

**THE UNIVERSITY OF HULL**

A case study  
to  
investigate the application of programme evaluation  
theory to the  
Metropolitan Police Diversity Training Programme

Being a Thesis in partial fulfilment of the requirements for  
the degree of Doctor of Philosophy in the University of  
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## **Abstract**

The Metropolitan Police Diversity Training Programme was a major part of the Metropolitan Police Service's response to the requirement for change brought about by the failures in the investigation of the murder of Stephen Lawrence. The training programme was designed to address police attitudes to race and inadequacies in police training and development.

It was made clear at its commission that a comprehensive Diversity Training Programme evaluation strategy would be required; the outcome of which would be of importance to and heavily scrutinised by the Police Service, Her Majesty's Inspectorate of Constabulary, the Commission for Racial Equality and the public in general.

I recognised this as an opportunity to develop the police training evaluation establishment by applying a modern, original strategy to the evaluation of the programme which I hoped would act as a catalyst for change.

I identified a mixed method, theory driven programme evaluation methodology that was appropriate to the needs of the evaluation. The methodology was based upon the work of Pawson and Tilley (1998) and Weiss (1998) and contained the STARR technique designed specifically to identify the impact of diversity training.

The evaluation process became the focus of 24 case studies designed to identify the adequacy of the programme theory to the evaluation task.

The research proved that programme evaluation theory could be successfully applied to the Diversity Training Programme evaluation and provide a robust,

effective and high quality training evaluation. The scrutiny applied to the evaluation resulted in the identification of the insufficiency of police evaluator training, the partial rejection of the Kirkpatrick (1998) four level model and the development of alternative forms of police training evaluation.

The case studies provided evidence that programme evaluation theory could be built into training design processes and thus provide a high volume, low cost training evaluation model for internal public sector evaluators.

## **Summary**

The Metropolitan Police Diversity Training Programme was a major part of the Metropolitan Police Service's response to the requirement for change brought about by the failures in the investigation of the murder of Stephen Lawrence. The training programme was designed to address police attitudes to race and inadequacies in police training and development.

The evaluation of the Diversity Training Programme was commissioned by Commander Cullen, the then Director of Training and Development who recognised the importance of the training and its evaluation. It was made clear at its commission that a comprehensive Diversity Training Programme evaluation strategy would be required; the outcome of which would be of importance to and heavily scrutinised by the Police Service, Her Majesty's Inspectorate of Constabulary, the Commission for Racial Equality and the public in general.

I had discussed with Dr Ghazzali from Hull University the need for the development and modernisation of the police training evaluation establishment. Police training evaluation was at the time almost universally based upon level one and two of the Kirkpatrick (1998) four level model: student reaction and learning. The limitations of the Kirkpatrick model and police training evaluation at this time are discussed in the literature review. I recognised this evaluation commission as an opportunity to develop the police training evaluation establishment by applying a modern, original strategy to the evaluation of the training programme. It was clear that the evaluation and its methodology would be subjected to close scrutiny which would provide good evidence of its potential and which I hoped would act as a catalyst for change.

I used a matrix of the forms of programme evaluation identified by Owen and Rogers (1999) together with the types of programme identified by Funnel and Lenne (1989) to establish, with the stakeholders the purpose of the programme as well as the aims of the evaluation. I identified a mixed method, theory driven programme evaluation methodology that was appropriate to the needs of the evaluation. The methodology was based upon the work of Pawson and Tilley (1998) and Weiss (1998) and contained the STARR technique designed by me specifically to identify the impact of diversity training.

The evaluation of the Diversity Training Programme became the focus of 24 case studies. Each case study was designed to identify the adequacy of the application of the programme theory to the evaluation task. This made the evaluation of the Diversity Training Programme, the subject matter for a quite separate research process which addressed the question: What are the processes involved when programme evaluation theory is applied to the Diversity Training Programme?

The Diversity Training Programme evaluation indicated that the programme was largely successful in achieving its aims, despite evidence showing that the training did not have the desired impact on all members of the Metropolitan Police Service.

The critical review of the evaluation process was in some cases positive and in others negative. The summary and some of the interpretations of the evidence generated by the evaluation were viewed differently by the reviewers. However the theory driven philosophy, the mixed method process and the depth of the evaluation were never the subject of criticism.

The case study research proved that programme evaluation theory could be successfully applied to the Diversity Training Programme evaluation and provide a robust, effective and high quality training evaluation.

Owen and Rogers (1999) programme evaluation forms have been shown to provide a model for the application of programme evaluation to training programmes. The research has shown the importance of the proactive and clarification elements of the evaluation and the relevance of emergent realism and theory driven techniques to the development and communication of the training programme's aims.

The breadth of the application to 24 different cases together with the depth of the analysis of each case shows that some theoretical generalisation is appropriate. The results suggest that the specific theory applied to the evaluation has utility beyond its immediate application and can be built into large quantities of training by public sector internal evaluators.

The application of programme theory to the Diversity Training Programme has acted as a catalyst promoting the development and modernisation of the police training evaluation establishment.

The case studies have shown that reciprocity (Weiss 1998) can be built into an evaluation strategy by recognising the public as the customer of policing services and therefore a client of the evaluation. The publication of the complete unedited text of all of the 49 evaluation reports on the internet and the dissemination of reports to local borough community representatives shows conclusively that training evaluations can be open and transparent provided appropriate action is taken at the outset of the evaluation.

The research identified that evaluation activities could successfully be undertaken by students from Portsmouth University and used by them as a subject of study resulting in a successful collaborative agreement. It also showed that a mixed police public scrutiny team could be utilised to oversee the interpretation and analysis of the research.

The STARR methodology has proved capable of identifying the impact of training in the affective domain on the student and their workplace activity, thus indicating the impact of the training on the organisation.

This research has directly resulted in the abandonment of the evaluator's course run by the national Central Police Training Authority (CENTREX) and a proposal from Her Majesty's Inspectorate of Constabulary that police evaluators be retrained. The theory applied to this evaluation is now being utilised by the Police Training and Development Board to manage national training solutions and the evaluation of those solutions; in addition the theory will be used as the core of a new national police evaluation course.

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### **LIST OF ABBREVIATIONS**

ACPO	Association of Chief Police Officers
APA	Association of Police Authorities
BEM	Business Excellence Model (See EFQM)
BOCU	Borough Operational Command Unit
CENTREX	Central Police Training and Development Authority (The National Police Training organisation)
CID	Criminal Investigation Department
CPCG	Community Police Consultative Group (An alternative name for the PCCG used by some Boroughs)
CRR	Community Race Relations
DAC	Deputy Assistant Commissioner

DC	Detective Constable
DCC4	Deputy Commissioners Command 4 (The designation of the Diversity Directorate)
DCI	Detective Chief Inspector
DS	Detective Sergeant
DTS	Diversity Training School
DTSU	Diversity Training Strategy Unit (A management unit situated at Hendon)
EFQM	European Foundation for Quality Management (Alternative name for the BEM A self assessment model designed to measure business achievement)
EO	Equal Opportunities
HMIC	Her Majesty's Inspectorate of Constabulary
HOSSU	Home Office Specialist Support Unit on race and diversity issues
IIP	Investors in People
Kirkpatrick	The author of Evaluating Training Programmes, The Four Levels, a common language used by police evaluators.
OCU	Operational Command Unit (A grouping of police staff with specific responsibilities)
MPS	Metropolitan Police Service
NCFILT	National Centre for Industrial Language Training
PC	Police Constable
PCCG	Police Community Consultative Group
PS	Police Sergeant
REC	Race Equality Council
SMT	Senior Management Team Police senior managers at an OCU
TSU	Training Standards Unit
Turvey	The former location of the HOSSU

# CHAPTER ONE

## INTRODUCTION

### **1.1 Foreword**

This research was primarily intended to identify the processes involved when programme evaluation methodology is applied to the evaluation of a police training programme, specifically the Metropolitan Police Diversity Training Programme.

This project had to provide a credible internal evaluation of the Diversity Training Programme, supporting the training programme formatively and also providing an objective summative training evaluation report. In order to achieve this programme evaluation methodology has been applied to the evaluation; with the intention of improving the evaluator's (my own) evaluation practice, increasing the understanding of the processes involved in the application of programme evaluation methods to training evaluations and widening the research choices available to police training evaluators.

This project can be perceived as an evaluation contained within a research project. The evaluation of the MPS Diversity Training Programme, contained within a research project, consisting of the application of programme evaluation methodology to a police training evaluation. This report contains the details of the training evaluation encased by the research project; consequently much of the content refers specifically to the evaluation; some of the content refers specifically to the research project and some of the content is relevant to both undertakings. I have tried to resolve any confusion this may cause by structuring the report in a logical format; clearly identifying the evaluation material in chapters 4-7 of the report and encasing it within the research project chapters 1-3 and 8-9.

## **1.2 Research Question**

The Diversity Training Programme evaluation has its own research questions, the majority of which were developed as a result of the application of programme methodology. The overarching research question for this case study is:

- What are the processes involved when programme evaluation theory is applied to the Diversity Training Programme?

The evaluation of the Diversity Training Programme was commissioned as a piece of internal police training research. It has resulted in forty nine formal evaluation reports written for the benefit of the police and general public which were published on the internet. The processes involved in the planning, negotiation, development and undertaking of the evaluation will be identified by a detailed explanation of the evolution and progress of the research.

The appropriateness of the methodology to the evaluation of the training programme will be indicated by the success or failure of the evaluation project and the adoption of its methodology in subsequent police evaluation practice.

## **1.3 Context and significance of the study**

As with much in this research project the context and significance of the study is presented, initially, as two separate elements. Both are important in developing an understanding of the reasons for, and the significance of, the project.

Having stated the research question, this chapter will go on to describe the context and significance of the study in two areas. First the chapter will paint a picture of the police evaluation establishment, describing its evolution and the important players in its development as a research fraternity. This section will introduce the common

research methodology, which has developed into a mantra for police evaluators, and describe some of the limitations of the development of police researchers. Finally it will discuss some of the criticisms of police evaluation research and identify the importance of this study as a research project.

The focus of the chapter will then shift to the evaluation project itself, in order to identify the significance of the Diversity Training Programme and the evaluation of that programme. This will begin with a description of the development of Diversity Training in the police service, including the development of the Diversity Training Programme itself. It will then discuss some of the environmental factors that increased the importance of, and interest in, the training and its evaluation. It will go on to describe some of the evaluation research that has been completed into diversity training, including the early research prior to this project, on the formative stages of the Diversity Training Programme.

### **1.3.1 Training evaluation in the police service**

To understand the rationale for the application of programme evaluation methodology to a police training evaluation, it is necessary first to understand the processes and practice of the evaluation of police training.

It could be argued that focusing on training evaluation is too restrictive as it is only one element of evaluation research carried out by police forces and policing authorities. This chapter could, instead of focusing on training evaluation, discuss general programme research conducted by the police service as a national organisation; specifically the research conducted by the Policing and Reducing

Crime Unit<sup>1</sup> and the MPS Consultancy Information Service<sup>2</sup> (now Internal Consultancy Group). However this would involve the explanation of programme evaluation practice applied to policing projects unconcerned with training. This section will therefore describe the evolution of police training evaluation practice and the criticisms of that practice over the same period. The work of general programme evaluators will only be discussed if it relates to the evaluation of training or diversity initiatives although it is, and should be, recognised that such evaluation practice exists and is applied to general policing development projects.

In order to give a context to a description of the police training evaluation establishment it is necessary to identify the size and level of complexity of the police training function.

The police training establishment is huge; the MPS alone costed its training delivery for 2005/2006 at £58,048,554 (TSU 2005). Most of this money is spent on training rather than education<sup>3</sup> and it would be fair to say that the police service is an organisation that trains rather than educates its staff. This distinction is most apparent in the fact that the vast majority of police training is mandatory, and delivered by MPS personnel, to train police personnel to achieve a specific role or task.

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<sup>1</sup> The Policing and Reducing Crime Unit (PRC) was formed as the result of the merger of the Police Research Group (PRG) and the Research and Statistics Directorate. The PRC is now a part of the Research, Development and Statistics Directorate of the Home Office. The PRC carries out and commissions research in social and management sciences on policing and crime reduction, much of which is published in the Police Research Series by the Home Office. Nick Tilly is one of the evaluation contributors.

<sup>2</sup> Internal Consultancy Group (ICG) is part of the Directorate of Strategic Development within the Deputy Commissioner's Command of the MPS. ICG's core purpose is to add maximum value to decision making in the Metropolitan Police Service by providing ethical, impartial, responsive and professional management consultancy support. The ICG consultants fall into two main professional groups: Business Analysts and Occupational Psychologists.

<sup>3</sup> Without getting into a detailed discussion of training versus education, in this instance training is taken to be delivered to individuals in order to enable them to complete a task or function. Education is taken as meaning study for the benefit of the individual.

The Metropolitan Police has over 47,000 employees (Workforce data 2005), it delivers over 600 different centrally derived courses each year. (Centrally derived courses are types of training commissioned from Training Management Board, a board made up of the most senior MPS personnel). In addition there are many more locally derived courses, consisting of training commissioned at a local level by borough policing units or specialist units. In total the MPS will deliver 24,516 training courses in 2005/2006 ranging in duration from less than a day to more than 6 months. (TSU 2005).

The biggest training department is the Recruit Training School, who employs 124 trainers. The School is responsible for the majority of the initial training delivered to police officers. The MPS train between 1,000 and 3,000 new officers every year. The current initial training course is 31 weeks in duration. Training new police officers in most of the recruit course subject matter is considered to be a police officer role. The rationale for this is that the delivery of police officer training requires knowledge and experience of the role.

This together with other training posts that have been identified as suitable for police officers:

- Crime Academy Training for Detectives and Senior Investigating Officers;
- Some Information Technology Training for staff involved in managing incidents from control rooms;
- Some management training for police officers;
- Update training for police officers delivered at a local level;

has lead to a situation where most trainers are police officers. The position is now beginning to change as more police staff become involved in training roles, however

the 2005 training plan identifies that 85% (705) of trainers are Police Officers 15% (129) are members of the police staff (Training Standards Unit 2004).

The selection of personnel for police staff roles is fairly rigid in terms of employing from the pool of police staff already available<sup>4</sup>. The Police Staff manual identifies that any post must initially be advertised internally to existing police staff; if this is unsuccessful then it can be advertised outside of the service. This system, together with the mediocre level of pay of police staff, has led to a situation where most police staff are developed by the organisation rather than being brought in as subject matter experts.

This prominence of police officers in the training role, together with the issues over recruiting specialists, has led to police officers and police staff being developed into specialist training roles. At the time of planning this evaluation project there were three police officer evaluators working for the MPS.

The picture is much the same with evaluation departments in other forces, the size of the department varies from force to force. Some Constabularies have one evaluator who is also responsible for undertaking training design and training needs analysis.

The police service is then almost wholly dependant upon the development of training staff into evaluation roles and developing evaluators internally. The high turnover of police staff and particularly police officers, who were until recently,

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<sup>4</sup> Some individuals are employed on fixed term contracts for short term specialist initiatives. In order to achieve this, a budget has to be obtained by the relevant department resulting in contracts not generally being used for long term posts.

subject of tenure agreements<sup>5</sup> means that this development is, very often, of short duration before the individual moves on to another post.

This makes the training and development available to police training evaluators essential to the police training establishment. Core to this development are the Central Police Training and Development Authority (CENTREX) evaluator courses.

Centrex was formally known as the Police Central Training Unit and then National Police Training; they have conducted courses in evaluation for at least twenty years, based partially on the work of Peter Bramley<sup>6</sup> in the 1980s and early 90s. The course began life as a 10 week course; it was redesigned as a six week course in 1994, probably as a result of Home Office guidelines 39/93, then again as a 2 week course in 1996. The evaluator's course was a residential course conducted at Harrogate NPT training centre. In addition to the initial course Paul Rouse, on behalf of NPT, managed an evaluator's forum consisting of national seminars for police evaluators; this national forum was abandoned some time between 1997 and 2004. In February 2004 CENTREX were delivering two evaluation courses. A two week course aimed at the development of front line evaluators, who are described as individuals who carry out evaluations, usually the primary evaluators in the force; and a two day course (actually conducted over three days) to train those who help front line evaluators, use evaluation services or manage training or evaluation.

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<sup>5</sup> Tenure was a service policy requiring notional employment contracts limiting time of occupancy of any specialist post. The policy was aimed at making specialist posts available to a wider number of officers.

<sup>6</sup> In 1983 Peter Bramley established a research and consultancy group, the Centre for Training and Evaluation Studies. The main work of this group has been concerned with evaluating the impact of management development activities on organisational change. Clients have included the Cabinet Office, Shell International, the Police Central Training Unit, Workshops of one, three and five days, on evaluation of training and developmental activities have also been run in many organisations.

In the 1990 Peter Bramley conducted an evaluation of the then 10 week evaluator's course and completed a formative and a summative evaluation report.

The purpose of the two week course was to give evaluators the basic skills in evaluation that they could then develop. The main theory delivered on the course was the Kirkpatrick four level model<sup>7</sup>, although in addition students were told that they need to research other theories. The CENTREX Portfolio holder for this course, at the time of the study, planned to develop and update the course in order to enable it to meet the evaluator role profile and improve the course. He also planned to introduce some element of refresher training to up date evaluators who had previously received the training course. The Portfolio holder states that a common complaint identified in the evaluation course, student level 3, feedback was that there was “nothing after the initial course.”

In September 2002 Ali Dufty completed an evaluation of the CENTREX evaluator’s course; he made it an assumption of the evaluation “that the evaluation course requires changing to meet future customer needs,” (Dufty 2002; p.16). This was at the very least partially driven by the HMIC report *Winning the Race Embracing Diversity* which is quoted in the Dufty report<sup>8</sup>. He concluded that as a result of this report evaluators already NPT (CENTREX) trained would need refresher training.

In March 2004 25% of the CENTREX budget was cut, this made necessary some difficult decisions on what CENTREX services would be culled. The Quality Assurance Department lost 50% of its staff, including all of its police officers.

An HMIC Thematic inspection *Managing Learning* in 1999 led to a review by CENTREX which predicted an increase in demand for evaluator’s courses; despite

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<sup>7</sup> This model is fully discussed in the literature review

<sup>8</sup> Dufty (2002) quoted the report as saying that the evaluation of diversity training “may give rise to training needs amongst already trained NPT qualified evaluators.” This was written as a direct result of this thesis, and is explained in the history of the training section.

this, it was decided to continue to undertake evaluation but not to deliver any training on evaluation. At present no evaluation courses are conducted by CENTREX.

The other two major influences on the level of research skills in the police training establishment are the long running collaborative agreement between the MPS and Greenwich University and the work of Dr Ghazzali (now deceased). Individuals who undertake the MPS initial trainer's course, complete other modular based training and undertake two assessed lessons, are given sufficient credit towards a Certificate in Education that they are exempt the first year. This together with the fact that the Certificate in Education is considered a first degree and therefore attracts a mandatory local council grant, has led to many police trainers studying to Certificate of Education level. Dr Ghazzali managed a specialist MA at Hull University targeted at police evaluators; this has led to the 'in service' development of some police evaluators.

Evaluators are, together with their managers, responsible for developing their own individual force evaluation strategies. The lack of any national strategy has led to a position where evaluators commonly work in isolation on their own force research projects. The final reports from these projects are not generally published and remain unavailable to both the public and other police evaluators. There is, at present, no national database of police evaluations and it is common practice for the research report to become the property of the commissioning unit, which is often the unit delivering the training. Efforts to introduce a national evaluation strategy began in the 1990s, but despite this, are still at the embryonic stage.

In 1990 the Police Training Council<sup>9</sup> created a steering group to overview police training arrangements. They set up a working group to examine the evaluation of police training. This resulted in Home Office Circular 105/91, a document that provided guidance on evaluation practice in the police service. The Circular stressed the importance of establishing trainee reactions, which is a “preliminary step normally taken by the training department itself” (Home Office 105/91; p.6). It goes on to state that a “full evaluation, carried out after an appropriate interval, will need to go beyond this to look at the outcomes at the four levels” (Kirkpatrick Four level model). This, together with the CENTREX initial training course for evaluators, really cemented the Kirkpatrick four level model in place as the standard research philosophy in police evaluation.

In 1999 the Local Government Act established a legal requirement for police authorities to demonstrate best value in the delivery of services to ensure continuous improvement; this led to the application of Best Value mantra: challenge, consult compare, compete, to many aspects of policing. The government left it to individual authorities to decide how best value reviews would be conducted, by reporting that “With few exceptions, authorities use a combination of police officers and support staff to undertake best value reviews.” (DETR 1999; p.1).

In 2001, APA and ACPO jointly established the National Best Value Project in Police Training Team NBVP; this brought together a group of evaluators to create a national evaluation strategy. They designed a Kirkpatrick type model which renamed the Kirkpatrick levels; identified responsibilities for trainers, students, line managers and evaluators and settled on the Business Excellence Model (BEM) as an appropriate template for defining the structure of outcome measurement of training.

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<sup>9</sup> The PTC were a body who met twice a year to advise the Home Secretary on matters of police training. The PTC was superseded by the Police Training and Development Board.

The strategy produced was very specific and therefore restricting. Its attempt to rename the Kirkpatrick model was always likely to fail as the Kirkpatrick model was, for the reasons shown above, widely used in police training and provided a research methodology commonly understood and used by most police evaluators.

The BEM although widely used by the police force is a self assessment model aimed at encouraging quality development; its scoring process may not be sensitive enough to measure training outcomes. The BEM process has now been abandoned by most forces.

The Best Value group was reformed later in 2001, they were told that the original strategy was too practical and that a more strategic policy was to be produced. This group identified a list of issues or problems that needed to be solved, then identified strategic actions necessary to make a national evaluation strategy a possibility. This list of necessary actions/solutions was ratified as a National Evaluation Strategy by the Association of Police authorities and the ACPO in October 2002.

In 2003 CENTREX wrote *"Models for Learning and Development in the police service."* This document brought together the elements of national evaluation policy and strategy, developed by both Best value meetings, and the Home Office guidelines 18/2002 and 53/2003, requiring client contractor relationships and evaluation sponsorship, into one composite strategy<sup>10</sup>. The Home Office at the same time created the National Evaluation Strategy Implementation Group (NESIG) to

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<sup>10</sup> The Audit Commission Report of 1989 "The Management of Police Training," called for a clear distinction to be made between the roles of training providers and clients. The Managing learning report (1999) criticised the police service as a whole as it had "Made little apparent progress to resolve this issue in the intervening ten years" (HMIC 1999b:P23) which it called "a major disappointment."

facilitate the adoption of strategy by the police force. Several initiatives were undertaken at the same time to assist in the process of modernising police training and evaluation. The Police Training Council was disbanded and replaced by the Police Training and Development Board (PTDB). The Police Skills and Standards Organisation (PSSO), now Skills for Justice, was created and a specialist wing of the HMIC, HMIC personnel and Training HMIC P&T, was developed. A national training costing model was agreed and the foundations for change document created, section 8 of which contained many of the elements of the National evaluation strategy.

One of the elements of change required was the formation of regional evaluation groups mirroring regional training manager's groups which were already in place. These regional groups consisting of local evaluators meet every three or four months. The current position is that the Police Training and Development Board (PTDB) plan to identify items of training that require national evaluation then use the National Evaluation Strategy Implementation Group (NESIG) to make that evaluation take place. How the NESIG will achieve this has not been identified but it is likely to use both the regional training manager's group and the regional evaluator's groups undertaking evaluation research in some form of collaboration.

There is within these arrangements a significant opportunity for an evaluator practitioner to encourage change by the practical application of alternative evaluation design. This could be achieved by undertaking an evaluation, using an innovative research methodology which was likely to be reviewed by HMIC, and making that design and project available to other evaluators at both regional and national level. It is possible that such a project could encourage a bottom up process, where practical application influences strategic decision making.

The main body responsible for the review of police evaluation policy and processes is HMIC, and more recently HMIC P&T. Their opinion of police training evaluation can be found in two types of inspections: those focused on the general training of police personnel where evaluation is one of the issues examined and those concerning diversity initiatives, where the evaluation of the training initiative is included as an element of the HMIC inspection process. The relevant HMIC inspections are presented below, together with some other initiatives/reports that affected/criticised police training evaluation

In 1983 The PTC working party on '*Community and Race relations for the police*' identified the need for "all future Community and Race Relations training to be evaluated" (PTC 1983; p.26).

In 1995, when undertaking a thematic inspection focusing on diversity issues '*Developing Diversity in the Police Service*' the HMIC found little evidence of training evaluation and stated that training needs to be monitored.

The 1996/97 HMIC inspection '*Winning the race*' again found little evidence of training being evaluated and monitored. It listed, as two of its main concerns:

'Lack of informal mechanisms for consultation and two way communication; and ineffective monitoring and analysis of data' (HMIC 1997; p.10) and recommended that when community race relations training is delivered validation and evaluating immediate impact and effect over time should be considered, (HMIC 1997; p.54).

In 1998/99 the HMIC revisited the *Winning the Race* inspection and again found little evidence of community race relations training evaluation. They called for a service

wide evaluation strategy. At the same time the HMIC conducted an evaluation of police training '*Managing Learning*.' This report found that virtually no training was being evaluated and recommended a national evaluation strategy.

In 1999 the HMIC undertook a study of police training "*Managing Learning*." The report makes the criticism "that forces and NPT are weak in conducting evaluation of training at all levels." (HMIC 1999b; p.110). Although recognising that NPT and many forces canvass the views and measure satisfaction of students immediately following their course attendance, they found "little evidence that many go much beyond this level of evaluation." (HMIC 1999b; p.109). In fact other than a "record being kept of student satisfaction levels HMIC found little evidence of any service wide consistency in training evaluation."

In addition HMIC found that one force were not aware of the evaluations taking place in another force and gave an instance of an NPT course evaluated by a force and the results not being circulated even to NPT (HMIC 1999b; p.114).

HMIC discovered that since 1989, NPT trained four hundred and sixty three evaluators throughout the police service; of those only ninety five (20.5%) are available to be used in evaluation and of those only 25 forces have training evaluators attached to the training department. In addition forces were asked to state the percentage of time evaluators spent evaluating training, the results ranged between 2% and 100% averaging at 44% (HMIC 1999b; p.115).

The HMIC themed inspection *Policing London* (2000) examined the Metropolitan Police response to the Macpherson enquiry. It identified that limited evaluation of the MPS race training (the forerunner of the Diversity Training Programme) had been

conducted at “Lambeth and other sites,” and stated that this was a positive step. However they found that this had relied upon “observation, focus groups and analysis of reaction of those attending the course and examination of internal statistics.” They felt that these measures alone were not enough to identify the success of the training. It recommended that the MPS develop a comprehensive long term evaluation strategy which should have had a wider context and be concerned with:

- Transference of learning to the workplace;
- The effect of workplace performance;
- All issues surrounding the use of human resources;

(HMIC 2000; p.70).

The report reinforced what had been found by inspections in the decade before: “No evidence was found during the period 1990-1998 that the MPS thoroughly evaluated any of its training to establish the effectiveness of the Community Race Relations element on service delivery” (HMIC 2000; p.65).

In 2000 following the HMIC report the Home Secretary introduced an action plan to tackle the CRR training evaluation issue by giving responsibility for evaluation of all CRR training programmes to ACPO with support from IONNAN (The Home Office Specialist Support Unit) and NPT (now CENTREX).

*Winning the Race Embracing Diversity* was the third inspection in the series, published in 2001 after the start of this evaluation project. The HMIC found that the

majority of forces<sup>11</sup> were striving to reach level two (on the Kirkpatrick scale) and thus achieving validation and not evaluation.

The HMIC inspection '*Training Matters*' (2002) found "no structured evaluation strategy for the probationary Training Programme, the training course for new police officers." It stated that the service has had placed upon it an "obligation to make evaluation processes and reports openly available." (HMIC Home Office 2002; p.12).

The HMIC criticism seems to focus on three issues: the lack of training evaluation being carried out by police forces, the insufficient depth of any training evaluation that is undertaken, (specifically: evaluator's failure to conduct research at the higher levels of the Kirkpatrick model) and the failure of the evaluators to make their reports openly available.

It is possible of course that training evaluation at the higher levels of the Kirkpatrick scale was being done, but was not being published or made generally available and therefore did not come to the notice of the HMIC. This is supported by Nigel Norris (1992) who identifies that inward looking organisations (such as the police) where hierarchy, territorialism and the fear of the consequences of public criticism are common features, make internal critical evaluation and publication unlikely. However against this, forces are usually only too pleased to inform HMIC of the details of initiatives that may be viewed positively. In addition the evidence of the lack of depth in training evaluation appears to be remarkably consistent for a long period of time and is not peculiar to police training evaluations. Bramley (1996; p.122) states that

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<sup>11</sup> The HMIC referred specifically to the MPS Diversity Training Programme evaluation in this report, full details are given in Chapter 8.

most organisations carry out evaluation at the reaction level but few attempt the higher levels he cites Ralphs and Stephan (1986) who support his view.

This section has painted a picture of the evaluation establishment of the police service to give some context to the research project. Evaluators are developed from police officers and police staff rather than being selected because of specialist skills. The main course used to prepare them is a two week CENTREX course, but the delivery of this course is currently suspended. The level of evaluation and research expertise, in the police service, is dependant upon the self-developed evaluation staff, which is hampered by the police staff internal rotation (tenure) and promotion policies.

The quantity of courses to be evaluated is very large and the resources available to undertake that evaluation very small. A national police training evaluation process and strategy is emerging but is not yet active or producing national evaluations. Evaluation reports are not generally shared or published which means they are unlikely to be subject to review or academic criticism. The client/contractor distinction, ensuring that evaluation is carried out on behalf of the training client rather than the contractor/supplier, is not widely recognised. The major shared research methodology is the Kirkpatrick four level model, but the majority of forces complete research only in the lower levels. The current situation therefore represents a considerable opportunity for change in the police training evaluation establishment.

### **1.3.2 Training police officers in diversity**

The remainder of the chapter will describe the context and significance of the study in relation to police training in Diversity<sup>12</sup>. The significance of the Diversity Training Programme and its subsequent evaluation can only be understood in context with a background of police diversity training and its evaluation.

Training in social studies and specific race training was added to the police training curriculum between 1965 and the present day. Unfortunately during the early interventions there was no evaluation department or desire to develop an independent view of initiatives. It was left to the individuals undertaking the initiatives and senior officers reporting on progress of their departments, to report details of the intervention and adjudge its effectiveness.

One would imagine that the main watersheds in the development of social and race training would be the Scarmen report and the Stephen Lawrence (Macpherson report), following the Brixton riots and death of Stephen Lawrence.

Such major events are likely to promote radical change, based on and supported by each report's recommendations. It would follow then that the major changes in police training, and the major radical initiatives, could be expected to be undertaken following such reports. However this does not appear to be the case.

