZPC.

Performance management

- There is an apparent culture of ineffective performance management within SSTT that evidently extends to TSC senior managers.

- The impacts of ineffective performance management within SSTT include:
   o trainers that continue to disregard nationally mandated training requirements
   o changes to district training structure to resolve issues.

- The new Code of Conduct process may result in more effective performance management as long as there is active involvement of supervisors and managers in supporting the process.

Overview of district training roles

Area Training Managers

- There is little need for the area manager roles due to the autonomy of district training staff – they do not require direct or intensive management.

- Consolidating the area manager roles into a single position at the national level would be a more efficient approach to managing district training, and may provide opportunities to refocus to ensure evaluation and quality assurance activities are occurring in districts.

- For a national district training manager position to be effective a number of supports need to be in place including:
  - a consistent standard of DTC service or equivalent function
  - alternative means of managing SSTT personnel issues
  - clear reporting and communication lines between the national district training manager, districts and relevant TSC workgroups involved with quality assurance.

District Training Coordinators

- The DTC core functions are central to facilitating delivery of district training. There are many options for how those core functions could be provided in the new structure. However, in each instance the following should be considered:

  - how communication will be strengthened with districts including to promote the profile of the new approach to training from the XCED Programme

  - the logistics of coordinating delivery of different topics, from different schools, across different locations, while working in with district staff ability to attend (otherwise attendance rates are likely to be impacted)

  - the importance of a single point of contact in districts to enable coordination and provide relationships with relevant groups, and local knowledge.

Trainer: Delivery and Development (General Trainers)

- General trainer roles that are able to deliver a wider range of training may provide greater efficiencies in delivery due to greater flexibility to address training demands.

- Providing skill development of general trainers so they can provide a variety of training contributes positively to staff development.

- Restricting the payband available for trainer positions to, for example, constable level is likely to limit the usefulness and flexibility of the general trainer role.

SSTT trainers and supervisors

- The SSTT trainer role is too narrow – there is a lack of career progression and professional development opportunities to combat fatigue due to lack of stimulation in the role.

- A more comprehensive review of SSTT as a whole is required due the significance of issues with SSTT delivery that were identified by this review – serious shortfalls were identified in structure and application of basic management principles.

- SSTT supervisors would benefit from the support of an SSTT national coordinator at RNZPC and team leader positions within SSTT delivery teams to improve supervision of SSTT delivery in districts. The justification for introducing these roles could be considered in a more comprehensive review of SSTT.

Computer Trainers

- Although some managers believe that there is no longer a need to provide computer training, a lack of training in computer skills and related administrative skills has been identified by staff as a training need in a number of OAG reviews.

- The use of technology in policing is likely to increase in the future, beyond the need for just computer skills – TSC needs a strategy to address this in their XCED Programme in the future.

- A TNA of the current computer training needs of Police employees should be conducted before investing in a solution to computer training.

Administration Officers

- It is likely that administrative needs could be met through a centralised approach based on the current level of administrative support services in districts.

- If administration is centralised, there is the potential for districts to gain an improved service based on greater availability of administrative resources – provided the needs of district training are established through a review and incorporated in a plan for developing a centralised administrative function.

Planning training

National training requirements

- Integrating PNHQ and districts needs within the planning process throughout the year, as TSC proposes, is likely to significantly improve the national planning process by facilitating better planning in development and delivery.

- With the work required to implement district TNAs analysis, evaluation and assessment of courses and training, and incorporate district and national manager feedback to improve planning national training requirements – it is unlikely that the new process will be improved significantly in the short term.

- Better categorisation of training at the national level would help to distinguish information needs from training needs, and help to determine the most appropriate method of delivering the training. This could have a significant impact on the volume of classroom training required - if alternative methods of delivery are developed. Improvements in this area are likely to be possible in the short term.

Planning for training delivery in districts

- Better planning at the national level is likely to have positive impacts on district planning and training delivery including the ability to effectively plan training and manage resources throughout the year.

- A web of interrelated activities occurs in districts to coordinate and deliver training – a number of these activities are likely to be required regardless of any changes to the function of coordinating and planning delivery in districts.

- District TNAs must be standardised before they can effectively contribute to the planning of national training requirements.

District training budgets

- Anecdotal comments that district training budget allocations are not equitable between districts were not able to be verified within this review – more information was required from RNZPC.

- With the proposed changes in structure outlined in the XCED Programme budgets are likely to change significantly. The suggestion that a transparent system is put in place to ensure districts receive equitable services from TSC is a valid suggestion.

- It is necessary to assess the level of dependence on district training budgets for delivering district training when adjustments to district training budgets are considered in a new TSC structure.

Facilitating training in districts

Training attendance

- PeopleSoft provides a means of booking and monitoring attendance at training but sufficient and appropriate use of scheduled training opportunities requires ongoing management within districts by positions that promote training and work to ensure adequate uptake of training opportunities.

