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HM INSPECTORATE OF CONSTABULARY IN SCOTLAND

# **Thematic Inspection of Police Scotland Training and Development - Phase 1 – Terms of Reference**

December 2019

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# HM Inspectorate of Constabulary in Scotland

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HM Inspectorate of Constabulary in Scotland (HMICS) is established under the Police and Fire Reform (Scotland) Act 2012<sup>1</sup> and has wide ranging powers to look into the 'state, effectiveness and efficiency' of both the Police Service of Scotland (Police Scotland) and the Scottish Police Authority (SPA).

We have a statutory duty to ensure that the Chief Constable and the SPA meet their obligations in terms of best value and continuous improvement. If necessary, we can be directed by Scottish Ministers to look into anything relating to the SPA or Police Scotland as they consider appropriate. We also have an established role in providing professional advice and guidance on policing in Scotland.

- Our powers allow us to do anything we consider necessary or expedient for the purposes of, or in connection with, the carrying out of our functions
- The SPA and the Chief Constable must provide us with such assistance and co-operation as we may require to enable us to carry out our functions
- When we publish a report, the SPA and the Chief Constable must also consider what we have found and take such measures, if any, as they think fit
- Where our report identifies that the SPA or Police Scotland is not efficient or effective (or best value not secured), or will, unless remedial measures are taken, cease to be efficient or effective, Scottish Ministers may direct the SPA to take such measures as may be required. The SPA must comply with any direction given
- Where we make recommendations, we will follow them up and report publicly on progress
- We will identify good practice that can be applied across Scotland
- We work with other inspectorates and agencies across the public sector and co-ordinate our activities to reduce the burden of inspection and avoid unnecessary duplication
- We aim to add value and strengthen public confidence in Scottish policing and will do this through independent scrutiny and objective, evidence-led reporting about what we find.

Our approach is to support Police Scotland and the SPA to deliver services that are high quality, continually improving, effective and responsive to local needs.<sup>2</sup>

**This inspection will be undertaken by HMICS under section 74(2)(a) of the Police and Fire Reform (Scotland) Act 2012 and a report will be laid before the Scottish Parliament under section 79(3) of the Act.**

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<sup>1</sup> Chapter 11, Police and Fire Reform (Scotland) Act 2012.

<sup>2</sup> HMICS, [Corporate Strategy 2017-20](#) (2017).

# Our inspection

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## Introduction

1. HM Inspectorate of Constabulary in Scotland (HMICS) has committed to a statutory inspection of Training and Development as part of its Scrutiny Plan for 2019-20.
2. HMICS acknowledges that there is significant interest in this area, which has been a recurrent theme in many of our past inspections, particularly for front line officers. The scope of this inspection has therefore been carefully considered and a phased approach, consisting of a number of specific inspections, is therefore being considered.
3. HMICS also acknowledges that significant development work is underway in this area, with many new or revised elements undergoing re-design, procurement, testing and implementation. Our terms of reference therefore take account of where scrutiny will add the most value and assess the efficacy of the approaches being developed and their operational impact.

## Aim

4. The aim of this inspection will be to assess the effectiveness and efficiency of the Training and Development function and the quality of the products it develops, delivers and commissions. It will scrutinise how well Police Scotland is meeting its relevant commitments as set out in the People Strategy 2018-21 and the Serving a Changing Scotland Strategy (currently under review).
5. The Phase 1 inspection will also examine the new 'MyCareer' system, replacement for the former Personal Development Conversations (PDC) and Personal Development and Review (PDR) approaches, encompassing continuous professional development. HMICS will also consider leadership development, talent management and promotion processes through the new Leadership Pathways programme.

## Background

6. A new People Strategy was presented to, and approved by, the Police Scotland Strategic Leadership Board on 11 April 2018. After consideration at the SPA Board in August 2018, Police Scotland published its People Strategy for 2018-2021 in December 2018 outlining a commitment to empower, enable and develop its people. The strategy has three strategic themes:
  - Inspiring Leadership – winning hearts and minds to drive success
  - Positive Environment – creating great environments for our people to perform
  - Organisational Health – our people and services are flexible, innovative and agile.
7. HMICS is aware that in the early days of Police Scotland, significant financial savings were made in many corporate areas, including training and development, with only mandatory training being provided for some time for officers and police staff.
8. There have also been a number of iterations of PDC/PDR/appraisal and promotion processes which have been subject to review over the past six years. HMICS has found over the course of many of our inspections that these processes have been viewed negatively by front line staff.
9. These challenges are currently being addressed by Police Scotland as part of their People Strategy programme of work. This inspection will focus on these key areas of development and wider officer and staff interest.



10. HMICS is also aware of recent work undertaken by Internal Audit and academic researchers in this area and will use their findings to support the evidence base in our inspection.

