

SCOTTISH HOME AND HEALTH DEPARTMENT

TRAINING NEEDS (ABOVE CONSTABLE LEVEL)

REPORT OF A WORKING PARTY

OF THE

POLICE ADVISORY BOARD FOR SCOTLAND

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WORKING PARTY ON TRAINING NEEDS

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INTRODUCTION

1. At its meeting on 16 June 1972 the Police Advisory Board for Scotland appointed a Working Party to examine the police training needs in 1975 and thereafter, above constable level.

2. The terms of reference of the Working Party were:-

"To examine the police training needs in Scotland in 1975 and thereafter above constable level and to determine which can best be met centrally and which locally (the Working Party should exclude consideration of matters affecting probationer training, those matters affecting accelerated promotion which were dealt with by a recent Working Party and questions affecting the Police (Scotland) Examinations): in particular, the Working Party should take account of the work done by the earlier Working Party on the Senior Division of the College, should bear in mind the pattern of police organisation which will emerge in 1975 and should try to establish guide lines for the development of the Scottish Police College after 1975."

3. The first meeting of the Working Party was held in November 1972, and, in all, we have had 5 meetings.

Present Training Arrangements

Central Training

Introductory

4. When an expert Committee on Higher Training for the Police Service in England and Wales published its Report as a White Paper in 1947 it stated that "a proposal to establish a Police School or College in Scotland to serve all Scottish forces by providing residential training courses for recruits, officers considered suitable for promotion to the rank of Inspector, senior officers, and specialists was approved in 1944 by the Scottish Local Authority Associations and the representative bodies of the Scottish police service, and a search for a convenient property or site is proceeding."

5. A Scottish Police Training School for recruit training was opened in 1947 in temporary premises at Whitburn while a search was made for suitable permanent accommodation to house both junior and senior training. Tulliallan Castle, Kincardine-on-Forth, was acquired for this purpose in 1950; but it required considerable adaptation and extension and, while this was going on, arrangements were made to hold senior courses in premises at South Queensferry and Whitburn. This was the beginning of the Scottish Police College into which the Training School was incorporated.

6. At the beginning of 1954 the first stage of the adaptation of Tulliallan Castle was completed and senior training began there early that year. The second stage of building work, the provision of accommodation for recruit training, was completed in June 1960. Finally, all the facilities for a Driving School were completed in 1964 and the Motor Driving Division was then set up.

Courses

7. The courses at present held in the Senior Division of the College follow closely the recommendations in the 1947 White Paper. The objectives for the courses which were stated then were to raise the standards and efficiency of the police service by providing training "which will broaden the outlook, improve the professional knowledge and stimulate the energies of men who have reached or are reaching the middle and higher ranks of the service." "The training should also attempt", the White Paper continued, "to counteract a certain stiffness in habits of thought which tends to develop when the impressionable period of a man's life between 20 and 30 is spent in a subordinate capacity". It was also accepted that an important part of the training given would deal with the responsibilities the students would have for moulding the characters of the young constables who might be placed in their charge.

8. The courses present run in the Senior Division are:-

'A' Course

This is designed to prepare men for the duties of Inspector. Two courses are held annually each of which lasts six months and takes 30 students from Scottish forces. The subjects studied are police

administration and organisation, police duties, crime, treatment of offenders, traffic and communications; and a substantial amount of time is devoted to general and background studies. The method of study includes formal lectures, discussions, visits and research in addition to practical exercises and the preparation of a thesis.

'B' Course

This course is designed to prepare men for the duties of the ranks above Inspector. Four courses are held every year, each of which lasts for three months and provides places for eight officers, two of whom are usually from outside or overseas forces. The course of study devotes a large time to management but some police subjects are studied, as are certain matters of general interest. The method of instruction is similar to the 'A' course.

'C' Course

The 'C' course was originally designed to give as many senior officers as possible an opportunity to prepare for a course at the Police College which was to be set up in England. In practice, in Scotland, courses above the 'B' level have developed as ad hoc provision for the needs of specialists; in the first instance, the syllabus was confined to Administration but later courses have included such subjects as Man-Management, Staff Appraisal and Traffic Management.

Accelerated Promotion Course

In an Interim Report a Working Party on Higher Police Training in Scotland recommended that a special course be arranged to bring forward promising constables at an early stage of their career. The course, which was first held in 1964, lasts for 12 months and takes up to 12 students. The syllabus includes studies in Constitutional Law, Evidence, Local Government, the Legal System and Police Subjects and there are also periods of attachment to a large force, a School of Management and an outdoor training centre.

Motor Driving Division

9. The Motor Driving Division runs courses as follows:-

Advanced Driving

This course is for patrol drivers with some operational experience and lasts for four weeks.

Force Instructors

This course trains officers to be Force Driving Instructors; it lasts for six weeks.

Standard Courses

These courses, recently introduced, last for two weeks and are meant to improve the general standard of police driving.

The total student capacity of the Driving Division is 18 and the numbers on each course vary according to the need at any particular time.

Other Central Training

Detective Training

10. Central training for detectives is conducted alternately in Edinburgh and Glasgow, with a staff drawn from the two forces. At present six courses are run: the initial course is for officers newly entering Criminal Investigation Departments and lasts for eight weeks; the Advanced course is for officers with CID experience who are of the rank of Sergeant and Inspector and lasts for three weeks. The remaining four courses, which deal with scenes of crime, drugs, fraud and refresher training, last for two weeks each. The number attending each course is approximately 20.

11. Following discussions in the Police Advisory Board for Scotland, the Secretary of State decided in 1967 that detective training should be centred at the College. Proposals have been prepared for providing the necessary accommodation, but until these can be realised the temporary arrangements at Glasgow and Edinburgh have had to continue.

