



# Diversity Matters

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- North Wales Police
- Northamptonshire Police
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## Acknowledgements

# Foreword

The concept of diversity by the very nature of the word embraces and values all aspects of difference. Most recently, there has been recognition of the wider aspects of distinctions in our society, beyond issues of race alone. However, this is not to say an emphasis should not be maintained on areas of culture and ethnicity.

Policing in England and Wales takes place with the consent of the public, all of the public. This is not something that can be taken for granted. The public must have confidence in the police service if their consent is to be sustained. Fair and equitable treatment, by police officers and police staff, of every member of the community, irrespective of any aspect of diversity, is essential if public support is to be maintained. Furthermore, if the police service is to attract the workforce it requires in the future, this concept of respect for all aspects of diversity must extend to the impartial treatment of colleagues. Unfortunately, there is evidence to show that this is not always the case.

Police personnel often face great difficulties, not least in providing policing services in areas where there is tension and hostility. Most recently, crimes involving firearms in our communities have served to demonstrate the adversity in which police officers and police staff sometimes operate. I recognise that training alone cannot solve any difficulties. I firmly believe, however, that training, together with appropriate and effective guidance and supervision, has a vital role to play.

Training is key role in equipping staff with the skills necessary to handle effectively both the external and internal aspects of diversity. The nature of policing means that training, if it is to be effective, must be ready to adapt to diversity based key events and incidents, of which in the past twenty years there have been many. This has been recognised before, but adopting the right approach in an organisation of over 200,000 people is not an easy task.

Providing training that takes into account an individual's identified needs whilst recognising their existing experience and skill has also been somewhat difficult, not least because policing has never been conducted under a regime of Service-wide occupational standards.

Whilst there have been other inspections, conducted by the Inspectorate in police service diversity based issues, there has never been an in-depth examination of the training provided to police officers and police staff in this area.

## Foreword

The above factors, taken alongside the need to consider the impact of the Stephen Lawrence Inquiry and the Government's current drive to acknowledge the wider spectrum of diversity through the concept of community cohesion, gave this inspection added impetus. This work has also provided an insight into the state of police training more generally at a time when training, as a function, features prominently on the Best Value Agenda.

This report serves to indicate both positive and less certain aspects of training and its associated issues. It describes what the critical success factors are for an effective programme of training and the consequent impact on police performance. The recommendations set out what is required to make the current system more efficient and effective. Overall, it strives, through its direction, to make policing more effective, more accessible and more sensitive to the needs of all people.

I commend it to you

**Sir Keith Povey QPM**

**HM Chief Inspector of Constabulary**

- 1.1** Diversity viewed in the context of policing has two key areas: the ethical and moral reasons for recognising its relevance and value and also the organisational requirement, or put another way, the business case. Each of these contexts has in turn, a training implication.
- 1.2** In the past, training in this area has been delivered under a number of different guises ranging from human awareness to equal opportunities (EO) and community and race relations (CRR) to race awareness and valuing cultural diversity. Recently, the search for an appropriate title has led to confusion, particularly surrounding the inclusivity of the word 'diversity' and the need to maintain a clear and explicit focus on issues of race whilst acknowledging the many other aspects of diversity which require attention.
- 1.3** There must be a continued explicit emphasis on issues of race alongside other diversity areas, as opposed to referring to race as an implicit part of diversity. The Service is not able to claim that 'race has been done'. Any lessons learnt regarding race issues, both internal and external, must be considered within any future approach to the wider scope of diversity, so that any difficulties already painfully experienced are not repeated in the future.
- 1.4** For the purposes of this report, the phrase **race and diversity** refers specifically to the delivery of all such training, whatever form it takes or has taken.

## Ethical Context

- 1.5** Policing is a people business – of people, by people. Communities to be policed are diverse, as are the individuals within those communities. Police officers and police staff<sup>1</sup> need to be equipped to deal with all aspects of this diversity.

*'How officers treat the citizen, rather than what they accomplish as a result of their contact, is more important'*<sup>2</sup>

<sup>1</sup> For the purposes of this report, the term police staff refers to all police personnel of policing organisations who are not police officers

<sup>2</sup> Dr Betsy Stanko Office of Public Service Reform – Association of Police Authorities (APA) Conference November 2002

## Introduction

- 1.6** Police forces need also to recognise and manage effectively race and diversity in their workforce. So, handling race and diversity externally and internally is critical to police service<sup>3</sup> performance.

*'A diverse organisation is one which values difference. It is one that recognises that people with different backgrounds, skill, attitudes and experiences bring fresh ideas and perceptions. Diverse organisations encourage and harness these differences to make their services relevant and approachable. A diverse organisation draws upon the widest possible range of views and experiences, so it can listen to, and meet, the changing needs of its users, customers, volunteers, partners and supporters'*<sup>4</sup>

- 1.7** The uniqueness of policing, in terms of of people, by people, and the levels of power involved, indicates there is a special case for diversity as a concept being mainstreamed into all policing functions, especially leadership, performance management activity and fundamentally, service delivery and the training provided in relation to each.
- 1.8** Service delivery in a policing context, is not simply about reactive crime resolution. It goes much deeper than that to include engaging with communities to provide reassurance, a visible presence and a source of support. Policing fulfils many varied roles, each of which must be delivered professionally by all staff, as they each represent the Service, in a manner that is appropriate, to the needs of the receiver, because some outputs override the rights of individuals. In reality, the level of power that police officers and some police staff possess is what makes policing so different from other people-based services.
- 1.9** An ethical approach to race and diversity would see an appropriate set of standards and emphasis being applied to any situation, irrespective of the diverse issue involved. The adoption of an ethical approach requires continuous visible commitment and leadership that is not limited to sound bites or lip service, nor should there be a difference between the public and private face of policing.

## Business Context

- 1.10** Interactions between the police service and those that it serves will often be conducted at times of crisis or confrontation, highlighting the criticality of responding appropriately to any needs. Additionally, the police service must not only recruit a representative workforce, but their working environment must be free from any unfair practice, bullying, prejudice and discrimination, in order to underpin their retention and to enable them to develop to their full potential.

*'The time when the police treat the public fairly will only come when the police treat their own people fairly'*<sup>5</sup>

<sup>3</sup> Defined in this report as comprising: police forces/organisations in England and Wales, police training organisations, individual police authorities, the Home Office, Association of Chief Police Officers (ACPO), Association of Police Authorities (APA), Police Skills and Standards Organisation (PSSO) and staff associations, networks and trade unions

<sup>4</sup> The National Centre for Volunteering

<sup>5</sup> Peter Bottomley MP, National Black Police Association (NBPA) Conference 8 November 2001

- 1.11** Recognising the value of increasing the scope of consultation and co-operation with all sections of the community, however diverse, can further enhance the business case. Such activity assists in the gathering of vital intelligence, securing witnesses and isolating criminality. Furthermore, helping staff to achieve their full potential can mean the realisation of intrinsic innovation, drive and commitment and demonstrate that employment within the police service is a worthwhile and valued career, accessible to, and safe for, anybody.
- 1.12** These priorities have now been fully validated within the National Policing Plan (NPP) with its explicit 'citizen focus' and in addition, in measures contained in the newly devised Policing Performance Assessment Framework (PPAF).
- 1.13** Importantly, just as the business case for positively embracing race and diversity can be made, so too can the high risks involved in not developing staff with the right knowledge, attitudes and behaviour. In terms of relations with the community, that risk, through the display of inappropriate responses or adversarial contact, can mean:
- serious public disorder, for example like that in Bradford and Oldham during 2001. It must be realised that reaction to race-based crime or discrimination takes a different form from that associated with other aspects of diversity, which, whilst not as impactful in policing terms, are no less damaging to individuals and organisations in the longer term
  - an imbalance in workforce representation, for example the percentage of visible ethnic minority police officers and police staff is 3.5% compared to the percentage of working-age non-white people in the population of England and Wales which stands, according to research conducted by the Commission for Racial Equality (CRE), at 5.9%
  - litigation, which can take the form of Employment Tribunals or individual members of the public suing the police for damages
  - adverse publicity, as that experienced, rightly or wrongly, after the failed prosecution in the Damilola Taylor case
  - low levels of confidence in the Service and their operational (for example reluctant witnesses and reduced levels of intelligence) and financial implications.

*'If minorities continue to be subject to oppressive or unequal treatment, the fabric of society is threatened. Individuals suffer, ethnic conflicts and violence erupt and the framework of civil society may be severely damaged'*<sup>6</sup>

The above are ill afforded in a strategy of 'policing by consent', ethically but also financially.



## Introduction

- 1.14** The cost implications can be substantial and not only affect the individual force involved but ultimately society as taxpayers. For example, the cost to West Yorkshire Police of the disorder in Bradford amounted to £10.9m<sup>7</sup>. This figure does not take into account the financial losses incurred by the residential and business community. Adverse outcomes arising from Employment Tribunals involving police employees have also proven to be expensive. In just one related instance recently involving a non-Metropolitan force estimated costs amounted to over £100k. Unless forces have made allowances within their budget, after any such incident they will undoubtedly face a deficit. The payment of either compensation or general cost will affect not only their current operational capability but also what they are able to plan and achieve in the future.
- 1.15** When surveyed in respect of the financial year 2001/02, only 26 of the 43 English and Welsh forces could supply race and diversity training costing information, which collectively totalled £7.2m. Without accurate calculations the true level of investment in training is unknown but is likely to be substantial. Even in the absence of complete financial data, it is clear that expenditure given to pro-active investment in a programme of effective staff development is more desirable than reactively allocating funds, incurred as a result of organisational failure, to litigation and compensation.
- 1.16** Costs extend beyond the purely financial. The negative connotations associated with such high profile events impact on the quality of life experienced by communities involved and also on the ability of forces both to recruit and, importantly, retain staff.

## Training Implications

- 1.17** If society is itself inherently discriminatory, and there is a great deal of evidence to suggest that it is<sup>8</sup>, it must be realised that employing a representative cross-section could result in a position whereby some staff will possess certain prejudices towards particular groups or individuals. It follows then that there is a requirement for a system of employer-led training, learning and development, to create a working environment and practice that is totally anti-discriminatory enabling individuals to change their attitudes and behaviour, especially where they have powers conferred on them.
- 1.18** The police service's training and development function must enable it to respond to these challenges, and furthermore, exist to ensure the delivery of high quality services that are appropriate for every facet of today's diverse society.

<sup>8</sup> For example data from Office for National Statistics 2000/01 – Female employees working full-time earn on average 82% of the average hourly earnings of male full-time employees – people from minority ethnic groups are more likely than white people to live in low-income households – people from minority ethnic groups had higher unemployment rates than white people – some 3.4 million disabled people were in employment in autumn 2001, an employment rate of 48% compared with an employment rate of 81% for those not disabled

- 1.19** Training is a key enabler of performance and vital to the achievement of operational objectives, policies and strategies. Training ensures that individual staff members possess and maintain the skills and attributes necessary to achieve competence within their work.
- 1.20** The requirement for race and diversity training in the private sector and across public sector organisations is gaining momentum. Most recently the case has been aligned within an independent review of the Fire Service,<sup>9</sup> which included specific comment on organisational culture, and the need to engage with communities in preventing fires.
- 1.21** In the police service there has been a continual call for more or better training, (for example in the *Scarman*<sup>10</sup> and the *Stephen Lawrence Inquiry Reports*<sup>11</sup>) resulting in a great deal of effort and resource investment being expended. Key questions to be answered include:
  - have all the calls for training been heeded?
  - if so have the responses been in part or in full?
  - what difference has been achieved?
  - why are relevant indicators of police performance, in relation to diversity issues, still too often negative?
- 1.22** There is not and never has been a specific, national<sup>12</sup> police programme of development in race and diversity, adhering to recognised common standards. Instead, a situation exists whereby forces provide training, mostly on a mandatory basis for their staff, through a number of differing methods.
- 1.23** There is a clear lack of material to quantify and qualify how successful any products have been in terms of operational police performance.
- 1.24** The current drive to train all staff does not make use of a curriculum derived after a robust, sophisticated needs analysis process carried out in respect of organisational or individual requirements.

## Inspection Rationale

- 1.25** None of what has been articulated so far is new. There have already been reports and strategies, whose aim has been to make the case for valuing race and diversity, whether using that specific terminology or similar declarations.

<sup>9</sup> The Future of the Fire Service: Reducing Risk, Saving Lives Professor Sir George Bain 2002

<sup>10</sup> Brixton Disorders 10–12 April 1981 Report of an Inquiry by the Rt Hon The Lord Scarman OBE – published 1981 (The Scarman Report)

<sup>11</sup> Stephen Lawrence Inquiry Report: TSO 1999

<sup>12</sup> In terms of the Police Services of England and Wales

- 1.26** In the past there appears to have been a lack of unified commitment and leadership on the part of strategic leaders to:
- implement previous recommendations
  - conduct rigorous evaluation(s) of training
  - devise an overarching training strategy in partnership with the community
  - fully engage with those who are contracted to provide support and guidance.
- 1.27** Recognising that policing has learned many lessons from the Stephen Lawrence Inquiry, any of the risk factors alluded to here (wasted investment and effort, low public confidence levels and apparent failure to heed previous messages) viewed in isolation, would provide a credible basis for conducting this inspection. But viewed together the priority becomes clearer. Initial scoping work in all of these areas uncovered both anecdotal and statistical evidence to say there were weaknesses in the approach to training and development in race and diversity issues currently adopted by the police service. Additionally, the continuing experience of regular indicators, coupled with the lack of any evaluative mechanism generated a real concern about the approach.
- 1.28** This led HM Inspector of Constabulary, Robin Field-Smith MBE, MA, FCIPD, FCMI, to initiate *Diversity Matters*, a thematic inspection of the training delivered to equip police officers and police staff to handle race and diversity, in terms of the internal and external focus. This report examines the recent and existing provision of training and development in race and diversity, in the context of a long and varied history of such training in the police service of England and Wales.

## Drivers

- 1.29** Fundamentally, the recommendations and vision for the future of race and diversity training, contained in this report, take full account of the following key factors:
- Code 'A' Police and Criminal Evidence Act 1984<sup>13</sup>
  - Article 13 European Directives<sup>14</sup>
  - Race Relations (Amendment) Act 2000 RR(A)A

<sup>13</sup> Revised to come into force 1 April 2003

<sup>14</sup> Article 13 of the European Directives must be implemented in member states within three years of its publication, ie by 19 July 2003 and is designed to prevent and combat discrimination based on racial or ethnic origin, religion or belief, disability, age or sexual orientation

- Disability Discrimination Act 1995
- the Police Reform Agenda
- the National Policing Plan and local policing plans
- Government Community Cohesion Strategy
- Public Service Agreements<sup>15</sup> and the Policing Performance Assessment Framework<sup>16</sup>
- Association of Chief Police Officers (ACPO) Hate Crime Manual
- Association of Chief Police Officers (ACPO) Diversity, Learning and Development Strategy (not yet finalised)
- Best Value Reviews (BVRs) of police training
- the planned structure of police training, nationally
- European Code of Police Ethics.

## Critical Success Factors

**1.30** In determining methodology and outcome, this inspection identified the following key areas as critical to effective training:

- a clear, well-articulated learning requirement setting out what must be achieved in terms of the desired outcomes
- detailed strategy, inter-related with all other organisational strategies
- establishing ongoing (equal) partnerships with communities – community involvement and participation
- addressing **all** the elements of KUSAB (Knowledge, Understanding, Skills, Attitudes and Behaviours)<sup>17</sup>
- full adherence to the systems approach to training development (ie the training cycle)
- role specific training and development related to competence in the workplace

<sup>15</sup> Public Service Agreements are a series of targets and measurements for policing set by the Home Office

<sup>16</sup> Policing Performance Assessment Framework – Home Office (planned for implementation 2004)

<sup>17</sup> As devised by the Police Training Council (PTC), the tri-partite-led (ACPO, APA, Home Office) governing body for national police training issues replaced in 2002 by the Police Training and Development Board (PTDB)

- the total integration (mainstreaming) of race and diversity issues in all training arrangements and delivery
- the provision of robust quality assurance and evaluation processes in respect of every aspect of training
- fair and informed assessment of competence in the workplace, through effective performance appraisals and reviews.

**1.31** Underpinning all the above is a requirement for effective and sustained leadership at every level (not only within the training function but also in the wider workplace) as well as adequate resources to fully support the correct level of activity. In addition, there is a need for a training function capable of pro-actively delivering an appropriate training requirement whenever, wherever, and however it is demanded.

## Inspection Terms of Reference

**1.32** A team comprising both police officers and police staff, led by HM Inspector, carried out this inspection between February and October 2002. The terms of reference were as follows:

To carry out an inspection of the training delivered in support of race and diversity within the police service of England and Wales, the inspection to focus on;

- the extent to which race and diversity training has been delivered to all staff since the publication of the report into the inquiry of the circumstances of the death of Stephen Lawrence
- the extent to which training and related recommendations from the recent series of HMIC reports on race and diversity have been implemented
- the degree to which race and diversity training within forces/national training providers is designed to meet national/force objectives, standards and strategic plans and the linkages to wider human resource functions
- the extent to which forces/national training providers are making use of specialist contractors/deliverers and support and the efficiency/effectiveness of any such arrangements
- the extent to which forces/national training providers involve the community within race and diversity training

- the extent to which forces/national training providers select, train, support, monitor and manage those involved in the delivery of race and diversity training in the police service
- an examination of if, and how, forces/national training deliverers measure improved workplace performance and improved public trust and confidence
- the extent to which the processes and procedures for the design, delivery, evaluation of race training can be improved
- in respect of training, the level of preparedness within the Service in relation to compliance with more recent legislative requirements such as the RR(A)A and the Disability Discrimination Act 1995.

## Inspection Methodology

**1.33** The inspection process mirrored to a large extent that conducted in 2001 for *Training Matters*.<sup>18</sup> Changes were made where evaluative work had shown them to be necessary, for example in team complement. It was never intended, from the outset, that every police force would be physically inspected. To do this would be a costly and time-consuming process. Therefore, the selection of forces for fieldwork was conducted against a robust risk assessment process based on the answers contained in returned questionnaires, taking into account geographical and demographic factors.

**1.34** The inspection process comprised seven phases:

- **Phase One – Scoping**  
Publication of a scoping study, including the proposed methodology and estimated costs of the inspection
- **Phase Two – Analysis**  
Desktop analysis of existing key documents and reports focussing on policing and race and diversity
- **Phase Three – Data Capture**  
Initially this took the form of issuing questionnaires:
  - which also requested key strategy and training related policy documents, to each of the Home Office police forces in England and Wales
  - which also requested key documents, to police training organisations

<sup>18</sup> Training Matters HMIC published 2002 (an inspection of the Police Probationer Training Programme)

- which also requested key documents, to a selection of international and non-Home Office police forces for benchmarking purposes (see acknowledgements)

Subsequently data capture involved:

- the analysis of returned questionnaires and documents, and subsequent identification of forces to be inspected
- publication of articles within police and community journals, and within the HMIC internet site, explaining the project and requesting comments from interested parties
- formation of a reference group (for membership see appendix A) which has met regularly at key points throughout the duration of the project to provide guidance and informed comment
- invitations to training practitioners, both internal staff and external contractors, to attend a number of regionally located workshops in order to contribute their views and considerations

- **Phase Four – Fieldwork Phase**

This was carried out throughout the summer of 2002 and involved inspections or visits to the following:

- twelve Home Office forces (see acknowledgements), including a number of independently arranged community focus group meetings conducted in each
- three Centrex<sup>19</sup> sites (Bramshill, Harrogate and Ryton)
- the Metropolitan Police Service (MPS) training centre at Hendon
- three forces/organisations outside England and Wales (Tayside Police in Scotland, the Police Service of Northern Ireland [PSNI] and the Netherlands Police Training Centre), for benchmarking purposes
- one non-Home Office police force (BTP)
- the Prison Service, British Airways, Veredus Plc, Tri-Services EOTC<sup>20</sup> and the Department of Trade and Industry's (DTI) training consortium, also for the purposes of benchmarking

Data from concurrent HMIC activity, Basic Command Unit (BCU) and Force inspections, also informed this inspection.

- **Phase Five – Strategic Level Interviews**

Thirty individual sessions were conducted, those involved ranged in profile from chief constables to academics, and from a Government Minister to chief executives of relevant commissions (for full details see appendix A).

<sup>19</sup> Centrex is the business name for the Central Police Training and Development Authority (CPTDA), formally National Police Training (NPT)

<sup>20</sup> Tri-Service Equal Opportunities Training Centre – providing training to members of three armed services

- **Phase Six – Collation and Analysis of Data**

The contents of all of the interviews conducted during phase four, together with information obtained during phase five, were logged and analysed to identify the emerging findings. Those organisations that had been inspected were supplied with written feedback outlining specific findings arising from the process. Emerging findings from this inspection were provided to the Service via presentations made at keynote conferences.

- **Phase Seven – Report Writing**

The drafting of an initial version for circulation to critical readers for validation, and preparation for final report publication.

## Adult Learning Inspectorate

**1.35** Great value was derived from the partnership between HMIC and the ALI, which is a Non-Departmental Public Body (NDPB) responsible for the inspection of all government funded adult (post 19) learning, and all post 16 work based learning. This partnership had been forged during *Training Matters* in 2001.

**1.36** ALI kindly committed a number of their staff to this inspection. They were able professionally to assess police training delivery against the Common Inspection Framework and also provided validation of methodology designed for this inspection. ALI was also represented on the reference group. There now exists even further opportunity to develop and publish formal working protocols and also jointly to plan relevant future thematic or individual inspections.

## Noteworthy Practice

**1.37** It remains the view of HM Inspector that the search for good practice, in the context of the work on police reform and standards, should be conducted with rigorous, objective criteria against which potentially good practice can be evaluated. HMIC is currently undertaking work to identify common criteria. It is also acknowledged that the emerging National Centre for Policing Excellence (NCPE) will seek to collate progressive approaches in policing. For the purposes of this inspection, good practice was defined using the Excellence model. Many practices were found to add value to the training process but, due to a lack of proper evaluation, could not fully meet the criteria of good practice. These are referred to in this report as noteworthy practice. See appendix B for further details of all such practice identified during this inspection.



## Historical Context of Training Provision

**1.38** This section provides some of the historical context in relation to the provision of training in respect of race and diversity. It is worth noting that some of the more recent historical aspects have been influential on the timing, methodology and findings of this inspection.

## Key Reports and External Contracts

**1.39** Training and development in race and diversity was being delivered in the USA as long ago as the 1940s. In England and Wales most reports and literature on this subject mention elements of training being delivered by means of seminars in the 1960s and to new police entrants in the 1970s.

## The Scarman Report 1981

**1.40** Undoubtedly, the most crucial influence on training was the 1981 *Scarman Report* and the consequent *Police Training Council Working Party Report (PTCWP)*.<sup>21</sup> The latter indicates that, at that time, many police forces were providing some level of training to their officers. The drive to tailor this training to local issues resulted in Service-wide incoherence and variation. This made it all the harder to evaluate any training in terms of the impact on Service-wide police performance.

**1.41** The PTCWP report also discussed such key issues as the:

- special need to provide training for probationer police officers
- important role which supervisors and managers play in setting standards of performance
- need to provide relevant role specific training for specialist police functions
- requirement for a varied approach to training provision including delivery by carefully selected officers and substantial lay or community contributions. In addition, trainers needed to be suitably trained to perform this task
- case for this topic to be made part of a continuous development programme throughout an officer's career, including special input on promotion to another rank or grade

<sup>21</sup> Community Race Relations Training for the Police – Police Training Council Working Party Report 1983

- belief that assessment of individual performance of all officers (in race and diversity) is essential
- fact that evaluating training in this area is not an easy process to conduct, but that doing so is vital to its success
- fundamental truth that the training should enhance the effectiveness of operational police performance.

**This inspection concludes that after 20 years, none of the above has been adequately encompassed in training programmes.**

- 1.42** In addition, whilst all of these factors are still relevant today, gender, disability, sexual orientation, age and religion or belief were not mentioned. The scope of any training provided today must be extended to incorporate these and all other areas of diversity.

## Specialist Support Units 1983–2002

- 1.43** Furthermore, the PTCWP Report also recommended the creation of a multi-agency training support centre. This led directly, in 1983, to the creation of The Centre for the Study of Community Relations, located at Brunel University, with a responsibility to provide support and guidance in areas beyond just training delivery. Evidence<sup>22</sup> shows that this unit was not successful for a number of reasons, not least the failure to establish a close working relationship with the Service. It closed after only five years. The Home Office, recognising that there was still a need for a specialist centre, set up the Specialist Support Unit (SSU) in 1989. The contract, now with a narrower emphasis on strategy and delivery, was awarded, initially, to Equality Associates, located at Turvey in Bedfordshire. Their primary role concerned the training of police trainers and training managers with the intention that these individuals would return to their respective forces and be actively involved in cascading learning to other staff, although in practice this did not take place in any structured fashion.

<sup>22</sup> Police Training on Community and Race Relations for the Police: The Role of the Specialist Support Unit Dr R.Oakley Police Journal 1995

## Introduction

**1.44** In 1999, when the existing contract expired, the Home Office re-tendered and selected new holders, of a changed SSU role, Ionann Management Consultants Limited. The objectives also changed and no longer centred on the training of trainers but focused on the two pronged approach of:

- ensuring CRR (race and diversity) was fully integrated into training delivered by National Police Training (NPT)
- the provision of a force-based programme of training and support.

**1.45** In 2002, the Home Office awarded two further contracts to external bodies in the areas of:

- monitoring and evaluating training
- quality assurance (QA) of external providers.

For a fuller explanation of the scope of these newer contracts see chapter seven for QA matters and chapter eight for evaluation issues.

**1.46** Since the Scarman Report there has been a large number of other key events, projects and publications in respect of police training and diversity. In reality, to try and list all of them would, because of the number, be prohibitive. What is apparent though is the cyclical nature to these publications. There is a recurring theme of what needs to be done, much of the advice following the same format, with comments about what little is actually being done.

## The Stephen Lawrence Inquiry 1999

**1.47** *The Stephen Lawrence Inquiry Report 1999*, resulting from Sir William MacPherson's inquiry into the death of Stephen Lawrence, had a considerable effect on police practice and fundamentally, training, in race and diversity issues and other areas. For example, the range of the findings extended from the role of family liaison officers to the prosecution of racist crime and from stop and search procedures to recruitment and retention issues. Appendix F contains a list of the report's recommendations that are related explicitly to training.

**1.48** The key messages relevant to this work were:

- the proposal to deliver to all front line police officers and police staff training in racism awareness and valuing cultural diversity
- the requirements in relation to first aid training.

## Previous HMIC Inspections

**1.49** Since 1992, HMIC has conducted five major thematic inspections with a focus on issues of race and diversity, including one revisit. It is perhaps heartening that the required focus has been maintained over this time but also most depressing when one reads these reports and finds that many of the areas for improvement identified in them have not yet been fully addressed across the whole Service (also see appendix F for recommendations explicitly relevant to training). The reports are:

*Equal Opportunities in the Police Service* (1993)  
*Developing Diversity in the Police Service* (1996)  
*Winning the Race – Policing Plural Communities* (1997)  
*Winning the Race – Revisited* (1999)  
*Policing London – Winning Consent* (2000)  
*Winning the Race – Embracing Diversity* (2001)

## Findings of this Inspection

**1.50** The key message that the Service must take forward from this report is a requirement for its content to be thoroughly examined, carefully considered, fully adopted and any actions that it recommends, fully implemented with proper accountability.

**1.51** This inspection found that training in race and diversity was reasonably efficient in terms of meeting targets, but not totally effective in delivering organisational change, as a result of the following factors:

- some strategic level leaders, trainers, supervisors and other **key people**, both internal and external to the Service – **their commitment and hard work**
- at force level, the assistance provided to/by some **staff support networks**
- where they are used, **common minimum standards within training**
- where facilitated, the **participation of members of a community** in training design, delivery or evaluation
- **high levels of investment and resource allocation** given to meet the commitment to train staff by a given target date
- **pockets of noteworthy practice** found.

**1.52** Nonetheless, the following areas were found to be detrimental to the training's effectiveness and efficiency:

- the **overall strategy for training and development** in this area lacks clarity, direction and unified commitment
- the **learning requirement** is not clearly articulated and it is unclear what outcomes are to be achieved, which has undermined the SSU contract approach
- **training delivery and evaluation** is inconsistent and lacks robust quality assurance processes and ownership
- the various **staff appraisal systems** do not explicitly link with, nor discernibly support, the training being delivered
- **ineffective or inadequate supervision/line management** undermines any message that is contained within training
- **race and diversity content is not**, as suggested, **fully integrated** into all aspects of police training and development
- the processes of **selection, assessment, management and support for trainers** delivering race and diversity content are not totally satisfactory
- the **training** provided to police trainers in respect of race and diversity is not totally adequate
- there is **insufficient community involvement** in all aspects of the training cycle.

Chapter two provides a more detailed explanation of this inspection's findings.

# Summary of Report Findings

## Summary of Report Findings

- 2.1** In addition to providing an introduction to the report, chapter one also indicates the key findings of the inspection. This chapter serves to explain those areas in more detail, and to signal where in the report supporting evidence is found. An extract from this chapter also forms the header for each of the following chapters.

## Effective Elements

- 2.2** This inspection found that training in race and diversity was reasonably efficient in terms of meeting targets, but not totally effective in effecting organisational change, as a result of the following factors:

- **The Commitment and Hard Work of Key People**

Without doubt, there are a number of committed, professional, resilient and enthusiastic people helping the Service to meet the demands of policing today's society.

These individuals, whether employed by the Service, contracted in to provide products or actively advising from some other external position, can be found at all levels. They exist within the governance, the function of training and the operational aspects of every police organisation.

The value of the involvement of such people is discussed further throughout this report, but the Service must recognise how much is owed to such individuals for their contribution, especially as many of them operate in hostile external and internal environments, often without adequate organisational support.

- **Staff Support Networks**

Among those many committed people, some, in turn, work together to provide support for themselves and others. The added strength that collective voices can have is sometimes formalised in a support network or organisation.

## Summary of Report Findings

This inspection found real value in the co-operation taking place between such groups and forces/organisations and found their sense of purpose welcome and refreshing. The majority of, but unfortunately not all, forces have also identified the positive aspects of involving networks, associations and trade unions, in discussions on policy making, planning and training delivery. In some places, the level of assistance afforded them is more tangible than others, including financial and resource allocation.

More can still be done to ensure that all staff are afforded an adequate level of support in the workplace, and to recognise and market the value of involving resultant networks within the training function. These matters are further discussed in chapter five.

- **Common Minimum Standards within Training**

Despite the fact that the learning requirement for race and diversity training has never been properly identified, there have been previous, and to some extent credible, attempts to set standards of content and outcome.

Early informed work on the part of the then SSU, led to the development of the Minimum Effective Training Levels (METLs) which in relation to race and diversity provided some guidance as to the desired behavioural outcomes expected from specific roles and ranks.

More recently, partly as a response to the Stephen Lawrence Inquiry, the Service devised CRR Occupational Standards. Some forces/training providers have made use of them in designing and delivering race and diversity training.

Where standards do exist and are adhered to, training is more efficient and in many cases more effective. What has so far eluded the Service is widespread compliance with standards that have been devised to meet identified needs.

The imminent adoption of National Occupational Standards (NOS) aligned to the newly implemented National Competency Framework (NCF) provides an opportunity for this requirement to be fulfilled. This matter is discussed in chapter four.

- **The Participation of Members of the Community**

It must be understood that where members of the public are involved they add real value to training. However, community involvement is neither holistic, in terms of all aspects of the training cycle, nor does it embrace every facet of society.

Tribute must be paid to those who courageously and willingly participate in race and diversity training, whether in delivery or some other aspect. This acknowledgement should also take into account the impact such people have on the efficiency and effectiveness of training. This area is further discussed in chapter seven.

- **High Levels of Investment and Resource Allocation**

Credit should be given to forces/organisations, their respective authorities and boards, as well as to the Home Office, for the commitment shown to delivering race and diversity training, mainly through the allocation of financial investment and staff resources.

Training is too easily sacrificed when budgets are squeezed. In the majority of cases, irrespective of such constraints, race and diversity training programmes have been maintained. This means over 130,000 staff have received some form of training in this area at an annual cost in the region of £10m.

The drive to meet target dates has also affected the relative levels of efficiency of training delivery found during this inspection. However, the depth of accounting and analysis work, in respect of the investment expended is unclear, as is the true motivation for meeting target dates. Delivering a programme as a ‘sheep-dip’ or ‘one-size fits all’ approach may not in all reality provide real value for money. Chapter three deals specifically with commitment and leadership.

- **Pockets of Noteworthy Practice**

Creative initiatives that were found during this inspection at force/organisational, BCU and individual levels are commended. Specific examples of noteworthy practice can be found in appendix B some are referred to within this report.

## Areas of Concern

**2.3** The other side of the matter is that the inspection found the following areas to be detrimental to the training’s effectiveness and efficiency.

- **Overall Strategy for Training and Development**

The *PTCWP Report* arguably provided a clear strategy for the long-term vision of training of police officers in this area.

Failure of the Service and its governance fully to implement that strategy, within a coherent, integrated, structured and long-term approach, is difficult to understand. Perhaps if the approach had been fully adopted the need for subsequent recommendations would have been lessened.



## Summary of Report Findings

At the time of writing this report, the Service lacks the guidance and direction in relation to race and diversity training that a totally implemented scheme would provide although credit is due to the efforts of those within the Association of Chief Police Officers (ACPO) who are developing such a strategy.

The scope of the training discussed at the time of the *PTCWP Report*, and subsequently, had an understandably specific focus on issues of race and ethnicity. This emphasis must still be maintained. Other areas of diversity warrant inclusion within any new strategy, not least because of recent or impending legislative and statutory requirements and the need for policing to meet the needs of every individual.

Devising an overall strategy, one that provides Service-wide direction, clarity and transparency, and encompasses all police personnel, is now more urgent than ever. These matters are discussed in chapters three and nine.

- **The Learning Requirement**

Previous attempts to design learning outcomes, through the setting of common standards, have had short shelf lives and have rarely been fully implemented across the Service. In addition, there is confusion over whether some elements should be addressed on a national basis and the priority that local issues have.

At the heart of setting any learning requirement there must be a robust, wide-reaching, needs analysis process, linked to workplace performance and service-delivery. No such process has been conducted to determine any national common elements and this inspection rarely found that a localised needs analysis process informed the design of training.

The lack of prescription around what to deliver, to whom and to what level of understanding, taken together with a lack of ownership to address this issue, has impacted on the ability of forces/organisations and external providers to agree on, or design, fully effective training.

There is now a need to provide clarity and guidance to the training function in terms of what to deliver and what outcomes are desired. Explicit linkage must be made, within all training materials, to operational requirements in order that training can fulfil its role as a key enabler of police performance. This issue is further discussed in chapter four.

- **Commitment and Leadership**

The failure to provide a coherent strategy for current race and diversity training linked to the overall vision for policing diversity is, in no small part, a reason for the inconsistencies in training delivery found across forces in England and Wales. Difficulties in obtaining a consensus amongst all of the tri-partite partners<sup>1</sup> has not helped, neither has the fact that each police force operates autonomously, irrespective of any direction issued through the tri-partite arrangement.

Further, where previous examinations of this area were conducted, many recommendations, designed to improve police service performance, have either not been implemented or were only partially adopted. Fundamentally, as long ago as 1982, a vision for the way forward was devised but was not, because of a perceived lack of requisite leadership, properly embraced. Chapter three examines commitment and leadership explicitly.

- **Training Delivery and Evaluation**

*‘The quality of service cannot be dependent upon which part of the country or police force a person lives in’<sup>2</sup>*

Training throughout the Service is being delivered in varying proportions, through a number of approaches.

No standard or definition of what qualifies an individual to be involved in race and diversity training has been set. Consequently, inconsistency of delivery, taken together with an absence of robust quality assurance frameworks and/or evaluation processes, mean that the worth of race and diversity training in its current format is questionable.

The importance of evaluation cannot be overstated, yet, despite frequent guidance and direction, the Service has not fully grasped its value. Without a process to indicate the impact that race and diversity training has on performance, the Service will never know either the training’s true value or if there has been a return on the investment made. Chapters six and seven examine these matters in more depth.

- **Staff Appraisal Systems**

Training alone can never achieve necessary organisational change. Whilst the provision of learning and development plays an important role within an overall strategy for transformation, other factors must be included before any desired position can be reached.