Many radical initiatives pre date the reports and their respective recommendations. That is not to say that the events that produced the enquiries did not provoke these initiatives, but it appears that the initiatives were ignited by the anticipated outcomes

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<sup>12</sup> The definition of "diversity" has expanded from race and gender to include religion, age and physical capabilities, the definition of Diversity training has expanded with it and refers to any training which provides racism or cultural diversity awareness.

of the enquiries. It has often been identified that police react to incidents, which is sometimes referred to as knee jerk policing, what is not so commonly identified is the efforts of police management to pre-empt critical reports anticipating their recommendations prior to the delivery of the enquiry report. Such initiatives allow the organisation to deflect criticism from such reports by citing changes that have already taken place and suggesting that recommended actions have already been completed of the organisation's own accord.

The remainder of this chapter details developments in police diversity training in a chronological order. It should be noted that although the Metropolitan Police Service seem to appear frequently in this chronology, this is as a result of their innovative practices rather than any research focus.

In 1945 the MPS recruited a press information officer with a view to improving its public relations. The 1950s saw the setting up of the first Community relations departments; the initiation of training to help officers deal with members of ethnic minorities and the first recruitment initiatives from among ethnic minorities themselves.

However even by 1952 the view of the importance of public relations did not appear to have affected the training of police officers. Charles Reith (1952) in his study of the origins of the police claimed that "It can be said of police training schools that the recruit is taught everything except the essential requirements of his calling, which is how to secure and maintain the approval and respect of the public whom he encounters daily in the course of his duties." (Reith 1952; p.ii)

Thomas Christopher Williams (1962), in "*A chief Constables View*" identified that the main strength of the police comes from public opinion. He suggested that deterioration in public confidence in the police was due to changes in public morality and the ability of the law to reflect the changing public view, rather than reflecting any deterioration in the police themselves (Williams 1962). In the same year the Royal Commission on the police made recommendations leaving chief constables to implement arrangements to improve informal and formal contacts with the public and good public relations. By the mid 1960s community relations officers began to appear in many areas of high immigrant population.

In 1965 the concept of man management (sic) was introduced into police management training at the police staff college. The training included a link between the demands of the public and the requirement for versatility in policing (Poole 1986). Poole also described the police training environment at that time as "punitive" with a militaristic atmosphere encouraging "depersonalisation and desensitisation" (Poole 1986; p.77). No account was taken of individual's ability to absorb knowledge at different rates, performance was assessed subjectively but despite this Poole states that "in terms of comparison with educational practices elsewhere, police training compared favourably with the general education system." (Poole 1986; p.77).

In 1968 the MPS established its community relations branch which was responsible for the new 'Juvenile Bureau' and race relations. In 1969 in the publication of '*Colour and Citizenship*', Rose E (1969) called for officers to be trained in the controversial and problematic aspects of policing as they related to the social role of the service and the relationships between police and community.

Between 1969 and 1971 a Working Party on Probationer Training was formed with terms of reference to ensure that the officers understood their role in social and humanitarian terms. The working party emphasised the need for knowledge of some sociological and psychological topics including perception and attitude. The social, behavioural and constitutional studies were to be called social studies and would encompass the first three weeks of the initial training course.

A Police in Society Seminar followed in 1971, conducted by the Police Federation. This focused on the developing role of the police in a changing society. In the report of the seminar Tom Critchley from the Home Office stated that:<sup>13</sup> “One of the reasons for setting up the working party on training the police in race relations was the fear that the police being uncertain and tentative in an unfamiliar situation tended to over-react. Most police try to treat coloured people in exactly the same way as they treat white people but nevertheless I think that the fundamental difference is that the police and the indigenous population have grown up, each understanding the traditions of policing in this country, an understanding that coloured people can not possibly have.” (Critchley 1971; p.7)

In the same year (1971), Social Studies training was introduced in the MPS, as the first three weeks of the Police Constable initial training course. The course was extended by three weeks, to sixteen weeks, to accommodate the new training. One week of the sixteen was spent in practical learning situations in the workplace. Police officers, some with related degrees, presented the topics to classes of about 20 officers. There was no testing of the subject matter in social studies, a situation described later by Poole (1986; p.78), as the “final blow that led to its ultimate failure”. Between 1972 and 1977 the responsibility for the delivery of Social Studies

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<sup>13</sup> In a writing style that seems incredibly racist to contemporary readers

Training became that of general police trainers rather than specialist police trainers and was reduced to two weeks in duration.

In 1971/2 The House of Commons Select Committee on Race Relations and Immigration made recommendations regarding police and community liaison; they specifically endorsed the concept of community relations and stressed the importance of ensuring that the right person was appointed to act as a liaison officer.

Between 1973 and 1981 the Social Studies input, delivered by the MPS, was spread throughout the initial training course rather than being in a two week block. The name of the studies was changed to Integrated Police Studies; as the name suggests the Social Studies content was integrated with general police training rather than being a separate subject.

In 1976 Martin Chesler introduced a number of concepts that Christmas (1983) claims influenced the development of race training within the Metropolitan Police. He recognised that benign contact between different racial groups was a factor in formulating a balanced perception of other group's sub cultures. He believed that restrictions on the successful implementation of community and race relations training policy will make co-operating organisations cynical and likely to join pressure groups critical of the police. Ultimately Chesler's warning was not heeded. Despite the initial co-operation of the police with the National Centre for Industrial Language Training, restrictions on the quantity of training delivered and ultimate rejection of the co-operative participation model, resulted in disaffection manifested in the criticisms of Christmas (1983), (see below).

Schaffer E, and Poole L, (1978) suggested that topics were being inadequately handled by police trainers, with complex concepts detracting from the relevance of the instruction. This seemed to be underpinned by observations in their report that some regarded training in social studies as time wasted.

In 1979 Alex Main from the University of Strathclyde was asked to review the teaching methods employed in recruit and probationer training in the Metropolitan Police. He recognised that many new techniques were being used in the training of police officers. He made recommendations including the development of a training manual and the increased use of practical training as opposed to robotic training. However in his review he also recognised some very dubious practices of police trainers/instructors. He stated that they were: punitive about minor breaches of discipline; they called into doubt individual's ability to be a police officer; they consistently cited expectations of failure and they dismissed the chances of success for females; all of which he identified as harmful to the growth of self confidence.

In March 1981 before the Brixton disturbances a working party was formed by the MPS to examine and report on all current methods of formal and informal behavioural training for recruits and probationers. The working party findings resulted in the development of Human Awareness Training (HAT).

In early 1981 the National Centre for Industrial Language Training carried out a series of training experiments in which 290 police officers received training. The initial interest in using the Centre was local and resulted in the presentation of material concerning cultural perceptions and communication analysis. This input used the centre personnel as visiting speakers delivering general training rather than training developed specifically for the MPS. This caught the attention of The

DAC Training and it was decided that the next evolution of the training would relate to training specifically developed for the MPS rather than a continuation of this general training.

In 1981 there were the first of two serious disturbances in Brixton. The National Centre for Industrial Language believed that the pressure on the MPS to act, following the disturbances, led to the police management particularly at Hendon seeking out established answers from recognised sources, in preference to their radical approach. They continued to present training in the post initial phase of police training but they were not involved in the development and delivery of Human Awareness Training, (HAT).

Holdaway (1981) and Southgate (1982) both suggest that the lower police ranks distort the intention of the policy makers in the police service. They both contend that the lower police ranks subvert the intentions of the senior managers because they do not share their views.

Between January and June 1982 the Centre for Industrial Language Training, funded by the Manpower Services Commission undertook a project to research training need, design training materials and deliver pilot courses in anticipation of a large scale input into future police, post initial training. The research with both police and the community led to the development of a stop search video and role plays consisting of police and local "Black youngsters" enacting a part of their actual experience, (Christmas 1981). In addition to the development and delivery of training the intention of the centre was to provide the police with a model of training development that allowed them to develop their own training in conjunction with the community. This is particularly significant as this technique was not to be

reintroduced until the early stages of the diversity training programme where many aspects were mirrored by the techniques used by Jerome Mack, Shelly Collins and Robin Oakley some 15 years later.

The Industrial Language Training Services provided language, communication and race awareness training through a network of small specialist units, situated in major urban centres, with a high minority ethnic population. They were committed to providing tools for ethnic minority groups to have more control over their own circumstances and to look at intercultural behaviour and interaction, in order to peel away elements that disadvantage members of ethnic minority groups. They tried to achieve this by "bringing the two sides of the intercultural change together in active co-operation." (Christmas 1981; p.1)

It is interesting that the NCFILT identified the main flashpoint, (trouble spot), as the interface between young Black people (17-21) and the police, particularly around issues of stop and search. These issues appear similar to those of today.

In 1982 Christmas (1983) evaluated the effects of the training supplied by the National Centre for Industrial Language Training. The report was critical of the MPS approach to the development of awareness training. The author felt that the MPS was responding to the Brixton riots by looking for tried and trusted methods from the USA rather than developing what they had already started: a radical approach with the centre.

The Police Training Council set up a working party in January 1982 to review the first two years of a police officer's training with particular reference to the Scarman recommendations. The final report of the working party made recommendations as

to the size and content of the national probationer training course. The MPS was recognised as having its own system of probationary training, which was at this time longer than the national model and also longer than the recommended model. The report states that because the MPS had just completed a major three year review of their probationer training programme, it would be unfair to expect them to introduce a raft of new recommendations. They were expected to comply with the spirit of the recommendations.

The Human Awareness Training was introduced as the result of the MPS working party in March 1981. The training was designed by MPS trainers with a background in behavioural sciences together with psychologists. The HAT training contained material on handling conversations and dealing with people, managing encounters with the public, improving self awareness and a knowledge of community relations and awareness of different cultures. The HAT training accounted for approximately one quarter of the 20 week initial course.

Bull and Horncastle from The Department of Psychology, North East London polytechnic, were asked to evaluate HAT training under the auspices of the Police Foundation, paid for by the MPS. Bull and Horncastle evaluated the HAT training over the next 5 years. In their first interim report they found that there were few or no aims and objectives to the training, which was intended "to improve the social skills of officers." They recommended that the training had more assessment, more community relations elements, more realistic role play and better training for the trainers. They questioned officers about the benefits of HAT and found that "Although many comments were critical they are retrospective and not reflective of the many improvements in the training." (Bull and Horncastle 1983; p.8)

Bull and Horncastle (1983) complained that they were not commissioned to undertake the evaluation before the design and initial delivery of HAT training had been completed. They were concerned quite rightly that they could not compare the old training (Social Studies or Integrated Police Studies) with the new HAT training.

They used a basket of methods to evaluate the training, the main initiative being the use of four psychometric tests, on social avoidance, self esteem, interpersonal relations and personal profile. The only statistically significant result found was in relation to the avoidance questionnaire. This showed that trainee police officers became more confident after training and less anxious as they gained in experience. This was defined as the result of HAT training, but there is little evidence of cause and effect. It may have been due to the effect of the initial training course and experience as a police officer, an uncontrolled variable unacknowledged by the researchers.

The recommendations made by Bull and Horncastle were implemented over this period 1982-1985. These changes were evaluated in the longer term evaluation (phase two) which was completed in 1988.

Hubbard and Stoll (1984) undertook a review of the Race Awareness Training, provided by the Metropolitan Police. They found that all race training was based upon four modules: individual and group behaviour; race, ethnic and inter-group relations; aspects of discrimination and contact and future strategies. They warned that the delivery of the training does not enable the organisation to say, "We have done it", but that such training requires reinforcement. They suggested in-force courses for Constables and Sergeants. Importantly they support this with the contention that: "Much of the information given will probably be negated through

either ignorance or ill will by the role models. The canteen culture met by the recruits on arrival on division.” (Hubbard, Stoll 1984; p.2).

Phase two of the HAT evaluation took place in 1988. Bull and Hardcastle worked with two Metropolitan Police officers Jones and Mason to evaluate the impact of HAT on officer performance. They described their evaluation as encompassing, process, impact, formative and comprehensive evaluation. Once again multiple methods were used, the main part of the research consisting of an assessment of officer’s actions at real events observed by the police officers on the evaluation team.

The evaluation found that complaints had reduced for people trained under the HAT regime by 17% and that the information from supervisors was positive.

The evaluation was designed to identify the extent to which officers put HAT skills into practice on the streets. The final evaluation outcome was curiously positive, despite generally negative results: “There is little evidence that concepts and skills which policing skills training seeks to impart to recruits is significantly undermined by the recruits operational experience.” (Bull et al 1988; p.8).

The major element of this evaluation was the observation of 432 incidents/meetings between the police and the public, which involved HAT trained officers. Bull and Horncastle state that many of these incidents did not test or require the skills or application of concepts taught during the HAT training. Although they recognised this limitation of their research process, it was rather understated. One in six of the incidents involved people asking for the time, or some similar enquiry. The vast majority involved traffic offences. They state that, “On the rare occasions that

members of the public were either verbally hostile to the officer or lacked deference the officer was rarely provoked to behave in a similar manner” (Bull et al 1988; p.6). They identified this as an outcome of the HAT training, but it could as easily be the effect of the military style discipline at the Training School; an uncontrolled and unrecognised variable in their results.

It is interesting to note that the reports of Bull and Horncastle became more positive the more time they spent on the project. Even their descriptions of the development of the project changed. In 1983 they described it as a training process designed by police officers with experience of behavioural science; by 1988 it was developed by police officers with experience of behavioural science in consultation with psychologists. Bull identified that HAT’s greatest achievement was “the integration of policing skills into police study rather than as separate entities which could be seen as different from real policing” (Bull 1985; p.116). However it could equally be argued that this was achieved between 1973-1981 when Social Studies became Integrated Police Studies.

It could be suggested that Bull and Horncastle may have been influenced by their part in the development of HAT training. This perception, even if not true, is one that accrues from the length of time spent evaluating HAT. It may be that formative evaluation, conducted over a long period of time, gives some ‘ownership’ of the training to the evaluator. This militates against summative evaluation being done by the same individual, as it compromises perceptions of their integrity, if not their objectivity itself. This could affect the evaluation of the Diversity Training programme and any evaluation with formative and summative evaluation strategies.

The next step in the development of diversity training was directly related to the development of the Diversity Training Programme and therefore is contained in the history of the programme in chapter 5.

This review has identified several issues. One of the striking features of the background of diversity training in the police service is its limited application to experienced police personnel. It seemed to focus mainly on the training of new police officers. The training initiatives seem to develop from having an external influence, or being delivered by a body independent of the police service to being an internal police run and managed training event. This process usually leads to disaffection in the independent body and criticism of the police.

Evaluation seems to have been a problematic issue, the access allowed by the police to the training was not always to the requirements of the researchers. The evaluation took long periods of time, HAT evaluation being over 5 years in length, and the results were far from conclusive. There is a clear need for the development of a better process for the evaluation of diversity training.

The current situation therefore represents a considerable opportunity for change in the processes applied to the evaluation of diversity training.

#### **1.4 Ownership of the study**

In January 2000, the Metropolitan Police Director of Training and Development, Commander Dick Cullen, contracted a number of research projects in order to respond to the deficiencies in diversity training identified by the HMIC in 'Policing London - Winning Consent.' One of these was the development of a Diversity Training Evaluation Strategy (Cullen 2000; p.1).

I completed a proposal for the evaluation of the Diversity Training in February 2000. The proposal summarised the development process of the training and the relevant influences to date. The previous evaluations and training needs analysis, completed by Consultancy Group, were reviewed and the Consultancy Group project lead interviewed; in order to identify good practice to be built into the future strategy. The proposal recommended a review of the current state of the Diversity Training Programme and the development of a Diversity Training Programme Evaluation Strategy.

The proposal led, in June 2000, to an options paper for the evaluation of the Diversity Training Programme. Four options were given ranging from a small internal study to a large independent study; Commander Cullen selected a large internal study because of the importance he placed on diversity.

I undertook the initial proactive and clarification<sup>14</sup> evaluation and then wrote the MPS Diversity Evaluation Strategy. This was finally agreed in December 2000, at which time it was sent for consultation to all the MPS staff associations, police senior management, Independent Advisory Group and the Commission for Racial Equality. At this time I was the only training evaluator working for the Quality Assurance Unit of the Directorate of Training and Development and had sole responsibility for this project. The proposal, options paper and MPS Diversity Evaluation Strategy were all published in my name and were my work alone.

In July 1999 I had submitted a thesis proposal to Hull University. The proposal had a working title of, "Quality Assurance and Evaluation Systems applied to police education and training: In search of effectiveness". This was accepted as the basis

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<sup>14</sup> These terms are explained in chapter 2.

of my study for PhD at Hull University in August 1999. As the result of the requirement for me to do a two year evaluation of the Diversity Training Programme I discussed with my PhD supervisor changing my thesis to focus on the evaluation of the Diversity Training Programme. This resulted in a new proposal which was submitted on 10<sup>th</sup> April 2000 with a working title: "An evaluation of the Policing Diversity Training Seminars". At this time I was still working alone on the project.

#### **1.4.1 Colin Riley**

The quantity of work required by the evaluation proposal made it impossible for it to be completed by one person. I originally asked for two members of police staff to assist in the evaluation once the work started in earnest in 2001. Colin Riley was attached to the Quality Assurance Team to work on evaluation in 2000. He was attached to this project to assist me in 2001. Colin Riley understood that the project had already been proposed and planned, that it was central to my PhD and that he was assisting me to carry it out. Colin Riley is not undertaking any course of study relevant to his help with this project. His assistance to the project particularly at the latter stages was invaluable.

#### **1.4.2 Portsmouth University**

A colleague of mine at the Training Standards Unit gave me the contact details of Mr. Nathan Hall at Portsmouth University. Mr. Hall wanted to collaborate with the Metropolitan Police Service in order to offer his BSc Criminology and Criminal Justice students some real research on which to base their final dissertation.

A collaboration agreement was made on 3<sup>rd</sup> September 2002, between the MPS and Portsmouth University. The agreement identified that the Metropolitan Police Service was committed to developing robust systems of evaluation encompassing

the use of independent researchers and would benefit from the collaboration by enhancing its openness and accountability. Portsmouth University would benefit by giving its students the opportunity to undertake real field research as a basis for academic study.

It was agreed that Portsmouth University would arrange for an appropriate number of students to attend relevant venues in order to conduct interviews of diversity training students using a set STARR<sup>15</sup> process. I agreed to arrange 15 interviews at the appropriate boroughs and accompany student interviewers to venues to support the research. It was further agreed that I would supply details of the Diversity Training Programme and its background and that the students would supply typed summaries of their interviews within 14 days of the interviews. This led to the use of 6 University Students undertaking interviews of police officers. In addition, toward the end of the project two students were asked to scrutinise 3 reports.

Portsmouth University stipulated that this was not a joint project and that the students involvement was strictly limited to assisting with the tasks shown above. Ownership of the evaluation lay clearly with the Metropolitan Police.

The use of Portsmouth University students to undertake these interviews did not make it a Metropolitan Police and Portsmouth University project. The student's involvement was strictly limited to the tasks shown above.

#### **1.4.3 The evaluation team**

It was of concern to me that the evidence drawn from the largely qualitative borough interim reports should be viewed by people from diverse backgrounds, who may

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<sup>15</sup> The STARR interview process is explained in full in 4.2.6.2, Applied Methodology.

have different perspectives from me or my evaluation research colleague Colin Riley. A member of the police staff and a police officer, Tracy Ampah and George Rhoden, agreed to assist by scrutinising the borough interim reports prior to publication. George Rhoden requested that an independent, non-MPS, member of the scrutiny team be added who also had some knowledge of the Diversity Training Programme. As a result John Azah from Kingston Race Equality Council was added to the evaluation team to scrutinize reports.

The only additional people used in the evaluation were David Williams, a member of the MPS (TSU) Quality Assurance Team and an experienced proof reader, who proof read most of the evaluation reports. Ian Ellis and Caroline Murray, managers of the TSU, were additionally used as proof readers.

In the final report of the evaluation all of these people were all listed as a part of the evaluation team, so as not to detract from any individual's role.

### **1.5 Conclusion of chapter one**

This chapter has described the police training evaluation establishment as it existed at the start of this project. It identified the difficulties faced by police evaluators in developing evaluation strategies and methodologies to evaluate the vast police training establishment. It discussed how the role was made more problematic because of the lack of training provision and limited time available to develop evaluators whilst in post.

The chapter identified that the Kirkpatrick (1998) four level model is used as the default methodology for most police training evaluations. It discussed the link between this position and the lack of evaluator training provision. The chapter also

introduced the background to the Diversity Training Programme, a short history of police diversity training and an explanation of the environmental factors that made the programme and its evaluation such a significant project.

## **CHAPTER TWO**

### **LITERATURE REVIEW**

#### **2.1 Introduction to the literature review**

The first section of this chapter will define evaluation then discuss training evaluation and programme evaluation. This discussion will examine whether training evaluation is an element of programme evaluation or a separate branch of theory. This part of the chapter will use the literature to explain the basis of the project, to apply programme evaluation theory to a training evaluation.

Three branches of evaluation theory that are important to the development of programme evaluation methodology and specifically to the evaluation of the Diversity Training Programme will be considered: Educational research theory, theoretical approaches to training evaluation and theoretical approaches to programme evaluation. This literature review will begin to present the rationale for the project which will then be expanded in chapter three.

#### **2.2 Potential differences between training evaluation and programme evaluation**

A very simple definition of evaluation is given by Scriven (1997; p.490) who describes evaluation as “trying to determine the worth, merit or significance of something.” Bramley (1997; p.4) agrees describing evaluation as “the process of establishing the worth of something”. Evaluation at its simplest level is the measurement of value or the act of judging the value of something.

A programme is defined by Smith (1989) as a set of planned activities directed toward bringing about specified change(s) in an identified and identifiable audience.

He identifies two programme components: a documented plan and that plan in action.

Owen and Rogers (1999; p.24) state that evaluation language speaks of a “theory of action or programme logic,” which provides a series of links between the plan in action and the outcomes of that action. A programme is then defined as a plan and action designed to cause an effect. Owen and Rogers (1999) suggest that there is an assumption in programme evaluation that those responsible for programme planning have sufficient knowledge of the phenomenon at issue, to identify the causal linkages in ways that can be disseminated to those with an interest in the programme. This assumption is however increasingly being tested and therefore challenged by proactive evaluation, a type of evaluation that will be discussed later.

Funnell and Lenne (1989) describe educational programmes as one of the five different forms of intervention that can be encompassed within the description of a programme. It can therefore be argued that educational or training evaluation projects are programme evaluations. Such projects are subject to a documented plan or plans; that plan is applied in a classroom or through information technology or in the workplace. The activity is intended to achieve student outcomes and the link between the activity and the outcomes is the training or educational activity.

Saville Kushner (2000) supports this definition. He describes a programme as a significant event, “an attempt to put certain policies or ideas in to action by dedicating resources to a specified purpose, creating responsible roles, giving it management structure and a form of organisation,” (Kushner 2000; p.2).

The key to the difference between specific training evaluation theory and the application of programme evaluation theory is one of context and time. Evaluation as a professional area of expertise has developed from attempts to improve the quality of education. Bramley (1996), identifies three phases to this development. He states that early attempts at evaluation emphasised measurement and testing, assessing whether pupils had learned what might have been expected. Sometime later, objectives were introduced to control the curriculum and this enabled evaluators to assess the extent to which those objectives had been achieved. The last phase is presented as the more modern approach to evaluation which “acknowledges that views of strengths and weaknesses of particular programmes will differ” according to the individual and their connection with the programme, (Bramley 1996; p.129). This last phase suggests that evaluation should be responsive to the views of the respective interested parties, the contractors who run the programme, the beneficiaries who profit from the programme or use the programme in some way and any victims who suffer because of the programme.

This aim of this project could be described as the application of modern evaluation theory to a police training evaluation. The training that is the target of the evaluation could be redefined as a change programme and its evaluation could be extended to encompass outcomes of the programme. The evaluation could aim to identify effects of the change programme on the ‘interested parties’, such as associate trainers and interface volunteers and members of the public in general. Such a redefinition would make programme evaluation methods appropriate to the evaluation of the change programme. However such a redefinition may lessen the impact of the project, as its outcomes may be seen by police evaluators as relevant to programme evaluation and would not therefore impact on police training evaluation.

Rather than redefining the research in this way it is a far more simple proposition to sub-divide the evaluation literature into training evaluation theory (theory that is specifically designed or adapted for the study of training) and programme evaluation theory (theory that is designed for the study of social programmes). Once this distinction is made it enables the proposition that programme evaluation theory be applied to a training evaluation. I discussed this project with Saville Kushner (professor at University of West England, Bristol) at its inception in 1999 and he did not raise any concern over the proposed research agenda but supported me and encouraged me to undertake the project (for which I am very grateful.)

Through academic and educational research I developed an appreciation for the need for the philosophical underpinning of research methodology. It is my opinion that the stance of a researcher and its coherent explanation are essential to good research and equally so good evaluation. The first part of the literature review reflects position and explains this opinion.

### **2.3 Educational research underpinning evaluation theory**

This portion of the literature review will begin with an explanation of the concept of a research paradigm and its general impact upon the selection of a research methodology. It will identify the reasons why a researcher's stance and its explanation is essential to the research process.

#### **2.3.1 The paradigm**

A paradigm is a conceptual framework made up of constructions of phenomena, theories and concepts into a coherent whole. A research paradigm contains or encompasses, and is underpinned by, an ontology and epistemology; it can also prescribe a view of human nature and a particular research approach.

Green and Caracelli (1997) describe an enquiry paradigm as, "a set of interlocking philosophical assumptions and stances about knowledge, our social world, our ability to know that world, and our reasons for knowing it, assumptions that collectively warrant certain methods, certain knowledge claims, and certain actions on those claims. A paradigm frames and guides a particular orientation to social enquiry including what questions to ask, what methods to use, what knowledge claims to strive for, and what defines high quality work." (Green and Caracelli 1997; p.16).

A paradigm therefore creates a theoretical model or process which the researcher will use to view the world or which expresses the researcher's conception of the world: their ontology. In this sense ontology deals with the nature and essence of things. It could be described as a world view (Cohen and Manion 2000) or more appropriately a theory of how the world is constructed and perceived. Different research paradigms or approaches are underpinned by different views of the world. A realist for instance might see the world as concrete and permanent consisting of a reality understood by many individuals; whereas an interpretivist may see the world as dependent on each individual, a perspective held in the minds of each individual.

Epistemics is the study of knowledge, its acquisition and communication. An epistemology is a theory of knowledge, it provides context for the aim of the research and it determines what can be discovered and puts some value on its discovery. One aim of a scientific study, for instance, is to provide knowledge of the world in the form of causal laws, when one thing occurs another will happen.

Hitchcock and Hughes (1995) suggest that there is a causal link between each of these issues. They believe that ontological assumptions give rise to epistemological assumptions which in turn give rise to methodological considerations, leading to issues of instrumentation and data collection. This is represented graphically in figure 2.1 below

**Fig. 2.1 Paradigm theoretical/causal hierarchy (Hitchcock & Hughes 1995; p.21)**



The paradigm is not some grand theory that sits aloof of the researcher's activities, it is the foundation or basis for that activity. Its influence touches the whole research process from the planning of the evaluation process to the writing of the final evaluation report.

### **2.3.2 The researcher's stance**

The paradigm that a researcher has chosen to work within guides and sets limits to the research activity. Some research paradigms strongly prescribe certain methods, for instance, the positivistic paradigm is linked almost exclusively to scientific enquiry and experimental methodology. On the other hand the adoption of a different paradigm, such as anti-positivism would disqualify the use of the same methodology.

Patton (1997; p.267) sees a paradigm as being deeply embedded in the social structure of its adherents and practitioners, telling them what is important, legitimate

and reasonable. He describes the ability of paradigms to tell the researcher what to do, without the need for long existential or epistemological considerations, as both their strength and their weakness. For as much as the paradigm supports the research by underpinning the evaluation practice it also “hides the rationale for the action in its unquestioned assumptions.”

He thus presents a negative view of a research paradigm: “A paradigm is a world view, built on implicit assumptions, accepted definitions, comfortable habits, values defended as truths and beliefs and projected as reality (Patton 1997; p.267). This could be seen as a radical view of a paradigm, or even a radical's view of a paradigm, but it points out a fundamental flaw in presenting research as completed to one model or another without sufficient examination and explanation of a researcher's stance. The flaw is that by default a researcher working in one paradigm or another adopts along with the paradigm the rules, philosophy and limitations of that paradigm either knowingly or unknowingly and may well go along with beliefs that they would not otherwise have shared.

It is only when the standpoint of the researcher is made clear, particularly the philosophical underpinning of the research, that the appropriateness of the methodology can be judged. Failure to identify the philosophy behind the research will lead to problems in critiquing the research and identifying its relative value, which may affect the ability of other researchers using it in their literature reviews. As Khun states (1970; p.46) paradigms “may be more binding and more complete than any set of rules for research that could be unequivocally abstracted from them.”

Scott and Usher (1996) recognise the need for depth in terms of methodological considerations. They suggest that research methods taken in isolation from the

researcher standpoint and methodology trivialises educational research debate: “The concentration of purely practical issues and problems leads to an excessive emphasis on methods and techniques... the consequence is a trivialisation of educational research.” (Scott and Usher 1996; p.1). This position is supported by Rudner (1966) and Chen (1990) who explains that theory provides not only guidelines for analysing phenomenon but also “a scheme for understanding the significance of research findings”, (Chen 1990; p.17).

Clarke (1999) goes further: he believes that understanding the philosophical and methodological debates pertaining to paradigms and research is “imperative,” as it is “only by appreciating the strengths and weaknesses of various methods that the evaluator can be expected to formulate an evaluation design and research strategy capable of producing meaningful findings,” (Clarke 1999; p.35). The understanding of research paradigms and their philosophical underpinning is therefore essential to the development of appropriate research methodology. An inappropriate methodology may result in misleading results, which can influence decision makers and result in poor decision making in relation to the management of the subject of the research.

Not all authors agree with this proposition, Miles and Huberman (1984) encourage evaluators to concentrate on the research and leave the philosophical arguments to others. At the very least a researcher (including an evaluator) needs to recognise the paradigm that they are working within and/or be very clear about the philosophical underpinning of their research or evaluation.

## **2.4 Theoretical approaches to training evaluation**

### **2.4.1 The Kirkpatrick Four Level Model**

Kraiger (2002) states that it is important to contrast new ways of thinking about evaluation with traditional standards. The remainder of this chapter will follow this lead and present the Kirkpatrick Four level model, followed by the adaptations made to modernise the model, then move on to some more modern evaluation process developed in the field of programme evaluation.

Although referred to and presented by Kirkpatrick as a model of evaluation, the four levels actually originated in 1959, as a set of practical suggestions by Donald Kirkpatrick to members of the American Society of Training Development (ASTD) during his time as ASTD president. Kirkpatrick states that he is not sure where he got the model from but he thinks it “originated with work on my Ph.D. dissertation at the University of Wisconsin,” (Kirkpatrick 1998; p.XV). Since then the model has gained what Kraiger (2002) calls, model-like status, becoming a part of everyday vernacular of training practitioners.