Senior Command Course

12. This course which is designed for officers likely to progress to the highest ranks in the service is run at the Police College, Bramshill. Two places are reserved on it for officers from Scotland. One course, of four months duration, is held each year.

Special Courses

13. Various courses at police centres in England and Wales provide places for Scottish officers. These include courses in Traffic Engineering, Crime Prevention, Public Relations and Dog Handling. Places on such courses can be allocated either through the Department or by Scottish forces directly. A few officers have attended courses run by outside bodies; these courses, where the students can include civilians as well as police officers, are principally in the field of management studies.

Local Training

14. A considerable amount of training is provided at force level, the larger forces being able to arrange it individually while others group together. Several large forces, and, most notably, Glasgow, provide a number of short specialists courses, including training in some or all of the following:-

Newly promoted Sergeants;
Senior Constables;
Scientific Aids;
Management; and
Mountain Rescue.

Selection of Students for Central Training

15. Central selection applies only to the Accelerated Promotion Course (with which we are not concerned but which we have assumed and believe should continue) and to

the Senior Command course. Places on all other courses are allocated to forces in the light of their estimated needs and their respective establishments. For most courses certain minimum qualifications are required; but among the candidates who have these qualifications no restriction is placed on the Chief Constable's discretion as to the officers he selects.

16. Selection of Scottish students for the Senior Command Course at Bramshill includes an initial interview by a Panel of Chief Constables under the chairmanship of HM Inspector of Constabulary. An Extended Interview procedure follows, the Panel consisting traditionally of two Chief Constables and one non-service member. In 1972 Scottish students were interviewed by the teams which conduct the Extended Interviews in England and this procedure may well continue.

CHAPTER II

The Working Party on the Senior Division

Introductory

17. Our terms of reference required us to take account of the work done by the earlier Working Party on the Senior Division. It is clear from the evidence we had of the course of their discussions and of their tentative conclusions, that the question which most concerned them was the rank at which officers should attend the 'A' and 'B' courses. There were divergent views on this, not only within the Working Party but also within the Associations represented on it.

Promotion Pattern following Training

18. The Senior Division Working Party had been concerned to ensure that the best use was made of the training places available. They had been advised by the educationists among their members that much of the benefit of a course would be lost if the knowledge gained was not put to use within about two years. They therefore collected a great deal of information about the subsequent careers of officers who had attended the 'A' and 'B' courses. They found that many officers had to wait a considerable time before being promoted; a good number left the service before they were promoted at all. Of the 267 sergeants who had attended the 'A' course during the years 1961 and 1965 only just half had been promoted within two years of the end of their course; by 1969, 38 had still not been promoted (and 12 of them had left the service). The position was even more unsatisfactory in relation to 'B' courses. For the same period, of the 101 inspectors who had attended only 36 were promoted within two years and by 1969, 39 had not been promoted at all (and 26 of them left the service).

19. There had been hope that the position might have been improving but at the time the Senior Division Working Party was sitting there had been no marked reduction in the average ages and lengths of service of officers sent on 'A' and 'B' courses, and they seem to have come to no conclusion on this.

20. The Senior Division Working Party felt that College courses should not be used to assess whether men were fit for promotion but to train officers for new responsibilities; the College was not to be a proving ground but an improving ground. Because of concern at the figures quoted in paragraph 18 they seemed disposed to recommend that the 'A' course should be for officers newly promoted to the rank of inspector and the 'B' course for newly promoted superintendents. They would have been likely to add a strong plea for some form of central training for sergeants since they did not think that force or regional training intended to train a man for his duties as a sergeant was suitable for the development of potential for higher rank.

The Needs at Sergeant/Inspector Level: the evidence presented to usIntroductory

21. We were impressed by the evidence which the earlier Working Party had highlighted (paragraph 18 above). It seemed to us that, as long as the number of central training places was limited, any place designed for a man with potential for promotion which was taken up by a man who in the event went no further (or did not go further for a good number of years) was, in a real sense, a place wasted: and that the waste became more shameful as the numbers increased who came to be promoted without having had the benefit of central training at all. We therefore sought the help of Chief Constables in bringing up to date the information they had previously supplied.

22. The following pattern emerged. We made a straight comparison of the two five year periods 1961-65 and 1966-70 and were pleased to find that just over 70% of the students attending "A" courses in 1966 to 1970 had been promoted to inspector within the two years following the course, compared with just over 50% for the earlier period. Even accepting that promotions to inspector almost doubled in 1968 and 1969 and were also greater in 1971 and 1972 than they might otherwise have been because of increases in the number of posts at this rank, we think that on the whole there has been an improvement. We did not compare the number of students not yet promoted because the last years chosen eg 1969 and 1970, are too recent to make a valid comparison with earlier years. One fact is clear however, the average age and length of service of students on "A" courses are not dropping and the upper limits of age and service are still unduly high.

Views of Serving Officers

23. Our three members who represented the police associations met a representative group of sergeants to discuss the present and future training needs of that rank; some of the sergeants, who came from both city and county forces, had been on an "A" course, but others had not. Their view was that the "A" course should be retained in some form, that training for sergeants should be provided locally and centrally and that the syllabuses should be co-ordinated to avoid duplication. They considered that for a central course sergeants should be chosen from among those with three to five years' service in the rank. There was less agreement on the length of the course; half of the sergeants thought the present course was too long. We also heard from the Commandant that about 25% of students who attend the "A" course consider it too long, mainly for domestic reasons.

