



# Diversity Matters

Executive Summary

# 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 has a 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**

I am grateful to chief constables, The Commissioner of the Metropolitan Police Service and the Chief Executive of Centrex for facilitating the scrutiny of their organisations. The inspection team and I express our thanks for the time, frankness and assistance of the many police personnel and community representatives who contributed to the inspection. Particular credit goes to the members of the inspection team, from the police service and the Adult Learning Inspectorate (ALI), under the exemplary leadership of Chief Inspector Kevin Bowsher.

**Robin Field-Smith MBE**

**HM Inspector of Constabulary**

- 1.1** Diversity viewed in the context of policing raises 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. 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.
- 1.2** Policing is a people business – of people, by people. Communities to be policed are diverse, as are the individuals within those communities. Police forces need also to recognise and manage effectively race and diversity in their workforce. Therefore, police personnel need to be equipped to deal with all aspects of race and diversity, externally and internally.
- 1.3** Policing fulfils many varied roles, each of which must be delivered 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.
- 1.4** 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. These risks are ill afforded in a strategy of ‘policing by consent’. 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. This is true in both ethical and financial terms.
- 1.5** The police services’ 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. None of what has been articulated here is new. In the past there have been other reports and strategies, whose aim has been to make the case for valuing race and diversity, whether using that specific terminology or similar declarations.
- 1.6** 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.

- 1.7** The inspection was conducted over seven distinct phases and involved inspections of 12 police forces, as well as a number of Centrex sites. Benchmarking visits were conducted with international police forces and external organisations. Critically, interviews were arranged with community groups and views were also sought from training practitioners through workshops convened across England and Wales. Furthermore, key strategic individuals were questioned regarding their involvement in the management, operation and way forward for this topic of training.
- 1.8** Great value was derived from the partnership between HMIC and the ALI, which is responsible for the inspection of all government funded adult (post 19) learning, and all post 16 work based learning. ALI kindly committed a number of their staff to this inspection. They were able professionally to assess police training delivery and also provided validation of the inspection's methodology. ALI was also represented on the reference group convened for this inspection.
- 1.9** Undoubtedly, the most crucial influence on police training was the 1982 *Scarman Report* and the consequent *Police Training Council Working Party Report* (PTCWP). This work devised a credible overarching strategy for training but was never fully adopted by the Service, although some elements, like the use of a Home Office contract awarded externally to a Specialist Support Unit (SSU), still survive. *The Stephen Lawrence Inquiry Report* (1999), resulting from Sir William MacPherson's inquiry also had a considerable effect on police practice and, fundamentally, training in race and diversity issues and other areas.
- 1.10** Since 1992, HMIC has conducted five major thematic inspections with a focus on issues of race and diversity, including one revisit. Many of the areas for improvement identified in them have not yet been fully addressed across the whole Service.

## Effective Elements

- 2.1** 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

- 2.2** 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. 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

- 2.3** Recognising that there are 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. 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.

## Common Minimum Standards within Training

- 2.4** 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 work led to the development of the Minimum Effective Training Levels (METLs). More recently, partly as a response to the *Stephen Lawrence Inquiry*, the Service devised Community and Race Relations (CRR) Occupational Standards. 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.

## The Participation of Members of the Community

- 2.5** It must be understood that where members of the public are involved they add real value to training. 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.

## High Levels of Investment and Resource Allocation

- 2.6** 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. As a result 133,000 police personnel have received some training in this topic in the last four years. This has involved an annual investment in excess of £10 million.

## Pockets of Noteworthy Practice

- 2.7** Creative initiatives that were found during this inspection at force/organisational, Basic Command Unit (BCU) and individual levels are commended. Specific examples of noteworthy practice can be found in appendix B of the main report.

## Areas of Concern

- 2.8** 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

- 2.9** *The PTCWP Report* on Community and Race Relations Training (1983) arguably provided a clear strategy for the long-term vision of training of police officers in this area. Perhaps if the approach had been fully adopted the need for subsequent recommendations would have been lessened. 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.

**2.10** The scope of the training discussed at the time of the *PTCWP* and subsequently, had an understandably specific focus on issues of race and ethnicity. This emphasis must still be maintained. However, other areas of diversity warrant inclusion within any new strategy.

## The Learning Requirement

**2.11** 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. 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. There is now a need for the Service 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.

## Commitment and Leadership

**2.12** Difficulties in obtaining a consensus amongst all of the tri-partite partners has not helped the consistency and quality of training, neither has the fact that each police force operates autonomously, irrespective of any direction issued through the tri-partite arrangement. 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.

Service-wide commitment and leadership at all levels is now required.