### **Inspection Terms of Reference**

11. This inspection will be undertaken by HMICS in terms of the Section 74(2)(a) of the Police and Fire Reform (Scotland) Act 2012.

### **Scope**

12. HMICS will consider the commitments made in the current People Strategy and Leadership framework in terms of training and development. We will also consider a comparative overview of training and development approaches in other sectors and jurisdictions to identify any good practice or improvement areas.
13. HMICS will examine the structure, staffing (capacity and capability), facilities and funding of the training and development function and its linkages to other functions within the People and Development service in Police Scotland. The effectiveness of both internal (within Police Scotland) and external (by the SPA) governance and assurance will also be considered.
14. As this is Phase 1 of a series of potential inspections, HMICS will be specifically focusing on the areas of promotion, talent management, leadership development and continuous professional development. The linkages to workforce planning, wellbeing and job satisfaction will also be considered.
15. HMICS will consider the rationale for change, options considered and chosen approaches and whether they will meet the current and future needs of policing.
16. The inspection approach will encompass police officers, special constables and police staff and consider resourcing and engagement with partner agencies (public sector and private suppliers) in training and development.
17. HMICS will specifically consider the impact of training provision in terms of learning outcomes and wider organisational outcomes. Value for money will also be considered as well as whether Police Scotland has effectively addressed and learned from previous issues.

### **Exclusions from Scope**

18. Subsequent phases of this inspection may focus on the areas of recruitment, induction, initial training and specialist training. The relevant linkages to workforce planning, wellbeing and job satisfaction may also be considered in these phases, along with entry routes, where we will identify any good practice or improvements in other sectors or jurisdictions.
19. HMICS will also consider re-visiting 'My Career' and Leadership pathways in potential future phases of this inspection to assess their delivery.
20. This inspection will not consider performance-related appraisal and wider staff engagement.



## Objectives and Outcomes

21. The HMICS objective for this inspection is to assess the Training and Development function, and specifically the new 'MyCareer' and Leadership Pathways approaches including planning, implementation and the quality and availability of course and support content.
22. Our intended outcomes from this inspection and its publication are to:
  - Provide independent assurance as to the efficiency and effectiveness of the training and development function in terms of its core role and commitments
  - Provide independent assurance on the proposed new 'MyCareer' and Leadership Pathways approaches and advice on potential options for improvement
  - Identify Critical Success Factors (CSFs) for implementation of the new approaches
  - Highlight areas of good practice and any areas for improvement.

## User perspective

23. As set out in the Public Services Reform (Scotland) Act 2010, HMICS has a duty to demonstrate continuous improvement in user focus i.e. involving users of the service(s) in the scrutiny process. In this inspection we will use available information from and engage directly with Police Scotland officers, staff and their representative organisations as "users" of training and development services. HMICS will also engage directly with key governance groups and stakeholders including the SPA and Scottish Government.

## Methodology

24. We will use the HMICS Inspection Framework which is based on the European Foundation for Quality Management (EFQM) Excellence Model and Best Value Characteristics. The Inspection Framework will provide a structure to our inspection which will be risk-based, proportionate and focussed on improving the delivery of policing in Scotland. We will structure our inspection around six themes:
  - Outcomes
  - Leadership and Governance
  - Planning and Processes
  - People
  - Resources
  - Partnership.
25. Between November 2019 – April 2020 we will:
  - Identify a single point of contact for HMICS in Police Scotland to support the inspection process and to facilitate appropriate access to people and information
  - Liaise regularly with Police Scotland and maintain ongoing engagement with other key stakeholders
  - Observe a number of Police Scotland internal meetings and SPA Committee meetings (Public and Private)
  - Examine relevant documentation including policies, procedures, performance and management information including strategies, plans and course materials. Where possible we will access these documents from open sources, but this phase may require Police Scotland to provide information directly to us. This information will assist in determining our overall judgement as to how well the training and development function fulfils its role relative to the defined scope of this inspection



- Conduct a comparative overview of relevant training and development areas in other sectors and jurisdictions
  - Engage directly with academic researchers in this field
  - Conduct interviews and focus groups as appropriate
  - Conduct a survey with officers and staff.
26. HMICS will engage with Audit Scotland to ensure alignment with planned External Audit work and similarly with Internal Auditors Scott Moncrieff.

### **Publication and Reporting Timescales**

27. We anticipate publishing a report of our findings in April 2020. Our report will be published in terms of Section 79 of the Police and Fire Reform (Scotland) Act 2012. A copy of the report will also be provided to the Chief Constable, the Scottish Police Authority and the Cabinet Secretary for Justice and laid before the Scottish Parliament. A copy will also be made publicly available on the HMICS website.
28. For further information about the inspection of Training and Development please contact Tina Yule, Lead Inspector - [Christina.Yule@gov.scot](mailto:Christina.Yule@gov.scot)

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HM Chief Inspector of Constabulary in Scotland  
December 2019