1 ACPO, APA and Home Office  
 2 National Policing Plan Home Office, 2002

## Summary of Report Findings

One such critical area is the effective assessment and management of staff in the workplace, specifically in relation to performance in the area of race and diversity. Too often, in this inspection, evidence was found of systematic failure amongst line managers to address inappropriate behaviour or attitudes on the part of their staff. In some instances, the manager was the source of the problem.

The police service is not alone in having struggled to find a credible, workable and effective appraisal process. Without a proper system in place, identifying individual training needs in race and diversity has proved problematic, and workplace support for any training provided, has been almost non-existent. Chapter three examines these matters in more detail.

- **Ineffective or Inadequate Supervision/Line Management**

*'For evil to prevail it only takes good people to do nothing'*<sup>3</sup>

Capable supervisors/line managers overcome shortcomings in appraisal processes by providing continuing workplace assessment, advice, support, guidance and leadership.

Even where forces/organisations, through their chief officers or chief executives have published clear policy, produced guidelines and allocated resources to provide related training, it was found that all too often some line managers fail to act as role models in respect of race and diversity. Inconsistency in applying sanctions, discipline procedures or the adherence to policy by managers undermines any commitment demonstrated by more effective colleagues.

Shortcomings within appraisal processes cannot be cited as an excuse for managers abrogating their managerial responsibilities in relation to race and diversity training.

- **Full Integration of Race And Diversity within all Training**

*'Community and Race Relations Training must be well integrated with, and carefully placed among, other subjects in the curriculum. Trainers in all subjects should draw out the lessons for community and race relations'*<sup>4</sup>

This guidance, provided by the PTC, heralded what was to become the 'golden thread' or mainstreaming approach, whereby all aspects of police training would include relevant race and diversity links.

There is evidence to show the worth of this approach, but in reality, this inspection could find no evidence of a systematic, structured and monitored Service-wide policy of mainstreaming race and diversity into all training. Examples were found of trainers,

<sup>3</sup> Edmund Burke, philosopher 1729-1797

<sup>4</sup> Community Race Relations Training for the Police – Police Training Council Working Party Report 1983

possessing the skill and experience in race and diversity necessary to draw out relevant issues in training. However, where trainers lacked confidence or skill, they did not make the necessary links, which led to inconsistency of delivery and missed opportunities. This shortcoming is explored more fully in chapter six.

- **Selection, Assessment, Management, Support and Training for Trainers**

If mainstreaming is to work, there is a clear case for all trainers to be capable of integrating race and diversity content within their delivery, either in support of specified objectives, or in response to issues raised by learners during training.

Not everyone can effectively fulfil the role of trainer and delivering specific race and diversity inputs requires a special type of person. Currently those involved within police training, can achieve qualification through a number of routes. There is little assessment of individuals taking place, prior to their induction in a training position. Many examples were found of staff being posted to a training role because they were unable to fulfil operational duties. In some cases these individuals were unsuitable. Additionally, a trainer well equipped to deliver a particular aspect of race and diversity training, such as a focus on a specific area of discrimination, may not be well versed in other aspects.

There are a number of weaknesses to be addressed in relation to trainers:

- selection (including the choice of any external consultant or contractor)
- training, both initial and Continuous Professional Development (CPD)
- assessment
- support.

Only when the potential of training is recognised and the status of trainers are elevated, will training realise its full potential. Chapter seven examines these matters.

- **Insufficient Community Involvement**

This inspection consulted with a wide cross section of the community and went to great lengths to do so. Some groups and individuals were willing to be involved, whilst others were more reluctant.

Some of those interviewed play an active role in training delivered by their local force. However, the vast majority had no direct contact with the forces' training departments nor were aware that training was taking place. Little evidence was found of the involvement of communities in identifying the learning requirement for training programmes.

## Summary of Report Findings

Even less community participation was found within the design and evaluation processes of the training cycle. On a Service-wide basis, equipping staff with an understanding of community issues is not being undertaken in a partnership arrangement with the community.

The Service as a whole cannot afford to ignore the added value that strong links with communities provides to all of the aspects of the training cycle, not just delivery. These issues are discussed throughout this report.

## The Way Forward

- 2.4** Race and diversity training, in one form or another, has formed part of the curriculum for police training for the past 20 years. Activity in recent times has been intensified, and race focused, mostly because of the drive to respond to recommendations contained in the *Stephen Lawrence Inquiry Report*.
- 2.5** In the current climate of public service scrutiny and accountability, the Service will need to deliver training in a more effective and efficient fashion and should be able publicly to demonstrate the organisational benefit of providing it.
- 2.6** The absence of an overarching prescriptive long-term strategy and the failure fully to implement previous vision and guidance means that, in the eyes of some communities, the Service has not set out what it wants to achieve or how to get there. Worryingly, it appears that most of the efforts expended so far have had little real impact.
- 2.7** The Service cannot by itself effect the changes required to meet the needs of all communities. Society is more diverse, ever evolving and more demanding. That said, what is required now for policing and to a greater extent the whole of the Criminal Justice System (CJS), is a sophisticated, pro-active approach to training and development, capable of meeting this challenge.
- 2.8** This inspection report cannot be allowed to gather dust on a shelf. All of the constituent parts of the Service must actively work together to address any shortcomings identified. This inspection encountered sections of the community who are prepared even now to abstain from future co-operation with the police if existing approaches continue. This must not be allowed to happen. Every Police organisation should take this opportunity to review existing processes. Through pro-active communication and consultation, partnership arrangements and environmental scanning, they must identify the needs of all sections of the community they serve and evaluate their success in meeting them. Chapter nine proposes a blueprint for change.

# Commitment and Leadership

*'For evil to prevail it only takes good people to do nothing'*

## Introduction

- 3.1** If race and diversity training is to play its full part in improving police performance, commitment and leadership are both vital components. Each has a distinct, but no less critical function.
- 3.2** Commitment means everyone from chief officer to the most junior staff member openly and regularly acknowledging that continuous professional development in race and diversity helps create a safe working environment and promotes excellence in service delivery with each person, freely and consciously, playing a full active part in the provision.
- 3.3** Good leadership not only provides focus and acceptability to race and diversity training, it also champions and enforces its necessity, as an ideal required as part of organisational values. It involves leaders recognising the real difference that effective race and diversity training makes to individual, team and organisational performance and then making it happen. This is the responsibility of all police service leaders.
- 3.4** Performance, in policing terms, equates to providing a public service that meets the needs and demands of the community served, delivers on its core responsibilities, in line with indicators and targets set by national and local governance, and does so robustly while acknowledging and catering for individual human needs.
- 3.5** Any reinforcement of the need for complete dedication and drive can be gained, from one perspective, by examining the Stephen Lawrence Inquiry outcomes, which provide essential motive and authority.

*'The changes required by the Lawrence Inquiry will only work if they are systemic, embraced by the culture of the police service, as well as its practice. That means that they must be implemented within the mainstream of the Service at every level – not seen as some 'bolt on extra'. Providing a police service in which all sections of our multi-ethnic and multi-cultural society can have trust and confidence is not peripheral to policing. I know that the leaders of the police service recognise that'*<sup>1</sup>

<sup>1</sup> Stephen Lawrence Inquiry Home Secretary's Action Plan March 1999

## Commitment and Leadership

- 3.6** Recognition there may be, but that will not be enough unless there is active engagement through commitment and leadership, mirroring the first principle of the Investors in People (IiP) standard.
- 3.7** Although it has been acknowledged that the Service has done much to modify its working practices and has addressed some negative aspects of the organisation's culture, for many, both inside and outside, these improvements have either not arrived or are too-long in coming. If the Service is successfully to meet its obligations, all of its constituent parts will need to display total commitment and high levels of leadership.

## The Home Office

- 3.8** The then Home Secretary demonstrated commitment and leadership through the acceptance of all the Stephen Lawrence Inquiry recommendations. Furthermore, it was seen through the formation and chairing of the Lawrence Steering Group (LSG), the terms of reference for which were agreed as:

*'To oversee and audit the implementation of the Home Secretary's action plan published in March 1999 as the Government's response to the report of the Stephen Lawrence Inquiry'.*

- 3.9** The LSG has apportioned action against race and diversity training recommendations and received reports but, unfortunately, has not always robustly monitored any action being taken in response to them.
- 3.10** An example involves the delivery of first-aid training, featured in recommendations 45 – 47 (see appendix F) of the inquiry. ACPO holds lead responsibility for first-aid training in the police service and its *Police First-Aid Training Report*<sup>2</sup>, containing a new programme of training, was approved by the Chief Constables' Council on 17 January 2001.
- 3.11** The LSG, to date, does not appear to have discussed or 'audited' implementation of the training following ACPO's report. In addition, this inspection found very little evidence to show that forces had utilised the report to implement appropriate first-aid programmes. As a result a significant number of front-line police staff do not hold valid first-aid certificates which is the visible evidence of the necessary level of competence required.
- 3.12** HM Inspector fully acknowledges and welcomes the existing agreement that a sub-committee of the LSG, which itself is chaired by the Home Secretary, will be responsible for overseeing the Service's response to this report. The selection of membership for this sub-committee will be crucial to its success and must involve strategic, tri-partite representation as well as a wide cross section of communities and input from practitioners.

This is certainly a progressive approach, absent from previous reports or projects in this area, most notably the *Scarman Report* (see paragraph 1.40). Such an approach should additionally embrace all relevant elements of the *Stephen Lawrence Inquiry Report*.

### Recommendation 3.1

***HM Inspector recommends that the Lawrence Steering Group (LSG), under the leadership of the Home Office, establishes by June 2003 a framework to ensure that action against each of the recommendations of the Stephen Lawrence Inquiry Report, which relate to training, once considered and actioned, are further monitored and reviewed systematically***

3

**3.13** The Home Office believes that the reforms currently underway within police training will tackle issues associated with organisational culture and emphasise the relevance of the role of supervisors and line managers in achieving change. Key considerations allude to:

- proposed probationer training reforms
- a new BCU leadership programme, with a focus on delivering results through transformational leadership
- changes to the Strategic Command Course (SCC) for future ACPO ranks
- the OSPRE<sup>4</sup> system to be based in future on the NCF/NOS (see chapter four).

**3.14** If the Service is to deliver the equitable service that it promises, it can be argued that the role of the BCU commander is most pivotal. This is because the role entails translating policy and strategy into operational practice. Yet, of the key points listed above the BCU leadership programme is non-mandatory, attendance being subject to the approval of individual chief constables. If the Home Office is so confident that the key points alluded to above, in delivering leaders of the future, will affect necessary change, their implementation cannot be left to the vagaries of individuals. Without clear prescription on the part of the Home Office, there is a danger that these initiatives and projects will not achieve what is anticipated of them. More will be said about this in paragraphs 3.46 to 3.52, with a clear recommendation to address this weakness.

4 OSPRE (Objective Structured Performance Related Examination) for promotion to Sergeant and Inspector



## Commitment and Leadership

- 3.15** A further example, where commitment and leadership are required arises from Home Office Circular (HOC) 6/2001, which discusses the SSU contract awarded to Ionann. One of the basic tenets of this contract involved work to be conducted in respect of examining the content of nationally provided training (ie by NPT, now Centrex) and another proposed that Ionann's services be made available, on a subsidised basis, to forces. Any forces that applied had their application considered by a Management Board convened to oversee the contract.
- 3.16** A programme of training, delivered in line with the contract and involving all forces, has never been established on a Service-wide basis. This is partly because the Home Office consciously, did not, at the time of agreeing a new approach, prescribe such a scheme. This situation has, to some extent, led to a lack of consistency in respect of race and diversity training delivered across the whole police service.
- 3.17** On a Service-wide basis, it is suggested that for such a programme to be effective, clear unequivocal prescription is required to:
- establish the learning requirement
  - set standards for delivery
  - implement quality assurance from the outset
  - arrange for in-depth evaluation.
- 3.18** The terms of Ionann's contract have now been amended through the issuing of HOC 37/2002, which supersedes the earlier 2001 document. An additional tenet has been added indicating that Ionann will also provide race and diversity training modules to applying forces in support of relevant strategies and to supplement training in areas where weaknesses have been identified.
- 3.19** HOC 37/2002 also announced the awarding of the two new contracts (mentioned in chapter one), in QA, and monitoring and evaluation to other separate external consultants. It is worth noting that this occurred in 2002, three years after Ionann were awarded the SSU contract.
- 3.20** Whichever contract is considered, there must be rigour and accountability in their management. Any work undertaken must adhere to clearly articulated objectives, which indicate the outcomes expected, but there should be regular reviews to take account of evidence, or comments, obtained from stakeholders indicating change is required.

## Association of Police Authorities (APA) and Police Authorities

- 3.21** The establishment of the Diversity Policy Forum by the APA, representing all police authorities in England and Wales, is seen as a clear commitment to race and diversity issues. However, recognising that this is a relatively new body, this inspection found little evidence of outcomes from this forum influencing, on a Service-wide basis, the activity in race and diversity training conducted by individual police authorities. Most police authorities, it was found, delegate responsibility for relevant issues to a specific member. The training for those individuals was often not wholly adequate. This raises a wider issue of why every police authority member, given that they play a vital role within the tri-partite relationship, does not receive race and diversity training as part of their induction programme. This is paramount if members are successfully to undertake the vital task of scrutinising police performance and representing all of their communities' interests.
- 3.22** Some police authorities were seen to demonstrate active involvement in all aspects of the forces race and diversity strategy and training. One example was found in Lancashire Constabulary, where authority members form part of the force's race and diversity steering group and, in addition, every member has attended the force's programme of training. Another commendable example relates to the Metropolitan Police Authority, who have commissioned an independent evaluation of the training provided by the MPS.
- 3.23** However, other police authorities displayed worryingly low levels of involvement. In many cases members had not been exposed to their force's training and a surprisingly high number were unable to identify their force's race and diversity portfolio holder. This situation was not helped by a lack of corresponding intent on the part of forces to engage with their relevant police authority members.

### Recommendation 3.2

*HM Inspector recommends that each Police Authority, led by the Association of Police Authorities (APA) Diversity Group, takes responsibility within their individual forces for the strategic oversight of the adequacy of race and diversity training arrangements for all staff, including holding the chief officer properly to account. This must include arrangements for all police authority members to receive appropriate training by April 2004*

## Association of Chief Police Officers (ACPO)

- 3.24** ACPO demonstrated commitment and leadership when they formed the presidential task force in response to the Stephen Lawrence Inquiry. The primary aim of this forum, convened for a short period, was to demonstrate to the Service, and more importantly the wider community, the significance of race and diversity.
- 3.25** A significant outcome from the task force was the elevation of the ACPO Race and Community Relations Sub-Committee to a full Business Area (R and CR BA), allowing it to become a decision and policy making body responsible to ACPO Cabinet and Chief Constables' Council. A major product of this business area was the publication of the ACPO *Diversity Strategy*. This document was primarily aimed at providing guidance to individual forces. Work is currently in progress to produce an up-to-date race and diversity strategy, which is intended to provide direction for the future work of ACPO.
- 3.26** The existing *Diversity Strategy* is a clear indication of ACPO's commitment to providing an equitable service. Prior to its publication, the Service had been in need of its strategic direction and guidance. ACPO's *Diversity Strategy* reaffirms the imperative of policing by consent and asserts that good community and race relations are pivotal to the beneficial maintenance and development of this envied tradition. The strategy contains five guiding principles:
- ownership and commitment to be demonstrated at every level, individual and organisational
  - maintaining standards and providing clarity and certainty about the standards of service expected
  - targeting intolerance and unacceptable performance and behaviour, and ensuring leadership is visible and unequivocal

- effective alliances, involving the community in the scrutiny of police actions/activities
- encouraging confidence, and increasing confidence through training, management and performance measurement.

**3.27** Achievement of all of these principles requires demonstrably high levels of commitment and leadership. The strategy can be seen as a mechanism for ensuring consistency in the police service’s approach to race and diversity.

**3.28** The *Diversity Strategy* was agreed at the Chief Constables’ Council on 19 July 2000. At that time, it was agreed that each force would determine individual programmes and report back on progress within two years. However, ACPO constitutional considerations have resulted in the R and CR BA taking responsibility for monitoring each force’s progress on an on-going basis and reporting its findings to the ACPO Cabinet. In fact, one of the five strategic level responsibilities of the R and CR BA is to:

*Monitor and review forces’ direction and progress in adhering to the strategy.*<sup>3</sup>

**3.29** Research to investigate the level of implementation of the *Diversity Strategy* throughout the Service was undertaken by the R and CR BA in August of 2002. All forces were sent a questionnaire to determine the level of implementation of the Diversity Strategy’s action points at both force and divisional level. These action points are contained in two sections, Operational Policing (external focus) and People Management (internal focus)

**3.30** Information gathered by this process indicated that of the 43 English and Welsh forces, 17 did not return questionnaire data immediately. This has prompted the Business Area into conducting a second sweep in order to gain complete data as to the level of implementation of the strategy, which was achieved by December 2002. The information obtained indicates that at this time there is a wide variation in the degree of the Strategy’s implementation.

**3.31** The R and CR BA have also taken responsibility for the imminent publication of ACPO’s *Diversity, Learning and Development Strategy*. Acknowledging the different stage of development that forces had reached at the time of the publication of the main strategy, without a concurrent and supporting training related strategy to guide them, forces’ training programmes have not explicitly been linked to the principles detailed above.

**3.32** The obligation for monitoring the *Diversity Strategy* sits clearly with the R and CR BA, who are also producing the associated *Diversity, Learning and Development Strategy*. It is noted, however, that responsibility for all matters connected to training, including race and diversity



## Commitment and Leadership

training, falls under the remit of ACPO's Personnel Management Business Area (PMBA), which is chaired by a separate ACPO portfolio holder. This issue serves to reinforce the perception that ACPO sometimes experiences problems in managing Service-wide issues. At present, ACPO manage cross functionally by ensuring that there are representatives of each Business Area on related fora.

- 3.33** There is a need for ACPO strictly to monitor the progress of race and diversity training throughout the whole Service. By current practice, this would be the role for PMBA, but the topic area and also the need to establish linkage to the *Diversity Strategy* warrant input by the R and CR BA. Any issues connected to an apparent lack of commitment and leadership in this area should then be raised at meetings of the Chief Constables' Council.

### Recommendation 3.3

*HM Inspector recommends that with immediate effect the Association of Chief Police Officers (ACPO) puts in place arrangements which ensure that the Personnel Management Business Area (PMBA) and the Race and Community Relations Business Area (R and CR BA) jointly monitor progression of race and diversity training, working in close partnership to ensure that full commitment to this area is obtained from the Chief Constables' Council*

- 3.34** Although welcomed as a concept, the publication of ACPO's *Diversity, Learning and Development Strategy* (two years after that of the main strategy), has led to some of the inconsistency in the approach to training found during this inspection. The need for a training related strategy was recommended in *Winning the Race – Embracing Diversity* when published in January 2001. It is acknowledged that some of the difficulties around the timeliness of the publication lie in the determination of the portfolio holder to ensure that it is wholly fit for purpose, but there must be no further delay.

- 3.35** The new strategy will, once fully implemented, address among others, the following issues:

- identifying the learning requirement
- community involvement
- incorporating all personnel
- linkages between performance reviews and the business planning cycle

- clear linkages to both NOS/NCF
- inclusion of the full scope of diversity
- setting out the evaluation processes involved.

**3.36** Strictly, these are policy and strategy issues but appear here, within a chapter on commitment and leadership, because they serve as examples of what is required of everyone in the Service. Only commitment and leadership will achieve what is needed.

**3.37** Previous visions for training have not been universally adopted by all forces. The same must not be allowed to happen to the new *Diversity, Learning and Development Strategy* once it is fit for purpose. The Service should make use of it in a structured holistic fashion and its implementation will need to be monitored at the strategic level. This will be a role for the Police Training and Development Board (PTDB).

**Recommendation 3.4**

*HM Inspector recommends that the Police Training and Development Board (PTDB), with appropriate advice from the Police Skills and Standards Organisation (PSSO), ensures that the Diversity, Learning and Development Strategy produced no later than April 2003 by the Association of Chief Police Officers (ACPO) fully meets police service requirements in relation to all staff, and its implementation to clear timelines is robustly monitored*

## Chief Officer Level

**3.38** The inspection found a range of examples of commitment and leadership at the chief officer level. Many individuals articulated a clear commitment through the publication of force strategy or personal statements, which stipulated that the attendance of all staff at training events be mandatory. In some forces, sanctions were implemented to deter non-attendance. Other positive examples of chief officers' leadership included:

- personally opening and/or closing race and diversity training sessions
- producing videos, containing their personal message, to be viewed at such sessions

## Commitment and Leadership

- early attendance on the entire training programme
- meeting regularly with race and diversity trainers.

**3.39** A commendable approach was encountered in Tayside Police, Scotland, who were visited as part of a benchmarking exercise. Here, the Chief Constable's practice of holding regular, published 'surgeries' in public locations, such as a supermarket, was perceived to be an innovative and progressive scheme.

**3.40** Other examples were encountered of chief officers, predominantly race and diversity portfolio holders, progressing internal and external diversity issues, being visible in their community, hosting seminars and events and personally driving their force's strategy. Examples of these were:

- a chief officer in Thames Valley Police who instigated publication of the Gender Agenda,<sup>4</sup> which aims to challenge the police service to demonstrate that it consistently values female staff
- a chief officer in Cleveland Police who was pro-active in assisting visible ethnic minority staff to form a local Black Police Association (BPA).

**3.41** Sadly, there were also occasions where staff cited a real or perceived resistance, on the part of chief officers' to race and diversity issues. For example, instances were encountered where chief officers had displayed disruptive behaviour during race and diversity training events or continually used specific gender or inappropriate language at both internal and public meetings. Chief officers, in demonstrating commitment and leadership, must act as role models or champions and be fully accessible and visible in the community they serve. To do otherwise has a seriously detrimental effect.

**3.42** Few forces visited had implemented a communication strategy. As a result, the majority of stakeholders, both internally and externally, were left to draw their own conclusions as to chief officers' commitment to race and diversity issues. The inability of forces to articulate their race and diversity activity, especially in respect of training, often resulted in an undeservedly negative perception of chief officer performance.

## BCU Commander Level

**3.43** This inspection found a number of examples of commitment and effective leadership at the BCU Commander level, including:

<sup>4</sup> The Gender Agenda – British Association of Women Police (BAWP) August 2001 endorsed by the Home Office, ACPO and APA August 2001

- in Bradford, the BCU commander monitors all ‘racist incidents’ and mandates that all prospective promotion candidates undertake the role of community liaison officer with a local diverse community as part of their personal development
- in Blackpool, the BCU Commander meets all probationer officers and delivers a presentation outlining the levels of behaviour and professionalism expected from them and information around the diverse communities that live in, work in, or visit the division
- in Bedford, the BCU Commander holds regular meetings with the Race Equality Council (REC) examining the stop search data on minority ethnic members of the public. Part of the process includes an in-depth examination of all such interventions, capturing any development needs raised during the consultation.

**3.44** Other examples of good leadership at BCU Commander level seen were demonstrated through:

- role modelling
- visibility
- resource management
- active transference of policy into practice
- continual communication of the operational benefits of strong links with the community
- explicit articulation of standards expected and required, and achievable through training and development.

These approaches, if adopted, ensure that an understanding of race and diversity issues is not restricted to training departments but remains the responsibility of all.

**3.45** It was also evident that in BCUs where leadership is effective, the ethos is often replicated throughout the management chain and the majority of staff are positive about their commander, the direction of the BCU, their personal position within it and also the value of training.



## Commitment and Leadership

- 3.46** Disturbingly, this level of leadership was all too often the exception. The inspection saw evidence of BCU commanders, with no recognised experience or expertise in the area of training, unilaterally changing the format of corporately agreed activity. As a result of this:
- training was often inefficient, ineffective or viewed as an encumbrance
  - staff often came to the view that race and diversity training was an unnecessary and low priority distraction
  - views were also heard that the force/organisation did not seek to embrace or deliver change.
- 3.47** Where, as part of this inspection, some commanders were unavailable for interview, too often, their deputies were unable to provide any knowledge of the BCU's commitment to race and diversity training.
- 3.48** Clearly not all BCU commanders are discharging the responsibility listed for them within the ACPO *Diversity Strategy*.<sup>5</sup> Should they continue to fail to integrate race and diversity issues into everyday policing practice, including monitoring performance for disproportionality of action, they will fail to meet the statutory requirements of both the Human Rights Act 1998 and the RR(A)A. Training, as a function, must fully support them in meeting these obligations.
- 3.49** The BCU leadership programme is seen as a means of ensuring that the leaders of tomorrow are sufficiently developed to manage the policing of diverse communities. However, in its current form, the programme will only achieve this in respect of the small number of individuals who self-identify a race and diversity developmental need and are authorised to attend the programme by their chief constable. As highlighted in paragraph 3.14 this programme is not mandatory.

### Recommendation 3.5

*HM Inspector recommends that attendance on the race and diversity elements of the Basic Command Unit (BCU) Leadership programme delivered by Centrex is mandatory unless specific individuals can demonstrate, through proper performance review processes, that they already reach the competence level required. Centrex should in turn monitor compliance and submit relevant data to Her Majesty's Inspectorate of Constabulary (HMIC)*

<sup>5</sup> Association of Chief Police Officers (ACPO) Diversity Strategy July 2000

## Inspector, Sergeant and Police Staff Manager Level

**3.50** Whilst examples of commitment and leadership on the part of middle level managers were seen, these were isolated, and in the main limited to those individuals who held some functional responsibility for implementation of their organisation's race and diversity policy and strategy.

**3.51** The importance of these managers, as a conduit for affirming policies, procedure and the worth of training cannot be overstated. Some managers have a detrimental effect on the impact and effectiveness of race and diversity training, especially when they:

- do not possess the requisite knowledge of their forces race and diversity policies and strategies
- do not possess the knowledge or skills required to deal effectively with inappropriate language or behaviour
- do not understand the vital role they play in translating race and diversity training into workplace activity
- do not carry out pre-and post-training interviews with their staff
- do not effectively manage the process of completion of pre-course workbooks (see chapter six)
- do not actively take on the responsibilities of their rank or grade.

**3.52** In West Yorkshire Police, training for managers includes structured input around the management of diversity in the workplace and the part they play in its delivery. By design, managers are trained before junior staff. In other forces, where no explicit requirement exists for managers to attend training as a priority, they are too often the very last to attend. The current review of training for staff in these roles, the Leadership Below Senior Officer and Support Staff (LBSOSS) programme<sup>6</sup>, provides a timely opportunity to ensure that any development programme devised, benefits from a needs analysis process and includes appropriate links to race and diversity issues.

<sup>6</sup> Leadership Below Senior Officer Support Staff (LBSOSS) currently being reviewed by a board of stakeholders, chaired by the Home Office



### Recommendation 3.6

*HM Inspector recommends that the Police Training and Development Board (PTDB) oversees any programme of development, proposed by the review of Leadership Below Senior Officer and Support Staff (LBSOSS), to ensure that the content is devised after a thorough needs analysis process and that appropriate race and diversity content is incorporated*

## Constables and Police Staff

**3.53** The ACPO *Diversity Strategy* lists, as its first guiding principle, the necessity for ‘ownership and commitment to be demonstrated at every level – individual and organisational’. Whilst many front line officers are making significant gains in ensuring increased confidence in all their minority communities, too many consider race and diversity issues to be on the periphery of their working practice. Contributing factors include:

- poor communication of the force/organisational ethos; staff at this level found great difficulty in identifying the race and diversity portfolio holder or articulating the rationale behind the force/organisation’s training programme and what the outcomes meant to them as individuals
- failure on the part of managers to foster positive attitudes and motivate staff
- lack of positive role models or champions at all levels
- resistance to change and reluctance to assume responsibility for self development
- ineffectiveness in linking training with workplace activity
- the recurring issue of those occupying specialist posts often being the last to attend training programmes
- failure of appraisal/performance review systems to develop individuals
- the fact that some, but not all, provincial police staff view race and diversity as an issue for the MPS alone.

**3.54** The task facing strategy makers is to create an environment free of a negative notion of political correctness, but rich in a desire to learn from and interact with, all aspects of the community. Such an approach must recognise and acknowledge those who are competent, but conversely work to eradicate incompetence, in the workplace.

- 3.55** The vast majority of staff do strive to do their job professionally, whatever the role. However, they need to gain an awareness of society's needs, rights and priorities whilst being no less tolerant of crime and criminality. The Service must do more to foster, amongst all its staff, particularly constables and police staff, who are the lifeblood of its operation, an understanding of why race and diversity policies, strategies and training are so critical to the delivery of successful policing services. This must be done sensitively in order that it has impact and is not viewed negatively by staff as a shifting the blame approach.

### Recommendation 3.7

*HM Inspector recommends that the Police Training and Development Board (PTDB) commissions work to ensure that, by June 2003 the business case for race and diversity training, and its impact on improved police performance, is simply and clearly articulated to all police officers and police staff*

3

## Appraisal/Performance Review

- 3.56** The central framework of existing police officer appraisal systems currently utilised by the majority, but not all forces, follows guidance contained in HOC 43/1996. The adoption of the NCF means that in 2003 a new HOC will be issued in relation to Performance and Development Reviews (PDRs) for all police officers and police staff. The main thrust of any new directive is believed to take account of the fact that a PDR will not just be a review of past performance, an individual training and development plan, tailored to meet personal requirements, should result from the process.

- 3.57** *Winning The Race – Revisited* 1999 stated:

*'Staff appraisal procedures for police managers, supervisors, investigating and response officers must contain a specific assessment criterion on individuals' performance in relation to the handling of racial attacks and other diversity issues.'*

- 3.58** This inspection found no evidence to show that Service-wide, this recommendation has been fully adopted. As a result, performance reviews and appraisals for all staff all too rarely:

- assess an individual's performance in respect of race and diversity
- identify additional developmental needs

## Commitment and Leadership

- measure the effectiveness of race and diversity training completed by the individual
- recognise or reward any noteworthy practice in race and diversity on the part of the individual.

**3.59** It is expected that some managers will, when responding to this list, cite the impending adoption of the new appraisal process within the NCF as evidence of the failings and disrepute of the previous system. However, management must go beyond a once-a-year intervention at appraisal time. It was disappointing to find that the Service, whether through pressure of demand or poor provision of management training, lacks the culture of operational line management with regular interaction between supervisor and supervised that is required.

**3.60** Where managers adhere to a one-off annual form filling process, rather than providing a regular one to one engagement opportunity between manager and staff, the results can be highly detrimental to individual and team performance and the quality of service delivery. The principles of assessment contained within the assessment strategy for NOS provide clear guidance and direction as they promote observation of, and recording evidence of, staff performance.

**3.61** Any revised PDR process, if it is to be totally effective in improving individual and organisational performance, must emphasise the importance of the following:

- effective induction
- clear job description, informing staff about what is expected of them
- access to training and development opportunities to help in achieving competence
- proper ongoing supervision and management
- regular reviews of performance against defined outcomes.

### **Recommendation 3.8**

*HM Inspector recommends the implementation, by April 2004, on a Service-wide basis, of a Performance and Development Review (PDR) process in line with the National Competency Framework (NCF) and National Occupational Standards (NOS) adhering fully to the relevant Home Office Circular (HOC)*

## External Partnerships

**3.62** In each of the forces visited, some examples were provided of a commitment by forces/organisations to work in partnership with the local community to address areas of concern. Commitment took many forms:

- funding for various activities
- chairing of meetings
- provision of venues for partnership activity.

**3.63** However, it was found that, in reality, one or more committed individuals, on either side of the partnership, often drove such activity rather than it occurring as part of a corporate strategy. There was little evidence to show that the positive aspects of the contact would continue if said individual(s), were to move on. A reluctance to accept and give public commitment to the argument that communities had a valid part to play in policing and police training was found at all levels within the Service.

**3.64** Whilst the ACPO *Diversity Strategy*, where fully adopted, provides an example of good partnership collaboration, forces, in relation to training, did not always actively seek consultation with external groups such as:

- RECs
- groups representing the disabled
- groups representing young/older people
- lesbian, gay or bisexual groups
- groups representing victims of domestic violence
- transgender umbrella organisations
- other groups representative of communities
- local authorities.

**3.65** As a result, the Service is denying itself access to the knowledge and resources of people who are very willing to make a positive contribution to both police training and also the provision of community and criminal intelligence.

## Conclusion

- 3.66** In the years following *The Scarman Report*, consecutive publications have espoused the need for commitment and robust and unerring leadership. Although early HMIC reports were critical of the absent leadership, more recently acknowledgement has been given to the work of those chief officers and BCU Commanders who have initiated activity.
- 3.67** Whilst this inspection found some dedicated individuals involved in a range of activities, there was insufficient evidence of a holistic commitment, at the strategic level, to adopting the approach to race and diversity continually recommended by successive reports. This is inhibiting the ability of both forces and the Service as a whole, to ensure that these issues are at the core of policing.
- 3.68** Too many leaders view training purely as an input, rather than recognising its potential to improve performance. The way forward calls for a nationally driven approach to race and diversity training with clear, unequivocal and nationally congruent levels of accountability. The failure to implement agreed national or local actions must result in biting sanctions to be put in place. These could take the form of:
- financial penalties
  - inspection and scrutiny activity
  - legislative authority (for example as conferred by the Police Reform Act 2002)
  - intervention in the organisation's management.
- 3.69** The Service will continue to make small gains in performance through training but much larger losses unless commitment and leadership is visible and real. Such leadership must now be forthcoming and championed by the Home Office, ACPO and APA as well as by leaders at all levels in the police service. Recommendations in this chapter call for action both individually and corporately by the members of the tri-partite structure to ensure that commitment and leadership is visible, effective, and consistent.

# The Learning Requirement

*'At the heart of setting any learning requirement there must be a robust, wide-reaching, needs analysis process linked to workplace performance and service-delivery'.*

## Introduction

**4.1** Delivering policing services as part of a democratic social infrastructure, if it is to meet the needs of everyone within society, must balance the requirements of:

- policing by consent
- meeting public expectations
- preventing and investigating crime
- maintaining individuals' rights
- providing elements of social control
- providing proper protection for all individuals

whilst maintaining the trust and confidence of all those served.

**4.2** In order to function whilst supporting these imperatives, the police service needs a regulatory framework within which to operate, setting standards and performance requirements so that the people who make up the organisation know what they must do. A dynamic organisation must not only monitor what is being done now and strive to improve efficiency and effectiveness; but also examine and work towards future needs.

*'In an uncertain world, where all we know for sure is that nothing is for sure, we are going to need organisations that are continually renewing themselves, reviewing themselves, reinventing themselves, reinvigorating themselves. These are the learning organisations, the ones with the learning habit. Without the habit of learning, they will not dream the dream let alone have any hope of achieving it.'*<sup>1</sup>

<sup>1</sup> Charles Handy, *The Changing World of Organisations* 1996, Arrow Business Books



## Commitment and Leadership

- 4.3** Inevitably, performance requirements will change constantly as society develops yet performance must keep pace. Where there are gaps between current and required outputs, organisations must identify and bridge them. Training (or learning), as a key enabler of people’s performance, must be delivered as a response to a clear need, or set of needs – the learning requirement.
- 4.4** Competence in race and diversity is not a soft ‘bolt on’ skill. Race and diversity issues permeate through all aspects of policing and involve every member of staff. For example, as society becomes more diverse and more complex, so too does criminality and the nature of crimes committed. Gathering vital intelligence in these circumstances requires contact with, and gaining the trust of, a much more varied and diverse society than has ever been the case. The recent growth in gun crime and the so called gun culture are cases in point. Developing police staff in the causes and effects of these issues, and also providing them with the skills to dispel mistrust of policing within communities, has never been more crucial. The real scope of what constitutes diversity is unclear for many staff and insufficient effort is being put into equipping them professionally to handle so many key areas.

*‘...what cannot be ignored is that we live in a culturally diverse society and that safeguards must be in place to ensure that skin colour does not influence either the assessment of need or the quality of services delivered. That is the challenge to us all.’<sup>2</sup>*

## Training Need Analysis and the Training Cycle

*‘Before conducting any CRR training programmes forces must carry out appropriate training needs analysis to ensure that the training provided meets the requirements of both national drivers and local community needs.’<sup>3</sup>*

- 4.5** For the purposes of this report the outcomes of a performance review conducted at both the organisational and individual level, forms the basis of a training needs analysis, which is a key activity in a systematic approach to training, as part of the training cycle (see appendix D). But the inspection found that the Service has failed routinely to clarify, through a process of training needs analysis, what specific training in race and diversity is required by the varied grades and roles.