## Training Delivery and Evaluation

**2.13** 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. There is inconsistency in delivery. This, taken together with an absence of robust quality assurance frameworks and proper evaluation to check the effect of training on performance, means that the worth of race and diversity training in its current format is questionable.

## Staff Appraisal Systems

**2.14** 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. One such critical area is the effective assessment and management of staff in the workplace. Too often, 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.

## Ineffective or Inadequate Supervision/ Line Management

**2.15** Capable supervisors/line managers overcome shortcomings in appraisal processes by providing continuing workplace assessment, advice, support, guidance and leadership. However, inconsistency in applying sanctions, discipline procedures or the adherence to policy by managers undermines any commitment demonstrated by more effective colleagues.

## Full Integration of Race and Diversity within all Training

**2.16** Guidance provided by the Police Training Council in 1983 heralded what was to become the 'golden thread' or mainstreaming approach, whereby all aspects of police training would include relevant race and diversity links. However, this inspection could find no evidence of a systematic, structured and monitored Service-wide policy of mainstreaming race and diversity into all training.

## Selection, Assessment, Management, Support and Training for Trainers

**2.17** 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. Not everyone can effectively fulfil the role of trainer and delivering specific race and diversity inputs requires a special type of person. Despite this, there is little assessment of individuals taking place. 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. There are a number of weaknesses to be addressed in relation to trainers, particularly their selection, training, assessment and support.

## Insufficient Community Involvement

- 2.18** 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 played 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, the design or the evaluation of training programmes.

## The Way Forward

- 2.19** 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*.
- 2.20** The Service cannot by itself effect the changes required to meet the needs of all communities. Society is now 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, is a sophisticated, pro-active approach to training and development, capable of meeting this challenge. 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. Every Police organisation should take this opportunity to 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.

Summary of Report Findings

# Commitment and Leadership

## 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 openly and regularly acknowledging that continuous professional development in race and diversity helps create a safe working environment and promotes excellence in service delivery. Good leadership provides focus and acceptability to race and diversity training, and also champions and enforces its necessity. 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.

## Responsibility

- 3.3** The roles of the members of the tripartite structure – the Home Office, Association of Police Authorities (APA) and the Association of Chief Police Officers (ACPO) – should be reviewed to identify clear lines of responsibility. It is currently unclear who amongst these members, and other stakeholders, will lead in providing the direction needed for the future. In the past, while good intent is recognised, the commitment and leadership required to provide a holistic overarching strategy has been somewhat lacking. What is required now is a joint declaration, at the strategic level of the Service, to indicate that necessary changes will be forthcoming.
- 3.4** The responsibility for ensuring race and diversity training has a positive impact on operational performance and helps create a safe working environment rests with personnel at all levels, not just those governing the Service. Individual members of police authorities, chief officers, BCU commanders, managers and junior staff each must play their part in transferring learning into practice. The inspection encountered a wide variation in the commitment currently applied. Unfortunately, negative examples are more easily recalled than positive ones.

## Conclusion

- 3.5** Whilst this inspection found some dedicated individuals involved in a range of activities, there was insufficient evidence of a holistic commitment, at all levels, 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. Too many leaders view training purely as a costly input, rather than recognising its potential, through investment, to improve performance.

# The Learning Requirement

## Introduction

- 4.1** 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.
- 4.2** 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. 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.

## National, Organisational and Individual Requirements

- 4.3** 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.
- 4.4** 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.
- 4.5** At the individual level 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 objectives.

## The Range of Diversity

- 4.6** The majority of race and diversity training programmes found in the Service focus appropriately on race issues. However, training needs in respect of 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.
- 4.7** The Race Relations (Amendment) Act 2000 provides the legislative authority to retain a specific race focus in police race and diversity training as does the most recent data captured within Section 95 of the Criminal Justice Act 1991. However, there is an increasing recognition of the broader range of diverse communities, their specific needs and also their relevance to the learning requirement.

## Standards

- 4.8** The Police Skills and Standards Organisation (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.
- 4.9** 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. The timing of the imminent adoption of a NCF, its relationship to NOS, together with the status of existing approaches, has also served to cause dysfunction. 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.

## Conclusion

- 4.10** Overall, there is a need for significant further effort and clarification in relation to improving the quality and process of police training needs analysis to update the constituents of the national, organisational, and individual learning requirements in all aspects of race and diversity. These requirements must be as inclusive as necessary, whilst maintaining a focus on issues of race and ethnicity. Furthermore, the Service must clarify the status of, and any inter-relationship between, differing standards and develop a model for their strategic implementation.