24. We did not draw any precise conclusion from these points: but we did feel encouraged to consider whether central training courses might not with advantage be shorter than 6 months. It is difficult to provide sufficient highlights in a training programme to sustain interest right to the end of such a course: and it is likely that operational officers who are used to a busy routine of operational responsibility will find a certain unreality towards the end of a long course and will long for a return to more practical work. We did not discount either the domestic difficulties, and thought that if they could be reduced we might thereby reduce the selection difficulties which face Chief Constables.

25. At an early stage Mr McClure, on our behalf, sought the views of Chief Constables on a number of possibilities which we had in mind. The result was that a substantial majority rejected the prospect of a central course (like the present "A" course) being regarded as basic training for newly promoted sergeants; they preferred training at this stage to be carried out locally and wanted central training to be at the borderline of sergeant/inspector level. There was general support for the idea of central training being made available to inspectors once they had been promoted to that rank. Finally there was a large measure of agreement that the main aim of central training should be to develop the officers who had been selected and not to contribute to the selection process itself.

Present Local Training for Sergeants

26. Mr McClure also obtained from Chief Constables details of their present arrangements for the local or regional training of sergeants and also copies of the syllabuses of courses. All forces provide training for newly promoted sergeants; eight actually run courses, to which the remainder send students. Appendix A lists the forces running courses, with the length of each course and a breakdown under subject headings.

27. As would be expected, there is a large common element in the subjects studied. With one exception, all forces devote periods to the duties of a sergeant: emphasis is placed on force organisation and procedures (eg force administration, major incidents, crowd control and operation of information room): there are in each course lectures on drugs and discipline, and some treatment of various aspects of traffic and crime: community involvement (including public relations and the effects of the Social Work Act) are dealt with and most forces cover licensing and gaming.

28. Those courses which last for one week are just long enough to cover the basic subjects. In the longer courses, more periods are devoted to general subjects, in which the range of items - perhaps surprisingly - is very considerable. A talk on the work of the Federation is the most frequent subject; and other subjects which appear several times are first aid and resuscitation, underwater searches, the Fire Service and customs and excise duties. The following appear in various programmes: liaison with Ministry of Agriculture and the Army, industrial security, emergency childbirth, public administration and delegated legislation, educational facilities for the police, the special constabulary, the Scottish Police College and the work of RSSPCC and Alcoholics Anonymous. Glasgow has lectures on cadets, recruiting and receiving and training young constables (an important subject which seems not to be separately recognised in any other syllabus). The longer courses have visits to such places as a hospital, another Force Headquarters, a motor factory, airport, a detention centre and prison.

Acknowledgement

29. We were grateful to have through the medium of our police association representatives at an early stage in our deliberations the views described in the preceding paragraphs. They played a significant part in the conclusions we reached.

The Needs at Sergeant/Inspector Level: Our Approach

30. We felt it necessary to clear our own minds as to the principles which govern types of training not merely in the context with which we were concerned but generally.

Types of Training

31. One distinction seemed to us to be crucial. It lies between training which helps a man to do better the duties of the job he has to do and training which helps a man so to develop his talents as to provide grounds for hoping that he will be better able to cope with more complicated or responsible jobs later. We spoke of the first type of training as task-oriented: we called the second developmental.

32. The two elements cannot easily be combined in one course. The task oriented element in a syllabus will be suitable for all, but a developmental element may be too difficult for (and could be wasted on) those who are unlikely to progress beyond their present rank. We realise, of course, that there will be many subjects which, by their nature or the methods of instruction used, will be difficult to categorise as neatly as we have done; and similarly officers, being individuals, will not divide neatly into the two groups we have in mind. Nevertheless we regard it as important to be clear about the purpose of any course and about those for whose needs it is designed. Only when this has been done can the subjects to comprise the syllabus be decided and, equally important, can the level and method of instruction be fixed. A task oriented course might be expected to place greater emphasis on questions of "how" and "what"; a developmental course would be more concerned with "why" and "to what extent".

The blend of General and Professional Subjects

33. In much police training, and particularly in the development elements of courses at the College, there is a mixture of general and professional subjects. It would be possible to separate these, leaving professional subjects to be taught at the College and general subjects at another educational institution. Such a solution would relieve pressure on existing police training accommodation. We do not favour this idea. Students would tend to associate each type of training with different places and this would make a wholly professional course deficient. We think that general subjects should be taught along with professional subjects on the same course and should be shown to have direct application to the police service.

34. Some of the general subjects traditionally taught at the College have been described as mind-broadening - a phrase no doubt borrowed from the White Paper referred to in paragraph 4 of Chapter I. We felt that the general subjects with which we were concerned should be shown to bear some relation to police work; sociological study for instance would illustrate, if not explain, the state of society in which the police have to operate. In a similar way, if visits undertaken as part of a course are to be worthwhile they should arise directly out of the syllabus and should illustrate some aspect of it. Finally where public speaking is taught and practised students should be given some notional assignment such as making a police report to a committee rather than the presentation of a cultural paper.

Repetition of Subjects

35. In any series of courses it is likely that the names of certain subjects will appear more than once in the various syllabuses. This is perhaps more likely when the subjects are being treated, as by us, in a fairly general way. It seemed to us that the same subject can with profit be repeated in the syllabuses of successive courses in any progression, provided it is included for the deliberate purpose of revision, for providing the most up to date information or because it is being dealt with at a different level. We were very conscious that the policy we recommend which involves more separate courses than there have been poses special problems here; the content and level of instruction for subjects covered both regionally and centrally will have to be carefully watched to ensure that unwitting repetition is avoided.