<sup>2</sup> The Victoria Climbié Inquiry Report – of an Inquiry by Lord Laming published January 2003

<sup>3</sup> Winning the Race – Embracing Diversity HMIC 2001

- 4.6** It is suggested that a detailed needs analysis process, together with demographic research, would assist forces to identify all facets of their communities, however small the representation. Consultation and engagement are essential if police are to increase trust and confidence in policing among all communities, and meet all of the requirements of the NPP and the PPAF. The often heard assertion that such communities are **hard to reach** has long since lost its validity and responsibility rests with forces to take the necessary steps to engage with those minority perspectives which it has **failed to reach**.

### Recommendation 4.1

*HM Inspector recommends that the Service, led by the Police Training and Development Board (PTDB) devises by September 2003 a strategy, implemented in all police organisations by April 2004, to ensure that organisational and individual needs are properly identified and articulated, and to include full stakeholder (internal and community) involvement in the training needs analysis processes*

4

## Training for Specific Roles

- 4.7** Action must be taken to identify and address the specific needs of specialist roles such as:
- family liaison officers
  - schools liaison officers
  - tutor constables
  - community beat officers (CBOs)
  - child protection and domestic violence officers
  - first contact/harassment officers
  - call centre staff
  - front desk staff.

**4.8** It was found that there is wide variation in the arrangements made for training special constabulary officers. In some forces, there is confusion around what, if any, race and diversity training they should receive and how it should be delivered. Careful consideration also needs to be given to the wider police family<sup>4</sup>, including the new community support officers (CSOs), within any strategy.

## National Learning Requirement

**4.9** Any national learning requirement for race and diversity training should locate issues of equality and fairness as integral to, and underpinning, the way in which policing in the twenty-first century operates. However, as currently there is no clear national learning requirement in respect of this training, confusion exists over any expected learning outcomes. Currently there is a lack of:

- national performance needs/training needs analysis data
- a national model for conducting appropriate local needs analysis
- nationally agreed guidance on the planning and implementation of race and diversity training.

**4.10** The role of the Police Skills and Standards Organisation (PSSO) in identifying Service-wide skill gaps, taken together with ACPO's Diversity Learning & Development Strategy, may help to establish a new national learning requirement. But, for the sake of quality service delivery, there is a need for efforts to be channelled and pulled together to produce a longer-term approach which the Service must implement in totality.

## Force/Organisational Learning Requirement

**4.11** The organisational learning requirement must be set to address the operational context of race and diversity and also how it links to any standards required for workplace competence. Some of the organisational issues will be driven by national imperatives such as legislation and Service-wide strategies, others by local factors such as community priorities and demography or geography. At an organisational level clarity is also required in relation to the timing of any needs analysis process and its linkage to the business planning cycle.

<sup>4</sup> Wider police family includes for this report – special constabulary, police staff, traffic wardens, police cadets, police community support officers and police authority members and, presently in London, police security auxiliaries and Transport for London (TFL) police auxiliaries

**4.12** Currently, there are issues in terms of:

- Range** that is the scope of race and diversity covered is inadequate, given that no national needs analysis has been conducted
- Depth** the current provision does not sufficiently effect attitudinal and behavioural change
- Rigour** the absence of meaningful individual assessment of performance and evaluation of impact
- Outcomes** Individual performance cannot be adequately assessed without defining desired outcomes
- Context** any input is not fully located in the workplace either physically or psychologically

**4.13** This inspection found sufficient evidence to indicate that:

- strategic managers (including the tri-partite governance)
- policy makers
- training functions

are not systematically identifying emerging factors in race and diversity, or developing effective timely solutions before they begin to impact on the Service. For example, little evidence was seen to show that the forthcoming Article 13 European Union Directive is being actively considered in relation to any future organisational learning requirement.

**4.14** On a more positive note, the *Centrex Digest*, published by the Research and Organisational Development Unit, located at Centrex, Harrogate, is without doubt a quality document of which Centrex can be justifiably proud. Many relevant race and diversity entries were found in the copies seen by the inspection team. The Service must make greater use of such information in their environmental scanning processes.

**4.15** Whilst it is not always practical to foresee, and take account of, every emerging environmental and political issue in the development of training policy and strategy, such factors (or the circumstances leading to them) rarely happen in fast time. Few would suggest that any of the high profile discrimination cases, which involve the police service, developed overnight. Police organisations must create a culture where all staff, particularly

trainers and managers, are capable of responding to current issues today (in their everyday working practices) rather than waiting for a training programme, or worse still a tragic event, to focus their minds.

## Individual Learning Requirement

- 4.16** There is currently no Service-wide culture whereby every member of staff practises an actively anti-discriminatory work ethic in respect of all aspects of diversity. Some police personnel fail to understand how anti-discriminatory practice improves the service they provide, their working environment and furthermore, how their contribution impacts on the overall achievement of operational Service objectives.
- 4.17** Once the standards (see paras 4.32–4.58) required for achieving competence within policing roles are clarified and articulated to the Service, the individual learning requirement may be established.
- 4.18** Individual learning requirements should also be identified and reviewed as part of a robust performance review process. Forces must monitor and take into account individual learning needs identified through such a process. Emerging common themes may be an indicator of the content of the organisational learning requirement.

### Recommendation 4.2

*HM Inspector recommends that the Service, overseen by the Police Training and Development Board (PTDB), in conjunction with the Police Skills and Standards Organisation (PSSO), identifies by October 2003 the constituents of both the organisational and individual learning requirement in race and diversity in line with National Occupational Standards (NOS) and the National Competency Framework (NCF). Once achieved, both organisations should implement a structured system to review and evaluate its effectiveness*

## The Content of Race and Diversity Training

- 4.19** The majority of race and diversity training programmes found in the Service focus appropriately on race issues. However, training needs in respect of police performance in

wider diversity issues are not being sufficiently identified or addressed. No evidence was seen of a Service-wide commitment to provide future race and diversity training in issues across the wider spectrum of diversity. The ACPO Diversity Learning and Development Strategy refers to the complexity of communities within its content. It argues that when identifying the various and diverse groups that may exist to form a community, each force may wish to take into account a wide range of issues. These are reproduced in appendix E and are illustrative of the levels of diversity and complexity in society, but it must be emphasised that the list is not exhaustive.

- 4.20** Examples were found of locally devised training addressing wider diversity issues and also of alterations being planned or delivered in the current round of race focused programmes. However, very few of these local initiatives were derived from a thorough training needs analysis process. Furthermore, such a process, wherever it is conducted, must include robust stakeholder (internal and community) involvement. It is expected that the BVR process, which includes a requirement to consult with stakeholders, may provide forces with some valuable and relevant information.



## The Range of Diversity – Maintaining a Focus on Race

- 4.21** The focus on race issues has been supported to date by approaches such as the use of the METLS and CRR Occupational Standards, and more recently the RR(A)A which has required each police force to produce a Race Equality Scheme (RES). The Race Relations Act so amended provides the legislative authority to retain a specific race focus in police race and diversity training as do the most recent data captured within Section 95 of the Criminal Justice Act 1991<sup>5</sup> and also point 30 of the European Code of Police Ethics which states:

*‘Police training shall take full account of the need to challenge and combat racism and xenophobia.’*

- 4.22** Some references to the RR(A)A were seen in the training programmes examined during this inspection, and there was also a level of awareness of the existence of and requirement for a RES amongst key staff members. However, insufficient evidence was found of either Service-wide training or an integrated approach in respect of responsibilities under the RR(A)A. It is acknowledged that Ionann has developed and circulated to forces a brief guide to the RR(A)A. Furthermore, no linkage could be seen with the emerging NOS/NCF in relation to the requirements introduced by the general and specific duties under the Act.

<sup>5</sup> Information published annually by the Home Secretary about the performance of the Criminal Justice System, in relation to minority ethnic people

*'The aim of the specific duties is to help public authorities to meet their general duty to eliminate unlawful racial discrimination and to promote equality of opportunity and good relations between people of different racial groups. The aim of the new provisions is to mainstream the elimination of discrimination and the promotion of equality of opportunity and good race relations by making these an integral part of the way public functions are carried out.'*<sup>6</sup>

### Recommendation 4.3

***HM Inspector recommends that every police organisation within their Race Equality Scheme (RES) develop by July 2003 an action plan setting out arrangements for ensuring all staff, specifically managers and trainers, are developed in line with the National Competency Framework (NCF) in respect of their responsibilities under the general and specific duties of the Race Relations (Amendment) Act 2000. Her Majesty's Inspectorate of Constabulary (HMIC) will inspect progress***

## The Range of Diversity – Broader Diversity Issues

- 4.23** There is an increasing recognition of the broader range of diverse communities, their specific needs and also their relevance to the learning requirement. ACPO has addressed this matter by creating specific portfolios for most of the areas listed below and in doing so they have provided a strategic focus for each.
- 4.24** Fundamentally, the scope of race and diversity training must be totally inclusive and not exclusive; unless all communities are involved the findings of any training needs analysis and subsequent products will, in all likelihood, be invalid. For example, on a Service-wide basis this inspection found insufficient consultation/involvement in setting the learning requirement for training in respect of:
- lesbian, gay or bisexual people
  - the deaf or hard of hearing
  - people with mental illness
  - gypsies/travellers

<sup>6</sup> Commission for Racial Equality (CRE) Guidance for Public Authorities on their obligations under the Race Relations (Amendment) Act 2000 Published 2001

- people with disabilities
- policing domestic violence issues
- asylum seekers
- young people
- older people
- transgender people
- those involved in child protection issues
- people from areas of poverty (the socially excluded)

or any combination of these areas of diversity. Therein lies the dilemma for the Service. As diversity is mainly being delivered didactically as a 'bolt on' separate topic, there will never be sufficient available time to provide such inputs on every aspect of diversity. Yet, the inspection team regularly encountered people from a section of a community who perceived that the police staff with whom they came into contact had no real understanding of their needs.

#### **Recommendation 4.4**

*HM Inspector recommends that the Police Training and Development Board (PTDB) by February 2004, develops a Service-wide strategy to ensure that wider diversity matters are incorporated into all aspects of police training, while ensuring that the high profile and importance of race relations is maintained.*

## **Range of Diversity – Internal Diversity**

- 4.25** Support groups or networks, including amongst others the National Black Police Association (NBPA), the Gay Police Association (GPA) and the British Association of Women Police (BAWP) are beginning to raise their profile within forces and organisations and in doing so provide representation for internal issues.



## Commitment and Leadership

- 4.26** Whilst forces are improving consultation around internal diversity, it must be said there is still significant room for forces to ensure this aspect is included in the learning requirement. For example, 86% forces have conducted a cultural audit in order to gather information on the make up of their workforce. The majority (approximately 85%) included questions on race and ethnicity, but less than half (approximately 45%) included questions on religious/spiritual beliefs.
- 4.27** In addition, whilst 82% stated that they included gay/bisexual issues within their audits, few actually sought to establish quantitative information in respect of their workforce. Sexual orientation like some other aspects of diversity, is an invisible rather than visible facet. Unless forces can ascertain the true make up of their staff it is unlikely that any learning requirement devised from such audits, will properly serve everybody's needs. This will not be an easy process to conduct. Many staff will not be comfortable in disclosing some aspects of diversity, so conducting audits anonymously may be the key.

### Recommendation 4.5

*HM Inspector recommends that all forces, overseen by the Home Office, conduct by September 2003 an internal audit to ascertain the true levels of diversity within their workforce. The information is to be considered within any training needs analysis process undertaken*

- 4.28** The MPS' Development and Organisational Improvement Team (DOIT), recently established to address internal diversity and retention issues is perceived by this inspection to be a progressive approach as it demonstrates organisational commitment to such matters. Any long-term impact of such work must be properly evaluated and shared across the police service.
- 4.29** There is a need for all staff to be provided with a greater awareness and understanding of the role of support groups. Many of those interviewed consider their existence to be divisive and unnecessary. Support groups can provide vital links with minority communities and as such can help inform the learning requirement and capture vital community intelligence. These facts are not being exploited to their full potential.

## Extent of the Learning Requirement

- 4.30** The current police training strategy, devised by the PTC, sets out the scope of training to include:

*‘The training necessary to ensure that everyone working in the police service develops the **K**nowledge, **U**nderstanding, **S**kills, **A**ttitudes and **B**ehaviour (KUSAB) required, to meet the present and future needs of the police service’*

- 4.31** Race and diversity training at both the organisational and individual levels are currently offering some knowledge and understanding of race and diversity issues, though it is still incumbent on the individual learner to ensure that any learning is transferred to their workplace. However, there is insufficient evidence to show that race and diversity training is developing the skills, attitudes and behaviours required. Nor is it clearly articulated just how these elements are to be incorporated into training delivery. It must be remembered that the actions, attitudes and behaviours of people in an organisation go a long way in influencing the conduct of that organisation or, put another way, its institutional processes and outcomes.

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## Standards

- 4.32** The PSSO, which is the National Training Organisation (NTO) for the police employment sector, has ownership and responsibility for setting all standards, including those related to race and diversity.
- 4.33** The Government is actively combining most single sector NTOs into Sector Skills Councils. In relation to policing, this will probably see (in mid 2003) the formation of a body, comprising the PSSO, Custodial Care NTO and Community Justice NTO, whose responsibility for workforce development will extend to cover most of the CJS.
- 4.34** This inspection found that an enormous amount of confusion exists amongst practitioners around the provenance and authority of standards, due in the main to the use of differing approaches, including:
- Minimum Effective Training Levels
  - CRR Occupational Standards
  - National Occupational Standards
  - National Competency Framework.

## Commitment and Leadership

An explanation of each of these standards is covered below.

- 4.35** Most forces indicated they have either adopted, or intend to make use (or more use) of the above, but, in reality, the inspection found a considerable lack of awareness or understanding of which standards to use and how to work with and implement any of them. Apparently, inadequate marketing, advice or guidance on the part of those who commissioned the standards has not helped this issue, although it is understood that a 'tool kit' to assist all staff is currently being devised.
- 4.36** Perhaps the level of confusion can be illustrated by considering two new products from Centrex; the 'Training for Race and Diversity Trainers' and 'The National Domestic Violence' packages. The former makes use of the CRR Occupational Standards, whilst the latter includes references to NOS. When adopting NOS for the domestic violence course, Centrex did so without involving the PSSO, a situation that causes even greater dysfunction.
- 4.37** Without clearly defined standards, managers, supervisors and trainers are unable to articulate, deliver or measure the training outcomes required to make a difference in the workplace and in the service delivered to communities.
- 4.38** Through publication of the annual *Sector Skills Foresight*, the PSSO identifies the current and future skills need of the policing sector. This document is in reality a blueprint for the way that police personnel will be developed. It is surprising that so few in the Service are aware of it, or that progress on its implementation has been, to date, so frustratingly slow.

### Minimum Effective Training Levels (METLs)

- 4.39** Equalities Associates, as the then SSU contract holders, were instrumental in developing METLs in community and race relations, which were approved by the PTC in 1994, but were only issued to the Service in 1997. In reality, these formed behavioural statements indicating, in relation to rank or role, what an individual member of staff needed to demonstrate in order to achieve competency.
- 4.40** As behavioural statements, METLs provided a sound basis for determining the learning requirement for race and diversity training, albeit with a race focused approach. As they were only in place between 1997 and 2000 they had little opportunity to affect organisational performance. This may have been because no Service-wide assessment

strategy existed to test, against the statements, the levels of competence of staff and there was also little evidence of their consistent integration into training being delivered at that time.

## Community and Race Relations Occupational Standards



- 4.41** The provenance of these standards, which are also race focused, is a little unclear. But it appears that the Service, in responding to recommendation 52 of the Stephen Lawrence Inquiry Report recognised the METLs were not wholly fit for purpose, or widely implemented. As a result, the Service developed the CRR Occupational Standards. A great deal of effort on the part of ACPO, forces and Centrex went into devising them and they contained a clear statement of intent that they would become NOS. Therefore, as an approach, the plan for these standards was valid and creditable.
- 4.42** Unfortunately, CRR Occupational Standards, because they are set out in a format that is incompatible with true National Occupational Standards and have no associated assessment strategy, can never become NOS. The PSSO considered the CRR Standards when developing the suite of NOS for the police service. Initial thoughts were that the CRR Standards would be converted to NOS with little development required. This has proven not to be the case mainly because:
- NOS are truly national and cover England, Wales, Scotland and Northern Ireland whereas the CRR Standards do not cover legislation and practice in all four countries
  - an NOS unit must be achievable by one person in the workplace across all of the elements, performance criteria and range. Some CRR units do not meet this requirement
  - some of the CRR units are difficult to assess in the workplace which could result in subjective rather than objective interpretation of the units.
- 4.43** The Service finds itself in a position where some forces/organisations (including Centrex) are actively planning to use what in reality will not be properly fit for purpose. So much confusion exists around this matter that continuing to have in place both NOS and CRR Occupational Standards would be inappropriate and detrimental to progress.

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- 4.44** Although some forces and Centrex are beginning to link CRR Occupational Standards to training objectives within lesson plans, most of the trainers interviewed openly admit they do not feel confident, or competent, to make necessary links to operational policing. In fact, few trainers have received adequate 'training for trainers' to equip them to do so. In any case, this inspection did not find the CRR Occupational Standards widely integrated into policing practice. Even though HOC 37/2002, issued in respect of this training, explicitly supports their use, there is little awareness, or application of them beyond training functions.

### Recommendation 4.6

*HM Inspector recommends that the Police Skills and Standards Organisation (PSSO), or any subsequent Sector Skills Council, clarifies and articulates, by June 2003, in relation to National Occupational Standards (NOS), the status of the Community and Race Relations Occupational Standards. Once this is achieved, the Police Training and Development Board (PTDB) by September 2003 must decide on their relevance to the Service*

## National Occupational Standards (NOS)

*'For the first time, police national occupational standards will identify competent performance, setting out what is expected of police and support staff, and therefore making a valuable contribution to the development of police sector skills and qualifications'<sup>7</sup>*

- 4.45** NOS describe performance in terms of what needs to be achieved to reach recognised levels of competence. An associated assessment strategy ensures that people's competence is assessed in a consistent and rigorous manner in their workplace. They provide an indispensable tool for managing any skilled workforce and form the basis for a wide range of vocational qualifications. NOS, which have yet to be fully rolled out to the Service, contain diversity elements and will themselves have training implications in respect of how workplace assessment will be achieved.
- 4.46** The current draft NOS include specific units dealing with the competence required of police personnel when handling race and diversity issues. In addition, a specific race and diversity performance criterion within all other units ensures that race and diversity is mainstreamed throughout all policing activities. For example Unit 2H1, 'Interview Suspects' contains the performance criterion:

<sup>7</sup> Assistant Chief Constable (ACC) David Warcup – Northumbria Police, in the Policing Skills and Standards Organisation (PSSO) Annual Report 2001-2002

*'conduct the interview in an ethical manner recognising others needs in respect of diversity and human rights'*

To be competent in this unit an individual would need to demonstrate the level of skill they possess and be assessed against this performance criterion in the workplace along with the other performance criteria in that unit.

- 4.47** It will be vital to the success of race and diversity development, if it is based on NOS, that all aspects of diversity are explicitly encompassed within any relevant standards. This may require the implementation of a process, to monitor changes in legislation and demand, to ensure that standards and any assessment strategy in place adequately address new issues.

#### **Recommendation 4.7**

***HM Inspector recommends that the Police Skills and Standards Organisation (PSSO), or any subsequent Sector Skills Council, ensures by October 2003 that any National Occupational Standards (NOS) relevant to race and diversity are totally inclusive and fully meet the requirements of all aspects of society***

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- 4.48** It is currently proposed that either NOS unit 1A2 'promotes equality' or 1A3 'fosters equality' (see appendix J), which are explicit race and diversity units, will be included within the suite of standards set for all police functions. In relation to all police trainers, delivering technical subjects or specific race and diversity inputs and their supervisors and managers, it is suggested that the higher standard of 1A2 is more appropriate to the Service's requirements.

#### **Recommendation 4.8**

***HM Inspector recommends that with immediate effect the Service, under the aegis of the Police Skills and Standards Organisation (PSSO) adopts National Occupational Standard (NOS) unit 1A2 (promotes equality) as the standard to be achieved in the workplace by all police trainers, training supervisors and training managers***

- 4.49** Only qualified assessors will judge competence against NOS, and it is likely that this will be a one-time event (unless the assessment is failed). The achievement of competence against the criteria of NOS, as they are national standards in the true sense, can result in accreditation and/or qualification by external awarding bodies. This will mean that for the first time, a member of staff within their work will be recognised and be able to transfer a

## Commitment and Leadership

range of skills to other work sectors. Similarly, a new entrant to the Service may not require the same level of training as another recruit because of being able to produce evidence of achievement, in any previous employment, of relevant national standards.

- 4.50** As a strategy, the NOS provide the Service with a real opportunity to ensure that training solutions are used wisely and are directly linked to workplace performance. If the necessary assessment strategy can be implemented in a consistent fashion it will mean that the quality and standard of policing can be dramatically improved.
- 4.51** The onus for continuous assessment and development, before and after the NOS assessment process is completed, will fall to line managers, making use of the NCF.

## National Competency Framework (NCF)

- 4.52** The introduction of a NCF (already piloted in some police areas) is planned Service-wide. The framework is designed to provide standard definitions of role tasks and a means of measuring an individual's performance against them. The PSSO has assumed ownership for the framework and is actively aligning NOS to it. When fully aligned to NOS, this framework will provide the Service with a management and development tool for use by all managers in relation to every policing role.
- 4.53** Perhaps the best way of differentiating between the NCF and NOS is by explaining that line managers will mostly make use of the NCF to develop their staff and make judgements as to their suitability for a role in a continuing assessment process<sup>8</sup>.
- 4.54** During the transition period, as is the case with so many changes to working practice, a state of confusion exists around how NOS and the NCF will be aligned, how people will be assessed and, in relation to race and diversity, what it will all mean. Unfortunately, in addition, the timing of both these projects has served to undermine, in race and diversity training programmes, the transfer of learning into the workplace.

### Recommendation 4.9

*HM Inspector recommends that the Police Skills and Standards Organisation (PSSO), or any subsequent Sector Skills Council, by June 2003, clarifies and articulates to the Service, the inter-relationship between National Occupational Standards (NOS) and the National Competency Framework (NCF)*

<sup>8</sup> Recognising that managers will have open access to NOS when assessing staff performance

## National Competency Framework and Trainers

- 4.55** At present, the proposed NCF behavioural competences for the roles of police trainer, training supervisor and training manager stipulate skill levels (see appendix I) of C (low) in relation to the area of community and customer focus and B (medium) in respect of effective communication. These are key competences for trainers and the descriptors of behaviour in the higher level of A, better reflect their activity.

### Recommendation 4.10

*HM Inspector recommends that with immediate effect the Service, under the aegis of the Police Skills and Standards Organisation (PSSO), ensures the National Competency Framework (NCF) criteria for police trainers, training supervisor and training manager reflect the high level of skill required within the police training function*

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## Conclusion

- 4.56** Policing, through the reform agenda, has been placed under the spotlight for some time now. The government demands modernisation. The public, all of the public, has a right to expect a fair and professional service.
- 4.57** There is thus a need to ensure that all police personnel are competent in their work, including how they recognise and address discrimination and promote diversity, equality, human rights and, in the light of the RR(A)A, good race relations. A lack of sensitivity, knowledge or poor attitude on the part of a member of police staff could result in situations identified in chapter one, any of which, in combination, may result in low morale in the Service and reluctance by sections of society to co-operate.
- 4.58** Overall, in relation to the identification of the learning requirement, there is a need for significant further effort and clarification in relation to:
- improving the quality and process of police training needs analysis so that it includes full stakeholder consultation both nationally and locally
  - identifying, reviewing and updating the constituents of the national, organisational, and individual learning requirements in all aspects of race and diversity



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- identifying the race and diversity learning requirements for all members of the wider police family through robust performance/training needs analysis
- implementing the requirements of the RR(A)A as a critical element of any learning requirement
- clarifying the status of, and any inter-relationship between, differing standards and developing a model for their strategic implementation in policing to include the appropriate level of race and diversity content.

**4.59** Once learning requirements in race and diversity are established and delivered there is a need to support the implementation and achievement of learning outcomes. This inspection found in relation to this issue a number of areas to be fragile:

- the range of organisational development tools currently contributing to delivering the learning requirement is too narrowly focused and training is often seen as the only solution. Without complementary management mechanisms, learning will not produce the required outcomes
- learning from, and implementing recommendations contained in previous reports (a notable example relates to addressing all the elements of KUSAB)
- realising the value of consulting and working in partnership with the community to deliver identified outcomes
- realising the value of consulting and working in partnership with internal staff networks and external advisors/stakeholders

**4.60** This chapter has sought to expand understanding of the issues relating to the learning requirement. Progress in the Service is not entirely gloomy since the inspection encountered numerous pockets of noteworthy practice that must be shared and exploited. However, also highlighted are a number of areas where there is still a great deal that can and should be done to ensure any positive shift in police culture or performance is achieved.

# Policy and Strategy

*'Devising an overall strategy, one that provides Service-wide direction, clarity and transparency, is now more urgent than ever.'*

## Introduction

**5.1** In simplistic terms, the purpose of strategy and policy is to set out which objectives are to be achieved and the rules governing how to achieve them fairly and consistently. This chapter examines the progress achieved by the Service in response to the succession of reports over the last 20 years, in devising, implementing and monitoring policy and strategy, specifically in relation to the provision of race and diversity training. Some recommendations have still not been fully met, for example:

*Forces should publicly reaffirm their commitment to investing in good community and race relations as a core function of policing, this being reflected in the production of sound policies and strategies.<sup>1</sup>*

*A Service-wide strategy for CRR training should be established that defines scope, key components and common minimum delivery standards.<sup>2</sup>*

**5.2** Although there is evidence of increased output in terms of published schemes, there continue to be difficulties in relation to:

- the clarity of any long-term strategic vision to articulate what the Service is trying to achieve in respect of training
- the effective management of training policy and strategy
- the inter-relationship between organisational documents

**5.3** In simple terms, the responsibility for the governance of the police service rests with a tripartite arrangement. In setting strategic direction in relation to race and diversity training, individual ownership of initiatives, recommendations and policies cannot always easily be identified as resting with any particular partner. In order to alleviate these situations, clear, unambiguous and prescriptive direction is required, agreed by each of the partners but disseminated from a single authoritative source. At the local level, a major contributing factor to the confusion surrounding training policy and strategy concerns the identity of the individual(s) who have overall responsibility for implementation.

<sup>1</sup> Winning The Race – Policing Plural Communities HMIC 1997

<sup>2</sup> Winning the Race – Revisited HMIC 1999

**5.4** It is important that training does not exist in isolation from the operational workplace and policy makers. The control of training and the identification of training requirements must be the remit of operational managers supported by professional advice from trainers. The fragmented position, in which police training so often finds itself, does not assist the cause of race and diversity either inside or outside the Service. Without unified commitment applied to a common purpose by all within the Service, especially those involved in training, some sections of the community will continue to receive:

- inequitable policing because of their background
- variations in the quality of service delivered dependent on where they live.

**5.5** It is essential that policing organisations, when considering the purpose of training and its relationship to operational performance, establish clear inter-relationships between training strategies/training plans and other key directives, such as:

- the NPP and local policing plans
- Human Resource (HR) strategies
- diversity strategies
- RES

## The Place of Training within HR Strategies/Plans

**5.6** One of the major keys to the success of race and diversity training policy and strategy is the manner in which it is related to the overall HR strategy and plan. A successful HR strategy will contain clear links to:

- corporate plans
- departmental/BCU plans
- training plans
- training strategies
- individual development plans derived from performance review and appraisal.

**5.7** The link to corporate plans and departmental plans focuses the contribution of all staff on the goals of the force/organisation. Such strategies prevent duplication of effort and assist in the co-ordination of training throughout the organisation. The training plan should, in turn, identify the training requirements for the whole force/organisation and outline how they will be met. HOC 18 of 2002 explains what the plan should include:

- the identification of individual training needs linked to organisational goals
- the identification of force and individual level training priorities
- the identification of human and financial resources necessary for delivering training
- guidance on the extent of community involvement
- how the training will be delivered
- how training activity will be evaluated
- timescale for delivering the training
- qualities, qualifications and skills required of those delivering the training
- how race and diversity training will be mainstreamed
- how workplace contexts will be provided.

**5.8** When surveyed, 65% of forces stated they had a costed training plan in place and that their race and diversity training strategy was fully integrated within it. Whilst this may be true, few of the training plans examined fulfilled all of the criteria listed in HOC 18/2002. Most of the race and diversity strategies and training strategies were not linked, and more importantly, had not been explicitly developed from a HR strategy. A forces HR strategy should identify how the training processes will support the operational direction of the force. Essex Police have produced plans and strategies that contain clear evidence of inter-relationship. But where training strategy is not developed as a component of HR strategy, it is almost impossible for forces to demonstrate that any training activity addresses both organisational and individual needs.



## Best Value Reviews (BVR) of Training

- 5.9** The introduction of BVRs of police training in 2002, under the auspices of a joint ACPO/APA project, will see all forces conduct their reviews at the same time. This is unlike the position in relation to any other police function BVR.
- 5.10** Key to the BVR process is the depth of comparison, competition and consultation undertaken. This inspection did not find a great deal of such activity in relation to race and diversity training. Only 28% of forces benchmark their programmes with other forces or organisations. It must, therefore, be a fervent hope that forces and authorities will remedy this failing before their BVR and improvement plans are finalised.
- 5.11** Best value also places a duty on police organisations to consult with the community as their customers. Here too, it was surprising to find that less than half of all forces routinely consult the public about race and diversity training and very little seen was as a direct result of a specific training policy or strategy. In fact the inspection determined that only 47% did so, a figure supported by the perceptions of interviewed focus groups.

## Policy Consultation – External

- 5.12** In devising policies, it is vital that the communities who are the recipients of the policing service, and who are set to be the beneficiaries of improved performance through effective training are properly consulted in a timely fashion. Police authorities can and should play a key role in ensuring community involvement at all the relevant stages of the training cycle. But this inspection found that such involvement was not widespread. For example, whilst 68% of forces stated that their race and diversity portfolio holder held regular meetings with the community in respect of race and diversity training, only 46% indicated that the community was consulted regarding the training's content.

### Recommendation 5.1

*HM Inspector recommends that the Service, led by the Association of Police Authorities (APA) issues guidance by September 2003 to all forces promoting the value, when devising race and diversity training policy and strategy, of formally consulting with external minority groups*

## Internal Policy Consultation

**5.13** The desire of forces to make speedy progress in respect of providing race and diversity training has resulted in the formulation of related policy and strategy being generally limited to:

- a steering group
- chief officer's group
- force policy group.

**5.14** Not all such assemblies were accessible to, or took account of, the views of internal networks. In trying to address this issue a number of forces disseminated draft policies, originating from the higher level forum, internally, and invited all staff to comment. However, this process generally lacked impact and often fell into disrepute when those who had contributed neither received acknowledgement or feedback. As a consequence, this inspection found little evidence of staff, below middle manager level, being fully involved in the development or setting of race and diversity policy and strategy.

**5.15** Support groups and networks (for example BPA, GPA and BAWP) make significant contributions to policy development. However, few forces had in place a formal consultation framework designed to ensure such groups were involved and in many instances staff associations and support groups were consulted only on an ad-hoc basis. This was often the case where, owing to the demography of the force area, race and diversity training issues were not seen by the strategic governance as a priority issue worthy of extensive consultation.

**5.16** It is important to utilise the experience, knowledge, commitment and energy of those representing such groups. Too often these networks are a catalyst for consultation, rather than being explicitly included on any policy-making forum, through a process which ensures wide representation.

**5.17** Those who represent these groups encountered other obstacles in relation to their involvement in formulating race and diversity training policy and strategy:

- the authority for their involvement was often not formally recognised or communicated throughout the organisation

- they were sometimes ostracised by peers or supervisors, who viewed the process as unnecessary and irrelevant and/or isolated from operational activity
- on occasions, they resorted to reviewing draft policies in their own time to ensure that those they represented had a voice.

### Recommendation 5.2

*HM Inspector recommends that the Service, led by the Association of Chief Police Officers (ACPO) issues guidance by September 2003, to all forces promoting the value, when devising race and diversity training policy and strategy, of formally consulting with internal staff associations and networks*

## Community Beat Officers (CBOs)

**5.18** Another internal staff group with arguably much to contribute are CBOs. Through their presence in their communities they:

- instil confidence in the public
- establish and maintain channels of communication
- solve local problems
- gather local crime/community intelligence.

**5.19** Despite the increased deployment of CBOs there is little evidence to suggest that there are any policies in place ensuring that information, particularly community intelligence gained from their role, is utilised to inform the race and diversity training function. However, examples were seen of CBOs informing local operational initiatives in respect of community data that they held.

### Recommendation 5.3

*HM Inspector recommends that the Service, led by the Association of Chief Police Officers (ACPO) issues guidance by September 2003 to all forces promoting the value, when devising race and diversity training policy and strategy of formally consulting with Community Beat Officers (CBOs)*

## Training Policies

- 5.20** Even where consultation took place, many of the training policies examined appeared to be stand-alone documents, produced to cater for a specific task/activity rather than being elements of an holistic and overarching race and diversity training and development strategy.
- 5.21** As part of this inspection’s methodology, every force was surveyed regarding 25 race and diversity training and development related policies (see appendix G). These broadly covered:
- training (ie design, delivery, quality assurance, management, accreditation and evaluation)
  - trainers (ie selection, training, management, assessment and support)
  - partnerships (ie community involvement, consultants, collaboration and sponsorship)
- 5.22** The most widely implemented policy (75% of all forces) centred solely on the delivery of race and diversity training. Policy in relationship to the acquisition of external financial sponsorship of such training was the least implemented at 8%.
- 5.23** This disparity suggests that forces are not carrying out sufficiently broad stakeholder consultation. It may be no coincidence that the most widely found policies are those easily implemented, requiring the minimum of resources.



## Trainers

**5.24** The Service's greatest assets, if it is to mainstream race and diversity throughout all training and workplace activity, must surely be its trainers. Surprisingly only 44% of forces had published policies in place for selecting, training and supporting such staff. More will be said on this in chapter seven, as will the issue in respect of handling inappropriate attitudes and behaviour in training.

## Internal Hate Crime and Grievance Procedure

**5.25** The report, *Winning the Race Policing – Plural Communities* (1997) states:

*'Forces (who have not done so) should clearly state that they regard the behaviour of officers who show racial or other prejudice in their behaviour and language towards colleagues or members of the public as completely unacceptable. Clear procedures should exist for dealing effectively with such behaviour and regular communication to staff on the number of such complaints and the sanctions imposed is encouraged'.*

**5.26** Undoubtedly, progress has been made in respect of such incidents involving the public. In addition, where a member of the public reports such matters to police, but perpetrated by others in the community, definitions, supplied by ACPO, mean not only that the incident is recorded as a crime but, more often than not, the victim receives an appropriate level of service.

**5.27** The same cannot be said in relation to victims of identical incidents who are police staff. In the majority of cases these matters are not properly recorded, even where they meet ACPO definitions. The level of service received by staff in these cases is often not only below that offered to the public, but is inappropriate to the nature of the incident or the needs of the individual, especially where the perpetrator is believed to be another member of police staff. Whilst 70% of forces indicated that they have policies in place in relation to internal hate crime issues, in the majority of cases the policy was encompassed within guidance on internal grievances. Many of the incidents encountered during the inspection were patently too serious to be addressed in this way. Policy must be published and implemented. Where performance in relation to issued direction identifies gaps, a learning requirement is created, one which the Service must fulfil.

**5.28** Where forces/organisations fail to include input on this issue within their race and diversity training programmes the following is possible:

- managers being reluctant to consider such incidents as hate crimes
- managers informally resolving hate crimes as if they were grievances
- victims of internal hate crime receiving an inferior service to that provided to members of the public
- physical, forensic evidence being lost

**5.29** The results of such incidents leave members of the Service suffering emotional and, physical effects and where the incident has not been properly recorded and investigated feelings of dis-trust, lack of confidence and ill feeling are generated. Furthermore, the relationship between such incidents and future recruitment and retention of staff must be clearly understood. Incalculable damage can be done in respect of potential recruits through their contact with members of staff who have experienced incidents of internal hate crime.

**Recommendation 5.4**

*HM Inspector recommends that with immediate effect, the Service, led by the Association of Chief Police Officers (ACPO), devises a policy in respect of internal hate crime which provides unequivocal guidance in relation to the recording, investigation and monitoring of such incidents*



## Flexible Hours

**5.30** The lack of attention paid to training policy development is illustrated by the Service-wide inability to cater for one of its own internal 'minority' groups. Staff who work flexible, or part-time hours or who job share often cannot attend training in its current pattern (ie nine-five, Monday to Friday). Only 35% of forces had policy concerning flexible working staff and their attendance at race and diversity training events.