# Policy and Strategy

## 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.
- 5.2** 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 instruments such as the human resource (HR) strategy and plan. The training plan should, in turn, identify the training requirements for the whole force/organisation and outline how they will be met. Most policies and strategies are not explicitly associated with organisational HR strategies or other strategies and plans. Even where they are, there is still real difficulty in demonstrating that any training activity meets organisational and individual needs.

## Policy Consultation/Communication

- 5.3** When policies and strategies are being developed, it is vital that communities, as the recipients of the service provided, are properly consulted in a timely fashion. But this inspection found that such involvement was not widespread. In addition, the assemblies that were convened to set policy were not always accessible to, or took account of, the views of internal networks. Furthermore, even when policy and strategy had been set, in communicating outcomes forces/organisations use differing media approaches, not all of them successfully.

## Conclusion

- 5.4** In the past 20 years, 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. 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.



# Training Delivery

## Introduction

- 6.1** Once the learning requirement for race and diversity 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.
- 6.2** 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

- 6.3** Each force/organisation has, in the absence of national direction, adopted its own individual approach to race and diversity training design and development. On a local basis, little evidence was found of training being designed in line with any standard design and development model.

## Content

- 6.4** 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 the focus centred on race and ethnicity issues. 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 planned training.

## Delivery Approaches

- 6.5** At present, across the Service, race and diversity training is being delivered through a number of approaches. In the absence of national guidance and standards, this results in delivery being somewhat inefficient and inconsistent.

## Choice of Training Venues

**6.6** The majority 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 the negative impact the approach has on Community Contributors, nor the missed opportunities for better educating police personnel.

## Attendance Management

**6.7** 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. Further, the recording of a learner's attendance on courses was found, on a Service-wide basis, to be somewhat inconsistent and there is very little evidence to show that such information is used to good effect.

## Attention to the Learning Environment

**6.8** 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. 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.

## Mainstreaming – the 'Golden Thread' Approach

**6.9** A level of confusion was encountered 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. Accordingly, the inspection found numerous instances of the same race and diversity topics appearing with monotonous regularity. This may be one reason why resistance to this training is sometimes fuelled by the 'I've done this before' sentiment.

## Quality of Delivery

- 6.10** ALI Inspectors, accompanying HMIC staff, conducted independent observations of nearly 70 training sessions being delivered by both forces and Centrex. Qualitative data was captured in respect of specific race and diversity training and also technical training. By prior agreement, the process included a check to establish the level of race and diversity mainstreaming taking place. The overall quality of the training observed was regarded as satisfactory.

## Other Learning Methods

- 6.11** 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. The innovation involved in producing some of these products is to be commended but, in isolation, they cannot deliver the attitudinal and behavioural traits required.

## Progress of Race and Diversity Training

- 6.12** 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. This target has not been met although credit is due to the fact that 133,000 police personnel have received some training. Sadly, 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 and its ability to effect change.



## Conclusion

- 6.13** 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 other weaknesses which need urgently to be tackled.

# 6

Chapter 6

## Training Delivery

# Trainers and Contributors

## Introduction

- 7.1** 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. The police service uses many methods of training provision, but the most common is delivery by 'in-Service' trainers who are police officers or police staff. Encouragingly, because of the nature of race and diversity training, the decision to involve people from outside the police service or 'external contributors' in the delivery of training helps to provide an external perspective to operational policing and introduces a broader dimension of diversity.

## In-Service Trainers

- 7.2** In relation to race and diversity training, and for the purpose of this report, there are 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.

## External Contributors

- 7.3** 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, 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
  - Associate Trainers, who hold relevant training qualifications, some to a very high level
  - Consultants, who for the purpose of this report are professionals or highly experienced individuals within a specific field of expertise who provide advice and guidance to client organisations on a contractual basis

## Areas of Concern

- 7.4** This inspection identified, in relation to both in-Service trainers and external contributors, irrespective of their employment status, four main areas of concern; selection, training, assessment and the support mechanisms open to them.
- 7.5** 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 other inhibiting factors or criteria. There is currently no Service-wide definition of what constitutes 'qualified' in relation to this training. Without this definition, the Service will continue to find it difficult to determine what it actually requires of those individuals involved and also in ensuring that it selects only those suitable to fulfil this role.
- 7.6** Assessments conducted by ALI inspectors supported the view that whilst some trainers presented well balanced, developmental lessons, those less informed and prepared were ill equipped for the role. 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.
- 7.7** It was found that in-Service trainers are rarely assessed whilst delivering training. This creates difficulties not only in terms of individual advancement but also in relation to organisational development. The lack of any nationally recognised standard to which contracted trainers can be assessed affects the level of training that they receive, and fails to provide a benchmark by which their performance can be measured. Such a standard is urgently required.
- 7.8** In the main, this inspection found that race and diversity trainers are dedicated, enthusiastic committed people. Nonetheless, it was also found that they were often a neglected resource, whose commitment was ignored or crudely exploited. Policy on support processes for in-Service trainers, Community Contributors and/or Associate Trainers was found in only a few forces and more should be done to provide specific but appropriate levels of support for them. This includes attention to spiritual and faith needs through the use of police chaplains.