Kirkpatrick's four levels of evaluation have remained the same from its inception to the present date. The model is shown at fig 2.2 below:

**Figure 2.2 The Kirkpatrick Four Level Model (Kirkpatrick 1998; p.19 & 76)**

Level 1 Reaction	- how participants react to the programme
Level 2 Learning	- what participants learned from the programme
Level 3 Behaviour	- whether what was learned is being applied on the job
Level 4 Results	- whether that application is achieving results

A level one enquiry is intended to identify the reaction of participants to the training. It is described as a level of “customer satisfaction”. Kirkpatrick (1998; p.19) explains, “it is obvious that reaction had to be favourable if we were to stay in business and attract new customers as well as get present customers to return to future

programmes.” Even in ‘in-house’ compulsory training Kirkpatrick contends that a student’s reaction can make or break a training programme. The reason for the need of a positive reaction is therefore that “the future of the programme depends upon a positive reaction” (Kirkpatrick 1998; p.20). Kirkpatrick concedes that a positive reaction may not ensure learning, but a negative reaction almost certainly reduces the possibility of it occurring.

A level two evaluation identifies learning which is defined as “the extent to which participants change attitudes, improve knowledge and/or increase skill as a result of attending the programme” (Kirkpatrick 1998; p.20). Kirkpatrick points out that some trainers say that no learning has taken place unless there is a change in the workplace. Whereas the model identifies learning as: attitude, skill or knowledge increase/improvement/change, which must take place if a change in behaviour is to occur.

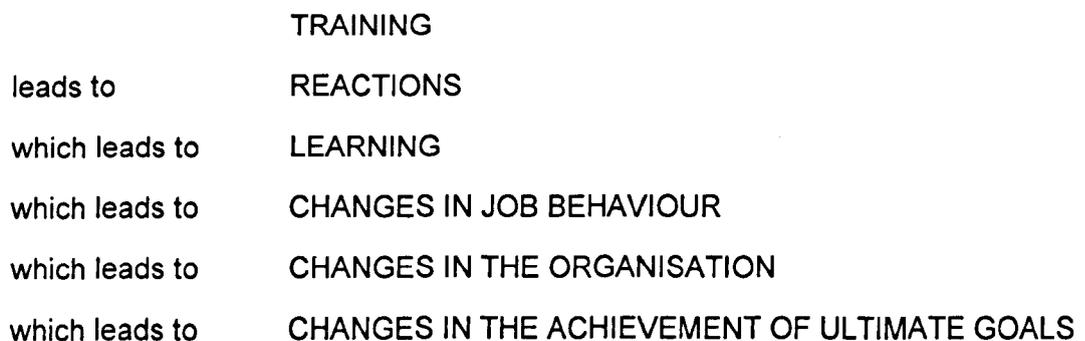
A level three enquiry relates to behaviour and specifically to behavioural change which has occurred as the result of the participant attending the training programme. Kirkpatrick (1998) also uses the expression “transfer of training” to refer to behavioural change that occurs after training (in a classroom) and is transferred by the individual to the workplace. Kirkpatrick (1998) points out that a training programme can accomplish the first two requirements for change to take place: “creating a positive attitude toward the desired change and teaching the necessary knowledge and skills,” (Kirkpatrick 1998; p.21). However he identifies that change itself relies on the “right climate” for change and the rewards a person receives for changing, both extrinsic or intrinsic. He states that the right climate refers to the participant’s supervisor. He suggests that it is obvious that “there is little or no chance that the training will transfer to job behaviour if the climate is preventing or

discouraging” (Kirkpatrick 1998; p.22). Effectively, he is suggesting that unless the climate is neutral or positive then change will not take place.

A level four enquiry relates to results that occurred because the participants attended the programme. Kirkpatrick gives a list of things that may represent final results: increased production, improved quality, decreased costs, reduced accidents, increased sales or higher profits, (Kirkpatrick 1998; p.23). He also points out that some programmes do not produce “tangible results, which can be measured in dollars and cents,” (Kirkpatrick 1998; p.23) this would apply to diversity training. He further states that it is difficult, if not impossible, to measure final results for programmes on such topics as leadership, communication, motivation, time management, empowerment or managing change.

Kirkpatrick (1998; p.19) states that “each level is important and has an impact upon the next level, with the process becoming more time consuming (as the levels increase) but providing more valuable information.” This view is similar to Hamblin (1974) who explains that “there is a cause and affect chain linking the five levels of training effects” (Hamblin 1974; p.15). Hamblin’s view is explained further in his model Fig. 2.3 below:

**Fig 2.3 Hamblin’s (1974) Cause and Effect Chain**



Kirkpatrick states that level 3 and 4 enquiries should not take place without a level 1 and 2 enquiry because if they did and there was no behavioural or organisational change, we would not know whether it was the result of poor trainee reaction, an ineffectual training programme or because of the wrong job climate and lack of rewards, (Kirkpatrick 1998; p.19 & 22). Kirkpatrick states that the four levels should be evaluated in order, "first we evaluate reaction, then we evaluate learning, behaviour and results in that order" (Kirkpatrick 1998; p.24). He recommends that reaction is always undertaken because it is easy to do; other levels should be proceeded to if staff, time and money are available.

Nick Tilley (2005) in a presentation to the UK Evaluation Society suggested that as most people (evaluators) continue to use and prescribe the empiricist model of evaluation rather than share his view of evaluation (emergent realism) then the dominant view must be right. This common sense approach to the analysis of quite complex theoretical argument seems a little naive, however 'Occum's razor' is based upon the same premise, all things being equal the simplest explanation is the right one. In the same way Kirkpatrick's four level model of evaluation has been used extensively since the 1950's as a theoretical framework to support training evaluations. It has been added to, amended and criticised by others but still provides a common evaluation language and a framework utilised by many training evaluators. In spite of the criticism discussed below it may be appropriate to accept that by and large the Kirkpatrick model may be a valid approach.

The reason for the popularity of this model of evaluation is probably based on its simplicity and the ease with which it can be practically applied (Allinger and Janak 1989), together with the ease with which it can be explained to training managers. Kirkpatrick (1998) gives many examples of how the different levels have been

evaluated in various case studies; he does not however prescribe how the evaluation should be undertaken. He does not appear to support one paradigm over another and in fact his framework, (the four level model), can support qualitative or quantitative methodologies. Kirkpatrick (1998) advises that while some training managers may require proof of positive outcomes others will be satisfied with evidence of such an outcome, he feels evaluators should be "satisfied with evidence because proof is usually impossible to get." (Kirkpatrick 1998; p.66). The model could be categorised as an appropriate support framework for the application of multiple methods, as a result as methods have changed and evolved the model has remained relevant.

The widespread use of the Kirkpatrick four level model may well have acted rather like a dominant paradigm preventing criticism of its assumptions. It is only in the last twenty years that critiques of the model have emerged.

Although described by Kraiger (2002) as developing model like status, and indeed being used as a model by many practitioners, the validity of referring to Kirkpatrick's four levels as a model has been challenged by both Kraiger (2002) and Holton (1996). Holton argues that it lacks the true rigour of a scientific model, and is instead a taxonomy of learning outcomes. Whilst it may not technically fulfil the requirements necessary to be described as a model I will continue to refer to as a model for ease of description.

Alliger and Janak (1989) criticise three assumptions contained within the Kirkpatrick approach: that each succeeding level is more important than the last; that each level is caused by the preceding level and that changes in levels are correlated with each other. Kirkpatrick states that each level is more important than its predecessor but

does not explain why. He seems to contradict himself as he states that the value of research at each level is largely dependant upon the views of the research client. Therefore if the research client values research at levels one and two, a not uncommon phenomenon, then that is the research that is likely to be carried out and therefore the most important to the client and as a result to the researcher.

The assumption that each level causes the next level means that a positive reaction is necessary for learning to take place. This seems to fly in the face of psychological change models that follow individuals through the change process. On receiving information about change, individuals can react negatively denying the change; this develops into acceptance and eventually to an individual working within the new paradigm. In such a case a negative reaction could be one of the steps to long term behavioural change and therefore there is no positive correlation between reaction and learning or behavioural change. Kraiger (2002) supports this criticism, he explains, "Most of us can easily recall classes that we did not like but from which we learned a lot," (Kraiger 2002; p.335). Warr, Allan, Birdi (1999) suggest that satisfaction is not necessarily related to good learning and that sometimes discomfort is essential when being trained.

Ghodsian, Bjork and Benjamin (1997) identified that performance when tested during the training may not indicate (or be a good predictor of) long term performance when in the workplace. Rough (1994) identified that testing may not be an appropriate medium to identify the acquisition of soft skills, and Bee and Bee (1994) agree it may not be appropriate for the acquisition of skills generally.

Warr, Allan, Birdi (1999), Holton (1996) and Salas and Cannon-Powers (2001) have all identified influences, other than individual learning, on behavioural change

encompassing organisational culture, learning competence, line manager support and intelligence.

If the approach is viewed as a model, Kraiger challenges its theory base. It was designed and conceived in the 1950s from a behavioural perspective, the model predating and effectively ignoring cognitive and information processing theories of the 1970s and 1980s. This position is explained in more depth in Kraiger, Ford and Salas (1993), where they provide evidence for their contention that evaluation techniques rooted in an understanding of how individuals actually learn, would potentially be more valid than techniques that are not. This is supported by Noe and Colquitt (2002) who cite the growing emphasis on the role of training in developing intellectual capital; a concept consisting of cognitive knowledge, advanced skills, systems understanding and self motivation.

It is ironic that the model's simplicity may have enabled it to survive many changes in psychological cognitive and education theory but has also led to much of the criticism. Kraiger identifies that there is a lack of clarity about the constructs at most of the levels. The Kirkpatrick model suggests that a student's reaction and learning are one-dimensional or uni-dimensional, yet Allinger, Tennenbaum, Bennett, Traver and Shortland (1997) and Morgan and Casper (2000) identify trainee reactions as multi-dimensional. Evidence shows that many issues can affect an individual's quality and level of reaction and learning, for example: Baldwin, Magjuka and Loher (1991) found that where the trainees' input was not reflected in the training they received, the level of trainees' pre-training motivation decreased as well as the trainees' performance during training. Machin and Treloar (2004) suggest that as employees have no choice in whether they attend training that is mandatory, this may result in lower levels of motivation to learn. So an individual's reaction and

learning may be based upon many factors quite divorced from their perception of the training.

One of the biggest limitations of the model when applied is its restrictive nature. Kirkpatrick states that each level is evaluated in a chronological order. If this mantra is followed then student reaction is measured, followed by student learning and when that is complete then behavioural change is adjudged followed by organisational change. If any return on investment or cost benefit is to be calculated, or before and after methods used, then research activity will need to start with the collection of base line data: what the situation was before the training. This point is picked up by Kearns and Miller (1996) who state that "When level four is reached, in order to show the difference that it made to the business, we would have had to have measure the pre-course sales performance (£X per annum) and compare this with the post Course figure (£Y per annum). Such an activity must take place before the course starts and is therefore by definition not covered by the Kirkpatrick model." (Kearns and Miller 1996; p.21)

If Kearns and Miller's interpretation of the model is correct then application of the four levels model means that the training needs analysis, training specification, development of aims and objectives, the identification of programme goals, how the target population was selected and who the students are, all outside of a Kirkpatrick model evaluation. Kirkpatrick however does state that "measurements of before and after the programme should be used if practicable when evaluating results" (Kirkpatrick 1998; p.6). This indicates that there is no time dimension or chronological order to the levels, it contradicts his assertion that the levels are applied in order as it appears that an evaluation can start with level four processes then return to level one and two. Bramley (1986) describes these types of enquiry,

(research activity that is undertaken by the evaluator before the programme), as 'external validation' (Bramley 1986; p.3).

Kirkpatrick recognises the importance of these elements of training development but does not include external validation as an element of his model. He states: "To ensure the effectiveness of a training programme, time and emphasis should be put on the planning and implementation of the programme. These are critical if we are to be sure that, when the evaluation is done, the results are positive," (Kirkpatrick 1998; p.14).

In reality all evaluation plans contain some element of external validation even if only describing the development of the training that is being evaluated. Starting at level 1, reaction, would mean the evaluator starts work on the project well after the programme has been initially designed and developed. Where this is the case it would be a great loss to the evaluator as the evaluator has most chance of making a difference, formatively changing the programme, at the design stage.

Perhaps the biggest criticism that can be made of the model is that its widespread usage has not prevented many training evaluators spending a great deal of time assessing student reaction and learning, at the expense of measurements of behavioural and organisational change. Twitchell, Holton & Trott (2001) undertook a survey of technical training programmes and found that 73% of those surveyed used reaction measures, 47% learning measures, 21% behavioural measures and 21% results oriented methods. Similar results were identified by Catalanello and Kirkpatrick (1968) and Stevens (1992). The American Society of Training and Development (Van Buren 2001) have recently started to track evaluation and found that for 365 companies most organisations measure trainee reaction; less than half

measure whether instructional outcomes were achieved and less than a fifth measure whether learning was applied on the job. Similar results have been identified in this country by Deloitte, Haskins and Sells (1989), Marginson, Armstrong, Edwards, Purcell and Hubbard (1993), and the Industrial Society (2000) who identified that most evaluation research was at level 1 with virtually no research at levels 3 and 4.<sup>1</sup> Twitchell, Holton & Trott (2001) identified that the main reason for organisations not undertaking evaluation was that it was not required by the organisation. Other reasons were cost, lack of training in evaluation methods and lack of time.

Twitchell, Holton & Trott (2001) conclude that their results indicate that models of training evaluation are not sufficiently clear or simple for typical practitioners. Kraiger (2002) points out a reason why this simplistic model may not provide a sufficiently clear evaluation procedure, for although the model provides a “useful heuristic for thinking about what can be measured” it provides “insufficient direction about what should be measured,” (Krainger 2002; p.335).

#### **2.4.2 Theoretical copies and extensions**

The Industrial Society (2000) report that despite positive intentions many organisations are not satisfied with their methods of evaluating training; specifically that they are not rigorous enough, expansive enough or fail to answer questions of value. Tampkin, Yarnall and Kerrin (2002) suggest that some people are uncomfortable with training evaluation because “our models are no longer up to the job and need a serious overhaul,” (Tampkin, Yarnall and Kerrin 2002; p.ix).

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<sup>1</sup> The HMIC have verbally reported similar findings for police training evaluation in a recent service wide training audit.

In response to some of the criticism of the Kirkpatrick four level model other models have been developed which use Kirkpatrick as their base. Some of the models simply added another level of evaluation onto the four levels in order to correct a perceived gap. Hamblin (1974) and Phillips (1994), added the estimation of cost benefits of an intervention, or return on investment, as Level 5.

Kauffman and Keller (1994) designed a model with a proposed a fifth level: societal outcomes (their model actually contained six levels by splitting Kirkpatrick's levels but the effect was the same as adding a fifth level). Societal outcomes are the issues and consequences of an intervention on the wider society within which the organisation is situated. Societal outcomes were intended to be applicable to all performance improvement interventions, not just training. This model is referred to as the OEM, Organisational Elements Model and is described in Fig 2.3.2 below.

Molenda M, Pershing J and Reigeluth C (1996) designed a six strata (level) model which added training volume per participant at the start of the Kirkpatrick levels and Social impact at the end. The Industrial Society (2000) made an addition to the model by stressing the need for evaluation well before the training is actually delivered. Their 'Carousel of Development' is a cyclical model which starts with the identification of the development need. Warr, Bird and Rackham (1970) created the CIRO model: Context, Input, Reaction, Outcome, which is very similar to the Kirkpatrick model but focuses more on the operational situation and how that assists the identification of training needs. Bushnell (1990) developed the IPO model, Input, Processes, and Outcome, which is used by IBM to monitor employee progress.

Fitz-enz (1994) developed the Training Valuation System (TVS) which focuses far more on the needs analysis and design stages and ignores reaction and learning

levels. Sleezer C, Cipiccho D and Pitonyak D (1992) developed Training Effectiveness Evaluation (TEE), which although very similar to the Kirkpatrick levels gives advice on how the levels should be measured.

The following matrix was created by the Institute for Employment Studies (Tampkin et al 2002), to identify the effect upon the Kirkpatrick framework of other similar training evaluation models. I have added some additional models (detailed above) to the matrix but intend to use it in a slightly different way. The matrix affords a comparison of evaluation models and frameworks and identifies the similarities at the core of the models.

**Fig. 2.4 (Tampkin et al 2002) Evaluation Matrix (Extended)**

Kirkpatrick	Hamblin	OEM Model	Indiana University	IS Carousel	Phillips ROI
			Activity accounting	Identify business need; define development objective; design learning process	
Reaction	Reaction	Input process	Reaction	Experience the learning process	Reaction and planned action
Learning	Learning	Micro acquisition	Learning	Use and reinforce the learning	Learning
Behaviour	Job behaviour	Micro performance	Transfer of learning		Job application
Results	Organisation	Macro	Business impact	Judge the benefits to the organisation	Business results
	Ultimate value	Mega societal outcomes	Social impact		Return on investment

<b>Kraiger</b>	<b>KPMT</b>	<b>CIRO</b>	<b>IPO</b>	<b>TVS</b>	<b>TEE</b>
Training Content and Design	Staged process to examine the business needs; design solutions and get buy-in	Context analysis input		Situation analysis TNA Intervention training design	
(Course ratings)	Reaction to training and development Learning	Reaction	Input		Satisfaction Trainees and managers Content learnt
Changes in learners		Outcome immediate	Processes		
Changes in learners	Transfer to the workplace/ behaviour	Outcome intermediate	Output	Impact	Application of learning
Organisation Payoff	Bottom line added value	Outcome ultimate	Outcome	Value	Value to organisation

If the models shown above are interpreted as criticisms of the Kirkpatrick four level model, due to the fact they fill identified gaps in the Kirkpatrick evaluation framework, then they are muted criticisms as the models share a common core with the Kirkpatrick model. The differences or the elements added by the models are more focused on the development of the training including the training needs analysis and design processes. They also increase the quantity of research required after the training particularly relating to the value of the benefits derived from the training. The models recognise the evaluator's need for far more detailed advice on how the evaluation should be completed, rather than what should be evaluated. They recognise that the formative process (change and development of the training process as a result of feedback from the evaluation) needs the evaluation to begin well before the start of the training. Finally, in order to achieve this, greater consideration needs to be given to the delivery of feedback information and communication with the lead for the training process and organisational higher management.

What none of these models offer is a comprehensive, research methodology which identifies the stance, ontology or epistemology of the researcher within the research framework. The Kirkpatrick model and the other models shown above all have one feature in common; they are all simplified measures of the depth of training evaluation. If the training/learning process is considered to be a chain consisting of: Needs identification^design^delivery^reaction^learning^behaviour change ^impact, then the models identify or recommend the longitudinal variation of each evaluation. They all identify, and guide, how far down the chain each evaluation will travel and for the multi method evaluator provide a useful tool when considering the depth of an evaluation.

What they do not do is provide instruction on how evaluation should be completed<sup>2</sup>; what stance the researcher should take and vitally what paradigm the research is being conducted within. Without a philosophical base to work from, the research process is, rather than being made transparent and simple, left to the researcher to chose, justify and interpret, if it is recognised at all; resulting in a trivialisation of the research process. Rather like the theoretical copies and extensions of the Kirkpatrick model which were designed to fill gaps in the research framework, the purpose of this project is to draw out the procedural process from programme evaluation theory. Almost to test the hypothesis that programme evaluation theory can bridge the gap in the training evaluation models shown above and overcome some of the criticisms of the Kirkpatrick model in particular.

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<sup>2</sup> Perhaps with the exception of the Kraiger (2002) model which provides how guidance.

## **2.5 Theoretical approaches to programme evaluation**

“Evaluation has emerged as a genuinely interdisciplinary and multi-methodological field of professional practice.” (Patton 1997; p.291). Evaluation theory, which is directly related to the evaluation of programmes, has evolved through the quantitative/qualitative debate; to the point identified by Patton where it can be considered to be a truly diverse research genre with a wide variety of methodologies available to evaluators and evaluation research. Datta points out that even those evaluation theorists that prescribe an evaluation methodology grounded in a single guiding paradigm want to give due place to an increasing array of methods available. (Datta 1997; p.347).

The purpose of this section is to identify the elements of programme theory that can be applied to the evaluation of training to fill some of the gaps found in contemporary training evaluation theory. The opening part of this chapter dealt with the developments in educational research that underpin evaluation theory. The middle part of the chapter identified some of the issues or gaps in training evaluation theory. This final part of the chapter will present some elements of programme theory, particularly those that can be applied to the evaluation at the heart of this thesis.

The object of an evaluation can be a programme, a policy, an organisation, a product or an individual (Owen and Rogers 1999; p.24). Programme evaluation is therefore a type of evaluation relating to programmes. A programme is described by Smith (1989) as “A set of planned activities directed toward bringing about specified changes in an identified and identifiable audience.” Programmes can therefore be:

- educational
- advisory

- regulatory
- case management or
- product or service provision (Funnell and Lenne 1989)

It could be argued that by using these definitions to build a concept of programme evaluation, that educational (including training) evaluation is actually a form of programme evaluation<sup>3</sup>.

Day (1991) contended that programme evaluation theory suffered from a similar problem to training evaluation theory. He identified that guidelines for choosing appropriate models in programme evaluation appear to be missing from most evaluation textbooks. Clarke (1999) agrees, stating that theory is a topic ignored by many evaluation texts but is stressed by a number of evaluators; he cites Patton, Chen, Pawson and Tilley and Weiss. He describes evaluation theory as a “vital element in the evaluation process” providing evaluators with a rationale for choosing particular research methods and methodological approaches. (Clarke 1999; p.30)

Owen and Rogers (1999) devised a classification system which was designed to comprehensively categorise programme evaluation methods and models. Their idea was to use evaluative forms and approaches to provide an “epistemological framework for understanding the breadth of evaluation,” (Owen and Rogers 1999; p.40). There are five categories or forms of evaluation:

- Proactive
- Clarification
- Interactive
- Monitoring and
- Impact

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<sup>3</sup> This is discussed on page 38

This framework will be used to present different aspects of evaluation theory including the work of Patton (1997), Chen (1990), Pawson and Tilley (1998) and Weiss (1998).

### **2.5.1 Proactive Evaluation (Up front evaluation)**

#### *Evaluator Orientation: Synthesis*

*Description:* Proactive evaluation is capable of supporting radical change by affording the evaluator a consultative role. Proactive evaluation is sometimes referred to as external validation, (Bramley 1997); it consists of research which takes place before the programme is designed. The major purpose of this type of evaluation is to provide an input into the decision making process, about how best to develop the programme. Proactive evaluation places the evaluator in the position of an advisor providing guidance on what type of programme is required to make change effective.

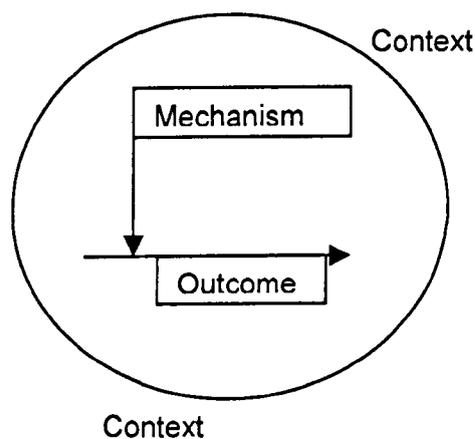
#### *Application*

The emergent realist paradigm has its roots in the scientific realist evaluation perspective (Hesse 1974, Lakatos 1970, Bhaskar 1975, and Harre 1972). As such it avoids the arguments over the pre-eminence of different types of evaluation. It does not seek to promote either of the epistemological poles of positivism or relativism. The key to the realist perspective is that it accepts the existence of an external reality and assumes that an evaluator, by the use of research, can provide an adequate description of this reality. Emergent realism holds that "a synthesis of methods is needed to provide a rich and adequate understanding of evaluation issues" (Owen and Rogers 1999; p.88), this is supported by Mark, Henry and Julnes (1998; p.20), who state that "emergent realism holds that a synthesis of methods is needed to provide a rich and adequate understanding of evaluation issues."

In essence emergent realism suggests that stress is placed upon the mechanics of a situation leading to explanatory strategies that enhance a body of scientific knowledge (Pawson and Tilley 1997). Pawson and Tilley stress the importance of four aspects of understanding any programme - embeddedness, mechanisms, context and outcomes. Embeddedness refers to the relationship of all human actions to a wider range of processes. Mechanisms are the ways in which the reality of the outcomes of a programme can be expressed. It allows the development of theory that is generative rather than secessionist. This means that rather than developing theory involving one thing resulting from another, i.e. apply 'X' and you will get 'Y', it allows for the identification of mechanisms applied in an existing context that resulted in a particular outcome.

In this type of evaluation the development of theory is paramount. Its philosophy is that a change in context may affect the action of a mechanism i.e. something that worked in one environment may not work in another. It thus provides a richer picture of the subject of evaluation.

**Fig 2.5 Pawson and Tilley (1997) Model**



This is perhaps easier to understand using the Pawson and Tilly (1997) model. The effect of the mechanism, leads to the outcome, in context. This takes the evaluator away from the argument that the programme either works or does not work and encourages the description of what (mechanism) made the programme work (outcome) in what circumstances (context). The knowledge supplied by such an evaluation is therefore much more helpful, in terms of developing future understanding of elements of a programme that are successful in given circumstances.

In this way Pawson and Tilley add an extra dimension to the monitoring evaluation by suggesting the questions asked by traditional evaluations may not be the correct ones. They suggest that evaluations should not attempt to tell whether something works or does not work but should identify what worked for whom in what circumstances. This makes monitoring evaluation far more intense, as the contexts of the application of the programme must be identified in order to identify what mechanisms produced outcomes in what context.

Tilley (2005a) states that many evaluators get the wrong idea of a mechanism. A mechanism in this context is not the element of the programme or process that is implemented. A mechanism is the invisible process at work that is activated by the programme implementation. An example relevant to the Diversity Training Programme would be that participants learn as a result of training and change their behaviour. The mechanism would be the learning that took place.

### **2.5.2 Clarification Evaluation**

*Evaluator Orientation: Clarification*

*Description:* This type of evaluation focuses on clarifying the internal structure and functioning of a programme or policy. This internal structure is also referred to as the programme theory or logic (Owen and Rogers 1999; p.43). This specifically refers to the causal mechanisms which are understood to link the programme's activities to its planned outcomes. If a programme has not been fully specified or described, even if it is in operation, clarification evaluation allows an opportunity for the programme team, together with the evaluator, to think through the underlying structure of the programme and redefine its intentions. Proactive and clarification forms of evaluation are closely linked, the main difference concerns the time at which they are implemented; proactive evaluation takes place before the needs identification or programme design whereas clarification evaluation takes place after the design and initial implementation of the programme.

#### *Application*

Empirical strategy has at its heart the concept of an evaluator researcher who is independent, objective and separate from the phenomenon being studied. Qualitative research has presented a rejection of this concept on the grounds that the researcher is a part of the phenomena being studied and therefore should recognise their background and influence rather than deny it. Responsive evaluation (Stake 1980) is a concept that encourages a developmental (formative) perspective where the evaluator is a partner or critical friend. This allows the programme/evaluation theory to be developed in different ways; by the evaluator themselves studying the programme and defining its underpinning theory; by the sponsor or programme manager stating the aims of the programme or finally by negotiation with a number of stakeholders in order to identify perspectives. Emancipatory evaluation (Miller and Martens 1990, Whitmore 1994) suggests that the only true allegiance that an evaluator can ethically maintain is that of any

disadvantaged groups who need a voice. Fetterman agrees stating that evaluators have “a moral responsibility to act as advocates for powerless stakeholder groups” (Fetterman 1994; p.6).

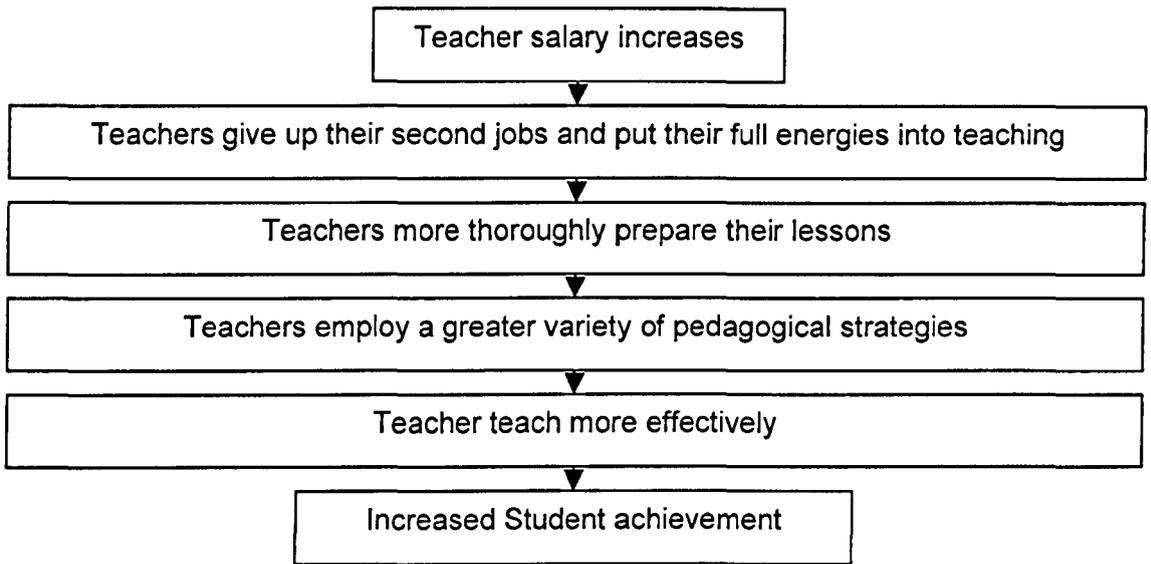
Programme theory is described by Chen (1990; p.43) as a “specification of what must be done to achieve the desired goals, what other important impacts may also be anticipated, and how these goals and impacts would be generated.” He describes the construction of a programme theory as the most essential task when applying theory driven evaluations, Chen (1990; p.57). Weiss (1998) explains the reason for the importance of the evaluator paying close attention to the programme rather than focusing totally on the issue of evaluation. If the evaluator is well informed about the programme then he/she has a better idea of the issues to be addressed, can better formulate research questions, is in a better position to understand the data and interpret the evidence, is in a better position to make sound recommendations, report on the programme and be better able to combine the results in a meta-evaluation.