*'Flexible workers are not accommodated in the race and diversity training programme'<sup>3</sup>*

<sup>3</sup> Head of a Force's Personnel Department

- 5.31** However, it should be noted that informal arrangements were encountered, usually devised by trainers or managers, whereby training events were made accessible to suit some individuals in this position. Credit is due to those who have taken such initiatives despite the lack of any policy. This may be an area where extra effort is needed to address institutionalised practices and beliefs.
- 5.32** A notable exception to this was found in the MPS, at Hendon, where a 'Flexible Learning Needs Co-ordinator' has been put in post, specifically to cater for the needs of such staff.

## Communicating Policy

- 5.33** When communicating outcomes of policy-making groups, forces utilise a wide range of media, including:
- intranets
  - team briefings
  - training days
  - e-mails
  - weekly/routine orders
  - posters
  - aide memoire
  - meetings.
- 5.34** The use of the intranet appeared to be the preferred medium for disseminating policy and strategy. This approach was generally well received by staff. However, owing to poor sign posting or the complicated layouts of particular systems, some staff were unable, readily to locate relevant policies. In addition, a number of staff have not received formal IT training and as a result were unable to access any information.
- 5.35** Owing to a high number of new or revised policies being posted on the intranet, some members of staff carried out their own screening process. As a result, important information was often being sifted out. They often judge race and diversity specific policies

and training matters on the basis that whilst some are informative others appear to have no immediate impact on their operational practice.

**5.36** Other weaknesses in relation to the communication of race and diversity training policies and strategies include:

- a lack of monitoring mechanisms in existence to ensure that staff digest important information
- access to IT equipment is often limited because of the scarcity and location of available terminals
- insufficient time allotted to accessing data
- where there were no IT terminals or those provided were unserviceable, few alternative arrangements were visible
- members of the wider police family, for example special constables, often had very limited opportunity to access the information stored electronically.

**5.37** Notwithstanding these matters, positive initiatives were also found:

- important race and diversity policies being e-mailed individually to all staff, including a mechanism to record when the message was opened
- the planning of shift patterns to provide for protected briefing times.

### **Recommendation 5.5**

*HM Inspector recommends that the Service, led by the Association of Chief Police Officers (ACPO) develops by December 2003 minimum standards, applicable to all members of the Service, in relation to the communication of race and diversity training policy and strategy, which fully encompass the opportunities and constraints of electronic media*

## Conclusion

- 5.38** Since *The Scarman Report*, successive publications have re-iterated the imperative for the Service to have in place race and diversity training policies and strategies that address local needs, that are the result of effective consultation, and more importantly are communicated to all stakeholders.
- 5.39** Whilst there has been continued activity there is little evidence to suggest that it is linked to a Service-wide, long-term strategic vision. The general failure to implement previous recommendations in this area has resulted in the management of policy and strategy development being largely uncoordinated.
- 5.40** Most policies and strategies are not explicitly associated with organisational HR strategies or other strategies and plans. Where this occurs it is impossible to demonstrate that any training activity meets organisational and individual needs. Forces and police organisations should be required to make use of ACPO's *Diversity and Diversity, Learning and Development Strategies*, as the basis for setting race and diversity training policy and strategy.
- 5.41** In an effort to make speedy progress, consultation in this area has sometimes become narrow and internally focused. The Service needs to identify and engage with all stakeholders, external and internal, ensuring that those contributing are fully supported and also that the importance of their contribution is widely marketed.
- 5.42** Some forces/organisations have made significant progress in communicating the race and diversity training policies and strategies they devise. Problems still exist in relation to the quantity of data that staff are expected to digest and how to ensure they operate in line with the most up to date guidance. Commitment is also required to implement processes which ensure that external stakeholders are appropriately informed and that communication systems are effectively monitored.

*'Training across the Service is being delivered through a number of approaches'*

## Introduction

- 6.1** Once the learning requirement for race and diversity training in the police service and more local contexts is established, training plans, if they are to create the conditions for success, must include detailed arrangements for developing and delivering the training within the context of overarching strategy and policy. They also require leadership and commitment, robust management processes, a positive and appropriately challenging organisational culture and an evaluation structure.
- 6.2** The planning and implementation arrangements for training are critical in developing the conditions and environment for effective learning. Through good quality delivery, individuals may gain the knowledge, understanding and skills required to help them develop the desired attitudes and behaviour (ie all of KUSAB).
- 6.3** In respect of the processes surrounding the delivery of race and diversity training, this inspection found a number of areas to be in need of attention:
- design and development of training
  - content
  - delivery approaches
  - choice of training venues
  - attendance management
  - attention to the training environment
  - quality of delivery

- mainstreaming race and diversity into training – ie the ‘golden thread’
- other learning methods
- training outcomes.

Weaknesses in any or all of these areas undermine any progress made by the Service and impact on the effectiveness of learning.

## Design and Development of Training

- 6.4** Currently, there is a lack of standards, definitions and national guidance on what qualifies an individual to be involved in any or all elements of the training cycle. This is true whether they are in or outside the Service. Consequently, there exist a variety of design and development approaches. This situation, taken together with a dearth of quality assurance frameworks and evaluation processes, means training, in its current format is not as impactful as required.
- 6.5** Each force/organisation has, in the absence of national direction, adopted its own individual approach to race and diversity training design and development. Sources of advice and information used to inform the training function include:
- internal staff, often very small in number and often self-identified, who possess high levels of awareness or experience
  - residual Turvey (*previous SSU contract holders*) or other external contractors trained staff
  - externally recruited diversity advisors
  - formal and informal staff networks (for example BPA or people who have left the training function)
  - commercial race and diversity consultancy organisations (for example any of those listed in chapter seven)

- national commissions and umbrella organisations (for example CRE, Equal Opportunities Commission (EOC), Stonewall, Age Concern)
- locally convened community support groups (for example RECs, domestic violence refuges)
- diversity experts employed in other public and private sector organisations.

**6.6** On a local basis, little evidence was found of training being designed in line with any standard design and development model. In some cases, people were designing training without having the requisite skills to do so. Additionally, the level of community involvement in training design was found to be either inadequate or non-existent. Once NOS inform the learning requirement, training design must also take into account how any development will assist individuals in achieving levels of workplace competence.

**6.7** The training design team at Centrex, Harrogate has produced a welcome CD-ROM based National Training Design Model. But there are some concerns over the paucity of guidance it contains in relation to the proposed scope of any community (stakeholder) participation in training. This product has yet to be widely circulated.

Case study 6A provides examples of weaknesses in both design practice and community involvement in a critical area of police training.





### ***Centrex BCU Leadership Development Programme***

In October 2000, the Lancaster House seminar on police reform identified the training and development of senior officers as a pressing issue. Improved leadership is critical to the effective modernisation and improvement of police services and a key factor in Police Service's ability to reduce crime and to reassure the public.

In response to the need to equip senior managers with identified skills, Centrex has designed a new BCU Leadership Development Programme. However, some aspects of the design and development of this course, in respect of good race and diversity practice require immediate attention. For example:

- The project steering group does not involve community representatives such as Police Authority members or Independent Advisors
- Centrex's specific CRR team was not involved in the design methodology
- The Centrex EO/CRR advisor was consulted and contributed to aims and objectives of modules but the links proposed have not been integrated into the lesson plans
- Community involvement in delivery of pilot modules (other than external academic trainers) encountered problems and was therefore discontinued
- Leadership faculty trainers do not necessarily have the requisite skills or experience of designing race and diversity learning outcomes
- Leadership faculty trainers have not, at the time of inspection, received race and diversity training for trainers
- All modules are optional, development needs are self identified and delivery will therefore be demand led rather than needs led

***How do candidates know what they don't know?***

- 6.8 Another example of fragility in the training design process can be found in the new (ACPO sponsored, Centrex designed) National Domestic Violence course. Whilst it is acknowledged that external voluntary umbrella groups did make contributions, only internal police personnel focus groups were convened. Some of the concerns of victims originating from wider aspects of diversity, or even the views of perpetrators, may not have been fully captured. However, one pleasing aspect of this programme lies in its guidance, in respect of mainstreaming race and diversity, to those delivering it:

Where possible, 'diversity' issues should be addressed in debrief as you move through the programme, for instance, by posing alternative scenarios to work on in the exercises, or raising the issues for discussion. This approach, sometimes referred to as the 'golden thread', has its pros and cons; however it is vital that the issues are addressed effectively and trainers must discharge this responsibility.<sup>1</sup>

- 6.9 Nonetheless, once the National Design Model mentioned in para 6.7, is reviewed and made available to the whole Service, every training designer will need to be made aware of it and make use of it.

### Recommendation 6.1

*HM Inspector recommends that by Centrex in collaboration with the Association of Police Authorities (APA) ensures that by September 2003 the National Training Design Model contains explicit direction for designers of training in relation to wide-reaching community involvement and participation in all aspects of the training cycle*

### Recommendation 6.2

*HM Inspector recommends that the Service overseen by the Police Training Development Board (PTDB), ensures that by January 2004 the design of all police training adheres to the concepts contained in the National Training Design Model. Progress will be monitored by inspections conducted by Her Majesty's Inspectorate of Constabulary (HMIC)*



## Content

- 6.10 This inspection identified a wide variation in the content of race and diversity training being delivered. In the main, half, one or two-day specific, trainer led courses were employed, where, for reasons already discussed, the focus centred on race and ethnicity issues. Few examples were seen where issues were linked within training materials to a range of workplace contexts, exploring the relevance of race and diversity to all aspects of policing practice.
- 6.11 The complexities of diversity offer opportunities for a rich breadth of training content but few forces have yet given consideration to the inclusion of the wider diversity agenda in

<sup>1</sup> Policing Responses to Domestic Violence – Centrex 2002

planned training. Whilst the actual content varies widely, the majority of programmes examined are limited to the broad themes of:

- historical factors and behavioural theories
- definitions of institutional racism and discrimination
- hate crime investigation
- in places, a few links to other aspects of diversity.

**6.12** Evidence does exist of some skilled trainers exploring other areas on their own initiative, such as where operational practice, for example stop and search activity, impacts on minority communities. These examples do not frequently appear in published training materials for the benefit of all trainers or learners.

**6.13** Training materials should contain more than a standard lesson plan covering aims and objectives, suggested training method, and a list of exercises to be facilitated. Most training materials examined do not provide trainers or learners with evidence of institutional discrimination in the form of case studies or examples that are relevant to the workplace of the learner. In the majority of forces, such information is left to individual trainers to include for themselves.

**6.14** The worth of local information and contribution is recognised and in that respect, there will always be a requirement for such sources. However, there is no single definitive, police service based source for material, or any reference point to which gathered data can be referred for validity. As a result, Service-wide, there are often inconsistencies and inaccuracies in the material used. A single source of information may be addressed by the establishment of a centre of expertise, as proposed in chapter nine.

**6.15** Furthermore, such constraints can lead, because of a lack of informed guidance, to the delivery of bland, cover-all training rather than well researched, effective programmes derived from a robust individual and organisational, needs analysis process. Only once these needs are identified, and training is properly designed to meet them, will a positive impact be made upon operational service delivery and organisational culture.

**6.16** Fundamentally, whilst both the *PTCWP* and *Stephen Lawrence Inquiry Reports* called for mandatory programmes of training for all staff, it is inconceivable that they had in mind the same programme of training for everybody:

*'In addressing the need for training .....we have to bear in mind the qualities required by individual officers'<sup>2</sup>*

## Delivery Approaches

**6.17** At present, across the Service, race and diversity training is being delivered through a number of approaches:

- making use of police employed staff to design and deliver
- employing external consultants
- utilising the Home Office approved contractor
- a combination of police staff and contractor staff
- involving local community or lay participants and facilitators
- through electronic or e-learning
- issue of workbooks or other distance learning.

**6.18** Some forces adopt any one or more of these approaches within any delivery programme, whilst others leave the whole process of choice and implementation to, where applicable, the contractor involved. This leads to a position where delivery, in terms of a Service-wide approach, is somewhat fractured and inconsistent. Furthermore, to add to the fractured nature of training, forces/organisations have generally rolled out provision or delivery of race and diversity training in two ways:

- rank/grade specific sessions – top down or bottom up
- mixed rank/grade sessions.

**6.19** For those who adopted a ‘top – down’ approach, delivering training to senior managers before other personnel, the rationale was based often on the view that managers must demonstrate commitment to, and take responsibility for, effectively implementing training outcomes in the workplace. HM Inspector believes that in the context of demonstrating leadership and commitment, there is a case to be made for this approach.

**6.20** Most forces blend police officers and police staff of a similar grade or rank within the same group setting. This has the benefit of facilitating an exchange of experiences and promoting inclusiveness within the policing environment. This process sometimes failed

## Training Delivery

because of the constant referral, when emphasising key learning points, to 'operational policing'. There is evidence of this having an exclusionary effect on police staff who have little or no direct contact with the public.

- 6.21** The make up of learner composition is equally as important. Those forces that mix ranks and grades inadvertently create an atmosphere where junior level officers or staff are reluctant to explore their views, values and beliefs in the presence of managers whom they perceive represent their employer.
- 6.22** Evidence was also captured, in relation to gender and other visible minority participants, where the composition of the group had not been properly considered. For example, some students felt isolated on the basis of being the only attendee of that gender or the only person from a visible minority. It might be inappropriate, even discriminatory actively to manage against this occurring but it is an issue that trainers must recognise and manage effectively.
- 6.23** The converse is that there should be a mix of staff, at least to ensure people from different locations and differing roles come together, to avoid the effect created when a large peer group of people who work closely together, dominate a training event.

## Choice of Training Venues

*'...consideration be given by police services to promoting joint training with members of other organisations or professionals otherwise than on police premises.'*<sup>3</sup>

- 6.24** Approximately 85% of race and diversity training sessions are delivered through a traditional classroom based approach conducted on police premises. Whilst this may appear cost effective, those forces who adopt such an approach do not necessarily recognise its negative connotations. This is also further evidence of police training being:

*'delivered at isolated police managed sites'*<sup>4</sup>

- 6.25** This position can create numerous barriers to community involvement and ultimately, to effective learning, because:
- members of community focus groups stated they were apprehensive about entering police buildings

<sup>3</sup> Stephen Lawrence Inquiry Report HMSO 1999

<sup>4</sup> Training Matters HMIC 2002

- those involved in recruiting community contributors reported reluctance, on the part of some communities, to take part in training delivered on police premises
- conversely, fewer problems were encountered where community premises were employed, such as colleges or religious buildings.

**6.26** The part of Community Contributors in the delivery of police training is discussed further in chapter seven. Where community contribution was a feature of training, invariably, community members were introduced into an existing group of staff instead of the group being brought to a venue where the contributor was already in place. Some might argue that there is no difference, but a relatively easy factor to control such as the choice of venue could go a long way to demonstrating commitment to race and diversity and improve the confidence of communities in working with the Service. Clearly, the issue is about making Community Contributors feel welcome and comfortable amongst police staff and confident enough to discuss their experiences or perceptions.

**6.27** Further credence to this issue is provided within a recent evaluation of training provided to new police officers in Northern Ireland. The report praises examples where community members were involved in role-play sessions but questions the scope, timing and consistency of the current approach and recommends that the level of such involvement is increased<sup>5</sup>

*‘Community involvement; we did it once and didn’t like it, there were problems with the group so we stopped it’<sup>6</sup>*

**6.28** What is required is a commitment to working in partnership with community contributors, in community settings, on terms, agreed with those contributors, whilst meeting the identified learning needs of staff. In short, the Service can no longer ‘wheel in’ and ‘wheel out’ external contributors in police venues as this is perceived to be tokenistic and the atmosphere created stifles learning opportunities. Where forces use community settings, there is generally no shortage of such facilities and in turn, any costs incurred benefit the community hosts.



<sup>5</sup> An Evaluation Of Human Rights Training For Student Police Officers In The Police Service Of Northern Ireland – Northern Ireland Human Rights Commission Published November 2002

<sup>6</sup> Police Training Manager

**Recommendation 6.3**

*HM Inspector recommends that the Service, led by the Association of Police Authorities (APA) in collaboration with the Home Office, develops by September 2003 guidance on the use of community settings in the delivery of police training*

## Attendance Management

- 6.29** It was found that some attendees did not receive their course-joining instructions in a timely fashion. Some attended as last minute replacements, which made the managers' task, of conducting pre-course interviews very difficult.
- 6.30** The recording of a learner's attendance on courses was found, on a Service-wide basis, to be somewhat inconsistent. Although most forces have computerised personnel management systems in place, even where the completion of training is properly recorded, there is very little evidence to show that information is used to good effect. For example, few forces could produce current data in respect of:
- the numbers of staff trained
  - the level or programme they attended
  - specific BCU, department or branch to which they were posted
  - when the training had taken place.
- 6.31** For those forces/organisations which do not have ready access to this level of information, it is difficult to understand how they are able to measure the efficiency of training delivery programmes or use such information in the performance review process.

### Recommendation 6.4

*HM Inspector recommends that each Chief Constable ensures their force has in place by November 2003 a robust personnel management system and makes use of it accurately to record, as part of their performance review process, all development activity associated with individual members of staff*

## Attention to the Training Environment

**6.32** It is the responsibility of the training designer and also the trainer to create a positive learning environment and to provide opportunities for participants to achieve desired outcomes. Perceptions expressed by staff who had not yet received training included:

- training will be confrontational
- there will be accusations of racism
- training will be based on an assumption that staff are not competent to meet the needs of minority communities.

**6.33** Consequently, race and diversity trainers and other trainers, when mainstreaming race and diversity should always be mindful of learners sensitivities and create, where possible, an appropriate environment for issues to be explored. An additional, though no less critical stakeholder, is the line manager, who should be conducting pre-course interviews with their staff, partly to lessen any anxieties and optimise the training environment, and post-course interviews to capture lessons learned and provide a medium for staff to transfer newly acquired skills into their working practice. The results of these should be monitored by those who commission the training and play a key role in the evaluation of existing training and also in the development of future events. This practice is indeed progressive and should be used in conjunction with training events in any subject.

### Recommendation 6.5

*HM Inspector recommends that the Service, led by the Association of Chief Police Officers (ACPO), issues guidance by September 2003, to ensure that all police personnel attending race and diversity training events have a pre- and post-course interview with their line manager*



## Mainstreaming – The ‘Golden Thread’ Approach

*‘we should take account of diversity in training rather than training in diversity’<sup>7</sup>*

**6.34** In 1997, *Winning the Race – Policing Plural Communities* found:

*‘Some forces claimed to take a ‘golden thread’ approach, whereby community and race relations training was interwoven within more general training or training on other themes. Yet, in practice, HM Inspector found little evidence of this in the formal content of training programmes.’<sup>8</sup>*

**6.35** Other than a number of ‘diversity slots’ included in the syllabus of some but not all technical training events (for example detective & management training), often delivered by a guest speaker or race and diversity specialist trainer, little evidence was found of relevant content being woven into technical training events.

**6.36** There appears to be confusion over what ‘golden thread’ means. One quite wrongly held perception is that there is a need simply to ensure race and diversity is covered within every course offered, giving little consideration of issues relevant to the context of the technical subject being covered. For example, the inspection found numerous instances of the same race and diversity topics, such as ‘responses to dominance’ and ‘cross-cultural communication’, appearing with monotonous regularity. This may be one reason why resistance is sometimes fuelled by the ‘I’ve done this before’ sentiment.

**6.37** An example to consider is interview skills training. During any input on how to prepare for an interview, the trainer could introduce content on addressing the potentially diverse needs of the interviewee or any other person present. In respect of the conduct of interviews, the merits of meeting these needs could also be promoted. To do so, the trainer will need to possess appropriate levels of skills and knowledge. Again, NOS provide us with an insight of how they could support a mainstreamed approach. Within unit 2G4 ‘Plan and Conduct Allocated Investigations’, relevant performance criteria include the need for staff to:

*‘Plan the investigation in a manner that deals with individuals in an ethical manner recognising their needs with respect to diversity and human rights’*

**6.38** One issue clearly facing the Service centres on the assessment strategy for NOS and how it will be implemented in respect of competence in race and diversity. It is therefore vital

7 Jenny Watson – Deputy Chair – Equal Opportunities Commission (EOC) September 2002

8 *Winning the Race – Policing Plural Communities* HMIC 1997

that the assessment strategy for NOS includes an understanding, on the part of all those involved, of the complexity of race and diversity and its relevance to the workplace.

### Recommendation 6.6

*HM Inspector recommends that with immediate effect, the Service, in its implementation plan for the Police Skills and Standards Organisation (PSSO) assessment strategy, in support of National Occupational Standards (NOS), ensures that assessors are themselves appropriately competent in relation to race and diversity*

## Quality of Delivery

**6.39** As part of the inspection fieldwork, ALI inspectors, accompanying HMIC staff, conducted independent observations of training being delivered by both forces and Centrex. Qualitative data was captured in respect of specific race and diversity training and also technical training. In making professional judgements, ALI staff employed the Common Inspection Framework, used nationally by ALI and Office for Standards in Education (OFSTED). By prior agreement, the process included, within the observation of technical training, a check to establish the level of race and diversity mainstreaming taking place.

**6.40** In each case, ALI staff interviewed the relevant trainer both prior to and after the observation. Where necessary, developmental feedback was provided throughout what was an open process. In all, a total of 66 sessions were observed, involving both police staff and externally contracted trainers.

**6.41** There were both positive areas and areas for improvement. Comments recorded by ALI staff within assessment reports, included:

- *‘Effective challenge to students’ attitudes and perceptions’*
- *‘Trainers were enthusiastic and committed to diversity training’*

and also:

- *‘Currently, the subject of race and diversity is considered a discrete topic and not seen as the ‘golden thread’ running through the entire programme’*



- *'No reference was made to diversity issues'*
- *'Tutors (spoken to) feel that lip service is paid to diversity training'*
- *'Search session did not address diversity aspects'*

**6.42** The topics covered in the training observed were varied and took in a wide range of content and delivery style. They encompassed such inputs as instruction on criminal legislation and practical sessions involving guidance on the use of handcuffs. ALI inspectors judged the overall quality of the delivery of police training that they observed as being satisfactory. But the range varied, with a number of lessons being judged as less than satisfactory, whilst others were of a higher quality. One session was rated as excellent, at the very top of the assessment scale used by ALI. (see case study 7c)

## Other Learning Methods

**6.43** Although the main focus of training delivery has been on traditional classroom based sessions, information is being provided to staff in other ways, through hard copy cultural guidebooks, distance learning or computer based (e-learning) packages.

## Cultural Guidebooks

**6.44** Some 81% of forces issue cultural and community guidebooks. The development and wide dissemination of information, as a reference tool, is supported and encouraged. However, such material should only be considered as supplementary training information and not as an alternative to the provision of effective learning opportunities. Caution needs to be applied to the content of guidebooks or similar information, as there is potential, if material is not properly produced and marketed, for the information to be inaccurate or to promote stereotypical perceptions.

**6.45** Of the guidebooks seen, all have produced generic information on key identifiable groups. The most commonly addressed area is that of race and ethnicity. The material produced is less likely to cover issues such as lesbian, gay or bisexual people, transgender/transsexual people, physical/mental disability, age or gender issues. There is little evidence of forces using local demographic data in the development of this material.

- 6.46** *Faces of Britain* the guide produced by Avon and Somerset Constabulary is noted for its content and accuracy. A number of other forces have (whilst acknowledging the source) adopted it in full. But such information is only really of worth when it is relevant to all the incidents that local staff are likely to encounter. Little guidance was seen in relation to the use of these books and even less activity in respect of evaluating their worth. A poor example was seen in another cultural guidebook, which without any clear rationale for the entry, included sweeping statements on names used in a particular part of the community.

### Recommendation 6.7

*HM Inspector recommends that the Service, led by the Home Office, produces by November 2003 national standards for the development, dissemination and use of cultural and communities guidebooks*

## Distance Learning – Workbooks

- 6.47** A number of forces, when selecting a training programme, have either developed their own, or adapted another force's, distance learning workbook. Those currently in use are mostly race focused and do not address the many other aspects of diversity. In some places this was the sole method of delivery, denying staff the opportunity to discuss issues in a safe learning environment. As with a classroom-based approach, on their own workbooks are unlikely to produce desired learning outcomes or intended changes in policing practice.
- 6.48** Neither will workbooks be effective if the arrangements for the monitoring and supervision of their completion are not consistently applied. Examples were found where they had been signed off as being complete, but the supervisor concerned had conducted no assessment of the content.

## e-Learning

**6.49** Only nine forces offer computer-based or e-learning race and diversity training. Centrex have recently produced WORD, a CD-ROM based programme intended for Service-wide dissemination. This is a dynamic and innovative approach. However, it currently lacks a Service-wide implementation and evaluation strategy and its use may, therefore, depend on an individual's level of interest. This must be addressed as the costs involved in producing this and future work demand effective utilisation.

### Recommendation 6.8

*HM Inspector recommends that the Service, led by the Association of Chief Police Officers (ACPO) devises by August 2003 a Service-wide implementation and evaluation strategy in respect of the multi-media programme 'Working On Race and Diversity' (WORD)*

**6.50** Additionally, the police service National Centre for Applied Learning Technologies (NCALT) is currently piloting the National Learning Portal. This service, available to all police staff, offers on-line internet access to development opportunities including continuous entry to:

- learning modules
- reference materials
- bulletins
- learning fora
- perceived 'best practice' lists
- frequently asked questions (FAQs)

Currently this project is in the early stages of implementation, but there are already eight specific race and diversity modules available. These are, in reality, the modules contained in the WORD CD-ROM.

**6.51** The potential for e-learning and distance learning platforms in race and diversity training is currently being under-exploited. When considering and developing alternative learning platforms it should be noted that attitudes and behaviours are unlikely to be changed by

e-learning alone. But this method provides an opportunity to cover knowledge, understanding and principles, both as a precursor to sessions exploring attitudes and behaviour, and as a continual checking mechanism. Complementary learning methods are necessary as are the supporting actions of tutors, mentors and line managers.

## Progress of Race and Diversity Training

- 6.52** The Service, led by the Home Office, set a target for all 'front-line' staff to receive training in race and diversity by December 2002<sup>9</sup>. However, evidence was found to indicate that some forces did not meet this target. Data available in the summer of 2002 indicated that approximately 108,000 of the total 200,000 police staff in England and Wales, had received specific race and diversity training. According to data captured by ACPO, by December 2002, this figure had increased to 133,000. Conversely, around 5,000 new police officers and police staff are currently joining the Service every six months. Service-wide, there are inconsistencies around the definition of 'front-line' staff, and consequently it has not been possible to obtain holistic, up to date information.
- 6.53** This inspection found that some forces have undertaken to provide training to all of their staff, irrespective of their role. For example, the MPS is to be commended on working towards achieving this target by the end of 2003, a process which involves some 37,000 staff.
- 6.54** Acknowledging that the majority of forces have made significant effort in providing training to front-line staff, as defined internally by them, all of the measures and targets employed in assessing progress are purely quantitative. No Service-wide data exists in relation to the actual quality of race and diversity training in relation to its ability to effect change, and improve performance, a point which is referred to in chapter eight.



## Conclusion

- 6.55** This inspection found the arrangements for planning, designing and delivering training to be inconsistent in both approach and quality, the latter conclusion supported by the work of the ALI. Current training delivery is mostly of short duration and cannot be expected to change attitudes or behaviour. The effectiveness and efficiency of training is also hampered by a number of issues, including:

<sup>9</sup> Home Office Action Plan for the roll-out of Police Service CRR Training. July 2000

## Training Delivery

- when designing training, the Service lacks a national model of guidance on how to involve the community at all stages of the training cycle
- training delivery methods are too often carelessly selected and are often unstructured
- training content is neither holistic nor set to national standards
- the environment, in which the training is delivered, is not by design always one in which safe learning can take place
- external partners and contributors are too often mismanaged or made to feel vulnerable or unwelcome
- many police staff, in the absence of an organisational learning culture and a clearly articulated rationale, neither welcome nor support the concept of race and diversity training.

**6.56** In addressing these areas, some forces have tried innovation and alternative learning methods. But the importance of race and diversity is sometimes undermined by poor management practices, for example, in relation to the monitoring of staff, the completion of workbooks or facilitating e-learning in the workplace. In other contexts, cultural guidebooks are almost universally issued to staff, but these can only be effective when they are balanced in content, contain accurate relevant data, encompass all aspects of diversity and there is a structured encouragement and guidance for staff to refer to them as part of local policing practice.

**6.57** Overall, the current training appears to be driven solely by a desire to meet targets. Only when the training is conducted also as part of a partnership arrangement with the community, and is designed and managed to improve individual and organisational performance, will it deliver the changes in decision processes and policing practice being demanded, not least by the communities to be policed.

# Trainers and Contributors

*'If the mainstreamed approach is to work there is a clear case for all trainers to be capable of integrating race and diversity issues within their delivery, either through designed objectives or in response to input by a learner attending training'.*

## Introduction

- 7.1** Training, as a function, has often been seen within the police service as having a separate, 'removed from reality' identity, and not necessarily as a key enabler of operational policing. However, organisations that view training in this light do so at their peril.

*'If you think training is expensive, try ignorance'*<sup>1</sup>

- 7.2** The most critical aspect of any training function is the people involved in all facets of its delivery. This means not only those who physically deliver, but also those involved in management, design, evaluation, and administration. Unless people are allowed to develop to their full potential, training as a function has little chance of being successful in its aim of supporting others to reduce crime, and increasing the trust and confidence of the community. Although investment in training must follow the ethos of 'Best Value', the significance of providing adequate levels of resources in race and diversity training has been highlighted previously.<sup>2</sup>
- 7.3** The police service uses many methods of training provision. The majority of this currently is classroom based, delivered by 'in-Service' trainers who are police officers or support staff. Encouragingly, because of the nature of race and diversity training, the decision to involve people from outside the police service in the delivery of training helps to provide an external perspective to operational policing and introduces a broader dimension of diversity. For the purpose of this report, they are referred to as 'external contributors'.
- 7.4** More and more external contributors are being sought or contracted to assist in training delivery. However, a fine balance has to be drawn in relation to the number of external contributors used; too many, and training loses the ability to contextualise the learning into the policing environment; too few, and the result will be the Service maintaining an insular

<sup>1</sup> PF Drucker, 'Managing in Turbulent Times' 1993

<sup>2</sup> Winning the Race – Embracing Diversity HMIC 2001



## Trainers and Contributors

view. Careful consideration must therefore be given to creating the right balance of in-Service trainers and external contributors to gain the greatest learning from a training event.

- 7.5** This report will now provide an outline for each type of trainer/contributor commencing with in-Service trainers.

### In-Service Trainers

- 7.6** In the context of this report, there are in effect two types of in-Service trainer. First there are those who deliver technical subjects (for example detective training, first aid training) and secondly those who specialise in race and diversity delivery. Technical subjects are mainly knowledge based and deal with the cognitive skills required of staff. Trainers in these disciplines are qualified and accredited within the police training function through a variety of routes:

- Trainer Development Programme (TDP) provided by Centrex
- The MPS Trainers Course
- individually designed, force-based programmes
- external training or teaching qualifications

When considering the mainstreaming or 'golden thread' approach within all technical training, it is expected that trainers will include any relevant content within sessions that they deliver. There is still a requirement to ensure that these trainers know both what they need to cover, and how to handle it.

- 7.7** By virtue of its content, specialist race and diversity trainers deal with the more emotive issues such as the values and beliefs of the learners. They should therefore receive extra training in this area to enable them effectively and safely to facilitate this level of learning. However, despite a previous recommendations,<sup>3</sup> there is still no Service-wide definition of what constitutes 'qualified' in relation to this training, nor has there been any progress to identify what format their training, on a Service-wide basis, should take. Without this definition, the Service will continue to find it difficult to determine what it actually requires of those individuals involved in delivering specific race and diversity training, and also in ensuring that it selects only those suitable to fulfil this role.

## External Contributors

**7.8** There have been many previous attempts to categorise external contributors. For the purpose of this report, three levels are used, based upon experience and expertise in training. They are:

- Community Contributors
- Associate Trainers
- Consultants.

## Community Contributors

**7.9** Community Contributors are members of the community who are able to give raw experiences of their exposure to policing methods, more often than not from a minority perspective. They may also be able to impart historical or cultural knowledge of their specific community, but only from their personal experience and not ordinarily, as official representatives of that community. Occasionally, more than one member of the community will attend at any one time. Some forces make use of a number of Community Contributors, from differing sections of a community, attending sessions at the same time as part of a 'community interface'. Their input can vary from an hour to as much as one day.

**7.10** In purely academic terms Community Contributors may not be qualified to train, and theoretically are only supposed to interact with learners under the guidance and supervision of 'qualified' trainers.

## Associate Trainers

**7.11** Associate Trainers more often than not hold relevant training qualifications, some to a very high level. Many originate from a specific community or an aspect of diversity and can therefore impart the cultural and historical knowledge referred to above.

**7.12** Associate Trainers can live in or originate from the community served by an individual force, but are more likely to be self-employed trainers or employed by an external training company. In these cases their knowledge of the policing issues affecting the force employing them may be limited. In the majority of the training encountered in this inspection, Associate Trainers co-facilitated lessons with an in-Service trainer.



## Consultants

**7.13** For the purpose of this report, Consultants are usually professionals or highly experienced individuals within a specific field of expertise who provide advice and guidance to client organisations on a contractual basis. It should be noted that the Service has experienced some difficulty over the term's consultant and contractor. The former provides advice and guidance, the latter delivers a specific, identified schedule. In reality, this inspection found any distinctions were often blurred.

## Areas of Concern

**7.14** This inspection identified, in relation to in-Service trainers and external contributors, irrespective of their employment status, four main areas of concern:

- Selection
- Training
- Assessment
- Support.

## Selection of In-Service trainers

**7.15** The need to restrict the role of trainer to those individuals who were motivated, knowledgeable and possessing a high degree of integrity was highlighted in *Managing Learning*.<sup>4</sup> Although the working conditions experienced by race and diversity trainers are basically similar to those for other in-Service trainers, this inspection found a greater propensity for them to be immersed in a challenging, highly pressurised working environment for most, if not all, of their working day.

*'You judge a session by the size of the headache at the end of the day – a big one means the session was confrontational, no headache meant no-one was interested.'*<sup>5</sup>

4 *Managing Learning* HMIC 1999

5 *Police personnel race and diversity trainer*

**7.16** It can be argued that race and diversity trainers require high levels of motivation, knowledge and integrity. Understandably, they also require high levels of resilience:

*'being resilient to constant negative views and attitudes of people. It means being resilient as a trainer when you may not feel supported by management in what you are doing...'*<sup>6</sup>

**7.17** Working as a race and diversity trainer extends beyond the classroom and the training centre. Trainers are expected to 'walk the talk' at all times in order to maintain credibility, and often find themselves, because of values and beliefs they espouse, under the constant scrutiny of learners and peers and even, on occasions, ostracised by them. Inadequate selection and training could therefore result in the employment of someone totally unsuitable to the role, unable to operate effectively in sensitive and emotional areas. The delivery of training, arising from this issue, could also result in:

- the complete dissolution of the 'safe learning environment'
- a total resistance on the part of learners to reflect on their values and beliefs
- psychological damage to those attending the training.

**7.18** Consequently, selection processes must be as robust as for any role that carries such high levels of responsibility and Service-wide expectations. It must ensure that only suitable individuals are selected. Regrettably, the inspection found that this was not always the case. Examples were found of people being selected for the role of race and diversity trainer not through an open and transparent process, but rather because of their:

- cultural background
- qualification as a trainer
- current role within training
- previous experience in delivering race and diversity training
- completion of a Turvey, SSU course
- non-operational status or limited duties status.



- 7.19** For those who did possess previous experience, either as a former training practitioner or as a graduate of Turvey, the expectations upon them were often greater. An example of this is detailed within Case Study A.