Incentives

36. Some of us were concerned that any course which a man went to after promotion might lack an incentive. On the other hand, students on a developmental course should be eager to benefit as much as possible from the range of training given. In general we see no reason to take a pessimistic view of the motivation of the police service as a whole, far less of its senior or potential senior officers. We were reasonably hopeful that all students would strive to obtain the maximum benefit from training and that the organisers of training would make courses as interesting as possible, ensure the participation of all students, and, if necessary, warn anyone who fails to try hard enough.

37. We believe that the necessary stimulus should be achieved without setting one student against another. Striving to do as well as possible and to earn a favourable report should be sufficient encouragement. Of greater importance than competition is the contribution which each student should be making to the course during discussions or presentations and therefore to the eventual success of the course.

Policewomen

38. It was represented to us that in the past, policewomen have not been allocated sufficient places on courses: but previous allocations may have related to the promotion opportunities at inspector level and above. We are clear however that in future there should be no differentiation and that officers, of either sex, should be sent on courses if they come within the conditions we specify later.

General

39. We heard it suggested (for instance at the Conference which the Department convened on 10 May at the Police College) that the accommodation available for senior training should be regarded as the consequential of a decision on the amount of accommodation needed for junior training. While we accept that in the short run the two needs are bound to be related to the total space actually available we have not felt obliged to accept this sort of constraint for the longer term. We have accordingly thought it our primary object to assess the needs and recommend accordingly.

CHAPTER V

The Courses we propose at Sergeant/Inspector level

Introductory

40. We propose that the training needs of sergeants and inspectors should be met by a pattern of three inter-related courses as follows:-

- (a) training for all newly promoted sergeants in the duties of that rank, to be provided in the regions
- (b) training for all newly promoted inspectors in the duties of that rank, to be provided at the College
- (c) training for selected sergeants, designed to develop their potential for higher posts, to be provided at the College.

The following paragraphs develop the concept of each of these courses and relate them to the considerations in the preceding chapters.

Regional Training for Sergeants

41. We have noted (paragraphs 26 ff) the effort that is at present being put out on training for sergeants at the time of their promotion. This is a man's first step up the promotion ladder and we are clear that he needs some training in the new duties he has to face and in particular for meeting his new leadership responsibilities. The need is, in the terms we used in Chapter IV, for a task oriented course.

42. We doubt whether a course of one or even two weeks is likely to meet the need and we would think it reasonable to assume that this course will last about 3 weeks - which is the longest period at present provided at this stage in a man's career by any of the existing forces. It should be within the capacity of the future regions, individually or in groups. Because we see the future pattern of training as being more complex, there will be a greater need for integration between local and central training than hitherto. We therefore have prepared (Appendix B) an outline syllabus for a regional 3 week course.

43. We do not claim to have made much by way of original suggestion for this syllabus, which is largely based on present practice. But we have provided some time for grounding in those elements of communication which help a man to understand people and help other people to understand him. We prefer that something of this be done at this stage and the traditional "tool subjects" in what we propose below for the College courses are shortened accordingly.

44. We should expect Chief Constables to want to exercise discretion as to the handling at this stage of topics that are of particular interest in each region (and we say more about the question of integration of training in Chapter VIII Paragraph 77).

Central Training for Inspectors

45. Our dissatisfaction with the wastefulness of the present "A" course arrangements paragraphs 18 and 22 led us to conclude that if there was a need

to train men in the duties of inspectors the training should be given as soon as possible after the men have been promoted to that rank. We gave serious consideration to the need for such a course and whether it could be done regionally. An inspector has to accept new responsibilities; he has a larger command and often he has to deal with local authority officials or represent his force on local committees; not only are there new duties here but the quality of performance expected could be significantly higher than for a sergeant. We were agreed therefore that a course was necessary. There are some grounds for thinking that such training might be done regionally; and we recognise that in the future regions there may be a need for some short local course to brief an officer on the new circumstances he will have to deal with on promotion. This we would leave to chief constables to decide in the light of conditions in their forces.

46. We felt however that there was a clear need for standardised training in the main duties of the rank and that all officers of the rank of inspector should have it. At this level meeting with officers of comparable rank from other forces and the opportunities for inter-change of ideas have long been recognised by all students as of immense value. We think, too, that at this level the quality of instruction needs to be very good so that a properly responsive and participative method of working can be established. Such quality can more readily be provided and then more effectively used in a central location than in a region. Having regard to the numbers involved, we think in any event that this is a suitable level at which to assert the unity of the Scottish police service by providing training for all. The fact that all Inspectors will have had this course will incidentally make it rather easier to plan courses at higher levels. We therefore recommend that a College course be provided for all inspectors as soon as possible after they are promoted.

47. We do not think this need be a long course; and since a newly promoted man will be keen to come to grips with the duties of his new grade there will be advantage in keeping the course fairly short. The main need is for a thorough treatment at the appropriate level and by appropriate means of police responsibilities and functions, with some emphasis also on modern management methods. We have prepared an outline of a suggested syllabus (Appendix C) and we think this could conveniently be covered in 5 weeks.

Central Developmental Training for Selected Sergeants

48. The provision of task oriented training on a uniform basis for all newly promoted inspectors makes it easier to deal with what has often been regarded as a useful function of the present "A" course (though it has never been its formal objective) - the bringing on of sergeants who are thought to have potential for further promotion. We are sure that a course with this particular objective is fully justified and we recommend accordingly.