She explains, more fundamentally, that “Where there is little consensus on what the programme is trying to do the staff may be working at cross purposes” (Weiss 1998; p.52). One of the benefits of proactive evaluation is the clarification of the goals of the programme, in terms of the specific behaviours that programme practitioners aim to achieve; this encompasses both what the programme is expected to achieve and how it will achieve it.

Weiss (1998) suggests that theory can be expressed as programme theory or implementation theory. Programme theory focuses on the reaction of people to programme activities, whereas implementation theory concerns the good thing that

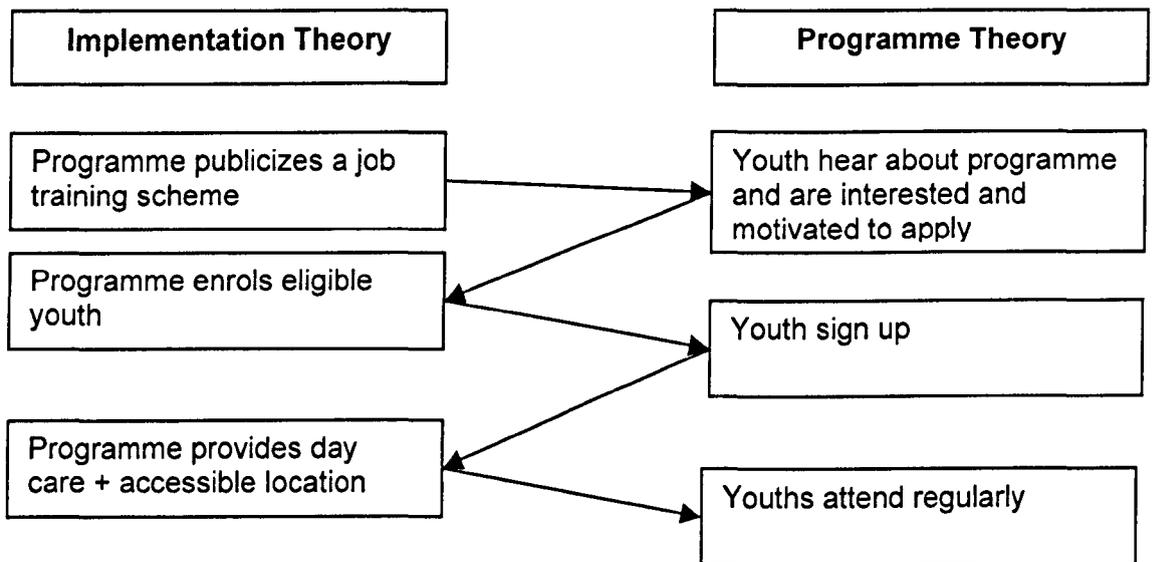
will happen if the programme does all the things intended. She expresses this in diagrammatic form, in her fictitious example of programme theory; the programme in question tries to increase student achievement by increasing teacher salary.

**Fig 2.6 Programme Theory model. (Weiss 1998; p.56)**



In her second example she uses a job training programme to express implementation theory together with programme theory.

**Fig 2.7 Extract from Implementation Theory Model (Weiss 1998; p.59)**



### **2.5.3 Interactive Evaluation**

*Evaluator Orientation:* Improvement

*Description:* This type of evaluation has probably the biggest body of literature written about it. Interactive evaluation provides information about delivery or implementation of the programme; it is therefore by its very nature a formative rather than summative evaluation approach. It can be concerned with documentation or practical incremental improvement but is usually directed at middle managers as opposed to impact and monitoring evaluation, which is directed at senior management.

*Application*

Chelimsky (1997) identifies a conflict between evaluators. At the positivistic end of the scale the evaluator is a judge and must be seen as an honest broker. Under such a regime developing the evaluation methodology with the client could be seen as a conflict of interest and partnership approaches with the programme group certainly would. Whereas for those at the naturalistic end of the scale professing, for instance, empowerment evaluation, interaction with clients and programme staff, would be considered the norm.

Questions arise as to how much contact is required between the client or programme group and the evaluator. In an empowerment evaluation or "Utilisation Focused" evaluation, contact between the evaluator and those involved in the implementation of the project would be extensive. Even in a small scale empirical enquiry some contact would be needed between evaluators and the clients or evaluators and stakeholders, if only to identify what is to be adjudged as success and what performance actually means. Some agreement or consensus must be

reached or at least an attempt made to attain knowledge of the multiple perspectives of those individuals involved in the programme.

Utilisation focused evaluation changes the nature of the evaluator's role, in the early stages of the planning, to that of a facilitator. In this model the evaluator takes the primary intended users through a "process of generating questions" (Patton 1997; p.29). In this model the client, programme group, and receivers of the programme are involved in the development of the evaluation plan. Stakeholders assist in the development of the purpose of the evaluation, the criteria for judging programme success and the methods to be used with an appropriate timescale. In this model the evaluator and the stakeholders/intended users become partners in the evaluation.

Essentially the level of involvement between evaluator and programme stakeholders can vary. Owen and Rogers (1999) identify three elements of a utilisation focused evaluation:

- Negotiation and planning
- Obtaining – the assembly of findings
- Dissemination

This follows the three elements of this thesis: negotiation and planning of the evaluation, obtaining the results and the thesis disseminating the outcomes. Weiss and Atkin (1990) support this by identifying that enlightenment is a legitimate purpose for utilization focused evaluation. Weiss and Bacalaus (1980) describe enlightenment as enabling audiences to understand the programme, to provide new understanding, clarify thinking, reduce uncertainties and create new ones. The rationale of using an interactive approach with programme staff and participants to

gain data and then using the case study approach to present a thesis, with the aim of enlightenment, has a clear precedent.

#### **2.5.4 Monitoring Evaluation**

*Evaluator Orientation:* Justification or fine tuning

*Description:* Monitoring evaluation occurs when a programme is established and ongoing. It can test whether staff at different locations are aware of programme goals and whether implementation is taking place. Both qualitative and quantitative indicators are used by evaluators whose findings are used to indicate performance against some standard or as the basis for consequent review, (Wholey 1983). This form of evaluation is common in large organisations where management put procedures in place which are used across an organisation.

*Application*

Chelimsky takes the view that different questions need different methodologies to provide answers. She uses the example of an evaluation designed to measure and account for the results of an intervention. The need is that of identifying the results of each particular intervention, (whether a particular change is attributable to an intervention). The clinical trial is cited as a method that will allow findings to be linked to interventions as accurately as possible. On the other hand evaluations aimed at fostering an evaluation culture in the client organisation or to "help managers think through their planning" would require a different methodology; it would need to be developmental, formative and participatory. Chelimsky points out that the actual aims of such evaluations will differ, with the latter having an empowerment purpose rather than that of determining results or simple valuation (Chelimsky 1997; p.10).

Yin suggests that certain methods can be used with other methods to gain a particular result, for instance case studies can be used to inform later surveys thereby making what is effectively a qualitative method into a part of a generalisable (quantitative) methodology (Yin 1994). Miles and Huberman (1984) state that more and more qualitative methodologists operating from a logical positivist stance are using naturalistic and phenomenological approaches to complement tests, surveys and structured interviews. They also see an increasing number of ethnographers and qualitative researchers using pre-designed conceptual frameworks and pre-structured instrumentation, especially when dealing with more than one institution.

Cook and Reichardt (1979) suggest that evaluators should "feel free to change their pragmatic stance as the need arises," (Cook and Reichardt 1979; p.156) They contend that whatever type of enquiry is undertaken it is likely that good evaluatory work will result in good evidence that shows whether a programme will, or will not be effective and provides clues to the best way of improving the programme. Whatever the methods chosen an information flow is required between the programme stakeholders and the evaluator to ensure that formative interactive evaluation takes place.

### **2.5.5 Impact Evaluation**

*Evaluator Orientation:* Justification/Accountability

*Description:* Impact evaluation, as the name suggests, is used to assess the impact of a settled programme. Typical approaches involve assessment of the level of attainment as a result of the programme and can be used summatively to determine the merit or worth of a programme. In summative evaluation the focus is put on outcomes but Owen and Rogers (1999; p.46) point out "good impact evaluations

also review the implementation characteristics of the programme.” This is sometimes called process-outcome evaluation.

### *Application*

Goal Based Evaluation focuses on the degree to which the programmes goals are achieved or attained and can form an important element of impact evaluation. Stake (1995) encourages the use of description and judgement at the beginning, during the evaluation and at its end. This is similar to Simonelli's (1996) Programme Evaluation Continuum which encourages decision making at every key point in the pre-programme; during implementation and post completion. Simonelli identifies that post programme evaluation has two strategies: terminal evaluation and impact evaluation. The terminal evaluation is described as immediate outcomes of the programme whereas impact evaluation follows some time later.

In a realist evaluation the goals are replaced or enhanced by the theory model and the impact of the programme can be judged by the success or existence of the elements required to make the theory effective; this would equate to the terminal evaluation with the results of the impact being recognisable later.

An impact, summative, outcome evaluation therefore has to consider short term and longer term effects of the programme. An emergent realist evaluation has to consider the effect of the mechanisms in each context in order to provide evidence of the type of context where the same mechanisms are likely to be effective in future.

## 2.6 Conclusion of chapter two

Chen and Rossi (1983) argue that the lack of theory in evaluation methodology, which they describe as an atheoretical approach, leads to a 'cook book' method of evaluation where the recipe is followed in the same manner for all evaluations. Evaluation is degraded to a set of predetermined research steps that are uniformly applied to programmes without concern for the programme content, setting, organisation or personnel. Cook, Leviton and Shandish (1985) report a growing consensus among evaluators that an evaluation must deal with multiple values and issues. Adherence to one set of values is cited by Chen and Rossi (1983) as preventing evaluators developing strategies for dealing with more than a narrow range of issues.

A comprehensive evaluation strategy therefore has to be able to recognise and respond to the nature of the programme; the organisation in which it is being delivered, the stakeholders and their views/perspectives and the benefits expected from the programme and the programme theory.

In order to use a practical approach to this evaluation or even develop an evaluation methodology that encompasses the range of programme evaluation methods or models available to the evaluator, two elements are required. The first is knowledge of a wide range of methods and methodologies from diverse paradigm origins from which to make the choice, which is partially supplied by this literature review<sup>4</sup>. The second is a system designed to enable clients and stakeholders to express their needs and the evaluator to consider all the aspects of an evaluation and then select the right methods and methodology to deliver a successful evaluation. This has

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<sup>4</sup> The programme evaluation theory detailed in this literature review focuses on the theory I selected to be used in the evaluation itself rather than trying to present a picture of all Programme evaluation theory.

been developed by using a matrix of the types of programme provided by Funnell and Lenne (1989) and forms of evaluation provided by Owen and Rogers (1999).

**Fig: 2.8 Type of Programme and Type of Evaluation matrix**

	Educational Programme	Advisory Programme	Regulatory Programme	Case Management Programme	Product Service Programme
<b>Proactive Evaluation</b>					Pre-design analysis advising upon form of and need for programme (needs analysis, benchmarks, best practice)
<b>Clarification Evaluation</b>					Clarifies the internal structure and functioning of a programme or policy. Rationale, intended outcomes, plausibility. Includes evaluability assessment.
<b>Interactive Evaluation</b>					Provides information about the delivery of the programme. Aimed at middle management level. Reviews implementation. Includes responsive, empowerment and developmental types of evaluation.
<b>Monitoring Evaluation</b>					Measures the continuing success or failure of an established programme. Use of performance indicators to feed information back to management. Includes component and systems analysis.
<b>Impact Evaluation</b>					Assessing the impact of an established programme. To decide upon the merit or worth of a programme. Asks questions about efficiency and effectiveness.
	Aimed at the acquisition of knowledge attitude or skill normally provided through formal learning settings.	Aimed at bringing about changes in behaviour through the dissemination of advice.	Tries to influence behaviour or alleviate a problem through a process of deterrence	Objectives are set for each case within a framework. A plan is developed for each case relative to the overall intervention.	Identifies effect of programmes aimed at delivering services or products, may have a cost effectiveness element.

This can help to establish, with stakeholders, the purpose of the programme as well as the initial targets of evaluation.

This chapter started by introducing a concept of programme evaluation theory and training evaluation theory. It then explained how modern programme evaluation theory can be distinguished as different from training evaluation theory or more specifically, how it is different from the theory that is applied to training.

The focus of the chapter then moved to the definition of a paradigm and introduced some relevant research paradigms that underpin both programme evaluation and training evaluation theory. The importance of underpinning theory and exposure of the stance of the evaluator/researcher was evidenced.

The Kirkpatrick model, the pre-eminent model in police training evaluation (see chapter two), and some of the criticism it has received was discussed. The efforts to extend the model and overcome some of the criticisms by other authors were also cited. This showed the limitations of training evaluation and the lack of underpinning theory, that as has been suggested, trivialises evaluation.

The chapter then introduced elements of programme evaluation theory relevant to the Diversity Programme evaluation under the headings of Owen and Rogers (1999) forms of evaluation. The chapter finished by reinforcing the need for underpinning theory in evaluation, suggesting how this may be applied to this project and providing a matrix to assist in defining with stakeholders the purpose and scope of the project and its evaluation.

The following chapter will introduce the methodology of this thesis, how the research question will be answered, and how the Diversity Training Programme evaluation will be presented.

## CHAPTER THREE

### RESEARCH METHODOLOGY

#### **3.1 Introduction to research methodology**

This chapter will begin by briefly stating why the evaluation of the Diversity Training Programme is being presented as a single case study. The chapter will then provide a blueprint or research sequence for the research project: The application of programme evaluation theory to a police training evaluation.

The chapter does not provide a single holistic plan for the whole of the research process. In order to answer the research question programme evaluation theory, identified in the literature review, is applied to the evaluation of the Diversity Training Programme in context with the evaluand. The methodology and the actual methods used to evaluate the Diversity Training Programme are central to both the evaluation project and the research process. The research methodology provides the drive for the research process; in conjunction with the evaluation methodology which provides the drive for the embedded evaluation process. The two methodologies are mutually reliant, both being essential to the investigation of the research question.

#### **3.2 Choice of research methodology**

The purpose of the thesis is to produce a written account of the processes involved when programme evaluation theory was used to evaluate the MPS Diversity Training Programme. The most appropriate way to achieve this is to present a single case study of the research process and embedded evaluation.

Gillham (2000; p.1) defines a case as: "A unit of human activity embedded in the real world which can only be understood or studied in context, which exists in the

here and now, that merges with its context so that precise boundaries are difficult to draw." Yin (1994; p.13) defines a case study in precisely the same terms. Gomm, Hammersley and Foster (2000) suggest that the case study is more than a methodology and actually represents its own paradigm. They view case studies as neither positivist or naturalist and therefore unaligned with either the qualitative or quantitative but describe case studies as more akin to the kind of portrayal of the social world that is characteristic of novelists or short story writers.

Both Stake (1995) and Yin (1994) support the presentation of a single case study for illuminative purposes. Stake (1995; p.3) states that a case study is expected to catch the complexity of a single case and that we study a case when it is of itself of very special interest. He states "A Case Study is the study of the particularity and complexity of a single case". Yin (1994; p.5) agrees stating that "a single case study focuses on a single case only."

Owen and Rogers (1999) support this view directly in relation to the presentation of a single evaluation: "The findings of any one evaluation can also add to the knowledge base about a given research issue; that is the evaluation findings can be seen as contributing to our understanding of important educational and social issues", (Owen and Rogers 1999; p.109).

Datta (1997) writes about the use of case studies as a part of multimethod evaluations. One might adduce that what he was writing about relates to this project but the context is rather different. Datta writes about the use of case study as one element of a multimethod evaluation, whereas in this thesis the case study is the multiple method evaluation. Nevertheless some of the elements of his work apply to this project.

Datta recommends the use of case study approach as a part of an overall multi method approach, (Datta 1997). He states that some types of mixed method evaluation are generally accepted and non controversial such as test scores, surveys and other forms of records; however what is “not so easy to do well, is completing a single evaluation whose design calls for mixing methods such as cost benefit, analysis, survey research, quasi-experimental design, research synthesis and case study” (Datta 1997; p.344). He states that a considerable issue amongst some theorists is the extent to which mixing methods from different traditions and paradigms particularly case studies leads to mixed up methods. Hopefully, such mixed up methods will be avoided in this study because of the division between the multiple methods, (methodology), applied to the evaluation and the quite separate use of a case study method to present and disseminate the results of the study.

Datta (1997) states that a case study is not a simple site visit or small evaluation of one or more examples; it is actually an in depth look at one or more examples, a look that makes demands upon the reader/audience because it is more than a sound bite or executive summary. It can yield rich understanding but is difficult to compress into a few words. The US General Accounting office describe a case study as “a method for learning about a complex instance, based upon a comprehensive understanding of that instance, taken as a whole and in its context”, (US General Accounting Office 1990; p.14).

Datta (1997) states that close integration between a full case study and other methods is not common, with case studies being more freestanding than integrated. In this case the case study is free standing and is not integrated with the remaining multi-method evaluation. However the STARR approach used later in the study

could be conceived as a series of case studies identified by students and integrated into the assessment of the training.

Yin (1994) proposes three conditions for the use of a case study. The first condition relates to the type of question which should be a how, why or what question, which he explains as different from a 'how much' question or empirical does X lead to Y question. The second condition concerns the extent to which the researcher has control over behaviour and the third the focus on contemporary events. Yin explains that "The case study is preferred in examining contemporary events but where the relevant behaviours can not be manipulated." Yin (1994; p.4)

Yin (2003) gives a process for the development of a case study. The first stage is to place the case study into appropriate research literature, so the lessons of the case study will more likely advance knowledge of a given topic, (Yin 2003; p.3). In this case the appropriate placement of the case study in research literature could relate to race and diversity training and specifically the training of police staff in race and diversity. Alternatively it could relate to training evaluation and programme evaluation literature and the current practice in police training evaluation.

This thesis has a very straightforward research question: What are the processes involved when programme evaluation theory is applied to the Diversity Training Programme? The given topic described by Yin in which knowledge is to be advanced is in the field of training and programme evaluation and therefore the literature review focuses on this issue.

Next Yin (2003) states that the unit of analysis must be defined and details must be given of the case study selection and its boundaries. The research must identify the

data to be collected as a part of the case study and state whether the case study is exploratory, descriptive and/or explanatory, (Yin 2003; p.5). The selection of case and details of data to be collected will follow. The evaluation of the diversity Training Programme is an explanatory case study.

Yin (2003) states that an explanatory case study should contain explanatory theories, the case study matching the theory to the observed case. This seems to fit perfectly the theory driven methodology applied to the evaluation.

### **3.3 Case study selection**

Stake (1995; p.3) explains that it is not unusual for the choice (of case) to be no choice at all. "Sometimes we are given the object of study, when we take responsibility for evaluation of a programme the case is given." This is precisely the situation in respect of this study.

Stake (1995; p.2) explains that a case study can extend in time from a week to over a year.

#### **3.3.1 Size and complexity**

The Diversity Training Programme was piloted and established at nine MPS borough operational command units (in this report referred to as BOCUs or boroughs) from 1996. In January 2000, total responsibility for the Diversity Training Programme was given to the Director of Training and Development. A review of the training programme took place resulting in a redesign of the training. A rolling programme of corporate Community Race Relations (CRR) training workshops was developed and initiated for all MPS police officers and police staff, delivered in turn at each of the remaining 24 BOCUs between January 2001 and December 2002.

The case study encompasses the pilot deliveries at the first nine boroughs, although this is largely a historical study of training, delivery and evaluation, carried out by others, and the delivery of training and evaluation at the remaining 24 boroughs.

The case study spans from the development of the original diversity training process in 1996 to the post delivery study of performance indicators in 2003.

### **3.4 The research sequence**

This research project can be presented as a research sequence. The research sequence model is an idealised representation that identifies and simplifies the significant steps of the research process. The model is idealised because it presents a clear cut, sequence of procedures; whereas in reality there is no single chronological process, but a mixture of interactions between the conceptual and real world with analytical deduction and induction occurring throughout the research process.

Gill and Johnston (2002; p.4) suggest that the use of such a model allows the review of the "research process as a whole" and thus assists in the development of the research as well as the understanding of the case study process. The use of such a model in this section is intended to act as a signpost to the research process and the case study.

The model developed below is based upon a seven step sequence identified by Howard and Sharp (1983) who themselves cite it as a model developed from the work of Rummel and Ballaine (1963). The seven steps have been expanded upon to encompass the research process and include elements of the research (research actions) done as part of the evaluation process (to evaluate the Diversity Training

Programme); those that relate to the research project (consisting of the application of programme evaluation methodology to a police training evaluation) and those elements of the project that related to both undertakings.

**Fig 3.1 The Case Study Idealised Research Sequence**

<b>Research Sequence</b>	<b>Research Actions</b>	<b>Evidence of completion/outcome</b>
Identify Broad Subject Areas	Race training in the police service	Introduction
	Police Evaluation	Introduction
	Racism and its relevance to the Police Service	Literature Review – (Completed but not utilised in this thesis)
	Evaluation theory	Literature Review
Select Research Target	The application of programme evaluation theory to the evaluation of the MPS Diversity Training Programme	The research project. A case study consisting of evaluation theory from literature review being applied to a police training evaluation
	Evaluation of the Diversity Training Programme	The selected evaluation process
Decide Approach	Identify appropriate programme evaluation theory	Literature Review
	Apply theory before, during and after the delivery of the programme	Pre training results and analysis, evaluation strategy, delivery and post delivery analysis.
	Assessment of sufficiency of evaluation strategy	Evaluation outcome and Post script
Formulate Plan	Evaluation strategy	Design and consultation detailed in pre training results and analysis
	Consultation	
	Input into programme design	Detailed in pre training results and analysis
	Collection of data	Detailed in evaluation methodology
	Borough reporting interim and full	Interim and final reports in electronic appendix 7
	Final analysis	Final report in electronic appendix 7
	Dissemination to public and publication on internet	Results and analysis impact
Collect Information	Pre evaluation develop “a grasp of issues being studied” (Yin 1994)	Introduction and Literature reviews

	Devise an evaluation methodology that applies programme evaluation theory to the training evaluation	MPS Diversity Training Programme Training evaluation applied methodology
	Collect data concerning views of the sufficiency of the applied theory	Post script
Analyse Data	Outcomes of the evaluation	Results and analysis-Impact
	Outcomes of the approach	Thesis findings
	Discuss views of the research study	Post script
Present Findings	Present single case study of the application of programme evaluation theory to the evaluation MPS Diversity Training Programme.	Production of a thesis identifying the processes involved when programme evaluation is applied to the diversity Training programme.

I began this research process working alone, I conducted the literature reviews and developed the proposition that programme evaluation theory could be applied to a police training evaluation and could modernise the training evaluation process. I wrote and sent for consultation the evaluation strategy designed to apply programme evaluation theory to the evaluation of the MPS Diversity Training Programme. I brought together an evaluation team, used students from Portsmouth University and obtained the help of an assistant, Colin Riley, to complete the evaluation. I designed, managed and retained control of the entire research project and embedded evaluation from its inception to the presentation of this thesis.

### 3.4.1 Data

Yin (1994) states that case studies “cope with many variables, rely on multiple sources of evidence, and benefit from the development of theoretical propositions,” (Yin 1994; p.13) The data collected during the three year collection phase of the evaluation resulted in the gathering of a vast amount of information. This project involved the distribution, collection and analysis of over 12,000 end-of-course

questionnaires; the observation of 26 separate CRR workshops; the interview and subsequent questioning of 24 Borough Commanders (or their deputies) and 24 training managers; the collection and analysis of a variety of performance indicators for 24 BOCUs; the interview of 68 police and associate trainers, and 19 independent community members of borough training steering groups; and finally 284 post-course interviews were conducted with police officers and police staff to elicit information about the impact of the training on their work.

The evaluation resulted in the writing of 49 reports: 24 interim and 24 full reports for each borough and a final report of the whole evaluation.

The data given in this case study will, of necessity, be limited to a description of the raw data together with the results of analysis, explanation and discussion; however all of the supporting data will be made available in electronic form and has been published on the internet.

### **3.5 Conclusion of chapter three**

The ability of the programme theory to achieve the required evaluation will be core to the analysis of the results of the research project. Yin (1994; p.10) states that the results of case studies are generalisable to theoretical propositions rather than to populations or universes. Yin's statement suggests that the results of this thesis may provide a theoretical proposition that is not totally context bound. The results may therefore be more generally applicable to evaluation theory.

This chapter has explained and justified why the use of a case study methodology is appropriate to the presentation of the evaluation of the Diversity Training Programme. The rationale for the presentation of data, the issues concerning the

quantity of data and the sequence of the research has been discussed and an appropriate approach identified.

Chapters 4, 5, 6 and 7 will now present the details of the case study: the evaluation of the Metropolitan Police Diversity Training Programme.

## CHAPTER FOUR

### THE APPLICATION OF PROGRAMME THEORY TO THE DIVERSITY TRAINING PROGRAMME

#### 4.1 Introduction to the case study

Chapter 3 introduced and justified the presentation of this thesis as a single case study. This chapter together will, after a short introduction to the project, detail how contemporary (1999-2000) programme evaluation methodology was applied to the evaluation of the MPS Diversity Training Programme. The methodology will be structured in a similar way to the literature review and create a clear link between the programme evaluation methodology, identified in the literature review and used in the evaluation.

The Diversity Training Programme was piloted and established at nine MPS borough operational command units (also referred to as BOCUs or boroughs) from 1996. A rolling programme of corporate CRR training workshops was developed for all MPS police officers and police staff and delivered in turn at each of the remaining 24 BOCUs between January 2001 and December 2002. Two-day workshops were provided for senior managers, 2-day workshops for police officers and for police staff who come into direct contact with the public and 1-day workshops for other police staff. The CRR training workshops were designed to:

- Provide knowledge on discrimination and race matters;
- Engage MPS staff to confront their own attitudes and behaviours;
- Commit MPS staff towards further change in organisational and individual behaviour;
- Support change in behaviour where appropriate (DTSU 2000c; p.15).

The MPS Diversity Training Strategy Unit (DTSU) developed the workshops from a design prepared by consultants Ms Shelley Collins and Dr Robin Oakley. The training programme was managed by the Diversity Training School, based at Hendon, working with BOCU personnel and local training managers. To assist in the management of the training at each borough the programme called for a steering group to be established, comprising relevant police staff and representatives from the local community.

The training itself was delivered by teams of police trainers, attached to the Diversity Training School, and associate trainers, who were members of the community with training experience, employed by the MPS for the specific purpose of delivering diversity training. As a rule, each workshop was delivered by one police trainer and one diversity trainer and typically had between 12 and 18 participants. The training took place at a venue on each borough away from police premises. A significant part of the 2-day workshop was the community interface session, where volunteers from the local community were invited to attend the training to discuss their views and experience of the police with the workshop participants.

This evaluation of the Diversity Training Programme was commissioned in 2001 by the then MPS Director of Training and Development, Commander Cullen, and authorised by the then Deputy Commissioner, Sir Ian Blair.

The published aims of the evaluation project were to provide information that would:

- Enable the improvement of the training programme during its implementation;
- Describe the delivery and impact of the training programme for the benefit of police managers, local communities, and the Metropolitan Police Authority;

- Assist in planning similar training in the future.

In addition the evaluation was designed to:

- Test the application of the Emergent Realist Paradigm, Theory Driven Evaluation, and the STARR technique to a Diversity Training Process.
- Identify the absence or existence of evidence indicating institutional racism in action.

The evaluation was conducted in step with the training at the 24 BOCUs undergoing the corporate programme. An interim report was published for each borough giving details of the training delivery, borough context, and reactions of those who took part. This was followed by a final evaluation report for each borough, some 12 months after the completion of the training, setting out findings of the long-term impact of the training. Fig 4.1 Details of the boroughs where the training delivery and parallel evaluation was conducted.

**Fig 4.1 Where the CRR training was evaluated**

<b><i>Borough:</i></b>	<b><i>Training delivery period:</i></b>
Merton	Jan - June 2001
Kingston	June - Oct 2001
Haringey	Jan - Nov 2001
Wandsworth	Jan - Sept 2001
Southwark	Jan - Nov 2001
Ealing	Jan - Nov 2001
Hackney	Jan - Oct 2001
Newham	July 2001 - Feb 2002
Islington	May 2001 - Jan 2002
Croydon	May 2001 - Feb 2002
Richmond	Oct 2001 - March 2002
Sutton	March - May 2002
Redbridge	Nov 2001 - May 2002
Bexley	Jan - May 2002
Hillingdon	Oct 2001 - April 2002
Camden	Nov 2001 - Aug 2002

Waltham Forest	Jan - Aug 2002
Bromley	June - Dec 2002
Heathrow	May - Oct 2002
Barnet	Dec 2001 - July 2002
Havering	June - Oct 2002
Enfield	Feb - Aug 2002
Harrow	Aug - Dec 2002
Barking & Dagenham	Sept - Dec 2002

#### **4.2 Applied methodology**

The methodology applied to the evaluation will be presented in a chronological order. It should be noted that the evaluation did not proceed in a chronological fashion. Evaluation activity preceded, monitored and then followed delivery of the training on each borough; this meant that the evaluation of the programme was staggered with one borough evaluation starting as another finished. The evaluation activities had to work to the schedule set for training delivery (in fig 4.1 above).

The research process was started by the identification of prior research in the areas of evaluation and race, and race training. Enquiries were made with:

- Policing and Reducing Crime Unit
- Home Office Communication and Development Unit
- Central Research Reference Index - a research index administrated from the Library at New Scotland Yard
- Project Support Team Consultancy Information Service
- Home Office Specialist Support Unit. (Dr. Robin Oakley and Ms Shelly Collins.)
- General Registry
- British Library
- Public Record Office
- Parliamentary Archive (House of Lords Record Office)

- Institute of Historical Research
- Institute of Contemporary British History
- National Register of Archives
- National Police Training Library Bramshill
- MPS libraries at Hendon & New Scotland Yard
- Humanities libraries at Manchester, Bristol, Hull Universities and Royal Holloway (University of London).

Much of the data gained was used in the introduction, history of the programme, literature review and a race and race training literature review not used in this thesis.

#### **4.2.1 Research paradigm**

The development of a methodology for this evaluation probably began with the development of an informal options paper, submitted to the MPS Director of Training and Development in December 1999, requesting his directions for development of an evaluation strategy. The first question to be decided was whether the evaluation would be completed internally by the MPS evaluator or conducted by an independent outside evaluator. The advantage of an external evaluator, particularly when completing a judgmental objective/logical evaluation, is that they are not influenced by their association with the organisation and therefore their report is likely to be viewed as more objective than an internal evaluation. This advantage has to be weighed against the better access that would be afforded an internal evaluator. In addition, in my experience, the disadvantages of using external researchers is that the resulting evaluation is usually poorly researched, devoid of underpinning philosophy, expensive and always gives you what the authors think you want not necessarily what you need. <sup>1</sup>

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<sup>1</sup> A good example would be the IES evaluation of this training

The decision was made that the advantages of an internal evaluation outweighed the disadvantages; particularly if information (formative evaluation) was to be passed from the evaluation team to the training managers and evaluation sponsor, during the life of the project, in order to improve the on-going delivery process.