## Case Study A

**One trainer said that they had been ‘press-ganged’ into a training delivery role, apparently because the employing force had struggled to identify sufficient trainers to deliver its programme. The individual concerned had, in the past, been trained at Turvey, and also had previous experience as a diversity trainer within the force, albeit some time ago. Without any consultation, this trainer was transferred from an operational posting, which suited their needs, to the force’s training centre in order to help fill the shortfall of trainers. This move was perceived to be ‘non-negotiable’ and arranged without dialogue. The daily journey to and from work for this trainer, increased from several minutes to over 90 minutes in each direction, without any thought apparently being given for their welfare or personal circumstances.**

**Whilst the rationale for making best use of trainers, who have had the benefit of extra developmental training or the Chief Officer’s authority for postings cannot be ignored, neither can the benefits of consultation and voluntary involvement. Disgruntled and de-motivated staff never make the best exponents of diversity.**

- 7.20** Assessments conducted for this inspection by ALI inspectors supported the view that whilst some trainers presented well balanced, developmental lessons, those less informed were ill equipped for the role. This resulted in:
- the poor integration of race and diversity issues
  - insufficient checking of learning taking place
  - inadequate development opportunities
  - poor understanding of learner’s intrinsic values
  - concentration on areas in which the trainer felt confident (to the exclusion of other content).
- 7.21** Any short-term gains made through securing additional trainers by means of a simplified or non-existent selection process were, in the longer-term, diminished because of the impact on overall organisational development.

## The Selection of Community Contributors/Associate Trainers

- 7.22** The levels of contribution expected from Community Contributors differ greatly from those of Associate Trainers and consultants. A formal selection procedure is therefore not required as they fulfil a unique role. The importance of exposing learners to their individual experiences and views would in all likelihood be lost if the robust selection were applied. However, forces/organisations should still consider implementing a process to identify and develop those qualities and insights which the Community Contributors bring to training events, and where necessary offer full support and guidance.
- 7.23** In a survey carried out for this inspection, 65% of forces stated that they used external facilitators in the delivery or development of race and diversity training. If the expectations and cost of employing Associate Trainers are considered, it would be expected that some prior qualification in training would be a pre-requisite to engaging their services. However, this inspection found that only 14% of forces, prior to employing them, applied such a requirement. Consequently, this data suggests that on a Service-wide basis, a selection process is not rigorously applied. Recommendation 7.1 addresses this issue.

## The Selection of Consultants

- 7.24** The contract for provision of a SSU, as described in paras 1.43 and 1.44, has always been conducted, on a tendering basis, through the Home Office. Initially, forces selected in-Service personnel for specialist training by the SSU either at Brunel or latterly at Turvey.
- 7.25** In 1999, at the conclusion of the contract with Equalities Associates,<sup>7</sup> the contract was awarded to Ionann. However, the Home Office changed the conditions and direction of the service provided. Instead of staff attending a specialist centre, Ionann's services were made available to individual forces and organisations as part of a Home Office subsidised training and development package.

Some forces further commissioned Ionann to co-facilitate their training programmes. By September 2002, after nearly three years of the contract, nearly 16,000<sup>8</sup> Service-wide police personnel had been trained using this method.

<sup>7</sup> Although their contract had been previously extended without a re-tendering process

<sup>8</sup> Minutes of Home Office SSU Contract Management Board December 2002

**7.26** However, despite the provision of a Home Office subsidy to those forces that selected Ionann, a number of forces, after a tendering processes, entrusted their training requirements to other external providers. Inspection data shows that 51% of forces used a consultant as the main provider for race and diversity training programmes. The following is a list of those involved in the police service at the time of the inspection:

- Equilibra Consultancy & Training
- Equality Foundation
- Focus Training & Consultancy
- FMEA (Facility for Management, Effectiveness and Achievement)
- Grassroots
- IODA (Individual & Organisational Development & Assessment Ltd)
- QA Law
- The Garnett Foundation
- Wakefield College.

**7.27** One common factor happily found during the inspection was that all external consultants had been commissioned following a formal tendering process, with the decision to employ them being made at a strategic level, supported by a Service Level Agreement (SLA) and/or contract. What is still missing is a common standard or process design. Of note was the robustness of the selection process used by Lancashire Constabulary, which involved those tendering for the contract making a presentation and undergoing an interview before a strategic panel containing members of the BPA, the Police Authority and the lay, Independent Advisory Group (IAG).

### Recommendation 7.1

*HM Inspector recommends that the Service, led by the Home Office in collaboration with the Association of Police Authorities (APA) and the Police Skills and Standards Organisation (PSSO), by February 2004 review selection procedures in respect of any external individual or organisation involved in the delivery of police training either within Centrex or employed through force contracts. The selection procedures should establish a rigorous Service-wide process to select only suitable individuals and organisations, and be allied to the work of the Police Licensing and Accreditation Board*

## The Role of Members of Independent Advisory Groups (IAGs) in Police Training

**7.28** In respect of IAGs, some people who play an active role in providing advice at that level were also found to be consultants in the context of providing training. Some may consider that a conflict of interest exists where one person undertakes both roles. However, these individuals are often well informed and knowledgeable, and to exclude them may be counter-productive. One solution would be to require those in this position explicitly to declare their status prior to providing ‘independent advice’ and to stop using the term ‘independent’ where individuals are patently not.

## The Training of In-Service Trainers

**7.29** In 1983, the *PTCWP Report*<sup>9</sup> recommended that a small number of carefully selected officers and lay individuals involved in police training be sent for specialist race and diversity training to the Defense Equal Opportunities Management Institute<sup>9</sup> (DEOMI) in Florida USA, for a 16-week intensive race and diversity training for trainers programme. It appears that the recommendation was never fully adopted mainly because of resource constraints (time and money).

**7.30** In 1989, when Equalities Associates were awarded the SSU contract to train ‘specialist race and diversity trainers’ the programme consisted of a six-week long input at Turvey. Although there is evidence of strong linkage between Turvey and DEOMI, it appears that the Service’s strategic governance did not support the concept of providing a sixteen week long course in the UK. In the latter stages of the SSU contract, Turvey also offered a two-

<sup>9</sup> United States of America Department of Defense – Patrick Air Force Base, Florida



## Trainers and Contributors

week long 'catch up' course. Although this event was not a substitute for the longer course, it allowed for a greater number of committed, knowledgeable staff to be utilised throughout the Service.

**7.31** A number of forces have since relied on the two-week long Centrex 'Community and Race Relations: Training the Trainers Course', first introduced in 2000, as the foundation for equipping new and established trainers with specialist race and diversity skills.

**7.32** However, the course was never designed fully to equip 'front line' race and diversity trainers. The timetable and content is not sufficient for that to take place. Moreover, the input was never meant to be a replacement for the Turvey courses. Centrex, aware that there were concerns over the effectiveness of this training course, commissioned an internal review in 2002. This resulted in a new design, which will be delivered from 2003. There are a number of positive features incorporated in the revised programme, including:

- written selection criteria to apply; each candidate must have already completed the Centrex TDP or an equivalent
- prior to joining the programme, candidates must obtain managerial endorsement
- a pre-course element which will include a written assignment
- a stipulation that, if the pre-course work is not completed, attendance will be delayed
- planned community interface throughout the two weeks
- regular tutor feedback outlining developmental action plans
- a wide range of diversity is included in the content
- trainers are assessed on return to the workplace
- final approval results in the award of a certificate.

**7.33** The outcomes of this programme will be closely scrutinised. However, at the time of this inspection, some concerns also arose. For example:

- the programme is devised around the CRR Occupational Standards, which as already discussed, are not NOS
- the imminent publication, by the PSSO, of NOS for trainers will also inevitably require future change
- Service-wide corporacy in relation to the selection and assessment of attendees is not wholly evident
- the written material which describes the course indicates that attendance is on a voluntary basis
- it is unclear whether the course encompasses skills in the management of diversity within the learning environment.

**7.34** One way forward may involve the implementation of a common trainer development programme, completed by all in-Service trainers. Such a programme should include a mandatory module based on the concepts of this two-week Centrex course being delivered after about six months of teaching experience. There will still be a need for a higher level development programme to be provided to a select, carefully identified, number of specialists in this area. It is envisaged that they could staff a 'centre of excellence', as proposed in chapter nine and become the 'lead' trainers in Centrex and forces. A two-week long course is unlikely to meet their needs.

**7.35** The Centrex programme described above does not cater for all trainers. Those forces that made use of Ionann or other consultants, and where co-facilitation with in-Service trainers is called for, often rely on the consultants to provide training for their staff. Other forces have attempted, through a variety of methods, to equip their staff with the levels of expertise necessary to deliver race and diversity events. This inspection did not find any methods that were totally effective.



- 7.36** An example of this was seen during a visit to a probationer training centre. It forms the basis for Case Study B.

## Case Study B

**Qualified in-Service trainers (both police and support staff) involved in the Probationer Training Programme are expected to embed or integrate race and diversity issues within the central subject matter. Although the vast majority of such staff adopt a highly professional approach, most have not received any additional specific race and diversity training and rely on relevant aspects included in the Trainer Development Programme (TDP).**

**The lesson plans examined do not refer explicitly to the requirement to include diversity issues and, consequently, those trainers who adhere strictly to lesson plans do not systematically cover relevant issues (for example the impact on minority communities of stop/search activity in a session on police powers). Some trainers, who themselves have had scant race and diversity training, quite understandably do not feel confident in exploring these issues and, subsequently, the effectiveness of a lesson delivered to one group may differ from that given to another. In addition, little use is made of a learner's previous experience of race and diversity issues.**

**Where content is included or raised by the trainer it tends to focus largely on race and ethnicity issues to the exclusion of other aspects of diversity such as disability, gender, sexual orientation, transgender issues and ageism. The trainer's understanding and knowledge of these issues do not appear to be well developed.**

**The majority of learners consulted perceive they are being coerced to be 'politically correct'. This may be a result of being told by trainers that certain actions and words are unacceptable and using them could 'cost people their jobs'. What appears to be missing is an exploration of the rationale for why certain words or phrases are offensive to some people. Few trainers feel they are equipped for this task.**

- 7.37** The approach to race and diversity training within the current Centrex and MPS trainer development programmes is insufficient to equip new trainers with the basic skills required to integrate race and diversity. The Service should put in place a programme the aim of which will be to ensure all training is delivered to the standard exemplified in Case Study C. This event was assessed by ALI staff as being at the very top of their assessment range.

Case Study C

An assessment carried out by an Adult Learning Inspectorate (ALI) inspector focused on a session the title of which was 'Rape Crisis'. The deliverer is a police employee.

It was noted that the tutor sat amongst the group and generated enthusiasm by effectively switching roles from the tutor to that of a fellow learner and vice-versa. During one part of the presentation good levels of guidance and feedback were given, especially in relation to differing but connected offences, where some learners expressed difficulties.

Delegates found the session to be challenging from a developmental point of view and it was also seen that the trainer managed any group sensitivities, connected to the topic, very well. Learners were encouraged to use their own previous police experiences, and every learner was fully involved.

There were regular references made to many aspects of diversity relevant to the topic for example gender, sexual orientation and culture, and a focused and well-planned summary confirmed their learning. Overall, this was adjudged to be an inspiring session, conducted in a stimulating and trusting environment.

**Recommendation 7.2**

*HM Inspector recommends that Centrex, based on a requirement produced by the Police Training and Development Board (PTDB), by February 2004 designs, delivers, reviews and monitors a new trainer development programme, to be adopted by all forces, including the Metropolitan Police Service. The programme must equip police trainers with the level of expertise necessary to deliver race and diversity training on a fully integrated basis*

**Recommendation 7.3**

*HM Inspector recommends that Centrex, based on a requirement produced by the Police Training and Development Board (PTDB), designs, delivers, reviews and monitors a new race and diversity trainer development programme, to equip a selected number of individuals with requisite, higher levels of expertise, in race and diversity issues, for the purposes of promoting excellence by example across the Service. The programme must be supported and recognised by all forces*



## The Training of Community Contributors /Associate Trainers

- 7.38** Community Contributors must receive the benefit of a pre-lesson briefing session with trainers in order that aims and objectives, methods of delivery and expected outcomes can be discussed and agreed. After the session, the individual(s) should also take part in a post lesson debrief where any issues that arise can be discussed and necessary amendments made. When evaluation of a particular event has been analysed this information should be passed to the contributor, with follow up discussion if appropriate to the content of any feedback from learners.
- 7.39** On a Service-wide basis, few forces adopted an approach to training Associate Trainers and/or Community Contributors to the same level as that found in either the MPS or Merseyside Police. Here, time and expense had been given to train Associate Trainers with a relatively high degree of skill. Although Associate Trainers may intrinsically possess a level of expertise, forces must ensure that they assess their capabilities before allowing them to deliver training, and routinely review their performance thereafter. Where there is an obvious need, forces should arrange supplementary training, but to a nationally agreed standard.

## The Training of Consultants

- 7.40** Some of the consultants encountered during the inspection also provide training to other non-police organisations in fields other than race and diversity. Others concentrate exclusively on race and diversity training. Without the necessary national definition of 'qualified' in relation to race and diversity trainers, forces find great difficulty in judging the level of expertise of the trainers employed or sub-contracted by consultants. Those trainers that are employed were mostly well qualified in the field of training and development, and in addition many had high levels of experience within race and diversity training. However they sometimes lacked the ability to contextualise this training into the policing environment. Evidence was found of this being addressed through the appointment, as trainers, of ex-police staff to improve credibility. Whilst these individuals have the ability to put issues into a police context, their skills in relation to race and diversity are less certain and their credibility reduces the longer they are away from the police service.
- 7.41** The lack of any nationally recognised standard in race and diversity to which contracted trainers are assessed affects the level of training that is provided to them, and there is no benchmark by which their performance can be measured. Such a standard is urgently required, without one in place those who employ consultants in this field lack important information about the quality of the service they are purchasing, see para 7.46 in relation to a new Home Office contract in this area.

## The Assessment of all Types of Trainers/Contributors

*'Quality Assurance is the means by which a force or an organisation can demonstrate that the right conditions are in place for students to achieve the standards set'*<sup>10</sup>

- 7.42** The assessment of trainers is a fundamental principle of the quality assurance process. It helps to ensure that trainers are measured consistently and accurately against specified standards of performance.
- 7.43** However, this inspection found little evidence to show that assessment of race and diversity trainers was taking place on a structured, systematic basis. This was the case whether in-Service or external providers were involved. Many of the in-Service trainers encountered during this inspection had been delivering training in race and diversity for a number of years without having received much more than informal feedback provided by peers or co-facilitators at the end of a session.
- 7.44** When surveyed for this inspection 49% of forces stated that they monitored the delivery of training provided by external consultants. However, evidence captured during the visits to forces, suggests that such monitoring by in-Service personnel is being conducted at lower levels of activity than that recorded. In addition, those carrying out the assessment often did so with little experience or expertise in race and diversity training and were therefore not totally suitable for this role.
- 7.45** In the light of the level of finance invested by the Service in this area, it was disappointing to find that a Service-wide, robust, assessment system was not in place. The benefits of regular assessment of race and diversity trainers, both in-Service staff and external contributors, within a formal, structured and documented process, are obvious. The results can form part of a continuous professional development process and allow the quality assurance of delivery to take place. Only then can forces be confident that training is being delivered to a consistently high standard, related to outcomes and appropriate for context. Once NOS are identified for trainers, the resulting assessment strategy could provide a framework for quality assuring staff performance.
- 7.46** The Home Office has awarded a quality assurance contract to the Gus John Partnership. One purpose of this work is to help in identifying any standards used within race and diversity training delivery and how consistently they are maintained. This contract has the potential to provide a solution to the problem, in relation to externally employed trainers, of the lack of a single standard. What is required now is the urgency and priority of outcome suggested in para 9.8.



**Recommendation 7.4**

*HM Inspector recommends that, the Service, with advice from Centrex and the Police Skills and Standards Organisation (PSSO), by February 2004 devises and implements a suitable common assessment procedure, in line with National Occupational Standards (NOS), for all in-Service and external race and diversity trainers*

## Support for In-Service Trainers

**7.47** In the main, this inspection found that in-Service race and diversity trainers are dedicated, enthusiastic people committed to organisational development. Nonetheless, it was also found that they were often a neglected resource, whose commitment was ignored or crudely exploited. It was common to find such trainers assigned to long-term training programmes with little thought given to their personal development, support, and ultimately their re-integration into the workplace. Problems were exacerbated by a general lack of care displayed by some managers, in failing to implement or make use of support networks or mechanisms.

**7.48** One comment made by a race and diversity trainer emphasised their exasperation at the lack of support.

*'If there is a rattle in the car they just put the music on'*

**7.49** In the majority of forces visited specific and structured support for race and diversity trainers was found to be non-existent. For those who did have some form of support process available, how to access it was not always widely known. Several of the forces/organisations visited reported high rates of sickness amongst their race and diversity trainers. Although the needs for those members of staff were being adequately catered for, it appeared that the support structures only came into effect once the problem had reached a critical stage. Noteworthy practice exists in West Mercia Constabulary where psychological risk assessments for race and diversity trainers are consistently conducted.

**7.50** Race and diversity trainers have for their own benefit formed the Police Diversity Trainers Network (PDTN). The status of this forum has recently been considerably enhanced. Both Centrex and ACPO recognise the existence of the group, the former providing a degree of tangible support in the form of resources. A specific member of ACPO has also been given

responsibility for monitoring the concerns of race and diversity trainers. These are welcome initiatives, but more still needs to be done to guarantee adequate levels of support for such valuable people.

### Recommendation 7.5

*HM Inspector recommends that with immediate effect the Home Office, the Association of Chief Police Officers (ACPO) and the Association of Police Authorities (APA) officially recognise and support the Police Diversity Trainers Network (PDTN) as a formal Service-wide support mechanism*

## Special Priority Post Payments (SPPs)

**7.51** Delivering specific race and diversity training is a difficult and demanding role. How to appropriately reward those involved is a question that should be considered. An opportunity, for this to be addressed, now exists through the use of SPPs.

## Spiritual Needs

*'Policing can also be a difficult, frustrating and arduous career that can take its toll upon even the strongest individual. It is easy to forget that police officers, and their civilian colleagues, are subject to the same frailties as any other human beings.'*<sup>11</sup>

**7.52** In the context of dealing with the stresses and strains of diversity, attention needs to be given to the spiritual needs of people. Here there is a place for chaplains, whose key role is:

*ministering to members of the police service, regardless of their religious faith or none, in their work, and meeting them at their point of need, offering pastoral support as a compliment to other staff care services'*<sup>12</sup>

**7.53** Police chaplains can also offer a source of support to trainers and learners, and it should be realised that their advice and guidance traverses all faiths and denominations. Surprisingly not every force has a police chaplain in post, and more needs to be done to make links with ministers from all religions and faiths. But the majority of forces can provide heartening evidence of the value, both to staff and the communities they police, of chaplains.

*'Duty is the act, service is the spirit'*<sup>13</sup>

<sup>11</sup> Matthew Baggott, then ACC West Midlands Police (now Chief Constable Leicestershire Constabulary) March 2000

<sup>12</sup> Handbook for Police Chaplains

<sup>13</sup> Thought for the Day, BBC Radio 4, 16 January 2003



## Trainers and Contributors

- 7.54** Within research carried out into the role of the chaplain<sup>14</sup> within the police service, a point was made continuously about the independence of the chaplain from the police structure and how police personnel from all ranks welcomed this autonomy. Especially where the cause of the problem may come from within the Service, the accessibility and independence of the chaplain as a friend, a confidante and occasionally as an advocate cannot be over-emphasised. Some resistance to their use, captured during this inspection, appeared to be based on the perception that chaplaincy is a uniquely Christian concept and that it is wrong to promote one faith at a time when it is perceived policing must be more inclusive. It must be reiterated that chaplains minister to the diverse needs and fears of all people, irrespective of any aspect of their individual diversity. Chaplaincy is recognised on a multi-faith basis, as the practice in hospitals, prisons and industry already shows. Chaplains can also provide a valuable source of community based knowledge and information. They are predominately ministers of religion and faith leaders living within the community they serve and for whom the chaplaincy role is only part of their job.
- 7.55** The excellent handbook, and the recently commissioned introductory training course for police chaplains, now merit further revision to make more explicit the nature of chaplaincy and what it offers to everybody. It is important that the use of the term 'chaplain' is not an impediment to the proper provision of spiritual support and the co-ordination of faith activity.

### Recommendation 7.6

*HM Inspector recommends that all forces have resources in place to meet the spiritual needs of police officers and police staff, while respecting the diversity of faiths and beliefs both inside the service and in the communities which they serve*

## The Management of In-Service Trainers

- 7.56** Few of the forces visited carried out robust monitoring of trainers and their performance. Relevant issues were often not clearly mandated within the policies of training departments, particularly in relation to:
- delivering 'back to back' training courses (no time allocated between individual events)
  - numbers of trainers per class (for example delivering training alone)
  - minimum and maximum learners per event

<sup>14</sup> Rev. Richard Armitage A.K.C, Police Chaplaincy – Servant of the Service, Home Office Police Research Group 1996

- the employment of staff between training events
- publication of guidance on dealing with disruptive learners.

Those forces that did have such policies in place often failed to adhere to them consistently.

**7.57** Re-integration back into the workplace was another concern highlighted by race and diversity trainers. Policy surrounding this area was almost non-existent. Some trainers, who had conducted long-term training programmes, were returned to operational duty without any thought for their change in personal circumstances or the need to conduct a performance needs analysis in relation to any skills required. Furthermore, there were also concerns expressed over the fact that they could be expected to work alongside a member of staff who may have displayed problematic, resistant or hostile behaviour during a session which the trainer had previously facilitated.

**7.58** Succession planning was scant. Only 40% of forces indicated that they had a plan in place for the replacement of police officer race and diversity trainers. Police staff fared no better, with only 25% of forces stating that they had a plan in place for these personnel. One force had not, at the time of a visit, informed their training staff of an impending request for them to continue with a further phase of training, even though it was due to commence imminently.

**7.59** If trainers are to be developed to the level advocated in this report, cognisance needs to be given to the fact that forces will expect a return on any investment expended in achieving this position. Currently, although some trainers are encouraged to arrange for their own continuous development, little takes place on a structured basis once the trainer is 'qualified' to deliver training. In addition, those who achieve promotion almost without exception have to leave the training function before they can take on a new rank or grade. This results in the function facing the prospect of taking on new staff and starting the trainer development process from the beginning.

### **Recommendation 7.7**

*HM Inspector recommends that the Service, lead by the Association of Chief Police Officers (ACPO), by September 2003 devises a policy for the effective and efficient succession planning of training staff, incorporating the Service-wide re-integration of trainers into operational policing and taking into account any relevant individual training requirements*



## Support for Community Contributors /Associate Trainers

**7.60** Policy on support processes for Community Contributors and/or Associate Trainers was found in only a few forces. However, few of those interviewed in the community focus group sessions, who were also Community Contributors, were aware that such structures existed, let alone how to access them. A notable exception was found in Greater Manchester Police (GMP), where the Diversity Training Unit actively communicated with every Contributor inviting them to a Community Speaker Workshop convened at the force's training centre. Hosted by the Race Advisor, the workshop allowed GMP's contributors to discuss concerns and training methodologies in a safe learning environment.

## Remuneration for Community Contributors/ Associate Trainers

**7.61** The remuneration of external contributors caused a great deal of consternation, not only amongst the community members involved but also amongst staff from training functions. Very few forces or organisations had a policy in relation to the payment of Community Contributors or Associate Trainers. Even where a policy existed, few staff involved in the process knew of it or adhered to it. This leads to disparity in relation to the levels of payments provided between forces and organisations, and within forces and organisations. It can also belittle those involved and undermine the very trust and confidence that the use of external contributors seeks to enhance. The methods of payment also vary widely. For example:

- some are paid in cash, openly in front of the attending learners
- some forces/organisations refuse to pay contributors who do not possess bank accounts, a process which could be construed as institutional discrimination

**7.62** A Service-wide strategy is required to clarify issues such as:

- guidelines on the levels of payment for external contributors to police training
- protocols on how external contributors are paid
- recording of such payments
- advice and guidance on possible Inland Revenue implications for those involved
- the costing of training which should include the potential for community involvement throughout the training cycle (design, delivery and evaluation).

### Recommendation 7.8

*HM Inspector recommends that the Service, led by the Association of Police Authorities (APA), produces by September 2003 guidance to be adopted by all forces and relevant police organisations which sets out the arrangements for remuneration and recognition for external community members involved within police training outside of formal contractual arrangements*

## Support for Consultants

**7.63** Consultants provide their own support mechanisms for the staff they employ. It is to be welcomed that as a result of contacts made during this inspection, some consultants have formed a network to discuss recurring issues and problems. It is to be hoped that force-based support mechanisms are also open to staff employed by a consultant contracted to that force.

## Behaviour of Learners

**7.64** One type of support mechanism for all trainers, internal and external, is policy covering the management of disruptive learners, as it provides the authority required to effectively deliver this training. Only 35% of forces had, in relation to this issue, a policy in place. The lack of direction in this area significantly impacted on the conduct of some learning events. For example, learners, who were required to leave training events as a result of their attitude or behaviour, often escaped formal redress because supervisors/managers were unsure of the organisation's stance.

**7.65** Skilled trainers can make use of resistance on the part of specific learners to clarify learning objectives but sustained negativity, or even hostility to the concept of race and diversity training, if unchecked, has a detrimental effect on other participants.

### Recommendation 7.9

*HM Inspector recommends that with immediate effect the Service, led by the Association of Chief Police Officers (ACPO), devises a Service-wide policy in relation to acceptable conduct by staff attending all training and the action to be taken in response to unacceptable conduct*

## Conclusion

- 7.66** If people are so important to the success of race and diversity training, it is surprising that so much is left to chance in terms of the effective and efficient management of those involved.
- 7.67** Community contribution in training design, delivery and implementation arrangements is also seen, on a Service-wide basis to be weak and inconsistent. Where community contribution is absent, for example, the content and structure of training fails to address many recommendations from previous related reports. Furthermore, where the processes of community contribution are not managed effectively, learning opportunities are missed. More worryingly, the results of negative experiences suffered by Community Contributors further undermine the concept of increasing trust and confidence in policing.
- 7.68** In relation to trainers, so few Service-wide structures and systems exist, it is not surprising that trainers operate under different regimes and conditions dependent on where they serve or where they are seconded. Variation can be healthy; it can lead to innovation and progress. But in order to ensure fairness and equality of opportunity, variation must operate within a nationally agreed framework of personnel management, and where common standards prevail.
- 7.69** The manner in which external contributors are employed must also be reviewed. Community contribution can help to break down barriers and increase the level of trust and confidence such communities have in the Service. Yet, to treat external volunteers or professional people in a less than competent fashion may have the opposite effect. If one community participant, after taking part in a training session, takes away a negative perception of policing there is a real danger that this view will be widely and rapidly promulgated amongst that person's peers.
- 7.70** The Service must now address short-term management issues in order to make longer-term gains especially in the areas of:
- robust, fair and transparent selection processes
  - sophisticated, individually tailored and all encompassing trainer development programmes
  - in relation to trainers, systematic, structured and meaningful assessment and Quality Assurance (QA) processes
  - most importantly, the appropriate, pro-active management and support for trainers, irrespective of their employment status or contract

*'The importance of evaluation cannot be overstated, yet, despite frequent guidance and direction, the Service has not fully grasped its value.'*

## Introduction

*'Evaluation should measure the effectiveness of both the training strategy and a training event. Evaluation of the impact of training on individual and organisational performance should be built in from the outset.'*<sup>1</sup>

- 8.1** In this chapter, the key word of interest is 'evaluate'. To evaluate something is to determine its value, to find its strength and its worth. However, value is a relative term. What is of great value to one person can be of little or no worth to another. The relevance of evaluation to operational policing lies in proving whether the delivery of a training event has resulted in improved individual and organisational performance. Evaluation demonstrates whether improvements have taken place.
- 8.2** It is sometimes the case with training that the true measure of its importance and effectiveness lies not in its presence, but in its absence. But the removal of training is hardly a practical way of testing that proposition. To measure the value and effectiveness of any training programme accurately, one must look past those who participate in it to those whom the training was ultimately designed to benefit. In relation to race and diversity training, for the most part, that is both the communities to be served and the organisation in which the recipients of the training work.
- 8.3** Training is a costly commodity, and race and diversity training, because it encompasses the full spectrum of personnel, is perhaps one of the most expensive both in cost and non-financial resource implications. Therefore, it is incumbent upon each chief officer to account for how those resources have been allocated in respect of achieving expected outcomes, and for police authorities to exercise due scrutiny in ensuring training is properly and fully evaluated.

<sup>1</sup> A National Framework for Police Training and Development – ACPO, APA and Home Office Paper 2002

- 8.4** However, throughout the Service, the methods by which the success of training programmes was measured were conspicuous by their absence. The depth of evaluation applied was often shallow or suffered from a lack of ownership and the structures necessary to ensure that, where an evaluation of training is conducted, its findings are fully considered.

## The Importance of Evaluation

- 8.5** The significance of evaluating race and diversity training has already been mentioned in a number of significant reports and publications. In *Winning the Race – Policing Plural Communities* (1997) it was clearly stated:

*‘All community and race relations training should be properly monitored and evaluated’*

- 8.6** The importance of independent evaluation in race and diversity training was also highlighted in *Winning the Race – Embracing Diversity* 2001:

*‘To ensure true independence in the spirit of the Stephen Lawrence Inquiry which is vital to the restoration of public trust and confidence, the evaluation of CRR training should be as independent as it is possible to be’*

- 8.7** This issue was given further credence in 2002 through the awarding, to the Institute for Employment Studies (IES), of a Home Office contract, to conduct a comprehensive independent evaluation of race and diversity training. An aim of this project, which will restore its findings in 2004, is to assess:

*‘the impact it (the training) has had on bringing about change to service delivery and strategic policy.’<sup>2</sup>*

It will also concentrate on how effective training has been in relation to:

*‘increasing the trust and confidence in policing amongst minority ethnic communities’*

The rigour of the evaluation is welcomed, as it will include the full spectrum of training delivered to date, including that provided to forces by Ionann, who hold the Home Office contract for delivering training, and other consultants formally contracted to individual forces.

- 8.8** The evaluation work already carried out by the Scarman Centre<sup>3</sup> in respect of Ionann’s involvement in both the West Midlands Police and Gloucestershire Constabulary is noted. However, it is somewhat remarkable that the full evaluation of such an important aspect of

<sup>2</sup> Home Office Contract for Monitoring and Evaluation 2002

<sup>3</sup> The Scarman Centre, a faculty of the University of Leicester

policing and police training is being conducted three years after the commencement of the current programme. HM Inspector will view the results of the wide-reaching and independent evaluation project to be undertaken by IES with interest.

## The Story so far

**8.9** The Service is unable to clearly demonstrate progress in respect of race and diversity training. The main reasons for this include:

- **the absence of a robust evaluation strategy (national and local)**, including clear ownership and early commitment
- the incoherent manner in which evaluation is conducted and its **lack of independence**
- the inadequate resources allocated to evaluation and the **shallowness of its application**
- the apparent **lack of intervention**, within evaluations, on the part of individual **police authorities**
- **insufficient community involvement** within the evaluation process.

## The Absence of a Robust Evaluation Strategy (National and Local)

*‘Evaluation, assessment, measurement and quality assurance, or whatever the term is relevant to the situation, are at the core of any effective organisation’<sup>4</sup>*

**8.10** HOC 105/1991 provides guidance to forces/organisations on evaluation matters, and is still current, although an update is awaited. Since its publication, evaluation, as a process, has been highlighted as a major recurring weakness in relation to police training.

**8.11** Despite a recommendation for a Service-wide evaluation strategy contained in *Winning the Race – Embracing Diversity* 2001, this inspection found that currently no national evaluation strategy for race and diversity training is in place and, therefore, training in many forces is being provided without the support of a coherent strategy. Nonetheless, work is currently under-way on behalf of ACPO to create a National Evaluation Strategy (NES) and its completion is eagerly awaited. Once published, it should help to standardise the methods

<sup>4</sup> Leslie Rae – Using Evaluation in Training and Development 1999



by which the Service measures the benefits of training and also, provided that it is itself constantly and robustly monitored, deliver direction for the evaluation of police training that is so urgently needed.

**8.12** For evaluation to be effective, a number of issues must be included in any strategy for consideration by those commissioning and conducting the process, and by those designing and delivering training:

- the responsibilities around who owns or commissions the evaluation process and its outcomes must be properly defined
- evaluation must be designed into training from the outset, and not considered merely as an afterthought
- the prioritisation of evaluation is equally as important and should be included within any published training and development strategy. The blanket evaluation of all training to the same level is not necessarily sustainable
- a benchmark or baseline must be established. This is fundamental to the process of identifying progress, ie in measuring how far something has moved there is a need to know the starting position.

**8.13** In answer to the question of how to prioritise evaluative work, adopting a points system similar to that currently employed in the MPS could provide one answer. There, the approach is used effectively and was found to be a proficient tool. However, such a system will only succeed if it has full strategic level support and a structured implementation plan.

**8.14** Evaluation strategies need to outline how forces/organisations measure the impact that any training activity has had, and compare it against the position prior to its implementation. A benchmark for race and diversity training can best be gained from conducting a training needs analysis and also through the results of a cultural audit, which provides demographic data about the organisation, the force and its community.

**8.15** Given that most training programmes were, in reality, set in motion without any such benchmark in place, evaluators face difficulty in accurately measuring the level of improvement to individual or organisational performance.

## Lack of Independence

**8.16** Currently, most forces utilise the Kirkpatrick model<sup>5</sup> of evaluation, and the four levels it espouses:

- Level 1 (Reaction) – the reaction of the learner to the training
- Level 2 (Learning) – the extent to which those attending learned or developed from the content of the programme
- Level 3 (Transfer) – measures the extent to which the learner translated their learning into the workplace
- Level 4 (Impact) – seeks to measure the impact which the training or development has on improved organisational performance

**8.17** Although this is not the only recognised method of evaluation in use, it is the one most commonly found throughout the police service. Whilst it is not within the remit of this inspection to judge one system against another it should be pointed out that the ability to benchmark is reduced when forces use differing systems. Whichever model is used, the value of using professionally qualified and competent evaluators independent from the training delivery function cannot be over-emphasised. Using such staff is highly advantageous, as they can help preserve a healthy service provider/client relationship between training departments and those who commission the training. In addition, maintaining the independence of evaluators ensures objectivity, probity and validity.

**8.18** Ideally, the evaluator should be totally independent of the force/organisation and the training function. A good example was found in Thames Valley Police, where an independent external evaluation<sup>6</sup> had been commissioned in respect of their race and diversity training programme.

**8.19** Where it is not possible to use external consultants, every effort should be made when in-Service personnel are used, to separate the training and evaluation functions. An example of this approach was found in West Yorkshire Police. Here, a Consultancy Unit, resourced by staff with relevant qualifications and expertise, had been formed specifically to quality assure and evaluate training programmes. Albeit not a complete separation, there was clear distinction between the two departments.

<sup>5</sup> Donald Kirkpatrick – Techniques for Evaluating Programs 1975

<sup>6</sup> Northway Consultancy – Community and Race Relations – Training Evaluation 2001

**8.20** Nonetheless, evaluators also need an understanding of training methodologies in order to make credible judgements. Evaluators work for customers, not the deliverers; but in order that they are effective, they should also operate alongside trainers and workplace supervisors. The use of a SLA or contract, with in-built links to the community and the Police Authority, to guarantee the complete objectivity and independence of the evaluation function, should ensure the integrity of any outcomes.

## Shallowness of Application

**8.21** Even when evaluators are separated from the training function and independence is achieved, there is often a disparity between what is expected of them, and the level of resources allocated. Individual evaluators were encountered whose enthusiasm and dedication was often undervalued by a lack of strategic drive and support. They were often over-stretched, under-resourced and had been set unrealistic targets and/or deadlines. It should be noted that in many cases evaluators work alone, without requisite human, technical and financial resources.

**8.22** Between 1989 and 1999 NPT (now Centrex) trained four hundred and sixty-three evaluators throughout the Service. A survey undertaken at that time found that only 20% of those trained were available to be used in a training evaluation role. In 2002, further research<sup>7</sup> revealed that 78% of evaluators were employed in a role which involved the use of their skills. However, even though the majority were appropriately employed less than half their time was spent actually evaluating. The rest of their time was spent carrying out unrelated tasks and roles. On many occasions evaluators responded to requests for research that had not been prioritised or commissioned through proper channels. It remains the case that, throughout the Service, there are people whose evaluation skills are either not being fully utilised or are being used far from effectively.

**8.23** Generally, in respect of race and diversity training, forces have recognised their responsibility to conduct evaluative work. However, without formalised guidance and direction, the manner in which evaluation is being conducted is often inconsistent and somewhat simplistic. Whilst 88% of forces indicated they were conducting evaluation, the depth and rigour applied was, more often than not, limited to the first level of Kirkpatrick's model, through the use of reaction questionnaires or 'happy sheets'. Very little evidence was found of the results of this process informing the content of subsequent training. It should be understood that the majority of students who complete reaction questionnaires are at a post course 'euphoria' stage. It is little wonder that the questionnaires are colloquially termed as 'happy sheets'.