49. We found difficulty in defining the field of those eligible for this course. Certainly we are not arguing for training at the College for all sergeants: for the quality and purpose of the course we have in mind would not be compatible with a decision that all sergeants should go. We have heard the argument that it is in principle a good thing for a sergeant to have been on a College course: but the argument does not in our view establish a need for all sergeants to go on the course we recommend. At the very least, it seemed to us, they must be men who are thought likely to reach inspector: some of us would say that they ought to be likely to reach at least chief inspector. Such men should be given the course we have in mind when they have 3-5 years service in the rank of sergeant.

They should by then have settled into the duties of the rank, have some appreciation of wider problems and have shown something of their potential. We do not regard the 3-5 year limit as categorical; there could be occasional exceptions and, as staff appraisal techniques are developed, there should be greater confidence in selection.

50. The biggest single element in the syllabus of this course should be general subjects. If a large proportion of time is to be devoted to these we think it important that careful thought be given to what is to be taught and how so that the students can see the purpose of the subjects and relate them to their own experience. (We heard some criticisms of the current practice in relation to general subjects at the College.) We have therefore prepared - and we owe a special debt to Mr Scotland for his help with this - a conspectus showing what we think should be covered and how the various parts should be interrelated (Appendix E). For the rest, the course needs to deal with police subjects and management topics - always with emphasis on the need for "mind broadening" on the one hand and real application to police work on the other.

51. We have prepared an outline syllabus for this course, which we think should last about 14 weeks (Appendix D).

52. Much of the content of this course will overlap the content of the Accelerated Promotion Course and we think that those who have been on the latter should be excluded from this course.

Acknowledgement

53. In the formulation of our proposals at this level we needed assistance on analysing the content of the present "A" course. We were fortunate to obtain, through the good offices of Mr McClure, some assistance from Chief Inspector J C Cameron of Inverness Constabulary, who had recently completed a tour of duty as Director of Studies at the College, during part of which he was associated with the "A" course. We are grateful to Chief Inspector Cameron for his assistance: the conclusions we have drawn from his work are our own.

CHAPTER VI

Training Needs above Inspector level

Introductory

54. In considering the needs above Inspector level we had two points chiefly in mind. We wanted to find any training at this level on the basis that we had provided at sergeant/inspector level i.e. on the 3 weeks regional training for all sergeants, the 5 weeks central training for all inspectors and the 14 weeks central training for selected sergeants which are described in Chapter V.

55. Secondly, we wanted to keep some form of contact with the arrangements at the apex of the pyramid of police training in the United Kingdom - the Senior Command Course at the Police College at Bramshill. We did not think that in terms of numbers of students to be catered for nor in relation to the quality of instruction that would be appropriate it would be sensible to think in terms of a separate Scottish Senior Command Course and we therefore worked on the assumption that selected Scottish officers would continue to go to Bramshill.

Training for Divisional Command

56. The need for training in the duties of superintendents has been assumed in the provision over the years of "B" courses; and we think there is a need to provide training for divisional command. This is to bring students to a full understanding in theory as well as in practice of the duties of the rank of Superintendent as it is used in Scotland. The main need would seem to be in management subjects (including personnel appraisal and selection), police subjects (treated in a more mature way and at a more advanced level than in earlier courses) and general subjects (so treated as to relate the problems of the police service to the problems of the community as a whole).

Developments in England and Wales

57. Recent thinking at this level in England and Wales is also relevant. At present an Intermediate Command Course of 14 weeks is provided there for selected superintendents. Plans are in hand to alter its relationship to the Senior Command Course whereby it becomes a first part of a developing syllabus and is formally a prerequisite for attendance at Senior Command Course. It is also intended, as soon as accommodation permits, to make places available to all superintendents in England and Wales (but leaving the selection hurdle along the lines of the present extended interview procedure before the Senior Command Course). The Intermediate Command Course is, we understand, to be regarded as a task oriented related to the rank of Superintendent.

Role of the College

58. The course we recommend should be equivalent to the English Intermediate Command Course. There would be a challenge to the resources and skills of the Scottish Police College in providing training at the requisite level. The College may hardly be equipped at present to provide what would be required but we did not think this an insuperable difficulty. If the College's staff resources could be augmented by the regular participation (probably on a part-time basis) of an officer of Assistant Chief Constable status this might be helpful; and we think that if one or two suitable civilian instructors could be found they might be led to take a substantial interest in the College over the whole range of its activities and so to develop their usefulness to the College and to the Scottish police service.

59. We do not see why the Scottish College cannot compete in this way and we should think it most unfortunate if it did not. We must try to ensure that the best Scottish officers are brought to a standard from which they can effectively compete at Bramshill.

Length of and Qualifications for Course

60. The present Scottish "B" course lasts 11 weeks and the English Intermediate Command Course lasts 14 weeks. We make no specific recommendation as to the length of course we should have, but clearly 11-14 weeks is of the right order.

61. If there is difficulty in providing items of the very best quality for this course we think the possibility should be explored of associating the Scottish students for a few days with one or two of the highlights of the English course eg the exercise held in association with the National Defence College.

62. We make no detailed suggestions as to the syllabus of this course, since we think that time will be needed to assess the significance of developments in England.

63. The students on the course, which will deal with the needs of superintendents, should be newly promoted superintendents, of whom we expect there to be an average of about 28 a year in Scotland in the period after 1975. Any other solution would expose us to the wastefulness noted in relation to the present arrangements. We think that an effort should be made to restrict this course to one a year. One consequence of our proposals in this area is that no provision will be made at the College for Chief Inspectors who at present feature prominently on the "B" course. We did not set out to exclude them but we think it right that they should be left out. They will all have had the benefit of our 5 week Inspectors course: and we do not think that the jump from Inspector to Chief Inspector (particularly in the circumstances of the new regional forces) will merit any special form of general training.