Consideration was then given to the type of evaluation required. It was recognised that the reports would be received by a mixed audience. They would be likely to be reviewed and critiqued by the Home Office and Commission for Racial Equality and therefore needed to be methodologically robust. They would also be read by training managers, independent training staff and members of the Metropolitan Police Service. One of the most important audiences were likely to be members of the public, who were not involved in the project but were the receivers of policing services and who may have had little direct contact with the police. It is also likely that they would have had little or no experience of training or training evaluation. The reports therefore had to be readable and logical. Their content needed to be readily understandable to any individual who had until that point, had no contact with the police or knowledge of the training programme.

One of the central themes of the recommendations of the Stephen Lawrence Inquiry Report was the need for community involvement in different aspects of police work and police training. It was clear from this report together with the recommendations of the HMIC inspection 'Policing London - Winning Consent' that any evaluation strategy written for the Diversity Training Programme would have to involve the community and would be subject to wide scrutiny.

There was a clear need for the evaluation strategy and resulting reports to be open and transparent. Many people from the communities of London would be asked to assist in the delivery of this training programme and subsequently to give information to assist in evaluating the programme. It was therefore essential that the data generated by the project would be made available to these people and anyone with an interest in the issues they raised. Weiss (1998; p.95) refers to this as an evaluation necessity. "Reciprocity," in her opinion, is the giving of "something concrete" in return for "people's time and information", rather than a report that goes only to a programme director or policy manager.

The government's ministerial priority to improve trust and confidence in people from minority communities supports this. Trust and confidence is not likely to be improved just by two days of training for police personnel or by the production of evaluation reports. But trust and confidence could possibly be harmed by anything less than total candour and suspicion could be the result if the outcomes of the evaluation are not available to the public. I received feedback<sup>2</sup> that, although the police are very good at involving the public at the outset of a project, the public are very rarely supplied with the results of their involvement or the outcomes of the project.

Community involvement was therefore a fundamental requirement of this evaluation. The local community in each borough was identified as both a key source of information and the main recipient of the evaluation reports. Members of the community were, by design, involved in the delivery of the training. These trainers from the community were referred to as associate trainers. Their opinion was important to the programme both in terms of their influence over how the

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<sup>2</sup> The feedback came from a member of a Race equality council and a separate member of a police community consultative group.

programme was seen by the community and their informed position having an intimate knowledge of the training and the experience of training police personnel. This is the first time that MPS training has recognised the community as clients in evaluative terms.

One research paradigm that seemed to fit the requirements of the project exactly was that of realism. This paradigm accepts that there is a reality that is accessible to the researcher. I decided to apply emergent realism as the dominant research paradigm. This required that I structure the evolution of an evaluation methodology around the requirements of an emergent realist philosophy. This means that in order to identify the mechanisms that led to outcomes in context I would first have to identify the relevant contexts themselves.

The nature of this programme, being rolled out to different boroughs over a long time frame, 1996-2002, meant that time could have a big effect upon the context of training delivery. It is likely that the effect of training delivered in 1996 may be very different from the effect of training delivered in 2002 because of the changes in the culture of the police service, changes in the MPS senior management, changes in police policy and most importantly changes in society itself. All of London's boroughs are different in terms of levels of crime, affluence, and level of diversity (ethnic background) of the population. This makes the use of the paradigm particularly relevant as the outcomes of the application of different elements of the training could be different, depending upon the borough in which they are applied or the timing of the application. The timing of the training, the location of the training and the characteristics of the location of the training seem to be the main contextual considerations. For instance, the number of people from minority communities in each borough could have affected the success of the training. It may have been the

case that police personnel who work in boroughs with higher numbers of people from minority communities may have adopted the concepts promulgated within the training more readily as they are more relevant to their everyday role and of more clear benefit.

The paradigm, whilst not adopting either a qualitative or quantitative philosophy, positively encourages the use of multiple methods and cross form evaluation (Pawson and Tilley 1998). This again fits the requirements of this evaluation in terms of offering the opportunity to gain the soft data, opinions of those members of the public involved in the delivery of the training, and the hard data which is available to measure any effect it has upon the performance of the organisation.

The evaluation was therefore conducted under the emergent realist paradigm supported by other theory driven methods; the focus being on the application of programme and the mechanisms generated on each borough and their effect in context with the borough itself. Each borough application was treated as a different element for study. Rather than selecting a sample of boroughs to be studied, the evaluation studied each of the 24 boroughs at which the corporate version of Diversity Training was delivered.

#### **4.2.2 Proactive Evaluation**

Some of the early applications of the Diversity Training Programme<sup>3</sup> had varying aims or contained no overall aim or objectives. IONANN Management Consultants were contracted to arrange the delivery of one of the early pilots at Westminster. They produced a CRR workshop booklet that contained aims and objectives of the

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<sup>3</sup> Full details of the implementation of the programme pilots are contained in chapter 5.2, a history of the programme

workshop. The first aim was, "to increase trust and confidence in police amongst ethnic communities" [sic] (IONANN 2000; p.1). This was commensurate with the ministerial priority set out in recommendation one of the Stephen Lawrence Report.

The course delivered by NACRO at Tower Hamlets had a main aim of enabling course members to, "understand community and race relations issues in the context of their role" (NACRO 1999; p.1).

At that time (January 2000) the responsibility for the training was given to the Director of Training and Development. It was still unclear what the aims of any corporate programme would be.

I attended a meeting with the head of the Diversity Training Strategy Unit and head of the Diversity School to discuss the aim and objectives of a corporate programme. This gave me an opportunity to raise the matter of the underlying theory of the whole training programme. The aim of the IONANN course, "to increase trust and confidence in police amongst ethnic communities," was discussed and it was identified as unrealistic. It was felt that the application of two days' training for police was insufficient on its own to improve the trust and confidence in police amongst minority ethnic communities.

I introduced the concept of programme theory by proposing that the aims of the Diversity Training Programme were different from the aims of the two-day CRR training workshops. This was accepted as a distinction and had some ramifications for the future of diversity training in the MPS. The recognition of a purpose of the Diversity Training Programme beyond the aims of the workshop programme

identified and supported the need for further activity; including training beyond the lifetime of this project and the completion of the CRR training workshops.

The aims of the Diversity Training Programme were decided to be:

- To increase trust and confidence in policing amongst minority ethnic communities;
- To develop a wider understanding of individuals' and groups' different cultural and religious values and beliefs;
- To develop skills in communicating with individuals and cultural groups by challenging barriers to communication;
- To recognise the make-up of borough communities and the necessity for an appropriate policing style;
- To respect difference and identify flexibility in policing practices whilst still working towards service goals;
- And recognise the links between community and race relations and operational service delivery (DTSU 2000c; p.15).

The aims and objectives of the two-day workshops were produced in May 2000 and were used for the life of the project. The aims were an amalgamation of previous versions used for individual borough deliveries and had been reduced to four:

- To provide knowledge on discrimination and race matters;
- To engage MPS staff to confront their own attitudes and behaviours;
- To commit MPS staff towards further change in organisational and individual behaviour; and
- To support change in behaviour where appropriate (DTSU 2000c; p.15).

This development was of fundamental importance to the training programme. The ministerial priority, "To increase trust and confidence in policing amongst minority ethnic communities," was recognised in the aims of diversity training but was no longer one of the aims of the workshops. This could be seen as limiting the responsibility of the trainers and managers and reducing their level of accountability. It also recognised the limitations of a single training event as a change agent.

#### **4.2.3 Clarification Evaluation**

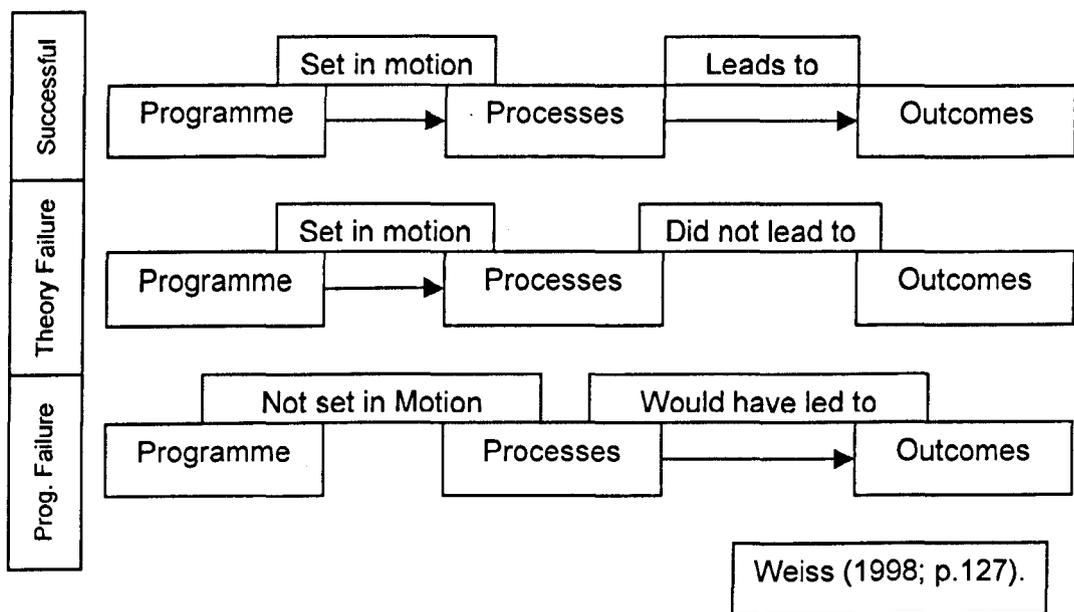
The evaluation strategy has been reinforced by the use of theory driven methods. This is a development of the paradigm in which the underlying theory behind the programme is exposed. The purpose is to identify, not only, the outcomes of the programme but the path by which those outcomes were produced (Weiss 1998; p.55). Weiss suggests that it is unlikely that any programme will be presented in a way that adequately links programme activities with expected results; the evaluator therefore needs to "identify what assumptions link the programme's inputs to desired ends" (Weiss 1998; p.55). It could be that Weiss is referring to the mechanisms that link the programme inputs to programme outputs.

Not all authors agree on how this identification or exposure should be effected, the question arises: who should decide on the final version of programme theory? Wholey (1987) and more passionately Patton (1990) emphasise the importance of programme personnel and stakeholders. Their philosophy is that it is the stakeholders and programme personnel that will use, or utilise, the outcome of the evaluation. They are more likely to value the results if the evaluator is adjudged to their own criteria. Chen, when writing with Rossi, opted for the evaluator having the major say in the final specification of programme theory. However he suggests it is possible to follow a dual path to theory development with evaluator and programme

personnel input. Weiss suggests that the 'final synthesis' can be effected by the 'evaluator alone' or by working with 'key stakeholders'. (Weiss 1998; p.62). In essence, the technique is intended to create discussion between the relevant interested parties: the evaluator; stakeholders and programme staff, regarding the programme itself. I decided therefore to develop my own theory models based upon Carol Weiss's designs and adopt her strategy of using the designs as a basis for discussion with the stakeholders and thereby develop the evaluation strategy.

An additional benefit of theory driven evaluation is that it allows the evaluation to develop the mechanism, outcome, context model with a sympathetic theory analysis model that discriminates between programme failure and theory failure.

**Fig 4.2 Weiss Theory Analysis Model.**

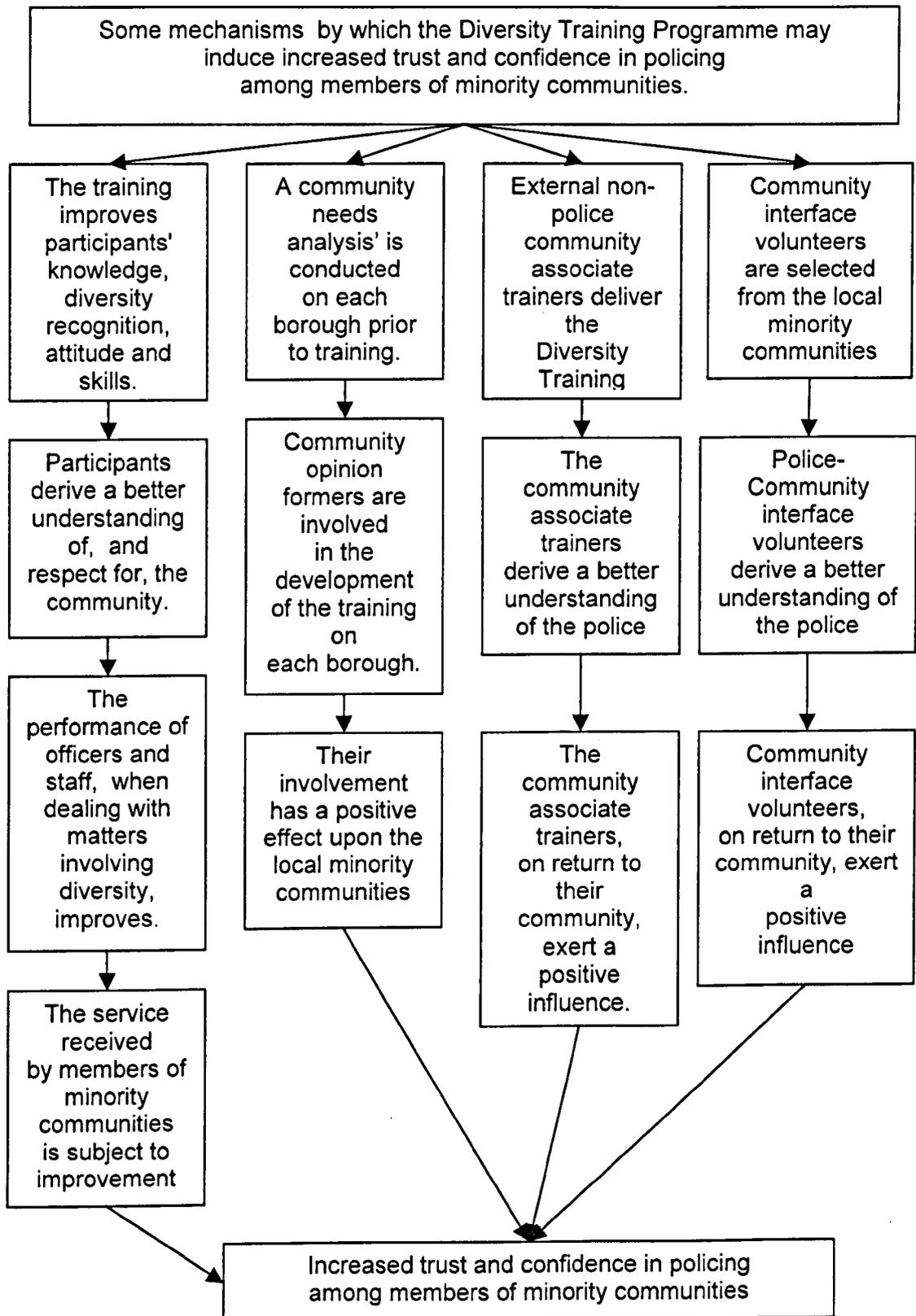


The clarification element of the evaluation included an assessment of how the programme can be evaluated (Wholey 1983, Weiss 1998). This focused upon the issues of what the programme could achieve should it operate functionally with

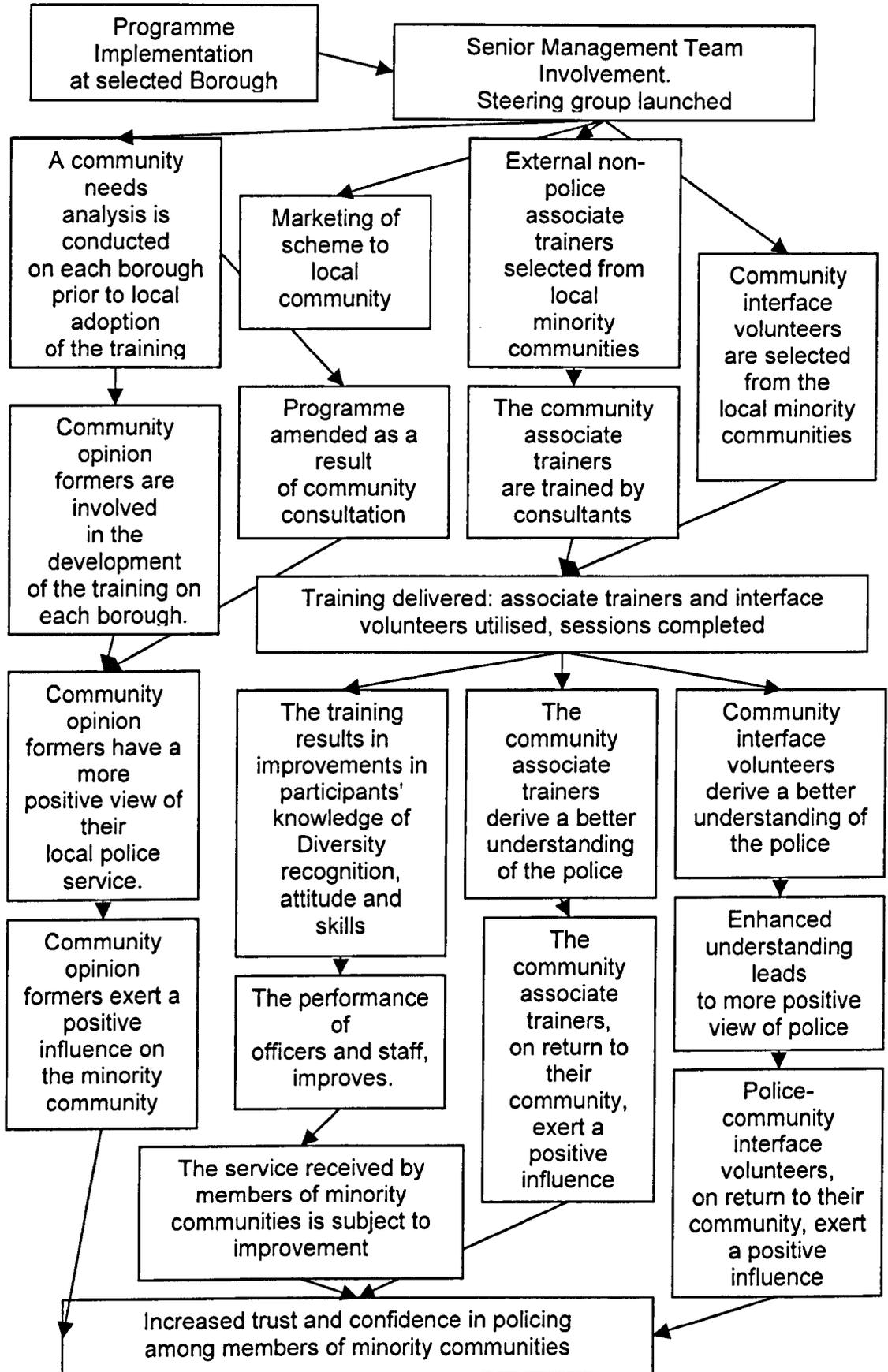
some consistency. The most fundamental element was the extent to which the programme could influence the trust and confidence of the minority ethnic communities. There was little chance that two days of training for all MPS staff would change the public's perceptions of police in the short term. It was therefore unrealistic to expect this to be an aim of the training workshops. It follows that it would therefore be unrealistic to expect to identify an increase in trust and confidence of the police in minority communities as a result of the training alone. However the overall long-term purpose, or final goal, of the Diversity Training Programme, together with other initiatives implemented by the MPS, is to improve such trust and confidence.

I developed three theory models that link programme theory to an increase of trust and confidence in minority communities. The models are based on a format for programme theory driven evaluation designed by Carol Weiss (1998). These three models were presented to the key stakeholders in the MPS. All three models identify the way in which the programme may affect the public, based upon the plan for the rollout of the training borough to borough. The first two models are programme theory models; the first is probably the best fit with the emergent realist paradigm mechanisms concept.

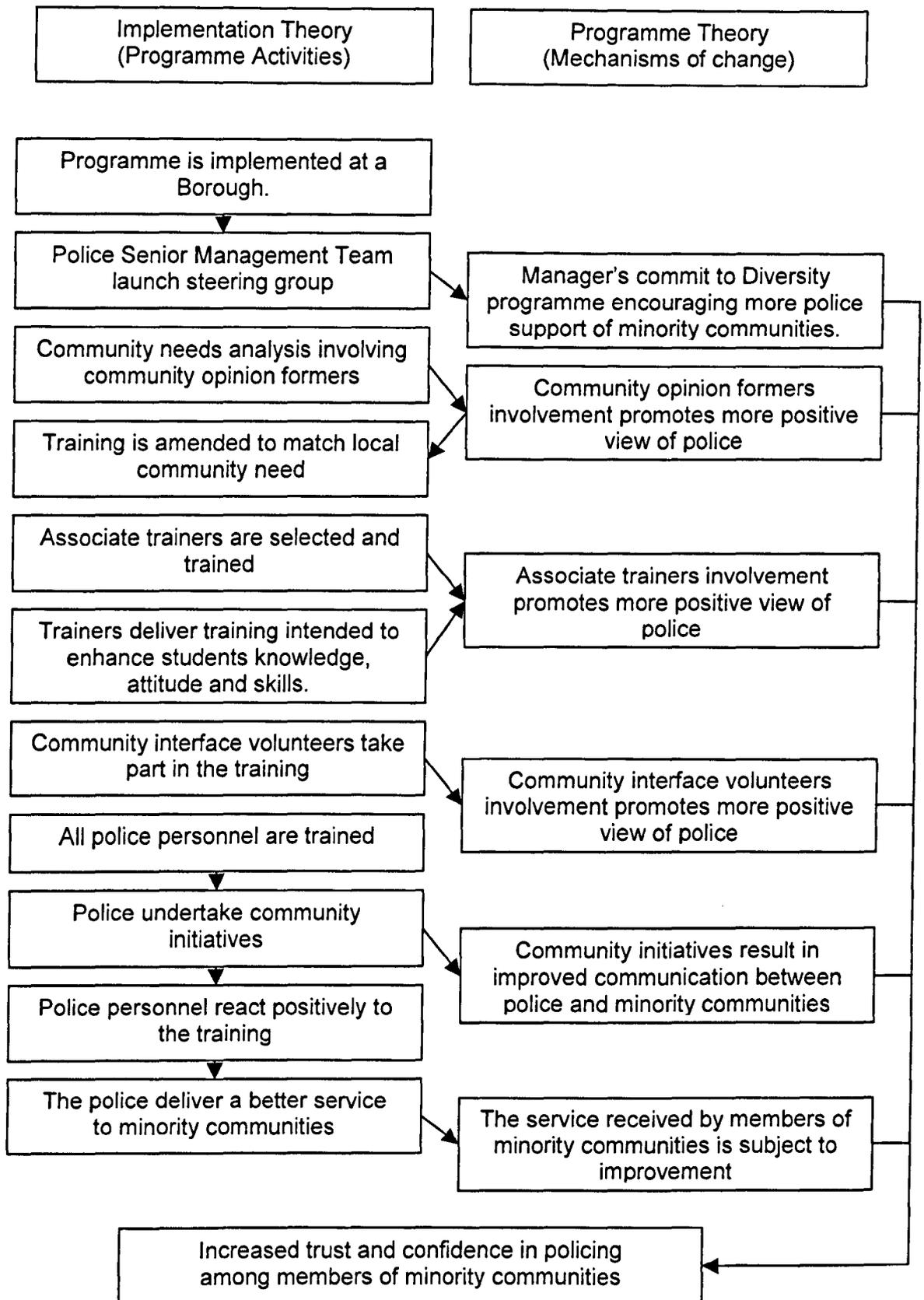
**Fig 4.3 Programme Theory Model 1 (Adapted from Weiss C 1998; p.56)**



**Fig 4.4 Programme Theory Model 2** (Adapted from Weiss C 1998; p.63)



**Fig 4.5 Programme Theory Model 3** (Adapted from Weiss C 1998; p.59)



All three programme theory models provide programme theory. The final model figure 3, assists in the development of emergent realist Context/Mechanism/Outcome (CMO) configurations. Five mechanisms are identified that can be measured during the evaluation. Identification of the development of each issue discovered in the theory model should show whether the programme has resulted in the potential for increased trust and confidence in the police among members of minority communities.

An additional CMO configuration relates to an issue that was raised in many of the interface sessions, an issue that was the driver for the development of the first interface sessions by Mr. Jerome Mack and an issue that has been at the heart of police/community relations for over 20 years; stop and search.

The statistics for stop and search show disproportionality in its application to people from different backgrounds. In this case the context (C) is the borough, its level of deprivation, population demographics and its level of crime. The mechanism (M) is the learning of the participants that may cause them to change the way they select people for, and carry out stop and search. The outcome (O) should be an effect upon the level of proportionality of stops and searches. This is a complex issue and will require significant long term research.

This explication of theory led to the development of key questions for the evaluation which were intended to be used in conjunction with the theory models.:

- Will the programme promote increased trust and confidence in policing among members of minority communities?
- Does the programme have a measurable impact upon the business results of the borough?

- Does the programme have a measurable impact upon the performance of officers and members of the police staff?
- What effect does the programme experience have upon the associate trainers and community interface volunteers?
- What effect does the programme experience have upon those members of minority communities that are consulted prior to the training delivery?
- Are some borough programme interventions more successful than others and if so why?

Both the models and the key questions were then presented to and discussed with the programme managers and project sponsor as a basis for the evaluation. The MPS Diversity Training Evaluation Strategy was produced based on the proactive and clarification evaluation detailed above. The final element of the clarification evaluation involved a consultation exercise with stakeholders; this involved the circulation of the MPS Diversity Training Evaluation Strategy in 2001 to the following parties:

**Fig 4.6 Evaluation strategy circulation list**

Commissioner of the MPS Deputy Commissioner MPS Management Board Metropolitan Police Authority BOCU Commanders DAC Grieve Assistant Commissioner Johnson Director of Training and Development Head of Diversity Training Diversity Training Strategy Unit Diversity Training Forum Consultancy Group Police Staff Trades Unions Christian Police Association Black Police Association	Police Federation Association of Senior Woman Officers MPS Womens' Police Association MPS Independent Advisory Group Lesbian, Gay, Bisexual, Transgender Advisory Group Diversity Directorate Specialist Advisors Commission for Racial Equality Dr Robin Oakley Ms Shelly Collins Ionann Consultancy Association of Muslim Police MPS Sikh Association MPS Greek Staff Association Lesbian and Gay Police Association
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(Further assistance was requested from a number of groups in the design of the project questionnaires.)

#### **4.2.4 Interactive Evaluation**

I recommended and it was agreed that, the evaluation would produce formative information as the evaluation progressed, for the benefit of the organisation as well as a summative evaluation report. There seemed little point in waiting two years to criticise a training programme when any issues could be addressed as they occurred. For this reason a utilisation focused strategy (Patton 1997) or at least an element of utilisation focus strategy was adopted. I arranged that there would be considerable contact and co-operation between the programme managers, delivery team and community volunteers. This decision affected the relationship between the programme directors, training managers and trainers and the evaluation staff. Rather than keeping a distance between researcher and subjects involved in the research, the emphasis was on contact, co-operation and development.

Some criticism could be made of this position. A formative evaluation looks primarily at the progress of the programme, whereas a summative evaluation focuses on the outcomes of the programme. It is possible therefore to contend that a single evaluation may have difficulty in providing a strategy that enables both formative and summative results. Weiss (1998) however presents the argument, in true theory driven multi-method style, that there is no dichotomy. She argues that outcome data can be used formatively and process data can be used summatively. In an evaluation of the length of this project such processes can be attempted because when the outcome data is available for the first boroughs, other boroughs will be starting to implement the training. Outcome data from one borough can therefore be used to develop and inform future deliveries of the programme on another borough. Conversely data collected specifically to provide information to inform future deliveries of the programme can be used to provide evidence of the programmes success or failure.

One of the major obstacles of evaluation of the impact of any programme on an organisation as a whole is recognising outcomes from the programme rather than outcomes resulting from other factors. Even if the emergent realist model is used, there is still a need to provide some evidence of causality between the mechanism and the outcome. In an empirical, experimental model this would be referred to as the closure of outside or uncontrolled variables, preventing other things causing changes that are then attributed to the action of the programme. The use of multiple sites over a different time frame assists to provide evidence of causality. If, for instance, the evaluation identifies a change in an aspect of organisational performance on one borough after the training, which can not be attributed to any other cause, this provides very limited evidence of causality in that given context. If, however, that same effect is noted over a number of boroughs over different time periods, then the evidence of causality is that much stronger.

Perhaps one of the final pieces of interactive evaluation was the passing on of views about what should follow the workshops; the views of all associate trainers and the views of the police trainers (obtained in interviews see 4.2.5.4) were passed on to the Diversity Training School at end of the workshop training delivery, to inform decision making about the next phase of diversity training.

#### **4.2.5 Monitoring Evaluation**

Monitoring evaluation is the form of evaluation most readily applicable to this project. It is common in large organisations where programmes are implemented at many different and dispersed locations, (see Literature Review, chapter 2). A sampling process could be used to monitor selected sites reducing considerably the work required; however in this instance such a process would not be appropriate to the

methodology selected. I selected boroughs as the appropriate contexts within the emergent realist approach; therefore the mechanisms generated and the outcomes resulting there are specific to the borough context. The theory, as applied in this case, suggests that the results of one borough are not, therefore, generally applicable to other boroughs; due to changes in the context the same mechanism may not be generated, or if generated may not result in the same outcome. It is therefore necessary to apply the monitoring evaluation in full at each borough location to identify, initially, what was done at each location then later the relevant CMO configurations.

The monitoring evaluation process is designed to provide evidence of the implementation of the programme and, perhaps more importantly, evidence of when it is not implemented. This tests programme fidelity.

#### **4.2.5.1 Local programme audit**

Each borough at which the training was due to be delivered was visited either prior to or at the outset of the training. The visits were timed so that the borough commander was likely to have received her/his diversity training, but the delivery of the training to all borough personnel had not yet begun. The primary purpose of the visit was to collect a range of information about practices at the borough that could be subject to change as the result of proactive application of learning by borough staff. This activity links directly with the research question: Does the programme have a measurable impact upon the business results of the borough? And the elements of the theory models that relate to the improved services offered by, and community initiatives created by participants.

This can be expressed as a CMO configuration. The context (C) is the borough and its practices before the training delivery; the mechanism (M) is the drive for change introduced into the individual by the training and the outcomes (O) are the changes in the borough practice brought about by the training participants after the training.

The borough commander was asked initially for their opinion of the relevance of the training to their borough. The purpose of this question was to identify their commitment to the diversity training process and to report their response in the borough interim report. Borough commanders were also asked if they had a borough diversity strategy, a local independent advisory group, and a Positive Action Team. The borough commander was also asked for details of their community steering group: a group to be created in each borough to assist in the management of the programme.