- There is the potential for the PeopleSoft system to be used as feedback system to streamline TSC service delivery.

Record keeping

- Inconsistency in record keeping and data management across and within districts impacts TSC's ability to easily review information and provide oversight for TSC related activities in districts.

- Standardising record keeping and data management for training information across the organisation would allow districts, and the organisation as a whole, to more easily determine what training is done, why it is done, what the costs are and whether those costs can be justified.

Resources

- The standard and availability of venues for district training could be improved considerably – TSC should be aware of the current state of venues so that avenues for improving standards and availability can be considered.

- An inadequate number of vehicles to travel to deliver training suggests a lack of apparent process is in place for distributing training resources.

Ensuring quality of training

Quality of trainers

- Reliance on non-TSC trainers means TSC can not effectively manage the consistency and quality of training because :
    - TSC does not have direct oversight of trainers who are district staff
    - staff that deliver training are constantly changing.

- Opportunities for selecting preferred trainers from districts, and ensuring quality of delivery is constrained by districts' inability to plan for training and operational impacts on the availability of preferred trainers..

- Consistency of training delivery and TSC ability to monitor and correct issues with training delivery could be improved by adopting a more formal approach to seconding district staff as trainers.

- A lack of formal assessment of TSC training skills impacts the quality of training delivery.

- Although ranks in the classroom can contribute to some negative experiences in training, the credibility of the trainer due to knowledge and skills in the area of training is most important to staff.

Compliance with delivery requirements

- Training delivery requirements are unmanageable in the current environment; adherence to requirements would significantly increase the costs of district training.

- The ability of districts to meet training delivery requirements is impacted by:
    o national planning and development timeframes and resulting delivery timeframes
    o geography of the district and need for staff and/or trainers to travel
    o the number of staff that require training (RATs)
    o limitation of venues
    o availability of suitable trainers
    o budgetary constraints.

- It is common practice for district training staff to alter the content and length of training packages - in some cases this is due to constraints around meeting impractical delivery requirements. However, in other cases trainers make decisions to alter packages based on their assessment of the quality of the content, or length.

- Lack of compliance with nationally mandated SSTT training presents safety issues to staff in training and the public.

Training development

- Considerable effort will be required to raise districts' interest in conducting a district TNA as historically district needs have not been met from the national level - districts are likely to have little faith in the process.

- There is a lack of established process to ease collaboration between PNHQ workgroups and RNZPC on research and development and clarity around who is primarily responsible for research and development.

- A more flexible approach to development is required to meet the realities of the delivery environment and alter the perception of districts about the ability of TSC to meet their unique needs.

- There are organisational benefits to be gained from sharing training development nationally and using a national library of training topics to support efficient and more consistent training development in districts.

Reviewing training

- Inconsistent training delivery prevents useful evaluation or review of training from occurring.

- Including evaluation or review responsibilities within a role is not sufficient to ensure those activities will occur – dedicated resources and positions are required to ensure review occurs.

- A lack of standardised processes exists to support review activities and effective use of findings.

Staff experience of training

Sufficiency of current training

- Staff appreciate training where they are able to apply the training to real issues they face in their work – experiential training and the opportunity to be interactive is how staff enjoy learning, and what makes training useful and relevant to them.

- Current training is missing the mark because:
  o the focus of training is too much knowledge and not enough core skills
  o training is too general to be useful
  o the focus of training is too much on the why and not how to
  o training is information and update focused rather than 'real training'
  o the standard of training delivery is poor.

- Options other than classroom time for delivering training could allow staff to:
  - reduce the number of classroom sessions they have to attend
  - reduce travel time for training
  - learn at their own pace in shorter or longer time periods as required.

- Considerations for implementing other learning options include:
  o ensuring sufficient access to computers for training in districts
  o considering appropriate topics for online learning via district and staff input
  o providing sufficient support for online learners

- o ensuring appropriate duration in design of e-learning sessions
- o adequate resources to ensure developers can meet demands.

Workplace Assessment and Field Training

Workplace Assessment

- The limitations with managing the quality of the WPA programme are similar to the issues of managing the quality of training delivery in districts. Essentially, TSC has a lack of control over:
    - the performance of assessors if they are not meeting standards
    - a district's response to TSC advice to improve assessments
    - ensuring the right people are in the role of assessor.

- Introducing moderation practices assists in identifying issues with the standard and consistency of WPA, but TSC has no control over whether the issues will be addressed and how they will be addressed.

Field Training Officers

- Processes around field training vary significantly between districts and range from informal arrangements to highly structured.

- The level of change suggested by the XCED Programme signals an opportunity to review the approach to FTOs, and consider the benefits that could be attained through formalising the processes around field training, and reviewing alternative approaches to training recruits.