<sup>7</sup> Insp. A.Dufty – A Review of the National Police Training National Evaluators Course 2002

- 8.24** It could also be argued that a student might only have been ‘happy’ because the training had neither challenged them nor addressed contentious issues. An evaluation conducted at this level is little more than a quantitative data collection process, which, without further investigation away from the training environment, serves no other purpose than to indicate how the course was received by the participants.

## Police Authorities – Lack of Intervention

A tri-partite document<sup>8</sup> clearly defines strategic roles within evaluation:

*‘It is the force’s responsibility to make arrangements to evaluate training and the police authority’s responsibility to ensure that it is done and that the results are fed back into the planning process’*

- 8.25** Some police authority members were unable to articulate the current position in relation to their force’s programme, and in these cases it was evident that their day-to-day involvement in race and diversity issues was reserved for attending policy and advisory groups and had little relevance to training evaluation. It is disturbing to find that the level of police authority involvement in such an important issue is not greater.

### Recommendation 8.1

***HM Inspector recommends that with immediate effect all police authorities take an active role in influencing the conduct of the evaluation of race and diversity training conducted at force level, and involving the local communities accordingly. The results should inform the organisational planning processes***

## Insufficient Community Involvement

- 8.26** Consultation with the community, before, during and after training had taken place was described by some people in the community as being ‘tokenistic’ or ‘non-existent’. Yet if evaluation is to be effective the community must be involved in its design and conduct.
- 8.27** Few forces conducted a community survey to assess whether their performance had improved as a result of the delivery of training. For example, when asked, only 44% of forces stated that the community was involved in the evaluation of race and diversity



<sup>8</sup> A National Framework for Police Training and Development : Roles and Responsibilities – Home Office, APA and ACPO Report October 2002

training. However, this data does not provide us with the qualitative information required to enable us to say what form that involvement took. In reality members of the community were often totally unaware that any training had taken place.

- 8.28** In the future, forces should be accountable for the level of community consultation taking place in race and diversity training programmes, and the outcomes of evaluation reports should be openly available to the public.

*'Policing belongs not to the police service, but to communities who do not have the resources or the access required to conduct evaluation. This places an obligation on the Service to make evaluation processes and reports openly available.'*<sup>9</sup>

### Recommendation 8.2

*HM Inspector recommends that the Police Training and Development Board (PTDB), in consultation with the Association of Police Authorities (APA), commissions by September 2003 an evaluation strategy for race and diversity training as an Annex or Addendum to the National Evaluation Strategy (NES), to include clear direction particularly on the:*

- *role of the community*
- *criticality of establishing a baseline assessment prior to training taking place*
- *value of separating the evaluation function from the training department*
- *need to adopt a prioritisation process, which also identifies the appropriate depth of evaluation to be assigned to each training event*
- *the same high level of value, understanding and resource support in each force for the evaluation function*

### Recommendation 8.3

*HM Inspector recommends that the Service, led by the Association of Police Authorities (APA), devises by September 2003 a policy to ensure that any reports in respect of the evaluation of police training are produced in a form which is readily accessible by the public*

## Outcomes of Race and Diversity Training Delivery

**8.29** Many staff welcome and value training, and positive feedback was captured from some participants. However, criticism and outright rejection of the delivery was also encountered. Race and diversity training cannot and must not be measured in terms of learner satisfaction alone, particularly if the desired or planned outcomes do not encourage individuals to:

- examine and challenge their own practice as well as that of others
- acknowledge discriminatory practices exist
- seek alternative, more considered approaches to their operational decisions where necessary (and the key is knowing where).

**8.30** Current training delivery does not readily support these outcomes. One of the most disturbing findings of this inspection was the inability on the part of many interviewees who had received training, to demonstrate any real understanding of the terms ‘institutional racism’ and ‘institutional discrimination’ and how they are manifested in the police service. It must be recognised that, once an understanding of these issues is developed, evidence of institutional discrimination may be found in many decision-making processes employed in the police service.

**8.31** HMIC’s direct experience provides an example. Within the methodology of this inspection, focus sessions were arranged with groups from a wide range of diverse communities, the majority of which were conducted without special protocols or any prejudices over their location, attendance or timing. Concerns were raised, however, in relation to some specific focus groups and accordingly, ad hoc risk assessments were carried out. In one, contact with the local force was considered in order to notify them of our intentions. This had not been considered in every case. On reflection, it was recognised that making such special arrangements based purely on institutional, police perceptions of one group and their relationship with policing was in itself a form of institutional discrimination. Upon further examination, it was recognised that the decision-making processes identified here serve as a good example of the nature and potential for ‘unwitting, discriminatory’ procedures.

**8.32** Selection of staff for this inspection was rigorous. Conscious awareness and understanding of race and diversity issues was a requirement of that process and to some extent contributed to a culture of reflective practice and positive challenge amongst the team. Such high levels of awareness do not come from a short race and diversity course alone.



- 8.33** The aim must be for everyone in the Service to be able to reflect on her or his decisions and recognise the potential for discrimination to a similar level to those involved in the inspection. Training must significantly assist in the development of required levels of awareness. When people in the Service are more consciously aware of how decisions, policies and procedures impact on others, appropriate attitudes and behaviours may result. This is also an indication of the effectiveness of the evaluation processes being employed by forces. Work conducted at levels 1 and 2 of Kirkpatrick's model, to which most evaluation is currently confined, would not identify that many staff, six months or so after attending training, do not understand 'institutional racism' to the depth required to reflect on it in everyday working practice.
- 8.34** Following the Stephen Lawrence Inquiry and its subsequent recommendations, all the effort and resources invested in training and delivery appear to have been less than successful in providing staff with an adequate understanding of institutional racism. This is the case even where there has been an appropriate focus on race issues within the training and may partly be due to inadequate leadership and organisational resistance.

## Conclusion

- 8.35** Previous reports and publications have highlighted the importance and relevance of robust evaluation. The Service, at the time of this inspection, still had no national strategy in place and consequently, forces were very much left to their own devices. This position leads to Service-wide inconsistency in the way that evaluation is carried out. It also affects the prioritisation and depth to which it is conducted. Without proper guidance, the Service does not make full use of its valuable trained evaluators.
- 8.36** Evaluation needs to be designed into training from the outset and not appear as an 'after-thought.' Furthermore, the requirement to establish a baseline, a measurement from which to calculate progress, is not widely understood. Fundamentally, the value of police authority and community involvement in evaluation work is also not fully recognised by all police personnel.
- 8.37** In order to be able to demonstrate that training enables performance at both individual and organisational levels, the Service must adopt more efficient, robust and transparent evaluation processes.

# The Way Forward

*'What is required now for policing, and to a greater extent the whole Criminal Justice System, is a sophisticated pro-active approach to training'*

## Introduction

- 9.1** Policing, through the reform agenda and other governmental initiatives, is quite rightly under the microscope of public scrutiny. The government demands modernisation and through the NPP has declared its policing priorities in relation to race equality, diversity and community cohesion. Ultimately, what is being asked of the Service is to provide fair and professional services to the public, with no exceptions.
- 9.2** In order that this can be delivered, training must become more focused, efficient, relevant and effective, and be demonstrated as such.
- 9.3** Any drive to change the pattern of race and diversity training in the police service must tackle or take account of:
- the traditional approach of the Service where race and diversity training on a mandatory basis has a 'one size fits all' style
  - the lack of a clearly identified learning requirement for race and diversity training and the related measurable outcomes
  - the confusion that exists around the status of standards in training
  - the fact that forces and organisations may be contractually tied, on a long-term basis, to specific external consultants or part-way through internally designed programmes
  - the lack of a central core of expertise in race and diversity training needed to impact on the required change process – in effect, policing has over time become partially de-skilled.



## The Way Forward

- 9.4** This inspection found little enthusiasm amongst the majority of staff interviewed for attending race and diversity training. This generally contrasts with reaction to other forms of police training, for example driver or firearms training, which predominantly involves the transference of skills. Nonetheless, the way forward proposed here includes the premise that equipping staff to handle internal and external diversity within everyday practice is critical in meeting the requirements of the NPP, in improving police performance, and in raising public confidence.
- 9.5** There are two aspects to the vision for the future:
- immediate and short-term, which takes account of the constraints shown above
  - longer term, a plan for training to enable policing to be professional, fair and accountable

### Immediate and Short-term

- 9.6** So much of any effectiveness and efficiency found in what is being currently delivered relies on the efforts of committed, hard working and courageous people. Some forces have, or are in the process of, delivering reasonably progressive training. External contractors, where used, provide a professional and external perspective. However, it can also be argued that for a variety of reasons, each of the SSU contract holders has not been able fully to engage with the Service. In the main this is due to a lack of central direction and the inability of the tri-partite arrangement to direct the activities of individual police forces.
- 9.7** It is hard to devise a way forward for what is currently delivered without recommending a moratorium on the programme of 'one size fits all' training because in reality there is little evidence to show that it has had a measurable positive effect or is providing value for money. It is acknowledged that this action would cause difficulties, not least with the external contributors currently involved. There must also be recognition that the commitment to such a training programme has been in effect a declaration of intent, and a necessary spur to progress. The challenge is to find better ways of achieving these outcomes.
- 9.8** An issue that needs to be addressed immediately by the Service as a whole and also, where applicable by individual forces, is to ensure that the terms, contents and agreed outputs of any contracts awarded are fully and effectively reviewed. In addition, the review

must result in robust management and monitoring structures to ensure that what is delivered is what is needed. Furthermore, there must be early indications of the effect that the two Home Office contracts, awarded in respect of QA and Evaluation, will have on training delivery.

### Recommendation 9.1

*HM Inspector recommends that the Service led by the Home Office, in conjunction with individual police forces, conducts, by August 2003 on a case by case basis, a review of the contracts awarded to external contractors to ensure that any services or products provided:*

- *deliver what was agreed at the outset*
- *adhere strictly to articulated objectives*
- *are subject to robust management and monitoring processes*
- *fully meet the needs of the contracting organisation*

**9.9** Nevertheless, training is an expensive commodity, both in time and financial investment. In terms of policing, training means the diversion of resources, both people and finance from the direct engagement of operational requirements. Removing staff from their workplace, when evidence suggests this is not what communities demand, should not be an action taken lightly. Any training that is delivered must have a positive impact be linked explicitly to the Police Reform Agenda and address all of the elements of KUSAB.

**9.10** Where scrutiny and accountability are robustly applied, finance, in terms of precepts and budgets, must be strictly but effectively managed. Governmental pressures will dictate how public services operate. At present this is likely to mean delivering the same level of services for less money or to do much more within existing levels of finance. Patently training, in all fields, will have to be smarter, more focused and be clearly linked to improved performance.

**9.11** Currently, there is a real sense that local organisational custom and practice has a significant influence over performance, leading to differences across England and Wales and often confusion with members of the public. These issues taken together with those listed above indicate a major rethink of direction is required.

**9.12** The majority of recommendations contained in this report relate to the training as it was found during this inspection. To address issues that have a national impact requires a national approach, which needs to be flexible enough to respond to local needs. However, It must be said that whilst advice about race and diversity has been repeatedly given but not necessarily always heeded by the Service, training as a function has also received

guidance before that contained here. Both *Managing Learning* 1999 and *Training Matters* 2002 pointed towards the need, for all involved, to adhere properly to the training cycle. This too must not be allowed to become an issue that is revisited with advice constantly reiterated in the absence of tangible action.

**9.13 For the present, making necessary changes can, in the short-term, provide the Service with:**

- **a focus on the commitment and leadership required to address these issues**
- **clarification of the learning requirement and the status of standards**
- **a strategy for evaluation and a culture of accountability within the training function**
- **a structure for trainers to identify their responsibilities, and processes to assist in their selection, assessment and support**
- **increased community involvement in police training.**

**9.14** But it must be recognised that other earlier reports contained similar recommendations, which if adopted, may have allowed the Service to achieve some of these gains much earlier. Sadly, for whatever reason, those reports were not fully implemented. This report must not be treated in a similar fashion.

**9.15** In economic terms many of the solutions outlined are in reality cost-neutral, as they require little more than existing local management and quality assurance systems to be implemented in a robust and rigorous fashion. Where solutions do have a financial dimension, an estimation of the additional investment is indicated in chapter ten. A risk assessment process has been undertaken to provide some analysis of the benefit of adopting the recommendations, the penalty for not doing so and also an indication of their immediacy.

**9.16** Delivering training, even through a more robustly managed approach than currently adopted, may not, in any case, produce what is required. There is a sense that policing is at the 'edge of a precipice'. It will not be sufficient to make minimal adjustments and having done so put the tick in the box, or consider all is done. What is needed now is a long-term plan for the future that is capable of responding to everybody's needs.

## Longer Term

**9.17** The Service will, as part of any visionary project, have to consider what is happening on the wider international front, for example, the impact of the events of September 11 2001 and of economic migration over the next 10-20 years. What will be the context for race and diversity training in the police service of the future? If society shifts in terms of its make up, cultural integration is likely to affect attitudes positively or otherwise. The 2001 census provides some clear pointers to the size and shape of the communities to be policed in the future, but this can be rendered inaccurate by a sudden increase in the number of applications for asylum. Another example can be found in the age profile of the workforce which is changing markedly.<sup>1</sup> Taking all these points together raises the questions:

- is it appropriate to continue with the current approach to training?
- what impact will the litigation culture have?
- what will more complex communities demand from policing?
- can the Service afford to get it wrong again?

**9.18** Real, measurable and tangible progress will only be achieved when a totally committed and holistic training strategy is developed and implemented. Such a scheme will need to:

- include **full partnership with** the public to be served and all internal stakeholders – **all aspects of the community**
- adhere to the **National Policing Plan (NPP) and the relevant Public Service Agreements (PSAs)** whilst meeting local priorities and local policing plans
- be aligned to **National Occupational Standards** through the **National Competency Framework**
- be delivered by **suitably skilled people**
- meet **organisational and individual requirements**
- be **delivered close to/in the workplace (in community settings wherever possible)** by a skilled and pro-active training function explicitly linked to operational policing

<sup>1</sup> 36% of the UK labour force will be aged 45 or over by the year 2005. By 2015 almost 40% will be in that age group, while 16-24 year olds will make up 17% of the labour force. Code of Practice for Age Diversity in Employment 1999

## The Way Forward

- involve **workplace assessment of competence** with individual development plans where necessary
- promote the use of **community intelligence** in operational policing
- take account of a number of **other drivers** which will shape race and diversity training in the police service of the future
- be supported and monitored by a **National Centre of Expertise**, comprising abilities from within, and external to, the Service (ultimately to become a Criminal Justice System (CJS) resource, because of the commonality of interest and purpose amongst the relevant partners).

**9.19** This report will now expand on each of these success factors in turn, on the understanding that some of the associated recommendations require implementation now in order to have a long term impact.

## Partnership with all Aspects of the Community

*'Unless we engage the public, we have missed a trick'<sup>2</sup>*

**9.20** In past periods of British history, there was to a great extent a perception that the police were the pillars of society trusted and respected by all, and that policing was conducted:

- by members of the community
- on behalf of the community

Times have changed. To a large extent police staff do not have origins in, or motivational links to, the areas they serve.

**9.21** Therefore, it is perhaps not surprising that the clear recommendations contained within the *Scarman* (1982) and *PTCWP* (1983) *Reports*, which both refer to the requirement to consult with and involve communities in police training, have not been fully implemented or fully understood by the leaders of the Service or its wider culture. If the purpose of police training is to equip staff with the necessary skills to fulfil the role expected of them, that cannot be achieved without a partnership arrangement with its customers ie all the community. Only thus will what is required of the Service and how it should be delivered

be established.

## National Policing Plan (NPP) and Public Service Agreements (PSAs)

**9.22** The National Policing Plan states:

*'Before the National Policing Plan, there was no single place where the Government's priorities, performance indicators and plans for new developments came together. Police authorities and forces had to plan for coming years on the basis of the requirements set out in the Police Act 1996 and elsewhere. There was no clear sense of strategic direction for the Service as a whole, as shared by the police themselves, key partners and stakeholders and the Government. The Plan changes that by setting out strategic national priorities for the police service and the indicators against which the performance of the Service will be judged.'*<sup>3</sup>

**9.23** Succinctly, this statement sets out the need for an overarching strategy for policing and the staff skills that will be required to support its delivery. As the plan aims to strike a balance between key strategic national priorities and the varying needs of local communities, it can also provide a pointer to race and diversity training on how to achieve a similar balance in priority – national and local.

**9.24** The plan calls for policing to be characterised by a number of facets, including:

- a more customer focused service
- integrity, impartiality and respect for all citizens
- a diverse workforce representative of all sections of the community
- terms and conditions which meet the needs of the Service and all those working within it.

**9.25** In relation to workforce representation it is pleasing to note that direction is given on workforce ethnicity and gender issues, but surprising to find that the plan makes no reference to the areas of sexual orientation, disability, age, beliefs, or any other less visible aspect of diversity. The audits recommended within this report will assist the Service in this area.

### Recommendation 9.2

*HM Inspector recommends that the Home Office amend any future versions of the National Policing Plan (NPP) to include direction on a representative police workforce, explicitly covering all areas of diversity*

**9.26** In addition, the plan recognises that policing alone cannot deliver an effective and efficient CJS, and that there is a real need for close working with all the other CJS agencies. The benefits of joint training provision with those partners have already been heralded.<sup>4</sup>

**9.27** Crucially, the plan states explicitly what the government sees as progressive policing in respect of race and diversity and introduces the new strategy of 'community cohesion'.

*'The promotion of community cohesion should be central to the work of the police'*<sup>5</sup>

**9.28** The reasons why communities fragment vary, but disproportionate vulnerability, high crime levels and the alienation of young people can all play a part. It is critical that forces are able to identify systematically, with local partners, priority areas where social tension is high or rising and the reasons for this, and to commit the resources necessary to achieve long-term change. It is the view of HM Inspector that such resources include appropriately skilled staff with the ability to recognise community tensions and work effectively with partners to provide solutions.

**9.29** In respect of race and diversity, the drive within the plan to secure the trust and confidence of all sections of the community through:

- the elimination of discriminatory practices, both internally and externally
- the development of appropriate policing methods

are very welcome initiatives.

**9.30** The Home Office PSAs, in place for three years (2003 – 2006) form, together with Best Value Performance Indicators (BVPIs), measures by which public services, including police forces, will be judged. Relevant criteria, by which it is intended that the Service will be measured, in relation to community cohesion and race and diversity are shown in appendix H.

<sup>4</sup> Training Matters HMIC 2002

<sup>5</sup> National Policing Plan Home Office, 2002

*A number of our key PSA targets depend upon the delivery of reform to make a real and lasting difference<sup>6</sup>*

- 9.31** The NPP also contains a section titled ‘Making the Most of Police Officers and Support Staff’. The Plan states that the *National Strategy to Promote Learning in the Police Service* (NSPLPS) will soon be published with the aim of ensuring police and support staff continue professional development throughout their careers. Such an approach is eagerly awaited and HM Inspector will closely examine its direction and content in relation to race and diversity. Encouragingly, such an approach already exists within the new Personal Leadership Programme (PLP) delivered by Centrex. The concepts of this work could inform a wider programme of development for all staff.
- 9.32** Given that there is a need for improving the measurable efficiency of policing, in relation to targets and measures, it is suggested that in the future a balance must be struck between establishing performance management regimes and understanding the complexities of policing. Those that monitor progress must, when setting required levels of performance, take full account of the fact that policing is a people business and that success takes longer to achieve in some instances because of the needs of the individuals involved. An over-emphasis on quantitative targets allied to unrealistic timeframes can distort and reduce the true quality of service delivery.

## National Occupational Standards (NOS) and the National Competency Framework (NCF)

- 9.33** As we said in chapter four a state of confusion exists around how NOS and the NCF will interact. Nonetheless, in relation to race and diversity, they provide tools for the way forward.
- 9.34** By ensuring that training is provided to enable an individual to achieve competence in the workplace, there exists an opportunity to engage even the most sceptical, resistant member of staff. No one would wish to be deemed not competent at their job, but those that were, in respect of race and diversity, would require tailored development opportunities and the possibility of re-assessment. Any member of staff who could not achieve competence at that time would, in all likelihood, be unsuitable for a post in the Service. It is incumbent on every member of staff to meet the levels of competence for their role, identified by the Service.

<sup>6</sup> Stephen Rimmer, Director of Policing Police, Home Office Inside Track December 2002



**9.35** The Service, through use of NOS, will also be able to:

- identify clearly, any competencies that individuals already possess
- minimise the need for training in its current format; ie in centrally based classroom settings, away from the workplace
- deliver training and development in the workplace
- facilitate CPD
- allow staff to develop at a pace that suits their individual learning needs.

**9.36** For the approaches to have real meaning, clarity must be provided around the interrelationship between NOS and NCF and how they are to be used as was recommended in chapter four.

## Suitably Skilled People

**9.37** There is a need properly to set out the NOS/NCF for police trainers or those employed or contracted by the police to deliver training. Standards will emphasise the requirements in race and diversity training and form the basis of a development programme undertaken by staff in order to qualify in the role of trainer. Without such an approach, and recognising the investment required to achieve it, there is a real danger of fragmentation and inconsistency in delivery, both in terms of training provision and operational service.

**9.38** To deliver integrated training provision which:

- is aligned to workplace performance
- takes account of existing skills
- involves judgements on attitudes and behaviours
- which ensures that race and diversity is appropriately mainstreamed

will necessitate all future trainers being equipped to a significantly higher level than at present. This may involve a change of perception of the role of trainer and the function of training.

- 9.39** Perhaps only by defining training as a specialist area will the Service obtain a return on any substantial investment necessary to equip trainers to such a degree. The loss of trainers because of rules and regulations on promotion and/or tenure appears to rule out such a strategy. This issue has also been raised by the PSSO,<sup>7</sup> and should be addressed as a key priority.
- 9.40** The Service must examine how it equips all of its trainers, specifically race and diversity specialists, to perform their role effectively. What is essential for the future in this area is the setting of the high standard required and then ensuring appropriate resources are available to achieve it.

### **Recommendation 9.3**

*HM Inspector recommends that the Service, led by the Association of Chief Police Officers (ACPO), designates training as a specialist area where selection for posts is robust and objective. Furthermore, a career path should be achievable within the training function, after any probationary period for police officers, but relevant to all staff*

### **Recommendation 9.4**

*HM Inspector recommends that the Service, led by the Association of Chief Police Officers (ACPO), in conjunction with the Police Skills and Standards Organisation (PSSO), provides Continuous Professional Development (CPD) for police trainers, aligned to National Occupational Standards (NOS)*

## Organisational and Individual Requirements

**9.41** Organisational development in race and diversity requires:

- environmental scanning
- needs analysis
- evaluation
- community input
- close linkage to operational policing

This is currently not being fulfilled on a Service-wide basis. It is suggested that a centre of expertise would support CJS organisations to address these areas and the case for establishing such a facility is discussed below.

**9.42** Once the regime of NOS/NCF is in place, and trainers and assessors have been suitably skilled, the individual requirements that people have in race and diversity issues will be easier to identify. This will also be dependent on the abilities of line managers to use the NOS/NCF framework effectively. To achieve such a position will require a priority being given to ensuring line managers, prior to their promotion, possess suitable levels of management development skills.

**9.43** Training and learning will also need to take account of an individual's existing levels of knowledge, skills and experience and tailor development to meet any remaining needs. This process will need to ensure that staff are suitably equipped to operate in a regime where effective experiential learning, as opposed to lower level cognitive (knowledge based) learning, is the norm.

## Training Delivered Close to/in the Workplace or in Community Settings

**9.44** Whilst acknowledging the work some police staff undertake within the community, for example attending neighbourhood watch meetings and school liaison work, demand led policing, for the most part, involves interaction with people in times of conflict or crisis situations. As a result, police work mainly promotes an increased risk of 'opposed and biased thinking about minority communities and this can lead to harmful perceptions'.<sup>8</sup> Any strategy which promotes the absorption of positive images should be actively encouraged.

<sup>8</sup> The Rotterdam Charter: Policing for a multi-ethnic society drawn up at the Rotterdam Conference 1996

**9.45** Training should allow staff to reflect on their experiences on the job whilst developing their knowledge, understanding, skills, attitudes and behaviour to a level required to respond professionally to any aspect of diversity. Exposing police staff to communities in situations outside of that where a policing response is required will allow them to experience positive aspects of that community. This is why training delivered close to or in the workplace or community should incorporate such opportunities.

*'Academic studies can never be truly representative of a particular community at a specific time'*<sup>9</sup>

**9.46** In a similar vein to the approach recommended in *Training Matters*, if police staff are to provide a service to communities they need to interact with them in ways that are not always confined to the demands of operational policing. They need opportunities to develop relationships with the public in a form that is useful to the communities in which they take place. The adoption of such an approach should result in staff learning about community complexity and re-engaging with the people they serve. Such an approach will require skilled trainers capable of drawing out the learning objectives for such interactions and providing the necessary links to the public. Another source of useful contacts might be provided through the development and use of community intelligence.

**9.47** Delivery of predominantly classroom based race and diversity training mostly results in individuals being brought to one centralised location. This can be a somewhat expensive and an inefficient approach. The use of workplace based coaches and mentors would reduce the need to remove staff from operational policing. Such a scheme would see staff who require development, working alongside suitably equipped people enabling effective on the job learning.

### Recommendation 9.5

***HM Inspector recommends that the race and diversity content of training delivered to police officers and police staff is restructured to provide an in-depth understanding of the community to be policed, whilst ensuring that staff are also able to cope with the diversity of the Service itself***

## Workplace Assessment of Competence

*'We believe that the assessment of individual police officers both during training and subsequently is an essential principle of effective training'*<sup>10</sup>

- 9.50** Achieving competence, in line with NOS, will require an individual to demonstrate skills in the workplace, but in terms of race and diversity it is likely this process will have to include a judgement as to a person's attitude and behaviour. This will require a robust, fair and transparent assessment process, in which assessors will need themselves to be, highly skilled and competent in relation to race and diversity.
- 9.51** The exact details of the NOS assessment strategy to be employed within the police service have not yet been finalised by the PSSO. There must then follow a robust implementation plan on which ACPO's leadership is vital. This is a critical area as effective assessment will be key to the successful use of the concept of NOS as a race and diversity development tool. If total mainstreaming of race and diversity within policing procedures is to take place, assessors will have to demonstrate competence across a wide range of skills, including a high level of expertise in areas of diversity.

## Community Intelligence

*'Forces should recognise that community intelligence is as valuable as criminal intelligence to effective policing and quality of service.'*<sup>11</sup>

- 9.52** Not all forces are currently developing and disseminating community intelligence in the same way they manage criminal intelligence, ie by using the National Intelligence Model. The Service on the whole does not invest consistently in the management of knowledge around community information, including:
- local demographic profiles
  - community contacts and resources
  - community profiles
  - multi agency provided information.

<sup>10</sup> Community Race Relations Training for the Police – Police Training Council Working Party Report 1983

<sup>11</sup> Winning the Race Policing Plural Communities HMIC 1997

Where such profiles of community information/intelligence do exist, a process must be developed to ensure the data is relevant, current, readily accessible, and used by staff involved in:

- finding solutions to community based problems and anti-crime initiatives
- setting force policy and policing practice
- management of resources.

**9.53** Valuing community intelligence and the processes for gathering it can itself increase trust and confidence and inform local race and diversity training learning requirements.

### Recommendation 9.6

*HM Inspector recommends that the Service, led by the Association of Chief Police Officers (ACPO), within the framework of the National Intelligence Model, devises a national strategy for the gathering and use of 'community intelligence' to inform the training process*

## Other Drivers

**9.54** The content, format and scope of race and diversity training in the police service of the future will have to take account of a number of other drivers or factors. Some are live now, others await enactment, for example:

- The Race Relations (Amendments) Act 2000
- Equal Treatment and Employment Directives
- Disability Discrimination Act 1995
- Public Sector Reform
- The Sex Discrimination (Gender Reassignment) Regulations 1999.

NB This list is not exhaustive and will continue to expand after publication of this report.

**9.55** In addition to these issues, when considering drivers, the training function proposed by this inspection will need to encompass all of the critical success factors highlighted in chapter one.

## National Centre of Expertise

- 9.56** The concept of the SSU to-date has not fully met what was proposed by the 1983 *PTCWP Report*. One reason for the apparent lack of success in this approach has been the fact that the contract holder has remained outside of the Service, somewhat isolated from day to day operations, reliant on the level of contact and resources granted to it by the governance of the day. Such a facility would be more effective if it existed within the Service, resourced appropriately, staffed by a mixture of individuals, possessing suitable qualities and expertise, originating from within the organisation and also by lay people who would provide the requisite community involvement and perspective.
- 9.57** The Crown Prosecution Service (CPS) with some 6,500 staff has recognised the need for an integrated centre of expertise, which it has chosen to provide through the creation of its Equality and Diversity Unit (EDU). This department works closely with the training function to 'mainstream' equality within all training delivered to CPS staff, as well as playing an active role in policy and strategy making.
- 9.58** This inspection also found many parallels and attractions in the approach adopted by the Netherlands (NL) Police. The Landelijk Expertise Centrum Diversiteit (LECD) or National Expertise Centre for Diversity is co-located with Landelijk Selectie- en Opleidingsinstituut Politie (LSOP) or Police National Selection and Training Institute, which is both organisationally and geographically the NL equivalent of Centrex. It is worth noting that the police service in NL is made up of 26 individual regions, each similar in role and structure to an English/Welsh force. There are around 50,000 police officers in NL police forces with a commitment to increase the number by 5,000 over the next three years.

LECD has a number of specific aims including:

- offering advice and guidance to regions on diversity management issues both in terms of internal and external focus
  - environmental scanning of new developments and products at either national or international levels
  - assisting in the establishment of organisational support networks for staff including over 500 staff fulfilling a role equivalent to first contact or harassment officers
- 9.59** In order to guarantee the validity of any advice/guidance offered by LECD, an expert for each area of diversity is actively recruited or contracted. In addition, key staff are qualified through the attainment of a relevant Masters or Bachelors degree. Representatives of

LECD are physically located within each police region to ensure isolation does not take place. In addition to those tasks mentioned, one specific initiative of note involves a 15-year long European Union funded project called 'Police and Diversity', the aims of which are:

- improvement of service quality
- moving the make-up of the police service towards a reflection of NL society
- forward planning to ensure recruitment can meet the future needs of the NL police
- enhancing communication with all aspects of society
- remaining in-step with society's needs and changes
- training of trainers
- ensuring all LSOP training products are inclusive of diversity elements where appropriate.

**9.60** There are many similarities between this project and what HM Inspector believes needs to be done here. Both Services are committed to the direction contained in the European Code of Police Ethics. Culturally, the NL is notably similar to the UK, and what works there is likely to be positive here.

**9.61** It can be argued that a facility, similar to those in place within the CPS and the Netherlands, was proposed in the *PTCWP Report* in 1983, albeit that, today, any responsibility given to such a unit should extend beyond race equality alone. If the rationale is properly made out for such a centre of expertise, questions that should be answered include:

- who would fund it?
- where would it best be located?
- who would staff it?
- what specific role would it have?



## The Way Forward

- 9.62** As a suggestion, incorporating such a unit within the proposed NCPE could provide the answer to the question around location. This would enable the consideration of race and diversity issues to be integrated within both the key operational doctrine, ie how to do the job and what is to be taught to people to enable them to do it.
- 9.63** One of the tasks for any such centre could be to make use of organisational race and diversity health check processes in respect of each and every police organisation. One method could see use being made of either the Excellence Model but concentrating on race and diversity issues or to adopt the more focused Diversity Excellence Model (DEM), devised at the Civil Service College, Sunningdale. If such a process were to be implemented, Service-wide, the value of community involvement in assessment should not be understated.

### Recommendation 9.7

*HM Inspector recommends the creation of a Centre of Expertise in Diversity, as part of the National Centre for Policing Excellence (NCPE)*

## Conclusion

- 9.64** For the Service to move from an abstraction culture to a learning culture, it will need to change the format of current training methodology to meet, more fully, individual and organisational requirements. The ethos of change runs deeper than that because within a progressive, fair police service, people must recognise that both workplace and non-workplace experiences provide an opportunity, at all levels, to learn and develop. But making mistakes in a scapegoat culture, where to err leads to blame, results not in learning or change but rather in the creation of an atmosphere of defensiveness and de-motivation.
- 9.65** The imperative for change does not appear to have the priority it needs. The Home Office has responsibility for providing the direction for national policy in race and diversity. The Government White paper '*Policing a New Century*'<sup>12</sup> indicates:

*'in operational areas of sufficient public concern and importance, ... the Home Secretary may choose to mandate the strategy. Chief constables will be required to deliver the strategy as stated'*

<sup>12</sup> Policing a New Century: A Blueprint for Reform published on 5 December 2001

- 9.66** As is said in para 9.26, police training and the police alone cannot provide the solution. The approach, content and environment can change, and there is scope for involving more people. The issue is one for all the CJS to address, together in real partnership. The requirement for development in race and diversity has, to a greater or lesser extent, already been acknowledged within other elements of the CJS. Training programmes of varying levels exist or are planned. Most involve internal delivery, in isolation from other CJS elements. However, to ensure public confidence and high standards of performance throughout the whole system, there is a need for consistency of approach.
- 9.67** It is difficult to make recommendations aimed at the whole CJS to adopt because identifying who will action them to is not as simple as first imagined. Despite the obvious commonality in values and goals, the CJS has no single line of governance. Functions such as policing, probation and prisons fall under the responsibility of the Home Secretary, the Lord Chancellor oversees the judiciary, and the Attorney General has responsibility for the CPS. It is accepted that in terms of pure justice some elements must remain independent. Nonetheless, the need for totally effective staff development in race and diversity, owing to considerations like the overall levels of power involved, and the fundamental issue of fairness, mean there is no place for inconsistency, or parochialism.
- 9.68** Recognising the differing points of responsibility involved, perhaps it is now the right time for the Government to consider mandating the approach for the whole criminal justice sector and provide the resources necessary for a holistic approach.

9

Chapter 9

The Way Forward

# Recommendations: Impact and Investment Implications

- 10.1** This chapter contains all of the recommendations made within this report and an assessment of what benefits the Service will gain from adopting each of them, as well as the possible penalties of failing to do so. The likely investment implications involved in embracing these proposals are also indicated as is an assessment of their immediacy.

## Benefit/Penalty Assessment Framework

- 10.2** The framework provides an uncomplicated method of estimating the level of benefit to be gained from the adoption of each recommendation. Conversely, it also contains an appraisal of the penalty of failing to do so. This is a subjective process and is not a guarantee that the results will occur.

### Benefit:

- High gain – The Service will gain the greatest qualitative benefit in terms of organisational effectiveness and/or public reassurance and/or human resource efficiency.
- Medium gain – The Service will gain measurable benefit in terms of organisational effectiveness and/or public reassurance and/or human resource efficiency.
- Low gain – The Service will gain perceptible benefit in terms of organisational effectiveness and/or public reassurance and/or human resource efficiency.

### Penalty:

- High risk – The Service faces the greatest risk in terms of organisational ineffectiveness and/or loss of public confidence and/or human resource inefficiency.
- Medium risk – The Service faces measurable risk in terms of organisational ineffectiveness and/or loss of public confidence and/or human resource inefficiency.
- Low risk – The Service faces perceptible risk in terms of organisational ineffectiveness and/or loss of public confidence and/or human resource inefficiency.

## Investment Implication Criteria

**10.3** Each recommendation has been analysed for its likely financial impact on the Service and broad bands are used to categorise the criterion. The calculations are only based on starting up costs. Many will not result in a requirement for extra funding as they only involve the improvement of existing processes and others may result in financial gains. HM Inspector believes that delivering appropriate training to staff should be considered an investment and this section viewed in that context.

**Criteria:**

- Substantial investment – In excess of £5 million
- Intermediate investment – Between £1 million and £5 million
- Nominal investment – Up to £1 million
- Cost neutral – No additional funding
- Possible gain – likely savings in excess of £1 million.

## Immediacy

**10.4** Immediacy is defined, in relation to the timing of the publication of this report, as being either an immediate, short-term or long-term consideration for each recommendation:

- Immediate      to be adopted immediately
- Short-term      to be achieved within 1/2 years
- Long-term      to be achieved within 3 or more years.

## Summary of Recommendations

**10.5** Highlighted recommendations are those that have both a high benefit if adopted, and a perceived high penalty if not implemented.