## Conclusion

- 7.9** 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. 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.



## Introduction

- 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.
- 8.2** 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.
- 8.3** At present the Service is unable clearly to demonstrate progress in respect of race and diversity training. The main reasons for this, include:
- **The Absence of a Robust Evaluation Strategy**

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, it is acknowledged that work is currently under-way on behalf of ACPO to create a National Evaluation Strategy.
  - **Lack of Independence**

Currently, most forces, when conducting evaluation work, use the Kirkpatrick model of evaluation, and the four levels it espouses. Whichever model is used, the value of using professionally qualified and competent evaluators independent from the training delivery function cannot be over-emphasised. In addition, maintaining the independence of evaluators ensures objectivity, probity and validity.

- **Shallowness of Application**

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. Most 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. The depth and rigour applied was, more often than not, limited to the use of reaction questionnaires or 'happy sheets'.

- **Police Authorities – Lack of Intervention**

Some police authority members were unable to articulate the current position in relation to their force's programme. 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 contributed nothing to training evaluation.

- **Insufficient Community Involvement**

There was little evidence seen of community involvement in the evaluation process. 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.

## Conclusion

**8.4** 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 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. 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

## Introduction

- 9.1** 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. This is because despite the efforts to date, and the significant achievements, there is little evidence to show that the training has had a positive effect which is measureable, sustained and consistent. Race and diversity training must become more focused, efficient, relevant and effective, and be demonstrated as such.
- 9.2** 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 National Policing Plan, in improving police performance, and in raising public confidence.
- 9.3** Delivering training, even through a more robustly managed approach than currently adopted, may not, in any case, produce what is required. It will not be sufficient to make minimal adjustments. What is needed now is a long-term plan for the future that is capable of responding to everybody's needs.
- 9.4** The Service will, as part of any visionary project, have to consider what is happening on both domestic issues and also on the wider international front. What will be the context for race and diversity training in the police service of the future?
- 9.5** It is suggested that any new approach will have to include full partnership with the public to be served and all internal stakeholders. Governmental pressures will dictate that the approach adheres to the *National Policing Plan (NPP)* and the relevant *Public Service Agreements (PSAs)* whilst meeting local priorities and local policing plans.
- 9.6** As a result of decisions already taken by the Service, race and diversity training in the future will be aligned to National Occupational Standards through the National Competency Framework. This is necessary for cohesion and direction. Further, this will allow for the workplace assessment of the competence of individuals. A progressive strategy will entail the delivery of training close to/in the workplace (in community settings wherever possible) by a skilled and pro-active training function explicitly linked to operational policing. This will reduce the need for traditional classroom based training.

## The Way Forward

- 9.7** HM Inspector also believes it is time to change the approach to specialist support in this area and to put in place a National Centre of Expertise within the Service, rather than contracting an external body.

### Conclusion

- 9.8** Police training alone cannot provide the solution to the challenge, which is ensuring that all police personnel are always properly equipped to handle race and diversity both in the community and the Service. The issue is also a wider one for all the Criminal Justice System (CJS) to address, together in real partnership. This is because to ensure public confidence and high standards of performance throughout the whole system, there is a need for consistency of approach.
- 9.9** It is difficult to make recommendations aimed at the whole CJS to adopt because identifying who will action them 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, whilst 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.
- 9.10** The imperative for change does not appear to have the priority it needs. Recognising the differing points of responsibility involved, perhaps it is now the right time for the Government to consider mandating the approach to race and diversity training for the whole CJS.

# Recommendations: Impact and Investment Implications

- 10.1** This chapter contains all of the 49 recommendations made within the inspection report, each of which is, where possible, addressed to a particular organisation or responsible body.
- 10.2** Use is made of a framework to provide an uncomplicated method of estimating the level of benefit to be gained from the adoption of each recommendation. Conversely, the framework 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.
- 10.3** Each recommendation has been analysed for its likely financial impact on the Service and broad bands are used to categorise the criterion. HM Inspector believes that delivering appropriate training to staff should be considered an investment, and this section viewed in that context.
- 10.4** Finally, an indication is provided as to the immediacy of each recommendation, in terms of action required, on an immediate, short-term or long-term basis.





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