CHAPTER VII

Other Training

Detective Training

64. We were aware that the present arrangements for holding detective training courses in Glasgow and Edinburgh were essentially temporary. They had to be adopted because space was not available at the College to allow the courses to be located there - as the Secretary of State decided in 1967 they should be located.

65. The discussions which preceded the decision of the Secretary of State in 1967 were long and failed to produce agreement. It was accepted that the training should be located centrally, but there was no agreement as to whether the central location should be the College or some place nearer the main scenes of crime (and therefore of detective activity). A majority of Chief Constables supported by the Superintendents' Association favoured a location other than the College, while a smaller group of Chief Constables, the Police Federation and the Association of County Councils favoured the College.

66. Cost considerations favoured the College solution in 1967 and we have no doubt they would favour it still. Generally, there seemed to us to be advantages in stressing the links between detective and uniform branches by having them trained in the same place. But we did not feel able to add to the 1967 discussions and we have worked on the basis that accommodation should be found (as the extension proposals brought forward in 1972 assumed) at the College.

Motor Driving Division

67. We considered briefly the justification for the provision at the College of the present facilities (paragraph 9). We did not doubt that the advanced course and the course for force driving instructors are sufficiently specialised to merit central handling. We were much less happy about the idea of having standard driving courses at the College. It appears that the present arrangements at this level were made to ensure that full round-the-year use is made of the College facilities. If this were a small element in the workload of the Motor Driving Division this might be defensible but we think a decision will be needed on the future of standard driving courses before long.

68. We make no firm recommendation at this stage, chiefly because we found it difficult to estimate the scale of need in the longer run. The figures have fluctuated in recent years and may fluctuate again. We recommend that the scale of central training for motor driving should be looked at again soon after 1975.

Miscellaneous Training

69. We see the College as the natural setting for various ad hoc courses designed to meet new needs as they occur. It seems to us to have been an unfortunate consequence of the lack of accommodation at the College and the pattern of work there that courses of this kind have been held only exceptionally. The general pattern of central training we recommend should leave a number of options for the use of College accommodation and the opportunities thus provided should be seized.

70. Traffic management courses are a good example of what may be needed: and short courses or conferences on new techniques which are being introduced (eg staff appraisal).

Training in Association with those who are not policemen

71. Throughout this report we have naturally looked at police training needs as if the police were distinct from other parts of the public service. For most training purposes we think this assumption is so obviously right as to need no special justification. But there will clearly be circumstances where individual police officers could benefit from training with other groups; such opportunities should be taken. On a rather greater scale, moreover, we think that opportunities should be looked for in the new regions for police officers to take part in the courses which are likely to be provided for local authority staff generally - eg in certain management techniques - or in courses designed for particular professional groups with whom the police share certain interests - eg social workers. That the police should share in such courses is likely to bring financial advantages to the regional authorities; it should also be of advantage to the police officers concerned.

CHAPTER VIII

The consequences of our recommendations: and the need for further action

Recommendations

72. The main recommendations we make are listed in Appendix F.

Numbers of students

73. If our recommendations are accepted, they will lead to substantial changes in the working pattern of the College. From some work we have done on the likely number of promotions after 1975 we have estimated that the numbers of inspectors and superintendents to be catered for each year in the task oriented courses should average just over 100 and at least 25 respectively. In relation to these courses as we conceive them there is no option but to provide for the numbers who come forward. In relation to the central training for sergeants there is a decision to be taken as to the numbers to be provided for. The fact that all inspectors are to get a College course removes one ground for concern. But it still seems likely that the average of 60 sergeants a year who go on the present "A" course is too low, having regard to the long term needs of the service for well developed men and having regard to the numbers in the sergeant rank. We think that it would be reasonable to set as an immediate target that half as many again (90) should go each year.

Further action

74. Three different types of action will be needed before our plan can be implemented:-

(1) consideration by the appropriate bodies of any refinements that are needed to the scheme we have outlined or of the best way of filling any gaps we have left;

(2) consideration by the Board of Governors of the Scottish Police College of the administrative consequences of the new plan, including the timing on which it will be practicable to implement it. (Under this item will come the consideration of the proposed College extension);

(3) continuing review in the longer term of the effective integration of central and local training.

75. The first stage mentioned above is primarily, in view of their responsibility for police training wherever it is carried on, a matter for the Board of Governors. It seems likely however that they will wish to work closely with the Association of Chief Police Officers (Scotland), particularly on the syllabus for regional training for sergeants. This stage may take time to complete, but it should not be allowed to stand in the way of progress with the second stage.

76. We think that the Board may have to make exceptional arrangements for dealing with the second stage. The Commandant may be able to prepare a first assessment of the problem and an ad hoc Committee (drawn from either the Board itself or from the College Committee) might be needed to consider it and decide on further action. The Board should be asked to consider what arrangements it thinks necessary to oversee progress with this.

77. The continuing review is also of great importance. We have remarked before on the complexity of the pattern we are working out: to ensure effective working of the whole machine greater effort will be needed than in the past to ensure that each part works properly. There will be a need to adapt each course to changing needs. But there will also be a need to ensure that the adaptations of one part do not interfere with the smooth working of another part; changes in the regional training for sergeants, for instance, could upset the central training for inspectors. We think that this continuing review should include consideration of the suitability of the candidates who are being put forward for the selected sergeants' course, since clearly unsuitable selections can only deprive more suitable men of places.

78. No machinery exists which is suitable for this task of co-ordination of review. We think the Board of Governors should be asked to devise some: among the points to be considered are the role of the police associations, and in particular the Association of Chief Police Officers (Scotland), and the role of the independent members of the Board.