Appendix Two – Issues with informal training

Promoting acceptable use of Police information[37]

Impacts of the informal training approach

An informal training approach involving a variety of information sources is the principal way that Police employees learn about new policies and requirements. Reliance on the informal training approach poses issues of:

- dissemination of inconsistent, or contradictory messages
- varying quality of presentation impacting on accessibility of information
- a higher chance that people will not be exposed to the message
- the volume of information being circulated being overwhelming, creating the necessity for screening and prioritising relevant information.

Police employees depend mostly on 'word of mouth', and they 'learn as they go' relying heavily on the experience of longer-serving employees – supervisors and colleagues are the resource that Police employees turn to first for information. Unfortunately, everyone is relying on the same approach to learning which results in the issues outlined above.

Supervisors also make use of subject matter experts when required and as available, such as Legal, Privacy, Human Resources, employment practice managers, and media advisors. Outside of this, emails are the most common method of receiving information and this is supplemented with numerous informal methods.

A comment by an employee summed up the informal training approach:

Information filters through via emails and the bully board[38] and you are pretty much left to your own devices if the information is not found via these methods.

Through the course of the review participants described exposure to the following sources of information:

- email reminders from supervisors or managers
- Bulletin Board messages and updates
- briefings from supervisors at line-up or fall-in
- posters about acceptable use of Police information
- team meetings
- Intranet
- warnings about monitoring and acceptable use at time of computer log on
- learning from NZ Police and government department incidents via media

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[37] Review of Unauthorised Use and Disclosure of NZ Police Information, OAG, September 2009.
[38] Bulletin board, available via Intranet.

- having to sign that they have read policy to get a memory stick
- Ten One[39]
- district newsletters.

Examples of issues related to the informal training approach are provided below, as well as some common experiences of Police employees in attempting to use current informal training resources.

Emails as a reactive approach to policy reminders

- emails were viewed by Police employees as a mainly reactive approach to policy reminders when breaches occur, as confirmed by supervisors and managers
- the exception is Southern Communications centre where email is part of a plan for regular reminders (approximately annually)

Inaccessibility of the Departmental Security Manual via the Intranet

- few people use the Intranet for seeking policy information unless it is directly related to their job (e.g. ICT security, and HR disciplinary matters)
- there is too much information on the Intranet generally and it is poorly organised to enable efficient searches – a useful search function is lacking
- the policy as presented in the Departmental Security Manual is long, convoluted, and difficult to wade through with 13 chapters, a total of 37 sections, and information repeated across sections – it is difficult to explain which section of the policy has been breached
- apparent lack of strategy for incorporating policy updates results in a piecemeal approach to presenting information – an accumulation of related policies risks contributing to the lack of accessibility currently described by Police employees.

Summarised versions of policies are already being provided in district magazines (e.g. Porirua, February 2009), RNZPC training, and via email as updates for existing Police employees. The content of the Departmental Security Manual could be improved by incorporating summaries of key information and reorganising the layout to make the content more concise. Summaries could also contribute to circulating consistent policy communications in districts and workgroups.

Lack of use of the Bulletin Board

- acknowledged as useful for updates in general (e.g. Criminal Disclosure Act 2008, and release of information to officers making requests over the phone)
- constables said they lack the time to review the Bulletin Board and already suffer from 'information overload'
- impacts of additional information streams need to be considered, for example in-station video monitors mean constables in some districts no longer consult the Bulletin Board.

Information overload

Supervisors reported the feeling of being inundated with information to the point of 'information overload'. One supervisor reported that when they return from leave to 300

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[39] NZ Police newsletter.

emails it is easy to miss new policies and requirements that need to be communicated to their staff.

The volume of information being distributed, via emails, the Bulletin Board, and Intranet is creating an environment saturated with information to the point where:

- prioritising information is difficult
- chances for missing important information are magnified
- navigating the information is difficult.

Ineffective training via supervisors

Sending information via emails and the Bulletin Board and then expecting supervisors to train staff on significant topics, or in any depth, was not viewed as an efficient or effective system of providing training or information. For GDB supervisors "it is a luxury to sit down with staff to provide training and updates".

Supervisors stated short seminars about key aspects provided by subject matter experts would be a better approach because:

- information is easy to access
- it is a more efficient process for supervisors to understand the information
- subject matter experts are knowledgeable about the topic and can answer questions directly and accurately.

Conclusions

- Dependence on an informal approach to communication and training as the main means of educating Police employees about information security contributes to:
  - o circulation of inconsistent training messages of varying quality
  - o information overload' that inhibits distribution of messages
  - o inefficient delivery of training messages
- The Departmental Security Manual is long and convoluted which impacts on accessibility of policy information – accumulation of policy based on the current format will further affect accessibility over time.

Recommendation 6

Information for Police employees should be streamlined to ensure key messages are accessible and consistent. This could include:

- reviewing the Departmental Security Manual to make it more concise, easier to navigate; and incorporate summaries of key information that could be used as the basis for consistent communications
- considering review of the Intranet to make information, including policies, easier to find; and incorporate an effective search function
- reviewing alternative means for delivering information like policy updates.