Recommendation	Impact and Investment Implications
<p><b>Recommendation 3.1</b> HM Inspector recommends that the Lawrence Steering Group (LSG), under the leadership of the Home Office, establishes by June 2003 a framework to ensure that action against each of the recommendations of the Stephen Lawrence Inquiry Report, which relate to training, once considered and actioned, are further monitored and reviewed systematically</p>	<p><b>Benefit:</b> Medium <b>Penalty:</b> Medium <b>Investment:</b> Cost Neutral <b>Immediacy:</b> Short-term</p>
<p><b>Recommendation 3.2</b> HM Inspector recommends that each Police Authority, led by the Association of Police Authorities (APA) Diversity Group, takes responsibility within their individual forces for the strategic oversight of the adequacy of race and diversity training arrangements for all staff, including holding the chief officer properly to account. This must include arrangements for all police authority members to receive appropriate training by April 2004</p>	<p><b>Benefit:</b> Medium <b>Penalty:</b> Medium <b>Investment:</b> Cost Neutral <b>Immediacy:</b> Short-term</p>
<p><b>Recommendation 3.3</b> HM Inspector recommends that with immediate effect the Association of Chief Police Officers (ACPO) put in place arrangements, which ensures that the Personnel Management Business Area (PMBA) and the Race and Community Relations Business Area (R and CR BA) jointly monitor progression of race and diversity training, working in close partnership to ensure that full commitment to this area is obtained from the Chief Constables' Council</p>	<p><b>Benefit:</b> Medium <b>Penalty:</b> Medium <b>Investment:</b> Cost Neutral <b>Immediacy:</b> Immediate</p>
<p><b>Recommendation 3.4</b> HM Inspector recommends that the Police Training and Development Board (PTDB), with appropriate advice from the Police Skills and Standards Organisation (PSSO), ensures that the Diversity, Learning and Development Strategy produced no later than April 2003 by the Association of Chief Police Officers (ACPO) fully meets police service requirements in relation to all staff, and its implementation to clear timelines is robustly monitored</p>	<p><b>Benefit:</b> High <b>Penalty:</b> High <b>Investment:</b> Cost Neutral <b>Immediacy:</b> Short-term</p>
<p><b>Recommendation 3.5</b> HM Inspector recommends that attendance on the race and diversity elements of the Basic Command Unit (BCU) Leadership programme delivered by Centrex is mandatory unless specific individuals can demonstrate, through proper performance review processes, that they already reach the competence level required. Centrex should in turn monitor compliance and submit relevant data to Her Majesty's Inspectorate of Constabulary (HMIC)</p>	<p><b>Benefit:</b> High <b>Penalty:</b> High <b>Investment:</b> Intermediate <b>Immediacy:</b> Short-term</p>

Recommendation	Impact and Investment Implications
<p><b>Recommendation 3.6</b> HM Inspector recommends that the Police Training and Development Board (PTDB) oversees any programme of development, proposed by the review of Leadership Below Senior Officer and Support Staff (LBSOSS), to ensure that the content is devised after a thorough needs analysis process and that appropriate race and diversity content is incorporated</p>	<p><b>Benefit:</b> Medium <b>Penalty:</b> Medium <b>Investment:</b> Intermediate <b>Immediacy:</b> Short-term</p>
<p><b>Recommendation 3.7</b> HM Inspector recommends that the Police Training and Development Board (PTDB) commissions work to ensure that, by June 2003, the business case for race and diversity training, and its impact on improved police performance, is simply and clearly articulated to all police officers and police staff</p>	<p><b>Benefit:</b> High <b>Penalty:</b> High <b>Investment:</b> Intermediate <b>Immediacy:</b> Short-term</p>
<p><b>Recommendation 3.8</b> HM Inspector recommends the implementation, by April 2004, on a Service-wide basis, of a Performance and Development Review (PDR) process in line with the National Competency Framework (NCF) and National Occupational Standards (NOS) adhering fully to the relevant Home Office Circular (HOC)</p>	<p><b>Benefit:</b> High <b>Penalty:</b> High <b>Investment:</b> Intermediate <b>Immediacy:</b> Short-term</p>
<p><b>Recommendation 4.1</b> HM Inspector recommends that the Service, led by the Police Training and Development Board (PTDB), devises by September 2003 a strategy, implemented in all police organisations by April 2004, to ensure that organisational and individual needs are properly identified and articulated, and to include full stakeholder (internal and community) involvement in the training needs analysis processes</p>	<p><b>Benefit:</b> Medium <b>Penalty:</b> High <b>Investment:</b> Nominal <b>Immediacy:</b> Short-term</p>
<p><b>Recommendation 4.2</b> HM Inspector recommends that the Service, overseen by the Police Training and Development Board (PTDB), in conjunction with the Police Skills and Standards Organisation (PSSO), identifies by October 2003 the constituents of both the organisational and individual learning requirement in race and diversity in line with National Occupational Standards (NOS) and the National Competency Framework (NCF). Once achieved, both organisations should implement a structured system to review and evaluate its effectiveness</p>	<p><b>Benefit:</b> High <b>Penalty:</b> High <b>Investment:</b> Nominal <b>Immediacy:</b> Short-term</p>
<p><b>Recommendation 4.3</b> HM Inspector recommends that every police organisation within their Race Equality Scheme (RES) develop by July 2003 an action plan setting out arrangements for ensuring all staff, specifically managers and trainers, are developed in line with the National Competency Framework (NCF) in respect of their responsibilities under the general and specific duties of the Race Relations (Amendment) Act 2000. Her Majesty's Inspectorate of Constabulary (HMIC) will inspect progress</p>	<p><b>Benefit:</b> High <b>Penalty:</b> High <b>Investment:</b> Nominal <b>Immediacy:</b> Short-term</p>

Recommendation	Impact and Investment Implications
<p><b>Recommendation 4.4</b>            HM Inspector recommends that the Police Training and Development Board (PTDB) by February 2004 develops a Service-wide strategy to ensure that wider diversity matters are incorporated into all aspects of police training, while ensuring that the high profile and importance of race relations is maintained</p>	<p><b>Benefit:</b> Medium  <b>Penalty:</b> Medium  <b>Investment:</b> Nominal  <b>Immediacy:</b> Short-term</p>
<p><b>Recommendation 4.5</b>            HM Inspector recommends that all forces, overseen by the Home Office, conduct by September 2003 an internal audit to ascertain the true levels of diversity within their workforce. The information is to be considered within any training needs analysis process undertaken</p>	<p><b>Benefit:</b> High  <b>Penalty:</b> High  <b>Investment:</b> Nominal  <b>Immediacy:</b> Short-term</p>
<p><b>Recommendation 4.6</b>            HM Inspector recommends that the Police Skills and Standards Organisation (PSSO), or any subsequent Sector Skills Council, clarifies and articulates by June 2003, in relation to National Occupational Standards (NOS), the status of the Community and Race Relations Occupational Standards. Once this is achieved, the Police Training and Development Board (PTDB), by September 2003, must decide on their relevance to the Service</p>	<p><b>Benefit:</b> High  <b>Penalty:</b> High  <b>Investment:</b> Cost neutral  <b>Immediacy:</b> Short-term</p>
<p><b>Recommendation 4.7</b>            HM Inspector recommends that the Police Skills and Standards Organisation (PSSO), or any subsequent Sector Skills Council, ensures by October 2003, that any National Occupational Standards (NOS) relevant to race and diversity are totally inclusive and fully meet the requirements of all aspects of society</p>	<p><b>Benefit:</b> High  <b>Penalty:</b> High  <b>Investment:</b> Nominal  <b>Immediacy:</b> Short-term</p>
<p><b>Recommendation 4.8</b>            HM Inspector recommends that with immediate effect the Service, under the aegis of the Police Skills and Standards Organisation (PSSO), adopts National Occupational Standards (NOS) unit 1A2 (promotes equality) as the standard to be achieved in the workplace by all police trainers, training supervisors and training managers</p>	<p><b>Benefit:</b> Medium  <b>Penalty:</b> Medium  <b>Investment:</b> Nominal  <b>Immediacy:</b> Immediate</p>
<p><b>Recommendation 4.9</b>            HM Inspector recommends that the Police Skills and Standards Organisation (PSSO), or any subsequent Sector Skills Council by June 2003, clarifies and articulates to the Service, the inter-relationship between National Occupational Standards (NOS) and the National Competency Framework (NCF)</p>	<p><b>Benefit:</b> Medium  <b>Penalty:</b> Low  <b>Investment:</b> Cost Neutral  <b>Immediacy:</b> Short-term</p>



Recommendation	Impact and Investment Implications
<p><b>Recommendation 4.10</b> HM Inspector recommends that with immediate effect the Service, under the aegis of the Police Skills and Standards Organisation (PSSO), ensures the National Competency Framework (NCF) criteria for police trainer, training supervisor and training manager reflect the high level of skill required within the police training function</p>	<p><b>Benefit:</b> Medium <b>Penalty:</b> Medium <b>Investment:</b> Cost Neutral <b>Immediacy:</b> Immediate</p>
<p><b>Recommendation 5.1</b> HM Inspector recommends that the Service, led by the Association of Police Authorities (APA), issues guidance by September 2003 to all forces promoting the value, when devising race and diversity training policy and strategy, of formally consulting with external minority groups</p>	<p><b>Benefit:</b> Medium <b>Penalty:</b> Low <b>Investment:</b> Nominal <b>Immediacy:</b> Short-term</p>
<p><b>Recommendation 5.2</b> HM Inspector recommends that the Service, led by the Association of Chief Police Officers (ACPO), issues guidance by September 2003, to all forces promoting the value, when devising race and diversity training policy and strategy, of formally consulting with internal staff associations and networks</p>	<p><b>Benefit:</b> Medium <b>Penalty:</b> Medium <b>Investment:</b> Cost Neutral <b>Immediacy:</b> Short-term</p>
<p><b>Recommendation 5.3</b> HM Inspector recommends that the Service, led by the Association of Chief Police Officers (ACPO), issues guidance by September 2003 to all forces promoting the value, when devising race and diversity training policy and strategy of formally consulting with Community Beat Officers (CBOs)</p>	<p><b>Benefit:</b> Medium <b>Penalty:</b> Low <b>Investment:</b> Cost Neutral <b>Immediacy:</b> Short-term</p>
<p><b>Recommendation 5.4</b> HM Inspector recommends that with immediate effect the Service, led by the Association of Chief Police Officers (ACPO), devises a policy in respect of internal hate crime which provides unequivocal guidance in relation to the recording, investigation and monitoring of such incidents</p>	<p><b>Benefit:</b> High <b>Penalty:</b> High <b>Investment:</b> Cost Neutral <b>Immediacy:</b> Immediate</p>
<p><b>Recommendation 5.5</b> HM Inspector recommends that the Service, led by the Association of Chief Police Officers (ACPO), develops by December 2003 minimum standards, applicable to all members of the Service, in relation to the communication of race and diversity training policy and strategy, which fully encompass the opportunities and constraints of electronic media</p>	<p><b>Benefit:</b> Medium <b>Penalty:</b> Low <b>Investment:</b> Cost Neutral <b>Immediacy:</b> Short-term</p>

Recommendation	Impact and Investment Implications
<p><b>Recommendation 6.1</b>            HM Inspector recommends that Centrex, in collaboration with the Association of Police Authorities (APA), ensures that by September 2003 the National Training Design Model contains explicit direction for designers of training in relation to wide-reaching community involvement and participation in all aspects of the training cycle</p>	<p><b>Benefit:</b> Medium  <b>Penalty:</b> Medium  <b>Investment:</b> Cost Neutral  <b>Immediacy:</b> Short-term</p>
<p><b>Recommendation 6.2</b>            HM Inspector recommends that the Service, overseen by the Police Training and Development Board (PTDB), ensures that by January 2004 the design of all police training adheres to the concepts contained in the National Training Design Model. Progress will be monitored by inspections conducted by Her Majesty's Inspectorate of Constabulary (HMIC)</p>	<p><b>Benefit:</b> Medium  <b>Penalty:</b> Medium  <b>Investment:</b> Nominal  <b>Immediacy:</b> Short-term</p>
<p><b>Recommendation 6.3</b>            HM Inspector recommends that the Service, led by the Association of Police Authorities (APA) in collaboration with the Home Office, develops by September 2003 guidance on the use of community settings in the delivery of police training</p>	<p><b>Benefit:</b> Medium  <b>Penalty:</b> Medium  <b>Investment:</b> Nominal  <b>Immediacy:</b> Short-term</p>
<p><b>Recommendation 6.4</b>            HM Inspector recommends that each Chief Constable ensures their force has in place by November 2003 a robust personnel management system and makes use of it accurately to record, as part of their performance review process, all development activity associated with individual members of staff</p>	<p><b>Benefit:</b> High  <b>Penalty:</b> High  <b>Investment:</b> Nominal  <b>Immediacy:</b> Short-term</p>
<p><b>Recommendation 6.5</b>            HM Inspector recommends that the Service, led by the Association of Chief Police Officers (ACPO), issues guidance by September 2003 to ensure that all police personnel attending race and diversity training events have a pre- and post-course interview with their line manager</p>	<p><b>Benefit:</b> High  <b>Penalty:</b> High  <b>Investment:</b> Nominal  <b>Immediacy:</b> Short-term</p>
<p><b>Recommendation 6.6</b>            HM Inspector recommends that with immediate effect, the Service, in its implementation plan for the Police Skills and Standards Organisation (PSSO) assessment strategy, in support of National Occupational Standards (NOS), ensures that assessors are themselves appropriately competent in relation to race and diversity</p>	<p><b>Benefit:</b> High  <b>Penalty:</b> High  <b>Investment:</b> Intermediate  <b>Immediacy:</b> Immediate</p>
<p><b>Recommendation 6.7</b>            HM Inspector recommends that the Service, led by the Home Office, produces by November 2003 national standards for the development, dissemination and use of cultural and communities guidebooks</p>	<p><b>Benefit:</b> Medium  <b>Penalty:</b> Low  <b>Investment:</b> Nominal  <b>Immediacy:</b> Short-term</p>

Recommendation	Impact and Investment Implications
<p><b>Recommendation 6.8</b> HM Inspector recommends that the Service, led by the Association of Chief Police Officers (ACPO), devises by August 2003 a Service-wide implementation and evaluation strategy in respect of the multi-media programme 'Working On Race and Diversity' (WORD)</p>	<p><b>Benefit:</b> Medium <b>Penalty:</b> Low <b>Investment:</b> Nominal <b>Immediacy:</b> Short-term</p>
<p><b>Recommendation 7.1</b> HM Inspector recommends that the Service, led by the Home Office in collaboration with the Association of Police Authorities (APA) and the Police Skills and Standards Organisation (PSSO), by February 2004 review selection procedures in respect of any external individual or organisation involved in the delivery of police training either within Centrex or employed through force contracts. The selection procedures should establish a rigorous Service-wide process to select only suitable individuals and organisations, and be allied to the work of the Police Licensing and Accreditation Board</p>	<p><b>Benefit:</b> Medium <b>Penalty:</b> Medium <b>Investment:</b> Nominal <b>Immediacy:</b> Short-term</p>
<p><b>Recommendation 7.2</b> HM Inspector recommends that Centrex, based on a requirement produced by the Police Training and Development Board (PTDB), by February 2004 designs, delivers, reviews and monitors a new trainer development programme, to be adopted by all forces, including the Metropolitan Police Service. The programme must equip police trainers with the level of expertise necessary to deliver race and diversity training on a fully integrated basis</p>	<p><b>Benefit:</b> High <b>Penalty:</b> High <b>Investment:</b> Intermediate <b>Immediacy:</b> Long-term</p>
<p><b>Recommendation 7.3</b> HM Inspector recommends that Centrex, based on a requirement produced by the Police Training and Development Board (PTDB), designs, delivers, reviews and monitors a new race and diversity trainer development programme, to equip a selected number of individuals with requisite, higher levels of expertise, in race and diversity issues, for the purposes of promoting excellence by example across the Service. The programme must be supported and recognised by all forces</p>	<p><b>Benefit:</b> Medium <b>Penalty:</b> Medium <b>Investment:</b> Nominal <b>Immediacy:</b> Long-term</p>
<p><b>Recommendation 7.4</b> HM Inspector recommends that the Service, with advice from Centrex and the Police Skills and Standards Organisation (PSSO), by February 2004 devises and implements a suitable common assessment procedure, in line with National Occupational Standards (NOS), for all in-Service and external race and diversity trainers</p>	<p><b>Benefit:</b> High <b>Penalty:</b> High <b>Investment:</b> Nominal <b>Immediacy:</b> Short-term</p>
<p><b>Recommendation 7.5</b> HM Inspector recommends that with immediate effect the Home Office, the Association of Chief Police Officers (ACPO) and the Association of Police Authorities (APA), officially recognise and support the Police Diversity Trainers Network (PDTN) as a formal Service-wide support mechanism</p>	<p><b>Benefit:</b> Medium <b>Penalty:</b> Medium <b>Investment:</b> Nominal <b>Immediacy:</b> Immediate</p>

Recommendation	Impact and Investment Implications
<p><b>Recommendation 7.6</b> HM Inspector recommends that all forces have resources in place to meet the spiritual needs of police officers and police staff, while respecting the diversity of faiths and beliefs both inside the service and in the communities which they serve</p>	<p><b>Benefit:</b> Medium <b>Penalty:</b> Medium <b>Investment:</b> Nominal <b>Immediacy:</b> Short-term</p>
<p><b>Recommendation 7.7</b> HM Inspector recommends that the Service, lead by the Association of Chief Police Officers (ACPO), devises by September 2003 a policy for the effective and efficient succession planning of training staff, incorporating the Service-wide re-integration of trainers into operational policing and taking into account any relevant individual training requirements</p>	<p><b>Benefit:</b> Medium <b>Penalty:</b> Medium <b>Investment:</b> Nominal <b>Immediacy:</b> Short-term</p>
<p><b>Recommendation 7.8</b> HM Inspector recommends that the Service, led by the Association of Police Authorities (APA), produces by September 2003 guidance to be adopted by all forces and relevant police organisations which sets out the arrangements for remuneration and recognition for external community members involved within police training, outside of formal contractual arrangements</p>	<p><b>Benefit:</b> Medium <b>Penalty:</b> Low <b>Investment:</b> Nominal <b>Immediacy:</b> Short-term</p>
<p><b>Recommendation 7.9</b> HM Inspector recommends that with immediate effect the Service, led by the Association of Chief Police Officers (ACPO), devises a Service-wide policy in relation to acceptable conduct by staff attending all training and the action to be taken in response to unacceptable conduct</p>	<p><b>Benefit:</b> Medium <b>Penalty:</b> High <b>Investment:</b> Cost Neutral <b>Immediacy:</b> Immediate</p>
<p><b>Recommendation 8.1</b> HM Inspector recommends that with immediate effect all police authorities take an active role in influencing the conduct of the evaluation of race and diversity training conducted at force level, and involving the local communities accordingly. The results should inform the organisational planning processes</p>	<p><b>Benefit:</b> Medium <b>Penalty:</b> Medium <b>Investment:</b> Cost Neutral <b>Immediacy:</b> Immediate</p>

Recommendation	Impact and Investment Implications
<p><b>Recommendation 8.2</b> HM Inspector recommends that the Police Training and Development Board (PTDB), in consultation with the Association of Police Authorities (APA), commissions by September 2003 an evaluation strategy for race and diversity training as an Annex or Addendum to the National Evaluation Strategy (NES), to include clear direction particularly on the:</p> <ul style="list-style-type: none"> <li>• role of the community</li> <li>• criticality of establishing a baseline assessment prior to training taking place</li> <li>• value of separating the evaluation function from the training department</li> <li>• need to adopt a prioritisation process, which also identifies the appropriate depth of evaluation to be assigned to each training event.</li> <li>• the same high level of value, understanding and resource support in each force for the evaluation function</li> </ul>	<p><b>Benefit:</b> High</p> <p><b>Penalty:</b> High</p> <p><b>Investment:</b> Nominal</p> <p><b>Immediacy:</b> Short-term</p>
<p><b>Recommendation 8.3</b> HM Inspector recommends that the Service, led by the Association of Police Authorities (APA), devises by September 2003 a policy to ensure that any reports in respect of the evaluation of police training are produced in a form which is readily accessible by the public</p>	<p><b>Benefit:</b> Medium</p> <p><b>Penalty:</b> Low</p> <p><b>Investment:</b> Nominal</p> <p><b>Immediacy:</b> Short-term</p>
<p><b>Recommendation 9.1</b> HM Inspector recommends that the Service, led by the Home Office, in conjunction with individual police forces, conducts, by August 2003, on a case by case basis, a review of the contracts awarded to external contractors to ensure that any services or products provided:</p> <ul style="list-style-type: none"> <li>• deliver what was agreed at the outset</li> <li>• adhere strictly to articulated objectives</li> <li>• are subject to robust management and monitoring processes</li> <li>• fully meet the needs of the contracting organisation</li> </ul>	<p><b>Benefit:</b> High</p> <p><b>Penalty:</b> High</p> <p><b>Investment:</b> Nominal</p> <p><b>Immediacy:</b> Short-term</p>
<p><b>Recommendation 9.2</b> HM Inspector recommends that the Home Office amend any future versions of the National Policing Plan (NPP) to include direction on a representative police workforce, explicitly covering <b>all</b> areas of diversity</p>	<p><b>Benefit:</b> Medium</p> <p><b>Penalty:</b> Medium</p> <p><b>Investment:</b> Cost Neutral</p> <p><b>Immediacy:</b> Long-term</p>
<p><b>Recommendation 9.3</b> HM Inspector recommends that the Service, led by the Association of Chief Police Officers (ACPO), designates training as a specialist area where selection for posts is robust and objective. Furthermore, a career path should be achievable within the training function, after any probationary period for police officers, but relevant to all staff</p>	<p><b>Benefit:</b> High</p> <p><b>Penalty:</b> High</p> <p><b>Investment:</b> Intermediate</p> <p><b>Immediacy:</b> Short-term</p>

Recommendation	Impact and Investment Implications
<p><b>Recommendation 9.4</b>            HM Inspector recommends that the Service, led by the Association of Chief Police Officers (ACPO), in conjunction with the Police Skills and Standards Organisation (PSSO), provides Continuous Professional Development (CPD) for police trainers, aligned to National Occupational Standards (NOS)</p>	<p><b>Benefit:</b> Medium  <b>Penalty:</b> Medium  <b>Investment:</b> Intermediate  <b>Immediacy:</b> Long-term</p>
<p><b>Recommendation 9.5</b>            HM Inspector recommends that the race and diversity content of training delivered to police officers and police staff is restructured to provide an in-depth understanding of the community to be policed, whilst ensuring that staff are also able to cope with the diversity of the Service itself</p>	<p><b>Benefit:</b> High  <b>Penalty:</b> High  <b>Investment:</b> Intermediate  <b>Immediacy:</b> Long-term</p>
<p><b>Recommendation 9.6</b>            HM Inspector recommends that the Service, led by the Association of Chief Police Officers (ACPO), within the framework of the National Intelligence Model, devises a national strategy for the gathering and use of 'community intelligence' to inform the training process</p>	<p><b>Benefit:</b> Medium  <b>Penalty:</b> Medium  <b>Investment:</b> Nominal  <b>Immediacy:</b> Long-term</p>
<p><b>Recommendation 9.7</b>            HM Inspector recommends the creation of a Centre of Expertise in Diversity, as part of the National Centre for Policing Excellence (NCPE)</p>	<p><b>Benefit:</b> High  <b>Penalty:</b> High  <b>Investment:</b> Substantial  <b>Immediacy:</b> Long-term</p>





## Reference

<b>ORGANISATIONS REPRESENTED ON REFERENCE GROUP</b>
Adult Learning Inspectorate
Age Concern
Association of Chief Police Officers
Association of Police Authorities
British Association of Women Police
Centrex
Commission for Racial Equality
Crown Prosecution Service
Disability Rights Commission
Gay Police Association
The Home Office
Ionann Management Consultants Limited
National Association of Chaplains to the Police
National Black Police Association
Police Complaints Authority
Police Federation
Police Skills & Standards Organisation
Police Superintendents Association
Stonewall
Unison
University of Durham
University of Leicester (The Scarman Centre)
University of the West of England



## Reference Group Membership and Strategic Level Interviews

<b>FORCES, ORGANISATIONS AND ASSOCIATIONS INTERVIEWED AT STRATEGIC LEVEL</b>
Association of Chief Police Officers
Association of Police Authorities
British Association of Women Police
Centrex
Commission for Racial Equality
Disability Rights Commission
Equilibra
Equality Associates
Equal Opportunities Commission
Gay Police Association
Gus John Partnership
The Home Office
Institute for Employment Studies
Ionann Management Consultants Limited
Metropolitan Police Authority
Metropolitan Police Service
MIND
National Black Police Association
Police Federation
Police Skills and Standards Organisation
Police Superintendents Association
The Scarman Centre
Stonewall
The National Association of Victims Support
Unison

<b>INDIVIDUALS INTERVIEWED AT STRATEGIC LEVEL</b>
Dr Robin Oakley
Dr Stephen Whittle
Lord Filkin
Reverend John Sentamu, latterly Bishop of Stepney, now Bishop for Birmingham



# Noteworthy Practice



Organisation/Force and Contact	Subject
<b>Avon and Somerset Constabulary</b> Caroline Taylor 01275 816 504	There is an emphasis upon management developing staff to meet the identified needs of local communities.
<b>Avon and Somerset Constabulary</b> Caroline Taylor 01275 816 504	'Faces of Britain Cultural Guide', a guidebook which provides an understanding of race and diversity issues.
<b>Bedfordshire Police</b> Email: bimd@bedfordshire.police.uk	In Bedford, the BCU Commander holds regular meetings with the REC examining the stop search of minority ethnic members of the public.
<b>Centrex – Bramshill</b> Supt. Paul Richards 01256 602426	The Personal Leadership Programme (PLP), delivered as a positive action initiative, to assist in the development of minority ethnic personnel.
<b>Centrex – Harrogate</b> Research and Organisational Development Unit Alison Bennett 01423 859 150	The Centrex Digest produced by this unit is a quality document containing regular updates on issues on race and diversity.
<b>Centrex – Ryton</b> Roger Sayers 02476 639 639	Community information room providing extensive cultural knowledge.
<b>Cheshire Constabulary</b> Steve Matthews, Head of Training and Development 01244 612 310	'Face Values', a race and diversity based video, workbook and self learning guide.
<b>Cheshire Constabulary</b> Steve Matthews, Head of Training and Development 01244 612 310	'Respect and Dignity', a proposed policy, video and learning package covering respect and dignity at work for aspects of race and diversity.
<b>City of London Police</b> Dr. Ogunsakin (Training Consultant) 020 7601 2350 Insp. Coves (Senior Trainer) 020 7601 2241 Insp. Dyer (Lead Diversity Trainer) 020 7601 2242	A race and diversity website used as an information source for learners prior to specific training.
<b>City of London Police</b> Dr. Ogunsakin (Training Consultant) 020 7601 2350 Insp. Coves (Senior Trainer) 020 7601 2241 Insp. Dyer (Lead Diversity Trainer) 020 7601 2242	Phase two training based upon sexism, gay, lesbian, transgender and disability issues.
<b>Cleveland Police</b> Insp. Sue Coates 01642 301 420	All employees are provided with five development days per year to use for their own development.
<b>Cleveland Police</b> Insp. Sue Coates 01642 301 420	University Accreditation by University of Teesside for the 'Ethics Training' module.
<b>Cleveland Police</b> Insp. Sue Coates 01642 301 420	A chief officer in Cleveland Police was pro-active in assisting visible minority ethnic staff to form a local Black Police Association (BPA).
<b>Cumbria Constabulary</b> Insp. Woan 01768 217 074	The use of an ethical framework in relation to race and diversity training.
<b>Cumbria Constabulary</b> Insp. Woan 01768 217 074	Two weeks of development time has been introduced in respect of all race and diversity trainers.
<b>Derbyshire Constabulary</b> Insp. Gary Parkin 01773 572 233	Use of race and diversity based video which includes inputs from Derbyshire's diverse communities.
<b>Derbyshire Constabulary</b> John Coxhead 01773 572 088	Research conducted on the gypsy community including liaison and consultation.
<b>Devon and Cornwall Constabulary</b> Supt. Smith 01392 452 344 Email: stephen.smith@devonandcornwall.pnn.police.uk	Project to develop multi-agency collaborative training, to include robust evaluation.
<b>Dorset Police</b> PC Ian Etheridge 01305 223 831	The force is to pilot WORD, a computer-based, multi-media program in race and diversity developed by Centrex.

Noteworthy Practice

Organisation/Force and Contact	Subject
<b>Durham Constabulary</b> Sheila Watson 0191 375 2135	Training to all staff including members of the Police Authority.
<b>Durham Constabulary</b> Sheila Watson 0191 375 2135	Members of the LGBT Community involved in the delivery of awareness training to liaison officers.
<b>Dyfed Powys Police</b> T/Chief Insp. H Meredith 01267 222 020 Ext. 500	Extensive consultation conducted, in respect of training, with hard to reach groups.
<b>Essex Police</b> Diversity Training Manager 01245 452 909	The Development of a module on transgender awareness issues.
<b>Essex Police</b> Diversity Training Manager 01245 452 909	Clear strategy and policy interrelationship.
<b>Gloucestershire Constabulary</b> Chief Supt. Jaynes 01242 276 210 PC Kevin Island 01452 335 324	The production of a booklet for asylum seekers to facilitate their reception in Gloucester.
<b>GPA</b> Vic Codling Email: training@lagpa.org.uk	Promoting understanding/awareness of lesbian and gay issues within the police service.
<b>Greater Manchester Police</b> Chief Insp. Burtonwood 0161 856 0441	A robust evaluation of their race and diversity training programme.
<b>Gwent Police</b> Chief Insp. W Fitzpatrick 01633 642 292	The appointment of full-time race and diversity training administrator.
<b>Hampshire Constabulary</b> PS Jeremy Wheeler CRR EO Co-ordinator 023 8074 5466	Accreditation of training by Portsmouth University.
<b>Hampshire Constabulary</b> PS Glen Barham 023 8067 4314	A programme of training in deaf and hard of hearing issues.
<b>Hampshire Constabulary</b> PS Jeremy Wheeler CRR EO Co-ordinator 023 8074 5466	Hate Crime training for Chief Inspectors.
<b>Humberside Police</b> CC David Westwood 01482 326 111	A structured promotion system which ensures only suitable candidates are promoted substantively.
<b>Ionnan Management Consultants Ltd</b> 020 7874 1200	The development and circulation to forces of a brief guide to the RR(A)A.
<b>Kent County Constabulary</b> Wendy Tull 01622 653 123 Email: wendy.tull@kent.police.pnn.uk	A Proactive Scanning Unit which monitors the personal welfare of staff.
<b>Lancashire Constabulary</b> Chief Supt. Wendy Walker 01772 412 576 Munover Shah 01254 353 643 Mr. Stuart Villers 01772 412 291	The appointment of a member of staff from the Asian community specifically to monitor relevant issues.
<b>Lancashire Constabulary</b> Chief Supt. Wendy Walker 01772 412 576 Munover Shah 01254 353 643 Mr. Stuart Villers 01772 412 291	The force has devised a formal method of prioritising training.
<b>Lancashire Constabulary</b> Chief Supt. Wendy Walker 01772 412 576 Munover Shah 01254353643 Mr. Stuart Villers 01772 412 291	Police authority members form part of the force's race and diversity steering group and, in addition, every member has attended the force's programme of training.
<b>Lancashire Constabulary</b> Chief Supt. Wendy Walker 01772 412 576 Munover Shah 01254 353 643 Mr. Stuart Villers 01772 412 291	Robust selection processes used to select external training contractor.
<b>Lancashire Constabulary</b> Chief Supt. Wendy Walker 01772 412 576 Munover Shah 01254 353 643 Mr. Stuart Villers 01772 412 291	In Blackpool, the BCU Commander meets all probationer officers and delivers a presentation outlining the levels of behaviour and professionalism expected from them and information around the diverse communities that live in, work in, or visit the division.



Organisation/Force and Contact	Subject
<b>Lincolnshire Police</b> Chief Supt. Elaine Hill 01522 532 22 22 ext. 5200	A quality consultation process developed after the events of 11 September 2001.
<b>Merseyside Police</b> Insp. Gary Gouldson 0151 777 8701	Diversity in Action Programme, a modular focus on different minority groups delivered by associate trainers from the community.
<b>Merseyside Police</b> Insp. Gary Gouldson 0151 777 8701	Extensive use of community groups/advisers in training.
<b>MPA</b> Cindy Butts 020 7202 0202	The Metropolitan Police Authority, who have commissioned an independent evaluation of the training provided by the MPS.
<b>MPS</b> Denise Milani 020 7230 1212	The MPS' Development and Organisational Improvement Team (DOIT), recently established to address internal diversity and retention issues.
<b>MPS</b> Shaun Kennedy 0208 358 1227 Email: dtsu.mps@gtnet.gov.uk	The provision in the MPS, at Hendon, of a 'Flexible Learning Needs Co-ordinator' specifically to cater for the needs of such staff.
<b>Northamptonshire Police</b> Sgt. Mark McDonnell 'CASPER'S' 01604 703 611 Mobile: 07799 786 514 Email: casper@northants.police.uk Email: mark.mcdonnell@northants.police.uk	Crime and Anti-Social Behaviour Partnership (CASPER) – a problem-solving approach to dealing with identified problems on housing estates including the identification of development issues.
<b>Northamptonshire Police</b> Laurie Trott (Equilibra) 01234 781 084 Email: equilibra@aol.com	The design of the Race and Diversity course is fluid so that it can be student centred.
<b>Nottinghamshire Police</b> Roger Cartwright 0115 967 2901 T/Sgt. Richard Martin 0115 967 2901	The force has benchmarked its race and diversity training with other forces.
<b>PSNI</b> Chief Insp. Marie Dunwoody 02890 650 222 ext. 28024	The force has implemented a process based around a comprehensive list of internal and external consultation groups who are consulted on all policies at the draft stage.
<b>South Wales Police</b> Insp. Steve Parry and Ms Sue Sweeney 01656 655555	The five-day management course is structured around a one-day interface session which includes diverse groups from the community and police staff.
<b>South Yorkshire Police</b> Insp. Simon Mellors 0114 296 4628	'Race to Train', project has involved the development of a partnership of organisations in South Yorkshire for consultation on issues of race and diversity development.
<b>Staffordshire Police</b> Hate Crime Project Manager John Lester 01785 232 181	The production of a respecting diversity booklet.
<b>Suffolk Constabulary</b> Alistair Paterson 01473 613 905	Race and diversity training which has structured and co-ordinated community interface sessions.
<b>Surrey Police</b> Insp. Richard Grundy 01483 482 639	The production of a CD-ROM package entitled HOMEBEAT, which provides a reference tool in race and diversity issues.
<b>Sussex Police</b> Bruce Campion-Smith 01273 404 601	Street Intervention Training which incorporates the policies and procedures around Stop and Search including the relevant legislation and utilises a community interface session.
<b>Tayside Police</b> Paul Cairnie 01382 596 234	The diversity trainers are given three days each week for administration, continuous professional development and assisting in any action which will help the Force meet its commitments and obligations with respect to the principles of race and diversity.
<b>Tayside Police</b> Paul Cairnie 01382 596 234	Collaborative training has begun with Northumbria Police.

**Noteworthy Practice**

<b>Organisation/Force and Contact</b>	<b>Subject</b>
<b>Tayside Police</b> Paul Cairnie 01382 596 234	Multi-agency joint training.
<b>Tayside Police</b> Paul Cairnie 01382 596 234	The Chief Constable's practice of holding regular, published 'surgeries' in public locations.
<b>Thames Valley Police</b> Mrs. Lynne Wainwright 01865 846 628 Email: lynne.wainwright@thamesvalley.police.uk	An internal conflict resolution system which uses staff to deal with internal areas of conflict.
<b>Thames Valley Police</b> ACC Julie Spence 01865 846 000	A chief officer in Thames Valley Police instigated publication of the Gender Agenda, which aims to challenge the police service to demonstrate that it consistently values female staff.
<b>West Mercia Constabulary</b> Nigel Lloyd 01905 331 726 Email: nigel.lloyd@westmercia.police.uk	Psychological risk assessment for diversity trainers with a view to preventing the symptoms of stress.
<b>West Yorkshire Police</b> Sheila Greenwood 01234 275 230	Training for managers includes structured input around the management of diversity in the workplace.
<b>West Yorkshire Police</b> Sheila Greenwood 01234 275 230	The BCU commander for Bradford monitors all 'racist incidents' and mandates that all prospective promotion candidates undertake the role of community liaison officer with a local diverse community.
<b>West Yorkshire Police</b> Sheila Greenwood 01234 275 230	A Consultancy Unit, resourced by staff with relevant qualifications and expertise has been formed specifically to Quality Assure and evaluate training programmes.
<b>Wiltshire Constabulary</b> Richard Saunders Head of Training 01380 722 341	Stage 2 supervisory training being developed in partnership with local REC and other community partners.
<b>Wiltshire Constabulary</b> Richard Saunders Head of Training 01380 722 341	Specialised training for recruitment and promotion assessors.