Acknowledgement

79. We conclude with a word of thanks to our Secretary, Mr. Taylor, and to Messrs Fox and Fairbairn of Police Division who worked very hard to help us and ensured that we moved easily through what was often complex material.

Local Sergeants' Training by Force, Duration and Subject

Force	Duration		Subjects											
	Wks	Periods	Community Involve- ment	Force Organi- sation	Crime	Traffic	Discipline	Drugs	Management and Staff Appraisal	Duties of Sergeant	Licensing Aliens Gaming	Tool Subjects	Admin of Course	General
Aberdeen	1	40	7	7	7	4	2	1	6	2	-	-	2	2
Edinburgh	1	40	5	5	8	4	2	2	2	3	3	-	2	4
S.N.E.C.	1	27	4	8	1	2	1	1	-	1	2	4	2	1
Fife	1	41	1	8	4	4	2	1	2	2	5	6	4	2
Ayr	2	70	3	15	2	2	2	3	2	2	2	5	4	28
Stirling & Clackmannan	2	70	5	10	6	4	1	3	8	1	2	3	9	18
Renfrew & Bute	2	70	7	11	7	3	2	1	12	1	-	8	3	15
Glasgow	3	105	3	12	11	5	2	2	5	-	6	6	4	(36 (13 Revision

Periods are 50-60 minutes with the exception of SNEC where periods are approximately 75 minutes

REGIONAL TRAINING COURSES FOR NEWLY PROMOTED SERGEANTS

Purpose of Course

1. The change involved from the status of the operational constable to that of sergeant makes it essential that there should be a course of instruction immediately on promotion. The purpose of such a course would be to ensure that the officer was guided to adopt his supervisory role so that he would appreciate that his actions and decisions must not only be directed to an operational objective but should in addition be considered in relation to the effect they would have on the constables under his control.

Management Principles

2. Consequently on such a course there must be an introduction to the principles of management. The sergeant must be familiar with the organisation in which he serves with the means of communication, internal and external, he should be taught the routine duties of the sergeant, the extent of his authority and his various responsibilities. He should be familiar with the discipline code and should be well grounded in the method of appraising staff and with the welfare arrangements in the force. He should have some advice on leadership and on the sergeant's responsibilities for probationer constables.

Organisation of Force

3. As a background to his new role a newly promoted sergeant should be presented with a fresh outlook on such matters as the special constabulary, community involvement, road safety and trade disputes. However familiar he may have been with any of these it is important in view of the influence that he can exert that he should have an accurate knowledge of these matters.

Recent Legislation and Special Problems

4. Inevitably tuition will be necessary on the most recent legislation and guidance will be required on matters causing the force special concern, eg drugs, violence, major incidents.

Method of Presentation

5. The various subjects should not be treated exhaustively but rather form an introduction to procedures and attitudes so that the sergeant will be inclined to operate on the proper lines. The maximum possible use should be made of exercises and discussions in the teaching so that the sergeants are encouraged from the beginning to develop initiative and resource.

Duration of Course

6. The proposed programme could be presented in 3 weeks instruction. A 50 minutes period is the maximum recommended for mature students such as sergeants: and consequently 3 weeks would consist of 105 periods. In some of the larger regions local legislation and complexities of the organisation may necessitate some lengthening of the course: but the basic needs of the first supervisory rank in the police will be met by the recommended syllabus.

RECOMMENDED SYLLABUS

1.	Force Organisation (including visits)	14 periods
	Information Room Community Involvement Road Safety Crime Prevention Special Constabulary Records Criminal Intelligence	
2.	Responsibilities of Sergeant (including discussions with experienced sergeants)	7 periods
3.	Management Principles (including practical exercises)	21 periods
	Leadership, discipline, personnel matters - staff appraisal, probationers and cadets	
4.	Major incidents (including exercise)	7 periods
5.	Legislation and Special Problems	14 periods
	eg Drugs Violence Industrial disputes	
6.	Tools of Communication	12 periods
	Public Speaking Conventions of Writing Written & Oral Orders	
7.	General and Administrative	7 periods
	Senior Officers - CC. Superintendent, Inspector Discussion Formation of course	

Periods of 45-50 minutes duration

OUTLINE SYLLABUS OF COURSE

for

NEWLY PROMOTED INSPECTORS

LENGTH - APPROXIMATELY FIVE WEEKS - 170 PERIODS

	Periods
General	
Course Administration Tool Subjects	24
Management	
Decision Making Manpower Allocation Job Specification Staff Appraisal Counselling Leadership	36
Police Responsibilities and Functions	90
(a) General	
Duties of Inspector Public Relations Law Enforcement Discretion Police Federation - Welfare	10
(b) Operational	
Police Control - Major Incidents etc Outside Exercises Decision Making Exercises Licensing	30
(c) Administration	
Finance and Buildings Scottish Home & Health Dept Inspectorate Complaints Discipline Common Services Force Orders etc	20

1.