Semi-structured interviews were conducted with Borough Commanders (Chief Superintendents). Each interview was recorded contemporaneously in note form by the interviewer and converted into type. The interview record was then sent to the interviewee, who was given an opportunity to amend any element with which they disagreed. This is a type of respondent validation.

At the same time information was collected on a series of borough processes from various units and offices. The personnel department were asked what happens to information about the proportionality of the borough staff after it is generated; all such data is collected centrally, but local dissemination is a local issue. They were also asked whether they use positive action when employing people internally or externally. The Criminal Investigation Department were asked the number of Family Liaison Officers' that they have for their use; how they get community advice during

an enquiry if required; the strength of the Community Safety Unit was identified and the number of community contacts in their community database. The Quality Assurance Unit supplied details of how the proportionality of stop and search is monitored and reported to senior management and how critical incidents are managed/supervised.

The data collected was, after validation, stored in electronic form. The interviews were retained as transcripts and the borough information recorded in a table, in order that it could be contrasted with post course data at a later date. The borough was revisited two to three months after the training delivery had been completed, usually about 8-10 months after the first visit. The borough commanders were asked the same questions, in the form of a questionnaire or by phone interview. The borough departments were asked details of the relevant processes again.

The analysis was conducted on a very practical basis. The processes that existed at the time of the pre-training visit were compared with the processes that existed three months after the training. Any differences were identified and the relevant department asked the reasons for the change in process. Where this was brought about by the actions/innovation of an individual that individual was contacted in order to identify the main driver for the change.

This can also be expressed as a CMO configuration related to the action plans (diversity initiatives) of the participants after the training. The context (C) is the borough and its practices before the training delivery; the mechanism (M) is the drive for diversity initiatives to be introduced as action plans by the participants and the outcomes (O) are the changes in the borough practice brought about by those initiatives.

The borough training co-coordinators/managers were interviewed in order to identify the processes put in place to support the delivery of the training. This included the location and its cost, the training team and the arrangements for identifying and organising a community interface.

#### **4.2.5.2 Observation of the training**

A two-day workshop was observed, by Colin Riley or me, at each borough where the corporate CRR training workshops were delivered. The observations encompassed the whole of the two days training, with the evaluator present throughout as a non-participant observer. (In some cases the trainers asked the evaluator to sit in the circle of participants). A diary of the training delivery was completed by the evaluator in all sessions except the interface session. It was anticipated that an individual completing notes during the presentations by members of the public, acting as interface volunteers, may have a limiting or wholly negative effect on the session. Interface volunteers were however told of the evaluator's presence and task.

Following the training the notes of the evaluator were made into a workshop report. The report was sent to the associate and police trainer who delivered the session, then later published in full as a part of the borough interim report. The report contained a summary of opinions gained from the participants over the two days by the evaluator and identified good practice and areas for improvement in relation to the specific session. This information was passed back to the Diversity Training School management for their information.

Twenty-four BOCUs in all received the corporate training workshops after the start of this evaluation in January 2001. Twenty-seven observations of the training were carried out in all. (Two observations were of the Senior Managers training and there was one observation of the one-day training for staff who do not meet the public.)

#### **4.2.5.3 Community interface volunteers**

I designed a questionnaire to be given to all interface volunteers containing a menu of fixed response answers in order that it could be read by machine.

The first version of the questionnaire was rejected by some of the training deliverers who felt that it contained words that were too complex, and therefore may be difficult to understand, for people for whom English is a second language. The second version of the questionnaire was originally produced in small numbers to be photocopied by the trainers. However the numbers returned did not seem to match the number of community volunteers. It was found that either the originals were being used and there was no form to be copied, or the facilities for photocopying were not being used at the training venue. The remaining boroughs received enough photocopied forms to last them for the entire delivery period, with instructions for the lead trainer to leave them at the training venue on each borough. The questionnaire was handed out after the interface session by the deliverers, then collected and returned to the evaluation team.

In total 2286 completed questionnaires were received from community interface volunteers. It should be noted that if a volunteer attended the training three times they will have been asked to and may well have, completed three questionnaires. The completed questionnaires do not therefore represent the views of 2286 people. However a considerable number of people attended the session once only.

The questionnaire was designed to answer directly the research question: What effect does the programme experience have upon the associate trainers and community interface volunteers? And to establish whether the involvement had an effect upon the interface volunteer, an element in all the theory models. Expressed as a CMO configuration the context (C) is the borough, its trainers, arrangements for community interface volunteers, and attitude of its officers and support staff. The mechanism (M) is the attitude change in the interface volunteer as a result of their experience. The outcome (O) is what they tell people within their own community about the experience, (positive or negative) and its effect.

The questionnaires were designed to be scan read in large numbers. The forms once returned were scan read using teleform (a scan read software) and the results created in excel and transferred to SPSS for analysis. The results were produced initially for the interim reports on an individual borough basis and later amalgamated into one set of results.

#### **4.2.5.4 Associate trainers**

Associate trainers are trainers employed on short term contracts to deliver the training with police trainers. They were intended to be members of the community with training experience. It was my intention to interview at least three associate trainers on each borough after delivery of the training. The evaluation team had no budget to pay trainers for their time when interviewed; this meant that the interviews had to happen during a period when the trainer was already working for the MPS. For those boroughs at which training teams had regular meetings it was relatively easy to interview the associate trainers. An hour or more was requested before the meeting in order that interviews could be carried out. However some of the borough training teams did not meet regularly; the reason for this appeared to be the difficulty

of getting the associate trainers together on one day. The work given by the police was occasional and most associate trainers had other occupations that made mutual availability problematic.

Some associate trainers therefore had to be interviewed in breaks whilst they were conducting a training workshop or by phone at their convenience. When this was not possible questionnaires were used to gain their opinion. Notes of interviews were made contemporaneously and the interviews were later converted into type. The record of the interview was then sent to the associate trainer who was given the opportunity to change anything they did not think accurate.

The interviews with associate trainers were carried out to answer directly the research question: What effect does the programme experience have upon the associate trainers and community interface volunteers? And to establish whether their involvement had an effect upon the associate trainers, an element in all the theory models. Expressed as a CMO configuration the context (C) is the borough, its police trainers, arrangements for the delivery of the programme, and the attitude of its officers and support staff. The mechanism (M) is the attitude change in the associate trainer as a result of their experience. The outcome (O) is what they tell people within their own community about the experience, (positive or negative) and its effect.

The interviews themselves were semi structured with some questions being provided in advance as a general guide for the interviewers. Interviewees were also encouraged to expand on their experiences as they wished. This made analysis of the interviews a complex process. Patton (1990; p.376) suggests that the first issue to be decided is whether to begin with case analysis or cross-case analysis. Initially

the interviews were analysed for the interim borough report; this represents a single case in terms of the location of the training delivery, but also represents the views of three or more people. As their experiences range at the very least across six months of training activity (in some cases the associates gave details of their experiences of training at more than one location), I would suggest this represents cross case analysis.

A variation of constant comparative method was used. I use the expression variation as the process was not wholly inductive and the interviews were not totally open ended. According to Dey (1993) a natural creation of categories occurs with "the process of finding a focus for the analysis, and reading and annotating the data" (Dey 1993; p.99). This is precisely the way the analysis developed; effectively it finished with a composite summary of the associate trainers views.

These composite summaries were written into interim reports and the scrutiny team were given the report and the full respondent validated interview transcript. The scrutiny team then ensured that the summary fairly represented and reflected the views of the associate trainers.

Some trainers gave their views more than once either by interview or questionnaire. In total, 45 associate trainer interviews records or questionnaires were obtained from 36 associate trainers who provided information for the evaluation.

#### **4.2.5.5 Police trainers**

A semi-structured interview was conducted with a minimum of three police trainers who delivered the training on each borough. The interviews were recorded in note form contemporaneously and later converted into type. The record of the interview

was then sent to the police trainer who was given the opportunity to change anything they did not think accurate.

The process that was used to analyse the associate trainer interviews was applied to the police trainer interviews, which were scrutinised by the scrutiny team in the same way. The police trainer interviews did not directly answer any of the research questions and are not directly relevant to a CMO configuration but supplied general information about the training and its delivery.

The general questions to both associate trainers and police trainers remained similar throughout the life of the project but were amended as new categories of importance emerged.

A summary of the views of the police trainers who delivered the training on the borough were included in the borough interim reports. In total 51 police trainer interview records were obtained from 31 police trainers throughout the course of the evaluation (some trainers were interviewed more than once).

#### **4.2.5.6 Independent Steering Groups**

At the outset of the training on each borough, information was given to some members of the local community. This usually included the Police Community Consultative Group and the Race Equality Council. Most boroughs undertook some form of advertising to enable them to engage sufficient interface volunteers. The purpose of forming a steering group was to enable people from the local community to have some influence over the management of the training and to enlist their help in making local arrangements to support the training.

Some boroughs used a multi-agency team of people as a training management and monitoring group; some had one or two independent people involved in the group; others ran the training without a steering group. The steering groups assisted in advertising the training and the logistical arrangements for the interface session; but the lack of a steering group did not prevent the training being effectively delivered.

On those boroughs at which a steering group with independent membership existed, at least three independent members of the steering group were interviewed. The interviews were recorded in note form contemporaneously and later converted into type. The record of the interview was then sent to the steering group member, who was given the opportunity to change anything they did not think accurate.

The interviews were recorded, validated analysed and scrutinised in exactly the same way as the police and associate trainer reports. The views of the interface volunteers were included initially in the borough interim reports then later in the final evaluation report.

This element of the research does not directly affect any of the research questions but has the same potential for predicting the likely affect of involvement of the programme on the community. Expressed as a CMO configuration the context (C) is the borough, its arrangements for the delivery of the programme, and its use of the steering group. The mechanism (M) is the attitude change in the steering group members as a result of their experience and the outcome (O) is what they tell people within their own community about the experience (positive or negative) and its effect.

A summary of the views of the independent steering group members on each borough was included in that borough's interim report. In total throughout the course of the evaluation 17 steering group members were interviewed, and 2 who were unavailable for interview returned questionnaires.

#### **2.4.5.7. Participants' reactions**

The CRR training was intended to:

- To provide knowledge on discrimination and race matters.
- To engage MPS staff to confront their own attitudes and behaviours.
- To commit MPS staff towards further change in organisational and individual behaviour.
- To support change in behaviour where appropriate (DTSU 2000c; p.15).

The first objective concerned the accumulation of knowledge by the participants in support of the next three objectives. The following three objectives concern individuals' attitudes and possible changes in attitude brought about by the workshop.

Originally a questionnaire was designed to measure individuals' attitudes immediately before and then immediately after the workshop. The evaluation team were concerned that any gap between the completion of the 'before' questionnaire and the training should be avoided as peoples' attitudes change over time and are influenced by many issues. If there were a gap between the giving of the questionnaire to the student and the start of the training it was felt that the questionnaire would measure changes in attitude that had no connection with the training itself.

The participant questionnaire was piloted at the first four sites that delivered the training. However the trainers found that asking participants for their views before the training started interfered with the training process and it was therefore abandoned in favour of just having an end-of-course questionnaire.

The end-of-course questionnaire consisted of a series of questions with a menu of fixed responses so that it could be read by machine. Copies of the questionnaire were sent by the evaluation team to the trainers at each borough in sufficient numbers to last for the duration of the training delivery. The questionnaires were issued to participants in the final session of each workshop, completed immediately, and then collected by the trainers. The questionnaires were then returned, via the Diversity Training School, to the evaluation team.

The questionnaires were analysed using 'Teleform' automated reading equipment. The results were produced in Excel and then transferred to SPSS for analysis. The use of SPSS enabled the identification of views of sub sets of respondents, identified by gender and ethnic origin.

This element of the evaluation addresses partially the research question: Does the programme have a measurable impact upon the performance of officers and members of the police staff? Kirkpatrick (1998) suggests that reaction must be positive if learning is to take place; although this has been challenged. A positive reaction by the participants to the training may make it more likely that the training results in changes in their behaviour. Expressed as a CMO configuration the context (C) is the borough and its trainers, and the arrangements made for the delivery of the programme. The mechanism (M) is the positive reaction of the students to the

training as the result of their experience and the outcome (O) is the resultant learning and subsequent behavioural change.

Ideally, every participant would have completed a questionnaire; this was not always possible. Nevertheless some 10,000 end-of-course questionnaires were analysed by the evaluation team.

It is fair to say that the interviews with police trainers, associate trainers and community steering group members were largely qualitative whereas the interface volunteers and participants questionnaires were largely quantitative.

#### **4.2.6 Impact Evaluation**

##### **4.2.6.1 Participants post-training interviews**

The behavioural changes in the participants were measured by interviewing a stratified sample of officers and staff, a minimum of eight months after they had been trained. The interviews were conducted using a behavioural event interview technique, the STARR interview (see below). A minimum of five and a maximum of fifteen participants from each borough were interviewed (average 13) in order to assess the effect of the training on the individuals' workplace performance.

The interviews were arranged by the BOCU administration departments. The evaluation team requested that interviewees be selected from a range of roles and ranks, and include a number of operational, street police officers. The sample requested was:

1 member of the senior management team (not the Borough Commander who had been interviewed previously),

1 police staff first line manager,  
1 communications officer,  
1 station reception officer,  
1 inspector,  
2 sergeants,  
1 detective sergeant,  
6 constables (Team / street officers where available),  
1 detective constable.

At the planning stage of the evaluation Consultancy Group, an internal MPS consultancy team of occupational psychologists, were asked if they could undertake the interviews. They agreed and two staff from Consultancy Group were briefed on the task by the evaluation team. Francis Butler, an occupational psychologist from Consultancy Group, gave his approval for his name and professional description to be added to the list of evaluation team members in the evaluation strategy document. In July 2001, Francis Butler contacted the team to say that in relation to the interviews, Consultancy Group were no longer able to assist. He said, "Bad news I'm afraid as I mentioned MPS CG now has to prioritise how it deploys resources."

The interviews were therefore conducted primarily by the two evaluation team researchers. In addition, one of the members of the team enlisted for scrutiny of reports conducted interviews at one of the boroughs. The partnership agreement with Portsmouth University enabled the use of undergraduate students studying for a BSC Honours in Criminology and Criminal Justice Studies to conduct some of the interviews. Seven students in total assisted the project by undertaking the STARR

interviews (see below), recording the interviews, and supplying the records for analysis. The final analysis was completed by the evaluation team.

#### **4.2.6.2 The STARR technique**

One of the thorniest problems for a researcher, undertaking evaluation at the higher levels, is causality i.e. cause and effect. In order to evaluate a specific training programme any changes occurring must be linked to the training itself. The training must be shown to be at least partially responsible for the changes.

Behavioural based interviewing, most often encountered in job interviews, holds that past behaviour is the best predictor of future behaviour. It is the reason for all those questions in interviews concerning a past experience. The STAR technique was developed by Mottram (1992) and first appeared in a Cambridge University paper. STAR is an acronym: Situation, Task, Action, Result. The interviewee is asked to identify an incident; the interviewer then encourages them to explain the situation, the tasks they felt were important for them to complete, the action they took and the result of that action.

I, together with Gary Shanahan of the MPS, used a primitive version of the technique to undertake an evaluation of MPS Critical Incidents Training. When applied to this project an extra R was added to STAR, for Reason; the reason or main driver that caused the interviewee to take the action they did. This appears to have been the first time the STAR technique has been used for evaluation research. I developed the technique further and applied to this project in its current format.

The technique was adopted by the Scarman Centre from Leicester University, in their plan for an independent review of the MPS Diversity Training Programme, and by the Institute for Employment Studies, in their study of the programme.

The key to the use of the technique is that it shows whether benefit has accrued to the individual or organisation as a result of the training: if because of the training (Reason) the individual has applied to the Situation behaviour (Tasks and Action) which resulted in a successful outcome (Result).

The post workshop interviews started with a series of questions asking the interviewee if the training changed their attitudes, opinions, the way they think about policing minority groups or the way they deal with incidents involving diversity. They were then given wide definitions of diversity and incidents and asked if they had dealt with an incident involving diversity since the training. Once they had agreed that they had dealt with incidents involving diversity they were asked to think of two specific examples that they could talk about.

It was not unusual for individuals to state that the training had no effect upon them, then after describing the situations and their action to realise that the training was one of, or the main driver, for them taking the action they did.

To sum up: the use of the STARR technique identifies behavioural change and the impact that change may have upon the organisation. Participants are interviewed about their behaviour as a means of predicting future behaviour. That behaviour is linked to the training by the interviewee making an explicit reference, or because the concepts taught in the training appeared in the interviewees' descriptions of their

actions. Essentially, the evaluator is looking for concepts from the training to be present in the accounts of situations given by interviewees.

Each interview was recorded by the interviewer or someone assisting the interviewer and at no point was any action taken by the evaluators to confirm or disprove what was described. It is quite likely that some of the accounts given in the interviews are completely true and are wholly objective and valid descriptions of incidents. It is also likely that some interviews accidentally contain accounts of events that didn't occur because through time the interviewees had forgotten precisely what occurred. It is also possible that some people embellished their accounts in order to please the interviewer or to make a point.

Each interview was later transcribed and analysed. The analysis consisted of using a coding frame to identify categories of answers to each question and an examination of the incidents cited by the interviewees. The coding analysis indicated whether the interviewee identified within their stated incidents:

- the element of the situation that made it a diverse incident;
- whether they identified needs specific to that individual because of their diversity;
- whether they took action appropriate to those needs.

The questions concerning the identification of individual need and application of appropriate action relevant to that need, are intended to identify whether the individual has understood and adopted the concept at the heart of the training. This is the need to treat people in accordance with their needs as opposed to treating all people the same. This is explained in more depth in the following paragraphs.

Prior to the introduction of diversity training and the publication of the Stephen Lawrence report there was no widespread knowledge of institutional racism. Training delivered in the MPS was focused on treating people equally, irrespective of race or colour: it was essentially focused on providing equality of opportunity.

The MPS Equal Opportunities Policy in 1986 stated that "the MPS is committed to being an equal opportunities employer and is determined to ensure that no job applicant receives less favourable treatment on the grounds of sex or marital status, colour, race, nationality, ethnic or natural origins" (Police Orders 12.12.86).

This policy was explained in a document designed to assist MPS selection interviewers as follows: "There are many commonly held beliefs about sex and race differences in abilities physical characteristics and temperament. Some of these are not true. Some differences do exist but usually these differences are of little or no importance in the selection process. Often the differences which do exist are differences on the average and tell us nothing about the individual" (PT8 Training Support Services 1987; p.4).

The Stephen Lawrence Inquiry report suggests that such an approach leads to failure to adjust policies and methods to meet the needs of policing a multi-racial society, describing this approach as 'colour blind' policing (Macpherson 1999; p.23). Professor Simon Holdaway in his statement to the enquiry supported this view: "By policing normally in what officers regard as common sense ways, in failing to reflect the implications of their ideas and notions, negative relationships between the police and ethnic minorities are created and sustained" (Holdaway in Macpherson 1999; p.23).

The Stephen Lawrence Inquiry report goes on to say that, "A colour blind approach fails to take account of the nature and needs of the person or the people involved and of the special features which such crimes and their investigation possess," (Macpherson 1999; p.23). Dan Compton of Her Majesty's Inspectorate of Constabulary stated that it is no longer enough to believe that all that is necessary is to treat everyone as the same...it might be said it is about treatment according to need," (Macpherson 1999; p.23).

The main difference between the old approach, which existed prior to the Stephen Lawrence Inquiry report, and the approach encouraged after the report is the recognition of the importance of treating people differently in accordance with their needs, rather than the same irrespective of their ethnicity, race or background.

Expressed as a CMO configuration the context (C) is the borough training received by the participant. The mechanism (M) is the cognitive change from treating people equally (giving them the same opportunity) to treating people in accordance with their need, and the outcome (O) is the resultant learning and behavioural change in situations involving diversity.

Once completed the results were analysed in two ways. Initially the interview content was categorised using a coding frame and the resultant data analysed to establish training impact on individuals from each borough. The answers of the interviewees were coded and the results were entered into 'Excel' (a spreadsheet format) and 'SPSS' (a statistical data handling programme). This enabled the opinions of different sub sets of interviewees to be examined for differences in the level of impact of the training; then the results were amalgamated to produce one set of data for the whole MPS.

The interviewees' accounts were then analysed to look more closely at the incidents described. This second form of analysis looked at issues within the language and examples used by the interviewees. The categories were developed only as a result of the analysis itself which represented an inductive process reflective of the constant comparative method.

The interviewees were asked to describe incidents involving diversity; the analysis revealed the words used by participants to describe people involved in such incidents. The ethnic backgrounds of individuals and their type of involvement in the incident were then identified to see if there were any groups disproportionately represented in any types of incidents.

As the result of this analysis further research was done focusing on the relationship between deprivation and crime in London's boroughs. This was followed by further research identifying the relationship between deprivation and London's minority communities. The analysis of data was achieved using multiple scatter grams in Harvard chart XL (chart software) and SPSS Spearman correlations. Full details are given in appendix 5.

#### **4.2.6.3 Organisational impact**

The main source of data gathered for the evaluation of the organisational impact of the training was the MPS Performance Information Bureau (PIB). All existing long-term performance indicators were examined to establish the likelihood of them being affected by the training. Protocols were agreed for the data to be supplied and the agreement subject to an internal service level agreement between the evaluation team and the head of PIB.

Data were collected, on the advice of PIB, for two years before, during and one year after the training in order that trends could be identified and any changes that occurred after training measured against those trends. It was agreed that only data that was already in the public domain would be supplied; this prevented any issues arising concerning the publishing of interim and final borough evaluation reports. This did however result in the non-publication of data concerning police employees who had instituted grievances and industrial tribunals in each borough, this data was not published as the result of a request from PIB after they reviewed the first final report.

It was agreed that PIB would retain a number of questions in the Public Attitude Survey that relate to diversity issues and that the private company responsible for the survey would supply the data relevant to each borough.

The categories Black, White, Asian and of Other ethnic origin/appearance are used in this study. This type of categorisation could be described at the very least as controversial and could be cited as evidence of racism. There is no empirical foundation for the categories of Black and White, "there is no positive definition of blackness" (Zack 1993; p.11). There are no biological characteristics that divide the human race effectively into sub categories. Many differences in people are brought about by social and cultural factors but there are no clear and uniform criteria by which the ordinary concept of race can be applied to every individual in a particular group. Zack (1993) points out because this racial designation can have important consequences in the lives of individuals who have been designated, this lack of clarity and uniformity means that such racial designation is unfair.

Whilst recognising that the use of these categories has cultural, social and political meanings this data is secondary data. The data was originally collected to allow the Home Office to monitor the police. The Home Office and the police co-ordinate the racial categories by which data is sub-divided, in order that one set of data can be measured or compared against another. An example would be the monitoring of stop and search; the proportionality of stop and search can be judged by comparing the numbers of people stopped in various categories against the population. It is therefore essential that the categories used are the same for calculating the population as they are for recording stop and search.

The categories used by the Home Office and police for all but the very latest data collected in this study are Black, White, Asian and Other; it is for this reason those are the categories that have been used.

#### **4.2.6.4 Analysis of PIB performance data**

It was essential that the analysis of the data from PIB should result in outcomes that were transparent and easily understood. The data was to be published in borough reports whose primary audience was the community of the borough concerned. The analysis process therefore started with a list of the indicators that could be affected by the training, together with questions about the indicator that the analysis may answer:

- Public Attitude Survey: Has minority community opinion of the police got better as a result of better police performance/service?
- Stop and Search figures: Has the training affected the application of stop and search powers by police officers?
- CS Spray: Is CS spray used proportionately?

- Customer Satisfaction: Has customer satisfaction increased as the result of better police performance/service?
- Complaints data: Have the number of complaints against the police, particularly racial complaints dropped following the training?
- Race Crime: Have more race crimes been reported to police and have more been solved?
- Homophobic Crime: have more homophobic crimes been reported to police and have more been solved?

All of the data was supplied in excel on a month by month basis. Excel was used to amalgamate the data into annual results when required. The excel tables were exported in SPSS to undertake further analysis as necessary. The data was given for a minimum of three years in all cases.

The public attitude survey data concerned the attitude of the public to the police when questioned in each borough. A list of questions relevant to the evaluation were identified and retained in the survey. The data was presented as a histogram containing the views of the public on each issue. Any trends apparent in the data were then identified.

The stop and search data was analysed and presented in two ways, first the volume of stops and searches was presented in a histogram, sub-divided by the description of the individual searched. This was followed by a histogram of the proportion of stops and searches sub-divided by the description of the individual searched as a percentage of the whole. A scaled model of the borough population was added to provide a visual comparison of the proportionality of the figures. The same method

was used to provide a visual comparison of the proportionality of the CS spray usage sub-divided by the description of the individual sprayed.

Complaints data consisted of details of all the complaints made concerning police officers actions on each borough. In addition the data identified those complaints that were of a racial nature. The data was presented in two histograms which displayed both lines of data together with trend lines for all complaints and racial complaints. The results were enhanced in the second histogram which focused more closely on the results just before during and after the training.

Customer satisfaction data was to be analysed in the same manner as complaints but the data was so poor that the results were invariably unreliable.

The crimes on each borough were categorised into crime types and presented on a biannual basis on a line chart. Homophobic crime and racial offences were identified in separate line graphs on a month by month basis together with trend lines for the level of crime and the clear up rate. (The clear up rate relates to crimes which are not unsolved.)

As previously stated all analysis protocols were agreed with PIB who subsequently approved the resulting reports.<sup>4</sup> The details of the analysis process and the results of the analysis are contained in chapter 7 and in the twenty four final borough reports which are given in electronic format in appendix 7.

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<sup>4</sup> The approval process was abandoned at the request of PIB after they had approved the first seven evaluation reports. They were satisfied that the data were being analysed in accordance with the agreed procedures.

#### **4.2.7 Methods that failed**

A number of methods were considered to obtain data relevant to the research. Not all methods were successful. These are discussed below.

##### **4.2.7.1 The competence framework**

The primary author of the HMIC 'Policing London' report was interviewed in order to seek advice on any other evaluation activity that should be implemented. He suggested that the MPS Human Resources strategy should be linked to the Diversity Training Programme. At that time a National Competency Framework team were developing a competency framework for police officers, which was to be the basis of a new police appraisal process.

Some discussions were held with the team and requests made for diversity to appear as a specific competence in the framework. The intention was that if all officers were appraised on their competence in dealing with diversity issues then this would provide real evidence of the success or failure of the training.

The framework project developed role profiles that contained tasks, sub tasks and links to knowledge and behaviour, rather like a formal competence framework. As a result of our discussions, Task 141 (Promote equality, diversity and rights) was included in the framework and related specifically to the delivery of policing services.

I envisaged that this would provide a link between the training and the assessment of police officers, creating a join between the diversity training strategy and the MPS HR strategy. However the appraisal scheme that emerged was limited to exception reporting of major tasks. This means that evidence of performance will only be sought in exceptional cases, either good or bad. Police officers would not be

routinely assessed as a part of their annual appraisal on their competence in dealing with issues involving diversity. The appraisal process could not therefore be used to measure the effectiveness of the training, and this element of the project was abandoned.

#### **4.2.7.2 Psychological enquiry**

I tried to identify a measure that could be used over long periods of time to identify changes in the culture of the organisation particularly in relation to race. One of the problems with psychologically sound questions, psychometric testing or the identification of attitudes, is providing a test or measure that is valid and consistent.

Enquiries were made with Centrex (at that time called National Police Training), the MPS Consultancy Group and the Scarman Centre, but no previously verified test was found. The final verdict of the search was delivered by Francis Butler of the MPS Consultancy Group:

The position is, that having further investigated with my psychologist colleagues, neither they nor I am of aware of any psychometric measure so subtle that someone completing the instrument would be unaware of what it was trying to measure, and still betray their 'real attitude' to something as sensitive as attitude to diversity. Any 'sideways' techniques would need to involve running people through scenarios involving ethical dilemmas about treating people which would be very expensive and time-consuming and at the end of the day not necessarily that reliable. Even if there were simple easily administered and interpreted methods, there are questions about whether their use would be acceptable. When we expanded the CRR training from Lambeth Borough to other boroughs; Greenwich and Tower Hamlets, the Police Federation objected to a Training Needs Analysis questionnaire which only asked officers to identify community groups about whom they felt it would be helpful to have more information. Using a questionnaire that could actually be used against an officer - they could not be completely anonymous since someone would need to be able to link officers before and after responses to identify any change - would be even more likely to cause Federation disquiet. (Butler 2001; p.1).

### **4.3 Evaluation Reports**

The evaluation activity resulted in two reports for each borough, an interim report and a full report. The interim report contained details of the delivery phase of the training, including the borough context and reactions of those involved in the programme. The full report contained details of the results of the long-term indicators.

The reports were supplied to the public in two ways. Copies of each report were forwarded to the borough for onward distribution to the local Police Community Consultancy Group and Race Equality Council, other Partnership bodies, and other interested groups. The reports were also published on the borough police internet web sites in PDF format. Thirty copies were sent on request to the Metropolitan Police Authority for the benefit of the Equal Opportunities and Diversity Board.

### **4.4 Conclusion of chapter four**

This chapter has explained how contemporary (1999-2000), programme evaluation theory was applied to the evaluation of the Diversity Training Programme. It has detailed the methods used and ways in which the resulting data was analysed.

In commissioning this project the Director of Training and Development requested a Kirkpatrick (1998) level four evaluation. The HMIC 'Policing London' report stated that a comprehensive long-term evaluation strategy was required urgently. The Stephen Lawrence Report recommended that there should be independent and regular monitoring of training to test both implementation and achievement. Therefore the evaluation was universally required to be comprehensive and of sufficient depth to reach level four on the Kirkpatrick scale. This was therefore an

element in the planning of the evaluation, even though it did not reflect the application of modern programme evaluation theory.

The next chapter will detail the first elements of the outcome of the evaluation; the results of the research into the history of the diversity training programme, how it was developed and a description of the programme itself.

## CHAPTER FIVE

### RESULTS AND ANALYSIS: THE PRE-TRAINING PHASE

#### **5.1 Introduction to the pre-training phase**

The last chapter explained how the programme evaluation methodology identified in the literature review was applied to the evaluation of the Diversity Training Programme. This chapter details the results and analysis of data arising from the pre-training phase of the evaluation; this includes the proactive and clarification processes of the evaluation and secondary research covering the pilots of the Diversity Training Programme.

This chapter starts with a history section. The history section is not included as an introduction or background but is an important element of the evaluation. I was asked to provide a scoping report for the Director of Training and Development after the initial pilots of the training programme. The project started with the application of the evaluation matrix (at fig 2.5 in the Literature Review) in order to determine the required programme structure and the type of research necessary to allow its successful evaluation. I submitted a report of what I thought were the weaknesses in the programme and its evaluation to that date. The report was presented as an evaluation strategy which was published in February 2000. This was a significant event in the development of the corporate Diversity Training Programme.