# List of Abbreviations

ABBREVIATION	DEFINITION
ACC	Assistant Chief Constable
ACPO	Association of Chief Police Officers
ALI	Adult Learning Inspectorate
APA	Association of Police Authorities
BAWP	British Association of Women Police
BCU	Basic or Borough Command Unit
BTP	British Transport Police
BVPIs	Best Value Performance Indicators
BVR	Best Value Review
CBOs	Community Beat Officers
CJS	Criminal Justice System
CPD	Continuous Professional Development
CPS	Crown Prosecution Service
CPTDA	Central Police Training and Development Authority (Centrex)
CRE	Commission for Race Equality
CRR	Community and Race Relations
CSOs	Community Support Officers
DEM	Diversity Excellence Model
DEOMI	Defense Equal Opportunities Management Institute
DOIT	Development and Organisational Improvement Team
EDU	Equality and Diversity Unit
EO	Equal Opportunities
EOC	Equal Opportunities Commission
EOTC	Equal Opportunities Training Centre
FAQs	Frequently Asked Questions
FMEA	Facility for Management, Effectiveness and Achievement
GMP	Greater Manchester Police
GPA	Gay Police Association
HM Inspector	Her Majesty's Inspector of Constabulary for Police Training
HOC	Home Office Circular
HR	Human Resources
IAG	Independent Advisory Group
IES	Institute for Employment Studies
IiP	Investors in People
IODA	Individual and Organisational Development and Assessment Ltd
IT	Information Technology
KUSAB	Knowledge, Understanding, Skills, Attitudes, Behaviour
LBSOSS	Leadership below Senior Officer and Support Staff
LECD	Landelijk Expertise Centrum Diversiteit (National Expertise Centre for Diversity) (Netherlands)

## List of Abbreviations

ABBREVIATION	DEFINITION
LSG	Lawrence Steering Group
LSOP	Landelijk Selectie- en Opleidingsinstituut (Police National Selection and Training Institute) (Netherlands)
METL's	Minimum Effective Training Levels
MPS	Metropolitan Police Service
NACP	National Association of Chaplains to the Police
NBPA	National Black Police Association
NCALT	National Centre for Applied Learning Technologies
NCF	National Competency Framework
NCPE	National Centre for Policing Excellence
NDPB	Non-Departmental Public Body
NES	National Evaluation Strategy
NL	Netherlands
NOS	National Occupational Standards
NPP	National Policing Plan
NPT	National Police Training (now Centrex)
NSPLPS	National Strategy to Promote Learning in the Police Service
NTO	National Training Organisation
OFSTED	Office for Standards in Education
OSPRE	Objective Structured Performance Related Examination
PDR	Personal Development Review
PDTN	Police Diversity Trainers Network
PLP	Personal Leadership Programme
PLPU	Police Leadership and Powers Unit
PMBA	Personal Management Business Area
PPAF	Policing Performance Assessment Framework
PSAs	Public Service Agreements
PSNI	Police Service of Northern Ireland
PSSO	Police Standards and Skills Organisation
PTC	Police Training Council
PTCWP	Police Training Council Working Party Report
PTDB	Police Training Development Board
QA	Quality Assurance
R and CR BA	Race and Community Relations Business Area
REC	Race Equality Council
RES	Race Equality Scheme
RR(A)A	Race Relations (Amendment) Act 2000
SCC	Strategic Command Course
SLA	Service Level Agreement
SSU	Specialist Support Unit
SPP	Special Priority Payments
TDP	Trainer Development Programme
TFL	Transport for London
TSO	The Stationery Office



# The Training Cycle



Source: ACPO Diversity, Learning and Development Strategy







# Community Complexity

When identifying the various and diverse groups that may exist to form a 'community', forces may wish to take into account:

- Race/Ethnicity
- Religion/Faith
- Sexual Orientation
- Social Status
- Poverty
- Disability – physical
- Age
- Gender
- Migrants
- Asylum seekers
- Travellers (including Roma)
- Homelessness
- Non-English Speaking Groups
- Learning Disabilities and Mental Health
- Single Parents
- Unemployed
- Students
- Mixed Heritage
- Family Status

This list is illustrative of the levels of diversity and complexity of a society but is not exhaustive.

**Source: ACPO Diversity, Learning and Development Strategy**



# Relevant Recommendations

The following are training related recommendations arising from key reports and/or publications. (This is not an exhaustive list)

<b>Report/Publication</b>	<b>Date</b>	<b>Recommendation</b> (number or reference shown)
<b>The Stephen Lawrence Inquiry</b>	<b>1999</b>	<b>24.</b> That training of Family Liaison Officers must include training in racism awareness and cultural diversity, so that families are treated appropriately, professionally, with respect and according to their needs.
<b>The Stephen Lawrence Inquiry</b>	<b>1999</b>	<b>31.</b> That Police Services ensure the provision of training and the availability of victim/witness liaison officers, and ensure their use in appropriate areas particularly in the field of racist incidents and crimes, where the need for a sensitive approach to young and vulnerable victims and witnesses is paramount.
<b>The Stephen Lawrence Inquiry</b>	<b>1999</b>	<b>45.</b> That First Aid training for all “public contact” police officers (including senior officers) should at once be reviewed and revised to ensure that they have basic skills to apply First Aid. Officers must be taught to “think first aid”, and first and foremost “A (Airways), B (Breathing) and C (Circulation)”.
<b>The Stephen Lawrence Inquiry</b>	<b>1999</b>	<b>46.</b> That training in First Aid including refresher training should include testing to recognised and published standards in every Police Service.
<b>The Stephen Lawrence Inquiry</b>	<b>1999</b>	<b>47.</b> That Police Services should annually review First Aid training, and ensure that “public contact” officers are trained and tested to recognised and published standards.
<b>The Stephen Lawrence Inquiry</b>	<b>1999</b>	<b>48.</b> That there should be an immediate review and revision of racism awareness training within Police Services to ensure: a) that there exists a consistent strategy to deliver appropriate training within all Police Services, based upon the value of our cultural diversity; b) that training courses are designed and delivered in order to develop the full understanding that good community relations are essential to good policing and that a racist officer is an incompetent officer.
<b>The Stephen Lawrence Inquiry</b>	<b>1999</b>	<b>49.</b> That all police officers, including CID and civilian staff, should be trained in racism awareness and valuing cultural diversity.
<b>The Stephen Lawrence Inquiry</b>	<b>1999</b>	<b>50.</b> That police training and practical experience in the field of racism awareness and valuing cultural diversity should regularly be conducted at local level. And that it should be recognised that local minority ethnic communities should be involved in such training and experience.
<b>The Stephen Lawrence Inquiry</b>	<b>1999</b>	<b>51.</b> That consideration be given by Police Services to promoting joint training with members of other organisations or professions otherwise than on police premises.
<b>The Stephen Lawrence Inquiry</b>	<b>1999</b>	<b>52.</b> That the Home Office together with Police Services should publish recognised standards of training aims and objectives in the field of racism awareness and valuing cultural diversity.

Relevant Recommendations

Report/Publication	Date	Recommendation (number or reference shown)
<b>The Stephen Lawrence Inquiry</b>	<b>1999</b>	<b>54.</b> That consideration be given to a review of the provision of training in racism awareness and valuing cultural diversity in local Government and other agencies including other sections of the Criminal Justice system.
<b>Winning the Race: Policing Plural Communities</b>	<b>1996/1997</b>	<b>4.4.</b> Forces (who have not done so) should clearly state that they regard the behaviour of officers who show racial or other prejudice in their behaviour and language towards colleagues or members of the public as completely unacceptable. Clear procedures should exist for dealing effectively with such behaviour and regular communication to staff on the number of such complaints and the sanctions imposed is encouraged.
<b>Winning the Race: Policing Plural Communities</b>	<b>1996/1997</b>	<b>4.5.</b> Training in community and race relations needs to be given greater emphasis and priority should initially be targeted towards first line supervision.
<b>Winning the Race: Policing Plural Communities</b>	<b>1996/1997</b>	<b>4.6.</b> The community and race relations dimension should be explicitly recognised and catered for in all relevant force training programmes. Specific community and race relations modules should be introduced to courses where appropriate and separate training courses also developed.
<b>Winning the Race: Policing Plural Communities</b>	<b>1996/1997</b>	<b>4.7.</b> All community and race relations training should be properly monitored and evaluated.
<b>Winning the Race: Policing Plural Communities</b>	<b>1996/1997</b>	<b>4.13.</b> Recruitment, selection and promotion procedures should test individuals attitudes towards race and diversity and all personal specifications and role descriptions should include the individuals responsibility towards equality of service provision.
<b>Winning the Race: Policing Plural Communities</b>	<b>1996/1997</b>	<b>4.15.</b> Forces should recognise that ‘community intelligence’ is as valuable as ‘crime intelligence’ to effective policing and quality of service.
<b>Winning the Race – Revisited:</b>	<b>1999</b>	<b>9.1.</b> Staff appraisal procedures for police managers, supervisors, investigating and response officers must contain a specific assessment criterion on individuals’ performance in relation to the handling of racial attacks and other diversity issues.
<b>Winning the Race – Revisited:</b>	<b>1999</b>	<b>9.4.</b> The Police Promotion Examinations Board should develop the OSPRE qualifying examination to include negative marking of candidates who display racist, sexist or homophobic behaviour.
<b>Winning the Race – Embracing Diversity</b>	<b>2000/2001</b>	<b>7.1.</b> HM Inspector recommends that: There should be a revised national CRR training strategy directly subordinate, and complimentary to, the ACPO Diversity Strategy.
<b>Winning the Race – Embracing Diversity</b>	<b>2000/2001</b>	<b>7.2.</b> HM Inspector recommends that: The CRR Occupational Standards, developed by NPT, are adopted throughout the Service and absorbed into PDR processes. These standards should become the principal tool for assessing staff in relation to issues of diversity, whether on performance review or selection processes.

<b>Report/Publication</b>	<b>Date</b>	<b>Recommendation</b> (number or reference shown)
<b>Winning the Race – Embracing Diversity</b>	<b>2000/2001</b>	<b>7.3.</b> HM Inspector recommends that: The Home Office, the Association of Police Authorities (APA) and ACPO have a focused and structured role in approving the training needs for the Strategic Command Course in relation to issues of diversity.
<b>Winning the Race – Embracing Diversity</b>	<b>2000/2001</b>	<b>7.4.</b> HM Inspector recommends that: NPT formulates its own specific CRR strategy and complimentary CRR training strategy, pan estate, that can give direction and clarity to faculty and department heads.
<b>Winning the Race – Embracing Diversity</b>	<b>2000/2001</b>	<b>7.5.</b> HM Inspector recommends that: Before conducting any CRR training programmes forces carry out appropriate training needs analysis to ensure that the training provided meets the requirements of both national drivers and local community needs.
<b>Winning the Race – Embracing Diversity</b>	<b>2000/2001</b>	<b>7.6.</b> HM Inspector recommends that: Only ‘qualified’ trainers are used in CRR training and that NPT and ACPO compile a suitable definition of ‘qualified’ that the Service can adopt with common accord.
<b>Winning the Race – Embracing Diversity</b>	<b>2000/2001</b>	<b>7.7.</b> HM Inspector recommends that: Forces have in place sufficient resources for sustainable CRR training programmes and that these allow for regular staff rotation.
<b>Winning the Race – Embracing Diversity</b>	<b>2000/2001</b>	<b>7.8.</b> HM Inspector recommends that: The Service adopts a national evaluation strategy similar to that recently developed by the Metropolitan Police Service, as this strategy has the potential to achieve the aspirational goal of independence that training evaluation requires.





## 25 Policies Requested in Questionnaire

Policy Number	Document
1	Published policy in relation to the identification of force/organisation performance needs for staff in relation to race and diversity
2	Published policy in relation to the identification of individual performance needs for staff in relation to race and diversity
3	Published policy in relation to the inclusion of race and diversity within all training or development delivered by the force/organisation
4	Published policy in relation to the prioritisation of specific race and diversity training or development within the force/organisation
5	Published policy in relation to the design of specific race and diversity training or development within the force/organisation
6	Published policy in relation to the inclusion of CRR Occupational Standards within the design of race and diversity training or development within the force/organisation
7	Published policy in relation to the delivery of specific race and diversity training or development within the force/organisation
8	Published policy in relation to the Quality Assurance of specific race and diversity training or development within the force/organisation
9	Published policy in relation to the evaluation of specific race and diversity training or development within the force/organisation
10	Published policy in relation to the selection of trainers delivering race and diversity training or development within the force/organisation
11	Published policy in relation to the training of trainers delivering race and diversity training or development within the force/organisation
12	Published policy in relation to the assessment of trainers delivering race and diversity training or development within the force/organisation
13	Published policy in relation to the deployment of trainers delivering race and diversity training or development within the force/organisation



Policy Number	Document ( <i>continued</i> )
14	Published policy in relation to support mechanisms offered to trainers delivering race and diversity training or development within the force/organisation
15	Published policy in relation to community involvement in any training or development within the force/organisation
16	Published policy in relation to community involvement in specific race and diversity training or development within the force/organisation
17	Published policy in relation to the location of specific race and diversity training or development within the force/organisation
18	Published policy in relation to the allocation of learners on specific race and diversity training or development within the force/organisation
19	Published policy in relation to flexible hours staff in respect of specific race and diversity training or development within the force/organisation
20	Published policy in relation to collaboration with other partners/forces/ organisations in respect of specific race and diversity training or development within the force/organisation
21	Published policy in relation to the accreditation/qualification of any part of race and diversity training or development delivered within the force/organisation
22	Published policy in relation to the use of external contractors to deliver specific race and diversity training or development
23	Published policy in relation to the sponsorship of specific race and diversity training or development
24	Published policy in relation to the viability of individual training or development events if a minimum/maximum learner number is breached
25	Published policy on how to manage disruptive individuals within race and diversity training or development events





# Relevant Performance Indicators

## Relevant Best Value Performance Indicators (BVPIs) and Public Service Agreements (PSAs)

(As proposed in the National Policing Plan 2002)

<b>BVPIs for 2003-04 in the context of the Police Performance Assessment Framework (PPAF)</b>	
<i>NB. Police organisations will be consulted on the details of each indicator prior to the Statutory Instrument being laid before Parliament in March 2003.</i>	
<b>Citizen Focus</b> BVPI 23: BVPI 121: BVPI 189:	Quality of service surveys Fear of crime Public reassurance and quality of life
<b>Reducing Crime</b> BVPI 153:	Domestic violence incidents
<b>Investigating Crime</b> BVPI 138/139: BVPI 141:	Stop and Search activity Racially aggravated crime
<b>Resource Usage</b> BVPI 25:	Minority ethnic police officers
<b>Home Office Public Service Agreements (PSAs)</b>	
<b>PSA 4</b>	Improve the level of public confidence in the Criminal Justice System, including increasing that of ethnic minority communities, and increasing year on year the satisfaction of victims and witnesses, whilst respecting the rights of defendants.
<b>PSA 9</b>	Bring about measurable improvements in race equality and community cohesion across a range of performance indicators, as part of the Government's objectives on equality and social inclusion.





# National Competency Framework

**Issues in relation to Police Trainers/Training Supervisors/Training Managers  
(Those behaviours within the recommended level, which are perceived to have relevance  
to Race and Diversity Training, are highlighted)**

Behavioural Competence	Overall Description
<b>Community and Customer Focus</b>	<p>1. Focuses on the customer and provides a high-quality service that is tailored to meet their individual needs. Understands the community that is served and shows an active commitment to policing a diverse society.</p> <p>2. Maintains a broad understanding of social trends and identifies what effect they will have on the organisation. Creates processes that make sure stakeholders and customers views and needs are clearly identified and responded to. Puts in place strategies for media and community relations.</p>
Skill level	Behaviours
<b>A (Recommended level)</b>	<ul style="list-style-type: none"> <li>• Focuses policing plans, objectives and targets on meeting the needs of the community.</li> <li>• Makes sure local objectives are agreed in partnership with local statutory and voluntary agencies.</li> <li>• <b>Understands the complexity and effects of policing a diverse community.</b></li> <li>• Makes sure that the views and needs of stakeholders and customers are clearly identified.</li> <li>• Is sensitive to the needs and interests of other organisations when working with them.</li> <li>• <b>Makes sure the organisation relates to people of all ages, backgrounds and views.</b></li> <li>• Sets up structures and processes that encourage effective working relationships with the media.</li> <li>• Explains why and how money is being spent in the organisation to stakeholders and the public.</li> <li>• <b>Shows a belief that the organisation is responsible to the local community.</b></li> <li>• Balances social and political needs with financial restrictions.</li> <li>• <b>Monitors the service delivery to make sure customers needs are met.</b></li> </ul>
<b>C (Existing level)</b>	<ul style="list-style-type: none"> <li>• Presents an appropriate image to the public and other organisations.</li> <li>• Acknowledge and understands a broad range of social and cultural customs and beliefs.</li> <li>• Supports strategies that aim to build an organisation that reflects the community it serves.</li> <li>• Understands what offends people and changes actions appropriately.</li> <li>• Focuses on the customer in all activities.</li> <li>• Tries to sort out customers' problems as quickly as possible.</li> <li>• Apologises for mistakes and sorts them out as quickly as possible.</li> <li>• Responds quickly to customer requests.</li> <li>• Makes sure that customers are satisfied with the service they receive.</li> <li>• Manages customer expectations.</li> <li>• Keeps customers updated on progress.</li> <li>• Balances customers needs with organisational needs.</li> </ul>



Behavioural Competence	Overall Description
<b>Effective communication</b>	1. Communicates effectively, both verbally and in writing. Uses listening and questioning techniques to make sure that they and others understand what is going on and can effectively transfer ideas and information. 2. Explains complex issues, making them easy to understand. Makes sure that important messages are being communicated and understood throughout the organisation.
Skill level	Behaviours
<b>A (Recommended level)</b>	<ul style="list-style-type: none"> <li>• Makes sure that people get important messages and receive decisions accurately.</li> <li>• <b>Delivers effective presentations to a wide variety of audiences.</b></li> <li>• <b>Uses appropriate visual aids and techniques to get the message across and help understanding.</b></li> <li>• <b>Explains complex issues simply and puts them into context for others.</b></li> <li>• Deals with issues effectively, even when under extreme pressure from the media.</li> <li>• <b>Considers how different audiences will interpret information.</b></li> <li>• Communicates in a way that is understandable and meaningful to everyone.</li> <li>• <b>Checks how effective communication is to the target audience.</b></li> <li>• <b>Takes every opportunity to reinforce important messages.</b></li> </ul>
<b>B (Existing level)</b>	<ul style="list-style-type: none"> <li>• Deals with issues directly.</li> <li>• Clearly communicates needs and instructions.</li> <li>• Clearly communicates decisions and the reasons behind them.</li> <li>• Communicates face to face wherever possible and if it is appropriate.</li> <li>• Speaks with authority and confidence.</li> <li>• Changes the style of communication to meet the needs of the audience.</li> <li>• Manages group discussions effectively.</li> <li>• Summarises information to check people understand it.</li> <li>• Supports arguments and recommendations effectively in writing.</li> <li>• Produces well-structured reports and written summaries.</li> </ul>

N.B: Only the skill areas of ‘Effective Communication’ and ‘Community and Customer focus’ are addressed here. It is recognised that the role of trainer encompasses other behavioural competencies:

- Respect for Diversity
- Maximising potential
- Strategic perspective
- Planning and Organisation
- Negotiation and Influencing



# National Occupational Standards

## National Occupational Standards 1A2 and 1A3

As adopted by the Police Skills and Standards Organisation (PSSO)

### Unit-1A2 Promote people's equality, diversity and rights

#### Summary

This unit is about promoting the equality and diversity of people and their rights and responsibilities. The promotion of confidentiality is also included, because of the often sensitive nature of the information about, gender, health status, mental health, offending background, place of origin, people with whom the sector deals.

The standards recognise however that these areas often have a number of competing tensions within people themselves, between different people and between people and agencies. Discrimination against people may occur for a wide range of reasons such as: differing abilities, age, class, caste, creed, culture political beliefs, race, relationship status, responsibility for dependants, religion, sexuality. The term 'people' is used broadly to cover individuals, families, groups, communities and agencies. The people may be individuals, colleagues or anyone else with whom you come into contact.

There are three elements:

**1A2.1** Promote people's rights and responsibilities

**1A2.2** Promote equality and diversity of people

**1A2.3** Promote people's right to the confidentiality of information.

## Element

### 1A2.1 – Promote people’s rights and responsibilities

## Performance criteria

You must be able to:

1. act in ways which recognise people’s right to make their own decisions in the context of their lives, and acknowledge people’s responsibilities
2. interpret the meaning of rights and responsibilities through your actions, consistent with existing legislative frameworks and agency policy
3. provide up-to-date information which takes account of the complexity of the decisions which people may need to make
4. give the appropriate help to enable people who are unable to exercise their rights personally to do so
5. acknowledge tensions between rights and responsibilities and give the appropriate support towards their resolution
6. make necessary records relating to the promotion of rights and responsibilities accurately, legibly and completely
7. record information in ways which are consistent with the promotion of rights and which distinguish between facts and opinions
8. provide the necessary information to enable people who wish to make a complaint about an infringement of their rights to do so.

## Range

### 1. Context

1. socio-economic
2. personal

### 2. Information

1. unwritten (may include the use of speech, signs and symbols)
2. written

### 3. Appropriate help to exercise rights

1. acting on behalf of the person when they are not able to do so
2. seeking someone else to act on the person's behalf (eg an interpreter or advocate).

### 4. Tensions

1. within people
2. between people
3. between people and agencies

### 5. Appropriate support towards resolution

1. direct challenges to the people concerned
2. help sought from others towards a resolution
3. seek to change the structures and systems which affect the person's rights.

## National Occupational Standards 1A2 and 1A3

### Element

#### 1A2.2 – Promote equality and diversity of people

### Performance criteria

You must be able to:

1. act in ways which are consistent with people's expressed beliefs and views and acknowledge the benefits of diversity
2. promote anti-discriminatory practice in ways which are consistent with professional and legislative frameworks and agency policy
3. take the appropriate action to minimise the impact of discrimination and oppression on people
4. seek the appropriate support when they are having difficulty promoting equality and diversity
5. make the necessary records relating to the promotion of equality and diversity accurately, legibly and completely
6. record information in ways that are consistent with the promotion of equality and diversity.

### Range

1. **Diversity**
  1. individual and social characteristics
  2. values and beliefs.
2. **Appropriate action**
  1. challenge the source of the discrimination and oppression
  2. seek the support of others to challenge discrimination and oppression
  3. seek appropriate support for the person who is being oppressed or discriminated against.
3. **Appropriate support**
  1. advice, guidance, counselling and support for the worker
  2. support for joint action to challenge discrimination and oppression.

## Element

### 1A2.3 – Promote people’s right to the confidentiality of information

## Performance criteria

You must be able to:

1. store information in, and retrieve it from, recording systems consistent with the requirements of legislation and agency policy
2. make accurate and legible records which contain only the information necessary for the record’s purpose
3. disclose information only to those who have the right and need to know, and when proof of identity has been obtained
4. take the appropriate precautions when communicating confidential or sensitive information to those who have the right and need to know it
5. tell people who have told you something which you are required to share with others, in a clear and appropriate manner, that this is the case
6. handle confidential records securely and store them in the correct place
7. seek support when it appears that information is being misused.

## National Occupational Standards 1A2 and 1A3

### Range

#### 1. Storing information

1. electronically
2. in writing.

#### 2. Appropriate precautions in relation to

1. who might overhear or oversee the information
2. who might access the information.

#### 3. Communicating

1. electronically
2. in writing
3. orally (may include the use of speech, signing and symbols).

#### 4. Support

1. advice from colleagues and others on the action the worker should take
2. support from colleagues and others to take joint action.

### Knowledge and understanding

You must know and understand:

1. the principle of equity in the sector and how this relates to people's needs
2. what is meant by the rights of people and those rights which the sector has a particular responsibility to promote
3. the responsibilities which people have to those with whom they live, work and directly interact, and to the wider community
4. the tensions which people experience between their own rights and responsibilities
5. the tensions which there are between different people's and agencies' rights and responsibilities
6. the relationship of confidentiality to individual rights
7. why individual choice regarding the confidentiality of information should be respected as far as is possible and the circumstances which over-ride individual choice (e.g. statutory obligations)

- 8.** the information which may indicate that people are at risk (such as someone intends to commit suicide, someone is taking drugs which may affect their actions) and the agency's policy on handling the confidentiality of such information
- 9.** rights and responsibilities of people under current legislation and agreed legislation which is in the process of being implemented
- 10.** legislative requirements and the agency policies and procedures relating to the recognition of personal beliefs
- 11.** the legal framework in which access to, and transmission of, information is set and how this may differ for different individuals and in different settings (e.g. Mental Health Act, Children Act)
- 12.** particular rights and restrictions under legislation related to people with whom, and settings with which, the worker is involved (e.g. Mental Health Act, Children Act)
- 13.** moral rights which are not recognised in law but which are broadly accepted within a democratic society (this will include, for example, the moral implications of the worker's action on individuals such as achieving the best balance between privacy and association with others, freedom from harassment, equity of treatment within an overall group)
- 14.** the public charters and policies which relate to the people or settings in which you work
- 15.** agency policies (of the agency which employs or contracts the worker) relating to rights and responsibilities and personal beliefs and how these differ from the policies of other agencies
- 16.** relevant complaints systems and methods of accessing these
- 17.** the differing policies which agencies may have regarding the confidentiality, access and transmission of information and the effect which this has on your role
- 18.** how the transmission of information, and the setting in which it takes place, may affect confidentiality (e.g. telephone conversations in open offices, faxes arriving at central points)
- 19.** your role in the work setting, the limits which are set on the actions which you may take and your relationship to other members of the work team
- 20.** the records which you are responsible for completing in relation to rights and responsibilities
- 21.** how systems and structures can have an effect on people's rights and your responsibility in drawing this to people's attention



## National Occupational Standards 1A2 and 1A3

### *Services and products*

22. the sources of information which may be available to you or which may have a bearing on your behaviour, such as guidelines, policy and law
23. how to get hold of information relating to rights
24. the support services available to you
25. where you may go for support regarding concerns about the misuse of information if you believe that there is a conflict of interest

### *Factors which influence what workers do*

26. why it is important to encourage individuals to communicate what they want as long as this does not adversely affect the rights of others
27. how personal beliefs and preferences (including the worker's own) may affect the way in which people interact with others (e.g. the inappropriate use of the term 'Christian name' to those who are not of the Christian faith rather than using 'first name')
28. the effect which beliefs and preferences may have on aspects of daily living (such as diet, clothing, transport, worship and access to others)
29. the effects which your own beliefs may have on your behaviour and the methods which they can use to identify their own prejudice and challenge it
30. the ways in which communication with people may reflect your role and the power invested in that role
31. the limits which various environments impose on behaviour and the particular limits which are imposed in your environment
32. the effect of equality and inequality on people's health and social well-being
33. how the socio-economic and personal context of people's lives affects their values and priorities and the decisions they are able to make
34. why the decisions which people make about their lives are complex and the nature of this complexity

35. structural inequalities in the current provision of services and the effect of these on people's lives
36. the diverse experiences and perspectives which people bring to any interactions and the benefits of diversity in a multi-cultural society
37. the assumptions and oppressions which surround different groups (such as sexism, racism, ageism, heterosexism, discrimination against those with mental health problems, learning disabilities and physical disabilities) and the ways in which this is built into society and agencies
38. the forms which discrimination may take, the behaviours which may be expressions of these and how they may differ between different groups and in different settings
39. the difference between inappropriate, unfair and unjust discrimination in contrast to appropriate, fair and just differentiation between people
40. possible effects of stereotyping, prejudice and labelling on people
41. the grey areas surrounding confidentiality and the tensions which may exist between individual, group, societal and agency rights and responsibilities
42. the reasons why some people may claim they have the right or the need to know information (e.g. where the request is based on genuine or false information such as the risks of transmission of particular diseases)
43. how information can be misused by individuals and agencies

*How to achieve important outcomes*

44. the ways in which you can best promote people's rights and how you can best handle the tensions which you may feel between your values and beliefs and those of the people with whom you work
45. how to recognise when people are not able to exercise their rights personally and methods of enabling people to exercise their rights effectively – themselves, through you, or through the use of another (such as an interpreter or advocate)
46. methods of challenging discriminatory behaviour and attitudes (for example, how best to challenge people when their choices or actions infringe the rights of others)

## National Occupational Standards 1A2 and 1A3

47. how equality of access and provision may best be promoted
48. how proof of identity may be obtained from various sources, what acceptable proof of identity is and the different forms which this may take
49. the methods for maintaining confidentiality in public environments and how confidentiality may be inadvertently breached.

## Unit-1A3 Foster people's equality, diversity and rights

### Summary

This unit is about acknowledging the equality and diversity of people and their rights and responsibilities. Because of the often sensitive nature of the information about people with which the sector deals, the maintenance of confidentiality is also included. Whilst it is recognised that workers are not always in a position to change and influence structures directly, they are expected to be proactive against discrimination.

You must be able to handle a number of competing tensions: within people themselves and between different people. Discrimination against people may occur for a wide range of reasons such as: differing abilities, age, class, caste, creed, culture, gender, health status, relationship status, mental health, offending background, place of origin, political beliefs, race, responsibility for dependants, religion, sexuality.

The term 'people' is used broadly to cover individuals, families, groups, communities and organisations. The people may be clients, colleagues or anyone else with whom you come into contact.

There are three elements:

**1A3.1** Foster people's rights and responsibilities

**1A3.2** Foster equality and diversity of people

**1A3.3** Maintain the confidentiality of information.

## Element

### 1A3.1 – Foster people’s rights and responsibilities

## Performance criteria

You must be able to:

9. recognise people’s right to make their own decisions and acknowledge their responsibilities
10. interpret the meaning of rights and responsibilities consistent with existing legislative frameworks and organisational policy
11. provide information which is up-to-date and takes account of the complexity of the decisions which people may need to make
12. give appropriate help to people who are unable to exercise their rights personally
13. acknowledge and provide appropriate support towards the resolution of tensions between rights and responsibilities
14. ensure the necessary records relating to the promotion of rights and responsibilities are accurate, legible and complete
15. provide the necessary information to people who wish to make a complaint about an infringement of their rights.

## Range

### 6. Information

1. unwritten
2. written

### 7. appropriate help to exercise rights:

1. speaking on behalf of the person when they are not able to do so
2. seeking support from someone else to help in the exercise of rights

### 8. appropriate support towards resolution:

1. direct challenges to the people concerned
2. help sought from others towards a resolution

### 9. tensions:

1. within people
2. between people

## Element

### 1A3.2 – Foster equality and diversity of people

## Performance criteria

You must be able to:

7. show consistency with people's expressed beliefs and views and acknowledge the benefits of diversity
8. promote anti-discriminatory practice in ways which are consistent with legislative frameworks and organisational policy
9. take appropriate action to minimise the impact of discrimination and oppression on people
10. promote equality and diversity and seek advice and guidance when difficulties arise
11. record information which is consistent with the promotion of equality and diversity.

## Range

4. **diversity**
  1. individual and social characteristics
  2. values and beliefs
5. **appropriate action:**
  1. challenge the source of the discrimination
  2. seek the support of others to challenge discrimination

## Element

### 1A3.3 – Maintain the confidentiality of information

## Performance criteria

You must be able to:

8. show information stored in, and retrieved from, recording systems is consistent with the requirements of legislation and organisational policy
9. maintain records which are accurate and legible and contain only the information necessary for the record's purpose
10. disclose information only to those who have the right and need to know once proof of identity has been obtained
11. take appropriate precautions when communicating confidential or sensitive information to those who have the right and need to know it
12. share information with others, in a clear and appropriate manner
13. securely handle and store confidential records in the correct place

## Range

5. **information stored**
  1. electronically
  2. in writing
6. **appropriate precautions** in relation to:
  1. who might overhear or oversee the information
  2. who might access the information
7. **communicating**
  1. electronically
  2. in writing
  3. orally

## Knowledge and understanding

You must know and understand:

*Legislation, Policy and Good Practice*

50. what is meant by the rights of people and those rights which the care sector has a particular responsibility to promote
51. the responsibilities which people have to those with whom they live, work and directly interact, and to the wider community
52. the tensions which people experience between their own rights and responsibilities
53. the tensions which there are between different people's rights and responsibilities
54. the relationship of confidentiality to individual rights (for example, why individual choice regarding the confidentiality of information should be respected as far as is possible and the circumstances which over-ride individual choice e.g. statutory obligations)
55. current legislation in relation to rights and responsibilities (including the recognition of personal beliefs)
56. the legal framework in which access to, and transmission of, information is set and how this may differ for different individuals and in different settings
57. the particular rights and restrictions under legislation related to people with whom, and settings with which, you are involved (e.g. Mental Health Act, Children Act)
58. current legislation, policies, procedures, codes of practice and guidelines in relation to the road related hazards, offences and collisions
59. moral rights which are not recognised in law but which are broadly accepted within a democratic society (this will include, for example, the moral implications of your action on individuals such as achieving the best balance between privacy and association with others, freedom from harassment, equity of treatment within an overall group)
60. the public charters and policies which relate to the people or settings in which you work
61. organisational policies (of the organisation which employs or contracts you) relating to rights and responsibilities
62. relevant complaints systems and methods of accessing these

- 63.** the differing policies which organisations may have to the confidentiality, access and transmission of information and the effect which this has your role
- 64.** your role in the setting, the limits which are set on the actions which they may take and their relationship to other members of the work team
- 65.** the records which you are responsible for completing in relation to rights and responsibilities
- 66.** the information which you are required to share with others (such as someone intends to commit suicide, someone is taking drugs which may affect their actions) and the organisation's policy on handling the confidentiality of such information

*Services and products*

- 67.** the sources of information which may be available to you or which may have a bearing on their behaviour, such as guidelines, policy and law
- 68.** how personal beliefs and preferences (including your own) may affect the way in which people interact with others (e.g. the inappropriate use of the term 'Christian name' to those who are not of the Christian faith rather than using 'first name')
- 69.** the effect which beliefs and preferences may have on aspects of daily living (such as diet, clothing, transport, worship and access to others)
- 70.** the limits which various environments impose on behaviour and the particular limits which are imposed in your environment
- 71.** the diverse experiences and perspectives which people bring to any interactions and the benefits of diversity in a multi-cultural society
- 72.** the assumptions and oppressions which surround different groups (such as sexism, ageism, heterosexism, discrimination against those with mental health problems, learning disabilities and physical disabilities)
- 73.** the forms which discrimination may take, the behaviour which may be expressions of these and how they may differ between different groups and in different settings
- 74.** the possible effects of stereotyping, prejudice and labelling on people
- 75.** the grey areas surrounding confidentiality and the tensions which there may be in maintaining confidentiality

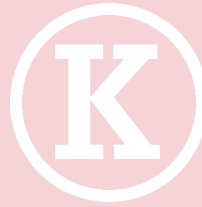


## National Occupational Standards 1A2 and 1A3

- 76. the particular aspects which have to be taken into account regarding how information is transmitted
- 77. the reasons why some people may claim they have the right or the need to know information (e.g. where the request is based on genuine or false information such as the risks of transmission of particular diseases)

*How to achieve important outcomes*

- 78. the ways in which you can best promote people's rights and how you can best handle the tensions which they may feel between their values and beliefs and those of the people with whom they work
- 79. how to recognise when people are not able to exercise their rights personally and methods of enabling people to exercise their rights effectively – themselves, through you or through seeking help from someone else
- 80. how best to challenge people when their choices or actions infringe the rights of others
- 81. what acceptable proof of identity is, the different forms which this may take and how proof of identity may be obtained from various sources
- 82. methods for maintaining confidentiality in relating to who might be able to overhear or oversee information or those who might access it and how confidentiality may be inadvertently breached.



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