	Periods
(d) Crime	
Functions of Support Services - CID	15
Crime Intelligence	
Major Crime Investigation	
Crimes of Violence	
Appreciation of Crime Trends	
Drugs	
(e) Traffic	
Functions of Support Services. Traffic	15
Principles of Accident Procedure	
Traffic Control & Management	
Communications	
Road Safety	
Visits & Recreation	<u>20</u>
	170

OUTLINE SYLLABUS OF COURSE

FOR

SELECTED SERGEANTS

LENGTH - APPROXIMATELY 14 WEEKS - 480 PERIODS

	Periods
General Subjects (see Appendix E)	200
Management	70
Nature of Management	
Principles of Organisation	
Management by Objectives	
Communication	
Human Relations & Motivation	
Leadership & Discipline	
Staff Appraisal	
Police Responsibilities & Functions	140
(a) General	40
Police/Public Relations	
Community Involvement	
Crime Prevention	
Lawlessness & Law Enforcement	
The Juvenile & the Law	
Law of Evidence	
Interpretation of Statutes	
Interpol	
Lord Advocate's Office & Function	
(b) Operational	30
Responsibilities of a Police Sergeant	
Methods of Policing	
Reception & Deployment of Probationary Constables	
(c) Administration	25
Regionalisation	
Civilianisation	
Administration & Organisation of a Police Force	
Command Structure & Establishment	
Computers	
Police Representative Organisations	
Recruitment, Welfare, Training	

	Periods
(d) Crime	25
Outline on Criminology	
Effects of Alcohol & Drug Addiction in relation to crime	
Abnormal mental states	
Scientific Aids to Criminal Investigation	
(e) Traffic	20
Traffic Management & Control	
Transport Planning	
Communications	
Motorways	
Road Safety	
Visits & Recreation	<u>70</u>
	<u>480</u>

SUBJECT LAYOUT FOR GENERAL SECTION
OF
SELECTED SERGEANTS' COURSE

Time Available: 200 periods

Main Areas of the General Subjects

1. Purpose of Course
2. Scotland in the World Today
 - (i) Political affairs
 - (ii) Economic and industrial
 - (iii) Social
 - With particular reference to the position of the police.
3. The Work of the Police in Scotland Today.

- | | | |
|--------|--|---------|
| 1. | <u>Purpose of the Course:</u> | Periods |
| | (a) Statement, with discussion | 30 |
| | (b) Tour of facilities | |
| | (c) Instruction in self expression and study methods | |
| | (d) Periodical review of course | |
| | (e) Summing-up, with discussion | |
| | (f) Student evaluation of course | |
| 2.(i) | <u>The Political Situation:</u> | 30 |
| | (a) Introduction | |
| | (b) Political Theory | |
| | Capitalism - Communism - Parliamentary Democracy | |
| | (c) British Institutions | |
| | Central | |
| | Regional | |
| | Local | |
| | Meaning of "government by consent" | |
| | (d) Place of the police in all these areas - dealt with as part of (a) (b) (c) | |
| 2.(ii) | <u>The Industrial and Economic Situation:</u> | 30 |
| | (a) Introduction | |
| | (b) EEC | |
| | (c) Government economic policy | |
| | (d) Economic rights | |
| | (i) Employers | |
| | Combination - monopoly | |
| | (ii) Trade Unions | |
| | Strikes - disputes - work-ins | |
| | (iii) Individuals | |
| | (e) Pollution | |
| | (f) Place of the police in all these areas - dealt with as part of (a) to (e) | |

2.

2.(iii) The Social Situation:

Periods

- (a) Introduction
- (b) Individual rights and justices: what is a "good life"?
- (i) Free opinion
- (ii) Free speech
- (iii) Rights of persuasion
- (iv) No discrimination - race etc
- (c) Community Engineering:
- (i) Influences:
- (a) The Media - TV, Press, etc
- (b) Voluntary organisations
- (c) The Church and Religion
- (ii) State as Manager
- (a) Education - the comprehensive principle
- (b) Youth and Community Work
- (c) Housing
- (d) National Health Service
- (d) Social Problems:
- (i) Delinquency
- (ii) Crime
- (iii) Drugs
- (iv) Violence
- (v) Security
- (vi) The place of the military
- (e) The place of the police in all these areas - dealt with as part of (a) to (d)

80

3. The Police in the Community:

10

- (a) General discussion of present rights and duties
- (b) Proposals for improvement

4. Reserve Time:

20

Available as a flexible area to cover new current problems or devote more time to one of the above areas

Methods of Learning:

200

Much directed study - discussion - seminars on papers from students.

These are time-consuming methods but give more prospect of permanence of learning.

SUMMARY OF RECOMMENDATIONS

- (i) We draw a distinction between task oriented and developmental training (paras 31-32)
- (ii) We do not favour the separation of professional and general subjects (para 33)
- (iii) We recommend that general subjects and visits should bear some relation and be shown to apply to police work (para 34)
- (iv) We draw attention to the need to avoid repetition in course syllabuses (para 35)
- (v) We are of the opinion that policewomen should attend courses on same conditions as policemen (para 38)
- (vi) We recommend a three-week regional course for newly promoted sergeants (paras 41-44) with outline syllabus (Appendix B)
- (vii) We recommend a five-week course for all newly promoted inspectors (paras 45-46) with outline syllabus (Appendix C)
- (viii) We recommend a course of 14 weeks for sergeants with 3 to 5 years service who show potential for further promotion (paras 48-50: Appendices D and E)
- (ix) We suggest that officers who have been on the Accelerated Promotion course should not attend our proposed course for selected sergeants (para 52)
- (x) We see a need for training for divisional command (para 56) and recommend a course of 11-14 weeks (para 60) for all newly promoted superintendents (para 63)
- (xi) We are not convinced that standard driving courses should be held at the College; but recommend that because of present lack of evidence driving training be looked at soon after 1975 (paras 67-68)
- (xii) We consider that the pattern of training we recommend should allow other courses to be held as and when required (para 69)
- (xiii) We think there may be scope for police officers to be trained in some subjects along with other professional groups (para 71)
- (xiv) We suggest the numbers of officers who might attend the proposed courses (para 73)
- (xv) We recommend further action if our recommendations are accepted: the detailed working out of proposals, the administrative consequences and the need for continuing review (para 74 et seq).

END