#### **5.2 History of the Diversity Training Programme**

The Stephen Lawrence Inquiry, which began in 1997 and was completed in 1999, was the catalyst for extensive changes in the way the MPS dealt with diversity and community and race relations. Prominent among these changes were the creation of

the Diversity Directorate and the establishment of a MPS Diversity Strategy: 'Protect and Respect.' It would be impossible to include, within this report, details of all the activities and initiatives, relevant to diversity, that have taken place. This section concentrates on describing the history and origins of the Diversity Training programme, which can be traced back to the Scarman report in the early 1980s.

Lord Scarman's report into the Brixton disorders in 1981 raised the prominence of community and race relations in police training. Lord Scarman identified that in many areas trust in the police, particularly of sections of the black community, had been lost and he saw public confidence in the police as a fundamental issue (Scarman 1981).

Lord Scarman rejected the contention that Britain is a racist society (Scarman 1981; p.11) and that the MPS was a racist force: "The direction and policies of the Metropolitan Police are not racist. I totally and unequivocally reject the attack made upon the integrity and impartiality of the senior direction of the force" (Scarman 1981; p.64). However he accepted that police made errors of judgement and suffered from a lack of flexibility and imagination. He stated that some officers were guilty of, "ill considered immature and racially prejudiced actions in their dealings on the streets with young black people" (Scarman 1981; p.64). He also recognised that it would be, "only too easy" for officers faced with rising crime to lapse into thinking that, "all "young black people are potential criminals" (Scarman 1981; p.64).

The Scarman report accepted that some police officers were racist but rejected the notion of institutional racism. Lord Scarman did not agree with the contention that most British institutions were racist in the way in which they acted. He also rejected the philosophy that unequal outcomes identify racism. He felt that there were

reasons other than racism that caused one particular group of people to suffer different outcomes from others. It should be remembered that the Scarman report was prompted by civil disorder rather than one specific event. That disorder could be seen as one of the symptoms of systemic racism or a manifestation of a pattern of resistance to racism identified by Penkeith (2000). Essentially the same evidence reviewed by Scarman could be used to identify systemic and institutional racism. The recommendations, in respect to training, are somewhat familiar to those made later by Lord Macpherson.

Lord Scarman recommended that all police officers should receive training in community and race relations. He proposed that such training should be related to local issues and have substantial community involvement in delivery (Scarman 1981).

In 1983, following the Scarman report, the Police Training Council established a Working Party on Community and Race Relations Training for the Police. The working party was made up of civil servants, independent trainers, police officers and members of the Black community. They were required to take account of the Home Office report on racial attacks (Home Office 1981). Whereas the Scarman report identified that racial prejudice was limited to some individuals within the police service, the Working Party on Community and Race Relations Training for the Police, "acknowledged racism as endemic within the fabric of society within which police like other agencies operate and from which they are drawn " (Oakley 1992a; p.51).

The group produced a report which recommended that police officers receive developmental training throughout their careers to enable them to come to terms

with the shift to a multi-racial, multi-ethnic community. They further recommended that the training should contain elements concerning practical skills and attitudes as well as information.

In late 1983 the Home Office set up the Brunel Centre as the Centre for the Study of Community Race Relations. The centre was not the success some had hoped for, one of the reasons being that it did not secure the support of police senior management (Oakley 1992a; p.53). The Brunel Centre was replaced, in 1989 by Equality Associates; a Specialist Support Unit intended to assist the police in diversity training matters.

From the time of the Scarman Report, the Metropolitan Police introduced a number of training initiatives to address community and race relations (Oakley 1998):

- The recruit training course at Hendon was extended in 1982 to take account of the additional training recommended by Scarman. Recruits were given 'Human Awareness Training', later called 'Policing Skills Training.'
- Between 1984 and 1989, Policing Skills training was provided for experienced constables, sergeants and inspectors who had not undergone such training as recruits. The training was designed and supported by the planning unit at Hendon and was delivered by teams of police trainers working on the then 8 MPS geographical command areas. The course lasted 2-weeks and covered self-awareness, interpersonal skills, race awareness and interviewing skills. Given the number of people trained (only an estimated 2500 officers) its impact on the organisation as a whole was limited.

- Also in this period Constable Development Courses were introduced for officers who had just completed their initial 2-year probationary period and who had undergone Policing Skills training as recruits. This course was intended to build on previous training and re-visit topics such as interpersonal skills and race awareness.
- In 1989-90 the area-based Policing Skills and Constable Development Courses were combined to form a 'Professional Development Programme', focusing on quality of service issues and promoting fairness in dealing with people. This programme was delivered on areas, for all ranks and included a Senior Officer Course. It was short-lived, making way in 1990 for a service-wide series of 1-day 'Plus programme' seminars for all MPS personnel. These arose from concerns raised in a report by external consultants about public confidence and working practices in the MPS.
- Some training initiatives took place at divisional level, for example, police community workshops were held in Tottenham following the Broadwater Farm riots in 1985.
- In the 1990s the MPS published a standard reference folder on community and race relations and equal opportunities called 'Focusing on Fair Treatment for All.'

## **5.2.1 The pilot programme**

### **5.2.1.1 Training needs**

In 1996, the MPS published a five-year strategy document, *'The London Beat'*. It identified policing diversity as one of the ten MPS key tasks. The document stated that this commitment would be achieved through local strategies for community policing, the involvement of people from outside the service in the development of policy, further understanding of risks faced by different communities all supported by community race relations training (Metropolitan Police 1998).

The Chief Superintendent at Hammersmith division, Richard Cullen, became aware that Mr Jerome Mack, the lead at Equality Associates, had offered to do some consultancy work free of charge. He stated, "Apparently we are part of the ginger group of forces which defines police forces by their high areas of minority ethnic population. I undertook primary negotiations with Jerome Mack and I said we would like to do a training needs analysis and some community and race relations training if the training needs analysis showed that that was required" (Interview 21st June 2001). The source of the Diversity Training Programme was therefore the commitment in the *London Beat* (1996) to institute local Community and Race Relations strategies, the offer of free consultancy by Jerome Mack to help deliver such strategies and the sponsorship of the pilot process by Chief Superintendent Cullen at Hammersmith.

Dr Robin Oakley and Ms Shelley Collins from Equality Associates, then the Home Office Specialist Support Unit (SSU) on Community Race Relations, carried out a pilot programme in, "selected MPS divisions to develop a model for divisionally-based community and race relations training" (Oakley and Collins 1997; p.1). The

purpose of the pilot was to, "assist the MPS to formulate a forcewide CRR training strategy to advance the objectives of the London Beat and also those of the Stop and Search Working Party" (Oakley and Collins 1997; p.1).

A protocol was agreed whereby SSU personnel would be made available to five MPS divisions to develop models of good practice in local CRR training. It was intended that the CRR training produced would be "practical and sensitive to local circumstances", with the intention that the training could later be, "disseminated for wider use by divisions throughout the MPS" (Oakley and Collins 1997; p.1).

The five divisions selected were: Hammersmith, Croydon, Golders Green, Harrow, and Brixton/Streatham/Vauxhall [Lambeth]. The pilot process followed a two stage approach training needs analysis, followed by the design and delivery of training. Stage one, the TNA process, was carried out at all the pilot sites. Stage two however, was only completed at Hammersmith and Croydon.

Training needs on each borough were identified using a staff questionnaire based upon the Minimum Effective Training Levels for Equal Opportunities and CRR training. These were a set of competencies designed by National Police Training at Harrogate (now Centrex) and agreed nationally. Some work was done to establish knowledge levels with a CRR knowledge check and on one division with the help of the local Race Equality Council, a community questionnaire and focus group session.

The staff questionnaire identified the respondents' opinions of their relative strengths and weaknesses in relation to CRR. The results were described as substantial, "Staff consider there to be a very considerable shortfall in levels of competence as

regards CRR aspects of their policing role" (Oakley and Collins 1997; p.4). The areas of weakness identified were:

A weakness or at least uncertainty in relation to a range of CRR issues including knowledge of legislation, challenging of inappropriate language and behaviour, appreciation of ethnocentrism, street stops of minorities, and community consultation. Staff indicate that CRR training provision has not been adequate to equip them with the necessary competencies for carrying out their duties in today's multi-ethnic society. (Oakley and Collins 1997; p.4).

### **5.2.1.2 Hammersmith and Croydon**

The aims of the training introduced at Hammersmith were for the participants:

- To increase their cross-cultural knowledge, and to examine issues which may impact upon service delivery and officer safety;
- To have an opportunity to engage with young people from the minority ethnic communities to discuss their experiences and views of policing Hammersmith, and seek ways of continuing the dialogue subsequently;
- To understand the impact that policing practices have on the perceptions and lives of young people from minority ethnic groups in Hammersmith, and the lessons arising from this (Oakley and Collins 1998; p.301).

The most innovative aspect of the training was in the consultation with the local community. This started with the promotion of the training by the Chief Superintendent and Borough Liaison Officer, followed by consultation with individuals and groups by SSU staff to seek participation by individuals from ethnic minority communities in the training process.

Training for managers at Hammersmith was delivered over three days in January and February 1997. The first day of the workshop focused upon the African Caribbean / Black British community, the second on South Asian communities and the third day saw the presentation of legislation and discussion of officer safety

issues. Training for front line service providers took place in September and October 1997 and consisted of one days' training.

The programme delivered at Croydon was based upon the same general development process as that of Hammersmith. The local Chief Superintendent wished to focus on internal as well as external issues (Oakley and Collins 1997; p.5). This led to an adaptation of the training, the CRR element of which was delivered by SSU staff to police officer and police staff management in five two day workshops in April 1997.

There is little evidence of the reason for the failure to move from the TNA stage to the delivery stage at the other divisions. Oakley and Collins see the main reason for failure to deliver training at the remaining three sites as "change of personnel and lack of funds" (Oakley and Collins 1997; p.2). It appears that when the project was first initiated Equality Associates volunteered to undertake consultancy work free of charge, which included some TNA work. They then intended to deliver, at a charge, training as a pilot on five boroughs. It was left to the consultants to persuade the divisional commanders of the validity of and need for the programme. Two individuals are identified as fundamental to making progress on the two divisions where the training was successfully delivered: the Chief Superintendent at Hammersmith and the Personnel Manager at Croydon. In fact Hammersmith division was selected as a pilot division because of the "proactive approach of the local divisional commander of Hammersmith division" (Collins and Oakley 1998; p.298).

The training at Hammersmith was evaluated by the SSU. They identified five key lessons learnt from the pilot:

- The importance of basing the training programme on a carefully thought out Training Needs Analysis;
- The importance of using skilled trainers who have the credibility for undertaking this type of work;
- The delivery of training that focuses on practical service delivery issues and achieves learning which is seen to be of practical benefit by the participants;
- The importance of community involvement in the training;
- The need to ensure adequate time for the training to be delivered and the use of appropriate training methods (Collins and Oakley 1998; p.304).

The key components of a model of good practice, for the design and delivery of local training, were identified by Collins and Oakley (1998), based upon the Hammersmith experience and "other comparable training programmes." Full details are given in the Police Journal for October 1998. To summarise:

1. A strategic approach to the design and delivery of local training, consisting of agreement on overall aims and strategy, consultation with the local community, training needs analysis, the design and delivery of training and evaluation.
2. A programme of consultation with the local community should be undertaken.
3. A local CRR training needs analysis should be undertaken.
4. A two day workshop designed to address the identified needs should be delivered to all staff.
5. Delivery of the workshop should be by skilled trainers with both police and community credibility. In practice this means specialist trainers on race issues who have a good understanding of the policing context, or appropriately trained police trainers working in partnership with local community based trainers.
6. A community interface should be a central feature of the workshop.
7. The CRR training programme should be fully evaluated.

8. Local police managers should provide visible leadership for the CRR training programme.

9. A training programme of this kind should not be seen as a once for all intervention, it should be envisaged as a new foundation on which follow up activities can be based.

The results of the evaluation of the Hammersmith experience focus almost exclusively on the delivery of training as good practice. Although the key components identified by Collins and Oakley (1998) contain other elements of design and development practice, they are all processes preparing for the delivery of training. This is however not the whole story: as a final sentence Collins and Oakley stress that, "the model is not really just about training but about transforming the commitment to policing an ethnically diverse community into good professional practice generally" (Collins and Oakley 1998; p.306). At Hammersmith this included the Divisional Community and Race Relations Strategy, priority objectives, increased contact with people from minority groups, recruiting local people and working with partners to tackle local diversity issues.

No records of the results of the evaluation at Croydon division have been found.

#### **5.2.1.3 'Winning the Race: Policing Plural Communities'**

In October 1997 HMIC undertook a thematic inspection on police community and race relations entitled, *'Winning the Race: Policing Plural Communities.'* The report dealt with the national picture, but the Metropolitan Police was not one of the forces visited or inspected. The report emphasised the need for "rigorous consultation arrangements", community policing, the recruitment of people from minority ethnic groups and a strong multi agency approach (HMIC 1997; p.5).

The report recognised an inadequacy of service when related to victims of crime and a lack of confidence in the police complaints procedure. These concerns were exacerbated by the fact that "the pressures associated with reactive policing and unreasonable demand encouraged a more abrasive approach in police officers dealings with the public particularly in the inner city" (HMIC 1997; p.4).

The report took a line similar to that of the Working Party on Police Community and Race Relations 14 years earlier: "It must be recognised that racial discrimination both direct and indirect and harassment are endemic within our society and the police service is no exception" (HMIC 1997; p.4). The report called for chief officers to make a long term commitment to equality, in order to develop an anti-sexist, anti-racist and anti-homophobic service. It recommended, "Training in Community Race Relations should be given greater emphasis and priority should be initially targeted towards front line supervision" (HMIC 1997; p.6).

The report expressed concern about the lack of CRR training for those who most needed it (i.e. those beyond probationary period in daily contact with members of the public), the content and evaluation of CRR training and the lack of use of police officers trained by the SSU at Turvey. The report stated, "The inspection did not find any examples of good practice in the proper monitoring and evaluation of community race relations training for the benefit of the force by appropriately skilled staff" (HMIC 1997; p.22).

The MPS were not included on the list of forces to be visited. Yet it appears that the type of development that had occurred in Hammersmith shortly before this HMIC inspection would have fitted many of the requirements of the report.

#### **5.2.1.4 Lambeth Borough**

Training in CRR was then scheduled for delivery at the three Lambeth divisions of Brixton, Streatham and Vauxhall. The process began with a Project Initiation Document dated February 1998. An interim report of baseline measure was produced in April 1998; this contained the evaluation methodology but curiously no baseline data. Supervisors' training was conducted between April and June 1998; training for police constables was conducted between September 1998 and April 1999. The evaluation of the training at Lambeth resulted in a 'hard measures' report, interim report, training observation and focus group report, the last being dated June 1999. All were completed by Consultancy Group. The recommendations from the evaluation were given in six sections:

- Course content
- Dealing with Police Constable's concerns and control of discussions
- Emphasis on practical objectives
- Trainers
- Community Interface
- General

The evaluation report contained some fundamental issues of concern. The first revolved around aims and objectives of the training. The evaluators were concerned that they were not sufficiently defined and that this was having an effect on the presentation of the training and the involvement of the participants: "It was not clear to the observer or the participants whether the course objectives had been clearly defined. At times it seemed to be a forum for PCs to air their views and discuss issues relating to CRR and wider issues relating to policing.... This led to confusion amongst the PC's as to whether they had participated at a satisfactory level and what they were expected to take from the training." This it seems led to

inconsistency in the content of the training: "There was a substantial variation in the content of the courses observed, both in terms of what was covered, and how it was covered" (Digger, Hobley and Jacobs 1999; p.4). The report gave details of some of the subjects that were not always delivered; this contained some definitions and distinctions between such essential concepts as racism, discrimination, stereotyping and indirect discrimination.

The report also contained criticism of the lack of preparation of students by line managers, advice as to the make up of community interface groups and style of training, together with many recommendations as to future delivery. The process was not costed as this was not within the evaluation research specification.

#### **5.2.1.5 Policing Diversity Lambeth**

The training was delivered at the same time as the Policing Diversity Lambeth (PDL) Project. This was started in 1997 as the Lambeth Police Joint Community and Race Relations Strategy and was intended to provide a blueprint for "lasting positive change in Lambeth." It resulted from a growing sense both within the Police Community Consultative Group and amongst senior police managers that improving police community relations had to be a priority in Lambeth" (Spencer and Hough 2000; p.16).

The PDL project was evaluated in 2000 by the Policing and Reducing Crime Unit. It is clear from their study that the Crime and Disorder Act and the publication of the Stephen Lawrence Report affected the development of the project. Some Police Community Consultative Group members felt that the PDL objectives were watered down by the police. One PCCG member commented that the, "PDL has become simply an internal police training exercise" (Spencer and Hough 2000; p.17). The

police view was that the implementation schedule had been redrawn to take account of other developments, not least of which was the Diversity Training Programme.

The training delivered as a part of the diversity programme appears to have become a feature of the Policing Diversity Lambeth Project. In fact it may be that the diversity training was delivered at Lambeth at this time because of PDL. With the exception of this relationship the Lambeth training and the training at Hammersmith do not appear to be directly connected. A policing diversity project, including many aspects of policy apart from diversity training, was not therefore an integral part of the roll out to other boroughs.

The results of the Policing Diversity Lambeth Project are therefore, not the results of the Diversity Training Programme. However the two initiatives were contemporaneous and the outcomes of the PDL project have some pertinence to the Diversity Training Programme. The Spencer and Hough (2000) report reviews the progress of the PDL project at the juncture between year one and year two in mid -1998. Some care must be taken with the findings, as the field researcher carried out a small number of interviews focused on Brixton (a part of Lambeth) rather than the whole of Lambeth.

The report states that the strategy had several strengths:

- It promoted the development of a broad spectrum of community contacts;
- It placed substantial priority on training as a mechanism for educating police officers on community race relations;
- It promoted the recruitment and support of ethnic minorities in the police force;
- Policing Diversity in Lambeth objectives were incorporated into policing plans and the staff appraisal process;

- The importance of improving links and relations with youth in the community was made evident by the commitment in the strategy to engage in a number of efforts involving youth and schools (Spencer and Hough 2000; p.27).

The report also identified a number of weaknesses:

- A failure to specify mechanisms that would ensure compliance of officers and support change;
- An unaddressed need for a coherent organised communications strategy;
- A need to tackle the issue of disproportionality in the area of stop and search, whilst giving consideration to the issue of acceptable stop and search numbers against acceptable hit rates (Spencer and Hough 2000; p.28).

The significant difference between diversity training to this point, and the programme that followed, was that in both the divisions where training had been delivered a separate diversity policy was also in place at the same time. In Hammersmith, this was as a result of the Chief Superintendent, whose borough was selected because of his proactive approach to diversity issues. In Lambeth this was because of the Policing Diversity Project. It is at this point that one of the objectives of the original pilot was realised by the development of an evaluated model for locally based community and race relations training.

#### **5.2.1.6 'Protect and Respect' - The MPS Diversity Strategy**

The MPS Diversity Strategy was produced in 1998 when the impact of Stephen Lawrence's murder and its subsequent investigation were becoming apparent. The strategy covered investigation, prevention, training, recruitment, advancement and fair practice. Deputy Assistant Commissioner John Grieve was appointed as the first

head of the Racial and Violent Crimes Task Force (which developed into the Diversity Directorate). The MPS produced a definition of, and working practices for, critical incidents, which included race and hate crime.

Assistant Commissioner Dennis O'Connor and Assistant Commissioner Johnson took the lead on diversity training issues. Meanwhile, Richard Cullen had been promoted to commander and was moved from Hammersmith and appointed the MPS Director of Training and Development.

At the behest of Commander Cullen, the DTD's Training Design and Research Unit designed a diversity training strategy in October 1998. The strategy presented the business case for diversity training. It focused training on the goals of, "enhancing the ability of members of the service to recognise diversity and its impact upon police operations, and the importance of gaining the trust and support of the increasingly plural community of London" (TDRU 1998: p.1). The strategy gave details of how diversity training would impact upon all the areas of training currently being delivered, how response to critical incidents would be enhanced through training, and made a commitment to borough training through the Diversity Training Programme.

The strategy identified that further work was needed, "to identify precisely the needs which the local training programme is to address and corresponding objectives which should be set for the workshop" (TDRU 1998; p.6). The strategy led to the creation of the Diversity Training Support Unit (DTSU, later the Diversity Training Strategy Unit) responsible for the co-ordination of the proposed training solutions, on behalf of the MPS Director of Training and Development. It was recommended that

the training be evaluated with questionnaires and/or interviews of police officers and interviews with key participating community personnel.

Although the Stephen Lawrence Report had not been issued at the time of the development of this strategy, the Inquiry was being conducted and was included as one of the three main sources of training needs. The other two sources were the HMIC report 'Winning the Race - Policing Plural Communities' and the Minimum Effective Training Levels for Equal Opportunities and CRR.

The strategy anticipated the need for community involvement in police training recommending:

- Community participation in the local steering group;
  - Community partners to assist with local training needs analysis;
  - Community participation in interface sessions during the workshops;
  - Community partners to assist in the subsequent evaluation of workshop effects;
  - Associate community based trainers working in partnership with police trainers;
- (TDRU 1998; p.6).

#### **5.2.1.7 Greenwich, Tower Hamlets and Hounslow Boroughs**

Diversity training was now sponsored by an Assistant Commissioner, who took responsibility for the continuation of the programme to other divisions throughout the MPS. Greenwich and Tower Hamlets boroughs were scheduled for concurrent delivery in 1999. By this time Equality Associates no longer managed the contract for the Home Office Specialist Support Unit, the role being taken over by IONANN.

As no single consultant had sufficient resources to deliver training at two different boroughs concurrently, a tender was written for the delivery of the training at Tower

Hamlets and Greenwich. The tender document is undated but is understood to have been issued sometime in late 1998. The training was to start in 'early' 1999. The tender was influenced by the HMIC report. It required the successful training agency to provide training for police trainers and a similar number of trainers from the community. The tender contained the aims and objectives for the training and a summary of content required. The successful agencies were Equality Associates and the National Association for the Care and Re-settlement of Offenders (NACRO).

A decision was then made to begin training at another borough, Hounslow, where the programme would to be managed by IONANN Management Consultants, the new Home Office Specialist Support Unit.

MPS Consultancy Group were contracted to carry out a local training needs analysis using a version of the questionnaire developed in Lambeth. The questionnaires were slightly different on each borough to reflect the different make up of minority communities. The results for Greenwich and Tower Hamlets were reported in June 1999, and Hounslow in August 1999. The results were very slightly different for each borough but all contained a recommendation for training about Black Caribbean and African cultures.

The programme's delivery at Tower Hamlets, Hounslow and Greenwich took place on all three boroughs between 1999 and 2000. It was evaluated and a series of reports completed after each phase of the training by MPS Consultancy Group. This process was supported by the establishment of a data flow from Consultancy Group to training managers delivering interim details of participant feedback. The evaluation reports contained recommendations concerning the formative

development of the programme on the borough. The details however are useful in identifying good practice for future delivery. The main issues were:

- Recognition of the course aims and objectives;
- Supporting material (supply of handouts);
- Local minority communities;
- Cross cultural issues;
- Getting the right cross section of people into the interface;
- Consistency of opening by SMT;
- Minor delivery changes to content or style of delivery.

(Consultancy Group 1999)

#### **5.2.1.8 HMIC 'Winning the Race Policing Plural Communities Revisited' 1998/1999**

This was a follow up report to the original 'Winning the Race' inspection conducted two years before. The purpose of the report was to gauge the progress made since the last report. The HMIC did not expect to find significant developments associated with CRR but was disappointed with the lack of a corporate approach in some forces.

In relation to the training of Community Race Relations the report identified that: "The re-visit has found that such training, as exists within forces, is still generally focused internally on equal opportunity issues. The specific training needs of different forces, let alone those of individual officers, are often ignored. Little evaluation takes place and a failure to capitalise on such national training exists" (HMIC 1999; p.8). A commitment was made by HMIC to re-visit the re-visit in 12 to 18 months' time.

### **5.2.1.9 The Stephen Lawrence Report**

The murder of Stephen Lawrence took place in Eltham on 22<sup>nd</sup> April 1993. The crime was recorded by police as a racial incident but there were serious deficiencies in the way it was investigated. After a complaint by Mr and Mrs Lawrence that the investigation had been inadequate, the Police Complaints Authority engaged Kent Police to conduct an investigation. The PCA report criticised many aspects of the investigation. In 1997 an inquiry into the murder and subsequent investigation was instituted by Rt Hon Jack Straw, the then Home Secretary. The inquiry, headed by Lord Macpherson, started in July 1997, the resulting report being published in February 1999.

It is difficult to state the exact time at which the results of this inquiry impacted upon the MPS. It fits into the chronology of the development of the Diversity Training Programme at the date of publication, though much of its content was known or at least anticipated before this date.

The report into the murder of Stephen Lawrence had far reaching implications for the MPS. Lord Scarman in 1981, although acknowledging that hidden and unconscious racism were a major source of social tension and conflict, found that 'racist conduct' was the issue to be tackled, racist conduct being acts of discrimination carried out by individuals because of their racial prejudice. This was portrayed using the metaphor of 'rotten apples' letting the force down.

The Stephen Lawrence report however rejected the argument that racism in the service was limited to individuals, but presented the case for racism being the routine outcome of the activities of the institution for certain racial groups. Evidence was given to the inquiry from Dr Robin Oakley, the 1990 Trust, the MPS Black

Police Association, Professor Simon Holdaway and Dr. Benjamin Bowling, all concerning the concept of institutional racism. The inquiry found that the MPS were institutionally racist.

The inquiry described this racism as:

The collective failure of an organisation to provide an appropriate and professional service to people because of their colour, culture or ethnic origin. It can be seen or detected in processes attitudes and behaviour which amount to discrimination through unwitting prejudice, ignorance, thoughtlessness and racist stereotyping which disadvantage minority ethnic people. (Macpherson 1999; p.28).

The report continues "It persists because of the failure of the organisation openly and adequately to recognise and address its existence and causes by policy, example and leadership" (Macpherson 1999; p.28).

The reasons this conclusion is reached are identified more fully later in the report (Macpherson 1999; p.29). They refer to the under-reporting of racial incidents because of the "inadequate response of police", the failure of police training, the treatment of the Lawrence family, and the disproportionality of stop and search.

The report made 70 recommendations. Of particular relevance to this training were:

Recommendation 1 - That a ministerial priority be established for all police services to increase trust and confidence in policing amongst minority ethnic communities.

Recommendation 48 - That there should be an immediate review and revision of racism awareness training within the police service 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.

Recommendation 49 - That all police Officers, including CID, and support staff, should be trained in racism awareness and valuing cultural diversity.

Recommendation 50 - 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.

Recommendation 51 - That consideration be given by police services to promoting joint training with members of other organisations or professions otherwise than on Police premises.

Recommendation 52 - 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

Recommendation 53 - There should be independent and regular monitoring of training within all police services to test both implementation and achievement of such training.

Recommendation 54 - 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 (Macpherson 1999; P.332-333).

The report indicated that the first recommendation, "To increase trust and confidence among minority ethnic communities," is to be measured using appropriate performance indicators including, "The nature and extent and achievement of racial awareness training". The report required police services to deliver training based upon, "the value of our cultural diversity". It also set guidelines for the training's delivery and evaluation (Macpherson 1999; p.332).

When in January 1999 John Grieve was asked to head the Racial and Violent Crime Task Force, later to become the Diversity Directorate he became involved in high profile investigations, including the Stephen Lawrence investigation. The Racial and Violent Crime Task Force developed the critical incident concept, which identified serious critical incidents in order that they could be prioritised. Critical incident training was given to police officers, police staff and senior management. The Diversity Directorate was initiated on 1<sup>st</sup> September 2000, and brought together the Racial and Violent Crime Task Force, the Lawrence Review Team and parts of the

Community Safety and Partnership Team. It is commonly known by its designation DCC4.

The aims of the Directorate are to:

1. Provide the corporate lead in the progress and development of the Metropolitan Police Diversity Strategy;
2. Continually strive to improve the public's confidence in the response of the Service to the prevention and investigation of all types of hate crime;
3. Set and develop operating standards for hate crime investigation, community safety units, victim care, family liaison, and the use of intelligence to combat hate crime, and to ensure that appropriate training is delivered in these areas;
4. Support boroughs and the MPS in the prevention and investigation of hate crime and the provision of support for the families of victims;
5. Provide the corporate lead in using and developing independent advice.

The activities of the Diversity Directorate are variables that, may affect the results of the evaluation. Further details of the Diversity Directorate's initiatives and actions were published in each borough evaluation report.

#### **5.2.1.10 HMIC 'Policing London - Winning Consent' report**

The HMIC 'Policing London - Winning Consent' report was published in January 2000. It was described as a review of Murder Investigation and Community and Race Relations issues in the MPS. The report criticised the lack of commitment of

the MPS to diversity training and its failure to utilise those trainers that had been trained in CRR issues by the Home Office Specialist Support Unit at Turvey. The report recognised that the need for CRR training throughout the MPS had assumed a "far higher profile and priority" (HMIC 2000; p.7). This related to the commitment of the MPS to train every member of staff in community race relations, and the existence of the MPS Diversity Training Strategy. Despite this improved level of commitment the report found that, "there is:

- Confusion as to where exactly the responsibility for CRR training lies at senior level;
- A lack of clarity concerning the overall strategy and how it fits with the wider human resource functions;
- A lack of understanding as to the details of exactly who will be trained, to what standard and when " (HMIC 2000; p.7).

The report praised the progress of the MPS at the Hendon Training Estate and made a series of recommendations concerning the development of policy and strategy relating to CRR training. In addition the report identified that, "It is vital that, with a degree of urgency, a comprehensive long term evaluation strategy is developed to measure the effectiveness of the CRR awareness training delivered" (HMIC 2000; p.7). The report also recognised the Diversity Training Programme and the training delivered to that date, however it criticised the lack of a thorough training needs analysis or common minimum standard.

Dr. Robin Oakley, who was at that time still working as a CRR consultant to the MPS, responded to the HMIC report identifying those areas of the report that were, in his opinion, accurate, and those that were not. He suggested that the use of the Minimum Effective Training Levels for equal opportunities and CRR provided, "a

basic TNA template in designing the local training" (Oakley 2000; p.2). He pointed out that the lack of consistency was the responsibility of the contractors, and resulted from them going their own way rather than implementing the corporate policy and standards. He criticised the HMIC report for its lack of recognition of the training's use of community trainers and community partnerships (Oakley 2000:P.3). Dr. Oakley was concerned that the HMIC did not seem to have an understanding of the training being conducted by the MPS, and in particular the developments at Greenwich borough, partly funded by the European Union, where a team of community contributors had been engaged to deliver the programme.

#### **5.2.1.11 Westminster, Kensington and Chelsea, Hammersmith and Fulham, Lewisham and Brent Boroughs**

In January 2000, the training at Tower Hamlets, Hounslow and Greenwich came to an end. Training was begun at Westminster, Kensington and Chelsea, Hammersmith and Fulham, Lewisham and Brent. A training needs analysis was conducted at Westminster by Consultancy Group using a participant questionnaire and was the subject of a report in November 1999. The training needs analysis again recommended a module that provides practical advice on how to interact with members of minority communities, "and in particular Black Caribbeans and Africans" (Showell 1999; p.1).

The training took place at Westminster between January 2000 and March 2001, at Kensington and Chelsea and Hammersmith and Fulham between January and December 2000, at Lewisham from February 2000 to March 2001, and at Brent from February 2000 to December 2001.

In January 2000, total responsibility for the Diversity Training Programme was given to the Director of Training and Development, Commander Richard Cullen, the ex-Chief Superintendent at Hammersmith who was partially responsible for the initial development of the training. He produced a briefing paper on MPS Policing Diversity Training for the MPS Policy Board (undated but estimated as January 2000). The paper set strategic objectives:

"To provide community and race relations training to all MPS personnel appropriate to their role and level of contact with our communities, including lay contribution where relevant; and

To deliver this training by the end of 2001 as part of an integrated and sustainable service wide Policing Diversity Training Programme" (Cullen 2000; p.1-2).

The briefing paper laid out the financial requirements necessary to implement the training programme. It outlined how each of the HMIC 'Winning Consent' recommendations would be recognised and implemented. The target date for the delivery of training was later extended for police officers and those police staff who come into direct contact with the public to December 2002.

In January 2000, the Director of Training and Development also contracted a number of research projects in order to respond to the deficiencies identified by the HMIC in 'Policing London - Winning Consent':

- A Performance Gap Analysis, "which compares the current content of the programme against the needs of the Metropolitan Police as identified by the Stephen Lawrence Report, 'Winning the Race' and elsewhere"
- An evaluation of the TNA carried out prior to the Hammersmith Borough delivery
- The development of a Diversity Training Evaluation Strategy (Cullen 2000; p.1).

The Performance Gap Analysis carried out by DTD staff (the then Training Liaison Team) sought to identify the gap between the standards of performance required by various contemporary reports and the standards that currently existed in the MPS. The report of this research compared identified performance requirements with the aims and objectives and content of the MPS diversity training to that date.

The report stated that the identification of the current roll-out programme proved "very difficult" as "no specific training objectives for the course were written at the time of any needs analysis" (Training Liaison Team 2000a; p.4). This supported the evidence of both the evaluation and the criticism of HMIC. The problem was not just confined to aims and objectives: there appeared to be no "corporate course." A facilitators guide existed, but the contractors produced their own versions which varied from the MPS model to "varying degrees" (Training Liaison Team 2000a; p.4). The report identified that in addition to content differences, the support material was different in each borough, the associate trainers were recruited/selected in different ways and the local needs analyses were conducted differently.

The Greenwich training together with the MPS DTSU trainer's guide were selected to be the MPS model. The content of this model was compared with the requirements of the Minimum Effective Training Levels for EO/CRR and the draft CRR training standards. A comparison was then made with the Stephen Lawrence Report, reports on other investigations, and the HMIC reports 'Winning Consent' and 'Winning the Race'. The report concluded that whilst the current training model largely covered the performance gaps identified by these enquiries and reports there was no consistent MPS course. The authors felt that the client, the MPS was being led by the contractors.

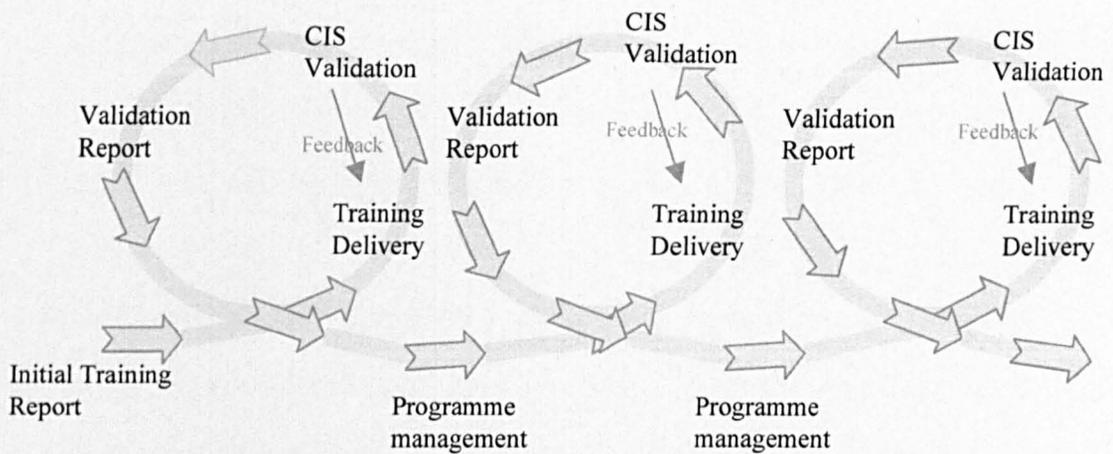
### **5.3 Evaluation Strategy Proposal (Feb 2000)**

My proposal for the evaluation of the Diversity Training Programme was completed in February 2000. The proposal summarised the development process of the training and the relevant influences to date. The evaluations, and training needs analysis completed by Consultancy Group were reviewed, and the Consultancy Group project lead interviewed, in order to identify good practice to be built into the future strategy.

The Consultancy Group reports produced to that date contained details of parts of the TNA and evaluation process on each borough. Each report was based upon a specific piece of enquiry i.e. the results of the constables' training and focus groups in Lambeth. The methodology element of each report contained details of the methods to be employed in relation to that particular enquiry but did not explain how each report was intended to be used or how they would relate to the whole evaluation. At the time of the first evaluations no commitment had been made for the training to be delivered MPS wide so this lack of an holistic methodology is unsurprising. The reports, on completion, were passed on to Assistant Commissioners O'Connor and Johnson and the consultant delivering the training on each borough.

The work of Consultancy Group (then called the Consultancy Information Service CIS) improved the programme incrementally by feeding back information to the training deliverers both during and at the end of the evaluation process.

**Fig 5.1 Improvement helix**



This diagram illustrates how the initial evaluation activity created an improvement helix, incrementally developing the training. The process is dependent upon the trainers and management responding to the reports of the evaluators between training phases.

The long term evaluation strategy concerned the interviewing of participants some time after training and the analysis of specified performance indicators. The evaluation team were grateful for recommendations made by Consultancy Group as to the number of impact interviews that should be conducted in any MPS wide evaluation based upon their experience with this evaluation. Much of the good practice, including the provision of information during the training process became a feature of the DTD evaluation strategy.

One of the Consultancy Group evaluation reports for Lambeth supported a criticism made by HMIC in the Policing London inspection. It identified a lack of overall aim or detailed objectives on some boroughs. This seemed to be exacerbated by the existence of more than one consultant. Each consultant appeared to have their own version of the aim of the programme. This same issue was also identified by the

Performance Gap Analysis. This presented an immediate problem to be solved prior to the development of a training evaluation strategy. Some activity was needed to identify the core content of the programme, those issues that are generic to all the training delivered to date. In order to assess the immediate evaluation needs I applied the evaluation matrix, Fig 2.5 in chapter 2.

At this point there were, in the programme, a number of different initiatives defined as Training Needs Analysis, which had been conducted at different stages of the programme all with slightly different intentions. There was no one document that provided a definitive needs analysis on which to base future programme activity for the whole of the MPS. It was clear that no one MPS version of the training existed. The differences went beyond the alterations made to adapt the programme for each borough. The facilitators guide (Version 2 Hounslow) contains a description of the purpose of the policing diversity workshop. It contains six statements that seem to be a mix of training aims and programme aims. The only other location of the purpose of the program is in the initial project plan by Oakley and Collins (1997). They describe it as to advance the objectives of the London Beat.

Oakley and Collins at the outset of the programme, referred to the purpose of evaluation as: "To establish the effectiveness of the programme in achieving its aims and objectives and to provide both divisional management and community participants with a measure of worth of the training programme....also to help indicate its cost effectiveness." (Oakley and Collins; p.6) This element of the evaluation requires a judgmental objective/logical approach.

My evaluation strategy document called for a refocusing of efforts toward developing a programme designed to enable consistent training delivery at different sites. The report cited some developments that were required but not in place at that time.

My report made six recommendations, which could be considered to be interim recommendations. These are activities required to be conducted before further evaluation could be planned. It is important to identify that the early engagement of evaluators to the development of the programme allowed these recommendations to be made and is an element of good practice for future training/programme evaluations:

1. Validation of the pre-design process.
2. An audit to establish the current state of the project. This should be done by an independent project team and should be given a short time scale.
3. A clarification evaluation to establish the purpose of the project, aims and objectives and likely success indicators.
4. The commissioning of a programme evaluation report to Kirkpatrick level 3-4 including Critical Incident Analysis and performance indicator measurement enhanced by the outcome of the clarification evaluation.
5. The training at each borough should be monitored using focus groups and evaluation questionnaires. If further consultants are to be used further validation of their work will be necessary. The methodology utilised by the CIS for this activity should be repeated but the purpose of the validation changed to reflect the need for quality assurance.
6. The development of performance indicators for the whole of the service, based upon the performance appraisal system and the development of a graded diversity 'technical competence'.

(Hills 2000; p.13).

#### **5.4 Review of the programme**

Following the recommendations the whole process, including the training needs analysis was reviewed by the Training Liaison Team, a unit of the MPS Directorate of Training and Development (now subsumed and renamed within the Training Standards Unit) in March 2000<sup>1</sup>. The purpose of the review was to: "Examine the background to the current CRR roll out programme, and make recommendations on the way forward for 2000" (TLT 2000b; p.1).

The Training Liaison Team pointed out that the CRR training was only a part of the diversity strategy and should not be seen as the sole solution to improving community relations. It identified that a local diversity strategy was needed on each borough, linked to the MPS Diversity Strategy and the Policing Plan. The report gives the responsibility for this development to CO25 (Now the MPS Diversity Directorate - DCC4).

The Training Liaison Team found that the delivery and practices at each site revealed several inconsistencies. They stated that, "The MPS is effectively delivering four different CRR programmes to varying standards. If this continues the MPS will find it difficult to justify in any subsequent inquiry or review. A corporate programme of CRR training is required as a priority" (TLT 2000b; p.2).

As the result of their examination of the TNA process completed to date they recommended that five issues generic to all boroughs be taken forward and form the basis for a course. Accordingly a full training needs analysis for each individual borough was deemed unnecessary. The five issues were:

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<sup>1</sup> This was entirely separate from the work commissioned by the director in January 2000.

- Stop and search;
- Respect for the community;
- Awareness of different cultures;
- Dealing with racial incidents and;
- Links with ministerial/service priorities.

The report made a number of other recommendations concerning arrangements for managing and delivering the training. It called for a comprehensive delivery strategy designed to ensure that all police personnel received the training in the least possible time. The report identified that the evaluation activity carried out by Consultancy Group had been, "focused on the identification of good practice for the development of the training and evaluating the project" (TLT 2000b; p.5). It called for the commissioning of an evaluation that included the measurement of transference of learning to the workplace and the effect on workplace performance, and for a decision as to whether such evaluation would be completed internally or by an independent evaluation team.

The second part of the review made recommendations as to the way forward for Community and Race Relations in the Metropolitan Police. This part of the report shaped the future of the programme giving responsibility for the management and design of a corporate training programme to the Diversity Training Strategy Unit. The report made specific requirements of the designers, of this corporate programme, in relation to the use of aims and objectives, the design of trainer guides and the employment of contractors and associate trainers. The purpose of using consultants was to assist the MPS to get the programme started. The MPS had also received criticism from the HMIC in 'Policing London' that they were not utilising their HOSSU (Turvey) trained resources. It is not therefore surprising that a

requirement was made; "involvement of contractors is reduced to a minimum" (TLT 2000b; p.7).

Further recommendations were made in relation to the recruitment and use of Associate Trainers, the payment of interface volunteers and the design of an evaluation strategy for the whole of the CRR programme. Target dates were given for the re-commencement of the new corporate model of the training with six new boroughs beginning in January 2001.

This review, report and its recommendations put in place the fundamental requirements of a corporate training programme. It enabled the design of aims and objectives, training guides and material based upon the best practice of the programme delivered to that date. It ensured that all staff, even those transferring from an untrained to a trained borough, would attend a workshop. The report's influence went beyond the training to the implementation of borough diversity strategies.

#### **5.4.1 Stakeholder meeting**

A stakeholder meeting was convened by the Diversity Training Support Unit on 9<sup>th</sup> March 2000. The purpose of the meeting was to identify the desired outcomes of the training programme and good training practice, to gather data on which to base the new training framework, and to improve communication between stakeholders. Stakeholders present at the meeting included representatives from the MPS, CRR consultants, training contractors, lay advisors, police trainers, associate trainers and borough workshop participants.

The stakeholders scored the importance of different elements of the content of the training and some suggested additions to the programme. Items with a low score and those with a high score were then discussed further. The three issues with the highest score were the community interface, the interface debrief and the session on institutional discrimination and racism.

The meeting resulted in a document containing a series of outcomes, proposals and strengths and concerns about the current programme. The proposals were:

- DTSU to compile a more detailed trainer guide;
- Forum for contractors, associates and DTSU to co-operate;
- Support for trainers to deal with hostility;
- Trainers Conference;
- Protocols needed for contributing feedback on process and proposals for change (DTSU 2000; p.1).

The concerns expressed by the stakeholders related to the lack of consistency of the training, whether the aims and objectives would meet the intended outcomes, what would follow the workshops, the health of trainers and their ability to overcome resistance, the future structure of the training, what was expected of the trainers, and the commitment of the whole organisation to the training. The positive comments related to the good feedback by participants and community involvement, the professionalism and support between trainers, seeing people through the hostility, the response from the interface, working with the associate trainers and the fact that the training was happening, and that the police are open and receptive (DTSU 2000a; p.2).

By March 2000 the Diversity Training Strategy Unit had sole responsibility for the development of a corporate Diversity Training Programme. The funds for the 'Borough roll out' training had been transferred to the Directorate of Training and Development, the Director being responsible for the delivery of Diversity training to all MPS personnel.

#### **5.4.2 Diversity Training Action Plan**

The Diversity Training Strategy Unit produced a diversity training action plan in February 2001. The plan contained details of how diversity would be integrated into existing core training together with target dates for each action. The strategy made a commitment to deliver and evaluate the Diversity Training Programme workshops using the evaluation strategy designed by the Training Standards Unit.

#### **5.4.3 Review of MPS Diversity Strategy**

The MPS Diversity Strategy was reviewed by Focus Consultancy in May-October 2001. The review did not specifically relate to the Diversity Training Programme. In relation to training it stated that it did not examine the effectiveness of training in support of the Diversity Strategy as this was being undertaken by other reviews. It stated that different evaluation reports suggest that "the quality of the training programme varies from area to area" (extracted from internal evaluation reports) and that this is "not a satisfactory situation" on the grounds that all staff need a "common and consistent understanding of what valuing diversity means" (Focus 2001; p.24).

#### **5.4.4 Protect and Respect Everybody Benefits**

The MPS Diversity Strategy 'Protect and Respect – Everybody Benefits' had been launched at a conference in April 2000 at the Queen Elizabeth II Conference Centre

with the Commissioner, Deputy Commissioner and Lord Toby Harris, Chair of the MPA, amongst the keynote speakers. The strategy developed the MPS targets for diversity in context with the progress already made toward meeting the recommendations of the Stephen Lawrence Inquiry. The strategy enhanced the definition of diversity from a race focus, with Black and White issues at its core, to a more general concept encompassing disability, sexual orientation and gender.

Although the effect on the training was limited, the Deputy Commissioner requested that the diversity training workshops were amended to widen the definition of diversity and soften the focus on race. The questions in the quiz session of the training were amended to include other issues and the trainer guide written to reflect a wider definition of diversity. It is fair to say that even after the changes the majority of the training was still related to issues of race equality and valuing diversity.

### **5.5 Policing for London**

The Policing for London study was initiated by the Metropolitan Police Service shortly after publication of the Stephen Lawrence inquiry. Although the idea belonged to the MPS, the study was carried out by researchers from the London School of Economics and Southbank University and funded by the Nuffield Foundation, Esmee Fairburn Foundation and Paul Hamlyn Foundation.

The team identified their methodology as qualitative and quantitative (Fitzgerald et al 2002; p.150). The research encompassed a survey of 2,799 Londoners, detailed case studies, focus groups with the police and members of the public, a series of interviews with stakeholders, observation of police work and secondary analysis of performance data. The study set out to assess what Londoners wanted of their

police and what action was necessary to bridge the gap between expectations and reality. The fieldwork was completed in September 2001.

The report points out that in the last 20 years society had become more economically polarised and London in particular more ethnically diverse. "The poorer groups tend to live in the most deprived boroughs where crime is the highest" (Fitzgerald et al 2002; p.XIV). They found that people in these (poorer) areas were concerned about public safety and required police protection from the threat of crime and disorder. They wanted more community policing using more visible police officers. 92% felt that police should use stop and search powers but only if the officers had reasonable suspicion justifying its use.

It seemed to the research team that everyone wanted the police to focus on the people who were responsible for the crime and that each group of people saw other groups as responsible. The team report that "young people in particular resented the fact of being stopped by the police even when the police behave well. Instead many wanted more opportunities to engage with the police in non-adversarial situations not least to pass on their concerns and information with confidence." (Fitzgerald et al 2002; p.XV).

The report concludes that the legacy of discrimination and over policing continues to overshadow the service's relations with Black people and the danger persists of replicating problems with other groups, particularly those who are poorer than Whites and likely to live in high crime areas. The report calls for re-engagement with the public for without it the police will not effectively tackle crime.

## **5.6 Summary of the Training Needs Analysis process**

This account of the history shows that MPS personnel were the subject of research at each of the first nine boroughs at which the training was delivered. In some cases the local community were also consulted and asked to give their opinion of what was needed.

The training needs process and the training delivered date was reviewed, and all the individuals responsible for the training consulted or interviewed. An analysis of contemporary documentation, including secondary research of recommendations and comparison with the current training model was completed. These documents included:

- "The Stephen Lawrence Inquiry";
- The General Recommendation from the Ricky Reel PCA investigation;
- MPS Diversity Strategy;
- Minimum Effective Training Levels (METL's);
- MPS Community and Race Relations Occupational Standards" (TLT Feb 2000; p.2)

The HMIC reports 'Winning the Race' and 'Winning the Race Revisited' made and monitored recommendations concerning the development of Police and Community Race Relations. These were supported by the HMIC report 'Policing London - Winning Consent' which inspected this Diversity Training Programme and made recommendations for change.

In addition, the Diversity Training Strategy Unit had completed a stakeholder review of the content and delivery of the training to date and as a result had a clear lead on the content of the corporate model. This lead consisted of the combined wisdom of

the consultants from three different groups of diversity experts and associate trainers with experience of training MPS officers together with the opinions of the other stakeholders.

Although there is no one single document that contains a Training Needs Analysis for the training of all MPS police staff in Diversity Issues, the process that led to the writing of the corporate diversity training programme is comprehensive. The pre-design activity which took place was not a single planned development, but more a piecemeal staged evolution from a concept to a practical reality.

The pre-design process, the setting of objectives, the isolation of an overall vision or aim for the programme, and the identification of need, are issues which have required development over the early life of the project. One of the lessons learnt from this phase of the project is the importance of ensuring that training to be delivered on this scale has a sound and comprehensive rationale based upon evidence from a number of sources, some of which should be external to the organisation.

### **5.7 A description of the Diversity Training Programme**

The Diversity Training Programme is best described as a number of initiatives conducted by the Metropolitan Police to train individuals in diversity issues. The programme includes the development of a Diversity Training Strategy Unit and a Diversity Training School, the design and distribution of the Policing Diversity Handbook, the creation of Steering Groups, use of community interface volunteers and associate trainers and the delivery of the diversity training workshops. The programme is conceived as an ongoing developmental process rather than a single training event or series of events.

As indicated in the previous section, the borough workshop programme was the initial training event which evolved directly from the diversity training initiatives at Hammersmith and Croydon. The workshop programme was designed to be delivered to all police staff and was a compulsory course. The workshop often initiated other activities which in some boroughs took the form of training initiatives. This was sometimes referred to as phase two training - locally initiated, locally managed training following on from the workshop training.

The workshop programme was initiated in a borough by a briefing delivered by the head of the Diversity Training School to the BOCU Senior Management Teams. Each borough was required to form a steering group to manage the resources needed to successfully conduct the workshops. It was recommended that the steering group contain individuals from within the police service and members of the community.

The borough workshop programme contained four workshop models designed to be relevant to four different audiences. The four models were:

- **Senior Management Training** - two days (more strategic than the standard course);
- **Supervisor Training** - the two day standard course focusing on supervisory issues<sup>2</sup>;
- **Two-day workshop** - delivered to all police officers and police staff who meet the public;
- **One day workshop** - for members of the police staff who do not meet the public.

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<sup>2</sup>.The supervisor training was later amalgamated with the two-day workshop.

### **5.7.1 The two-day workshop**

The standard two-day workshop was delivered to all police officers and police staff who deal directly with the public. A member of the Senior Management Team attended the training at the outset of each workshop to introduce the training and express the management's commitment to Diversity.

The workshop was supported by a diversity handbook distributed separately to all police officers and police staff who deal directly with the public. The handbook contained details of a cross section of religious groups, cultures and communities and information on disability together with some other general information.

All participants were also given a workshop programme participant workbook containing details of the workshop and an information resource pack. The workbook contained sections that corresponded to each session of the training and was designed to be used by participants during the training. It also contained the "21<sup>st</sup> century guide to policing with the communities of London", a 47-page text that supported the workshop content. Participants were free to record their own notes in the workbook and retain it after the training.

Full details of the content of the two-day workshop are contained in Appendix 1. Each session of the workshop contained two, three or four student oriented training objectives stating what, by the end of each session, the participants should be able to achieve. A full list is given in the record of the observation of the training (Appendix 2).

The objectives were cross-referenced with the Community and Race Relations Occupational Standards. These standards were approved by the Association of Chief Police Officers in August 2000. They are benchmarks of best practice designed to increase the trust and confidence in policing amongst minority ethnic communities. They describe what individuals need to know and must be able to do to provide a non-discriminatory police service responsive to the needs of minority communities, to promote, equality, diversity and rights, and to develop knowledge and practice in community and race relations.

### **5.7.2 Senior Management Team training**

The workshop for the senior management of each borough was two days in duration. An extra aim was added: To develop a framework for a local diversity strategy for the borough.

At the outset of the training, the SMT course was a three-day process, delivered to a whole borough Senior Management Team together. This was found to create difficulties on the borough who lost their whole management team for a three day period. The training was redesigned as a two-day course and delivered to mixed groups of senior managers drawn from several boroughs.

The focus of the workshop is the management of policing diversity rather than the practical application to policing services. Much of the content of the first two days is similar to that contained within the standard course. In addition other sessions are added that are appropriate to the implementation of diversity policy on the borough.

These extra sessions include:

- *Recruitment, Retention and Progression*

Aim: To consider ways in which borough and other Operational Command Units can support recruitment and retention of staff from all communities.

- *Community Consultation*

Aim: To identify local strategies for effective communication and consultation with all communities.

- *Borough Liaison*

A short presentation regarding strategies currently being employed by the borough and consideration of follow up activities.

The first observations of this training found that the trainers were unsure of its purpose, whether it was intended to train the Senior Managers, or to advise them of the training that their staff would receive. The trainers tended to present with both in mind, sometimes telling participants what their staff would receive, and sometimes delivering the training.

The issue of whether the training was intended to train managers or brief them about the content of the training was never fully resolved. However a Senior Management Course viewed later in the process was delivered as a training course rather than a briefing session. This training was attended by a reporter for a national newspaper who after the training tried to recruit the associate trainer to do similar training for the staff of his newspaper.

### **5.7.3 One-day training**

This training was delivered to members of the MPS police staff who do not directly interact with the public. The training contained many of the elements present in the two-day workshop. Some, such as the communication session, were delivered in a less complex form. There was no history or interface session. Some boroughs did

not run one-day training sessions choosing instead to send all their personnel to two-day workshops.

#### **5.7.4 Trainers**

##### **5.7.4.1 Associate trainers**

Each workshop was delivered by one associate trainer and one police trainer. Associate trainers were employed from within the community to deliver the training. Initially it was planned to recruit associate trainers at the start of each borough training period, from the borough community. This caused serious administrative problems, and an alternative method was devised whereby a pool of people were employed as associate trainers on a piecemeal basis.

Associate trainers were paid one rate of pay for days when they were training and another much lower rate of pay for attending staff meetings, being trained themselves or watching other trainers as a form of induction. This led to some training teams having regular meetings and others meeting very rarely.

No criteria were used to identify the necessary attributes of associate trainers. They were employed usually because of previous training skills and/or knowledge of diversity issues, and their expression of interest in the role. Two associate trainers were ex-police officers. The Diversity School stated that 95% of the people in the pool of associate trainers were from minority communities.

The training for associate trainers developed from the courses conducted at Turvey by Equality Associates and were delivered by the MPS in conjunction with IONANN the HOSSU. It was delivered to police officers and associate trainers together for the

whole of its three weeks. Its purpose was, "To have both sets of trainers work together, understand each others' positions and develop awareness of the issues that surround the area of race and diversity " (Full Circle 2001; p.5).

The trainer training was evaluated by an independent consultancy, Full Circle. The methodology used was one of visit, identify issues, recommend solutions, audit changes and the report. The evaluation culminated in a report and recommendations dated 16<sup>th</sup> January 2001. The main finding was that the MPS training course was a success.

#### **5.7.4.2 Police trainers**

The HMIC report 'Winning the Race' criticised the police for not utilising diversity trainers. Although many officers had attended the 6-week trainers' course at Turvey delivered by the Home Office Specialist Support Unit, the HMIC found no evidence that they were being used as diversity trainers. The Diversity Training Strategy Unit devised a system of categorising levels of diversity awareness according to the training that they had received.

The categorisation spanned from level one to level 5.

Level 5	MPS Trainer Diversity Specialist;
Level 4	MPS Trainer Competent in diversity issues;
Level 3	Operational and managerial MPS staff;
Level 2	Non operational MPS staff with public contact;
Level 1	Non operational MPS staff with no public contact.

The levels were related to the course in the workshop programme. Level 1 received the one-day course, level 2 and 3 received the two day course or SMT course. Level

4 were intended to receive further training to enable them to assist in the delivery of diversity training. Level 5 trainers were the ones used to deliver diversity training. They received a three-week Diversity/Human Awareness course, a one week advanced facilitation course and the three week trainer training course. Being a Turvey graduate was described “as desirable criterion” when applications for the role of diversity trainer were invited. (The use of advance facilitation training is supported by Hogan (2002) and should be considered good practice, particularly in the facilitation of culturally diverse groups and the police public interface.)

#### **5.7.4.3 Assessments**

It was a requirement of the associate trainers' contracts that they received a minimum of two assessments of their performance. The assessments were conducted by D32/D33 competence trained assessors, selected from the police and associate trainers, although some of the assessments were carried out by external assessors. The assessments were based upon the NVQ trainer competency standards.

It was agreed that the evaluation team would not assess the associate trainers as their contract limited the assessment they would receive to that conducted by the Diversity Training School. The evaluation team took a similar approach towards the police trainers although, in their interviews, they were asked for their experience and training in Diversity issues, and whether they had been assessed.

#### **5.7.4.4 Evidence from the evaluation**

Evidence from the evaluation at many boroughs suggests that the use of experienced trainers is essential to the delivery of classroom based diversity training. Novice trainers tended to use direct challenges as a facilitation technique,

preventing any discussion that did not support the concepts being delivered. Experienced trainers tended towards a non-judgemental stance allowing contrary opinions to be voiced, probing the concepts aired, identifying the underpinning logic and allowing the group to challenge or debate the construct.

There was evidence supplied from the interviews with MPS staff and trainers that poor training delivered by poor trainers sometimes resulted in very negative attitudes toward the training, and diversity issues generally.

A support network was initiated for police trainers and conducted by Global Resonance, a private training concern. The network consisted of a support group of trainers facilitated by group meetings arranged by the contractors. A recommendation was made by the evaluation team to the Diversity Training School that a similar system should exist for associate trainers. The Diversity Training School offered to initiate such a process, sending letters to all the associate trainers but only received three replies. One was for the scheme, one against and one undecided. The project to produce an associate trainer version of the scheme was therefore cancelled due to apparent lack of interest.

### **5.8 Training needs**

Diversity training was first initiated at Hammersmith and Croydon in 1997 and Lambeth in 1998, which were described as pilots. The training was then delivered at Greenwich, Tower Hamlets and Hounslow.

As explained earlier in the 'History' section, in order to identify the training need at Hammersmith and Lambeth, a training needs questionnaire was developed by Consultancy Group, an internal MPS department. At Greenwich, Tower Hamlets and

Hounslow a slightly altered version of TNA questionnaire was used to make two questions more relevant to the borough on which it was employed. The questionnaire results were reported in documents dated June and August 1999.

The questionnaire contained 10 sets of questions, with each set containing between four and seven questions each. Six sets of questions relate to the confidence felt by respondents when dealing with people from different ethnic minority groups and religions in different situations, for example "How confident do you feel in your interactions with the following ethnic minorities in general: a) Black Caribbean b) African c) Indian." Two questions related to respondent's level of knowledge of religions and cultures. One set of questions asked if certain information or training would be useful to them. The final set of questions invited respondents to indicate their level of confidence in carrying out 7 specific tasks. Two of the questions allowed limited free text response, the rest were fixed response, with a multiple choice answering process i.e. very good, good, adequate, poor, very poor.

Consultancy Group and the training deliverers reviewed the TNA process after the application at the first five boroughs. The results were so similar for each borough that they felt the needs being identified were generic. They considered the use of the TNA questionnaires on each borough unnecessary as the results of the questionnaires completed were sufficient to indicate the training needs of all MPS officers and members of police staff for the duration of this phase of the programme.

There is a considerable time gap between the original TNA process in early 1999 and the delivery of the re-designed Diversity Training Programme workshops, phase one training, in 2001. The Stephen Lawrence Report was published in this period and is likely to have had considerable impact on the views and needs of police

personnel. It was, therefore, quite possible that their training needs had changed in the intervening period between 1999 when the TNA process was abandoned, and 2001 when the re-designed training was delivered.

If this were found to be the case it would have serious implications for the training process and the programme as a whole. The programme would be substantially undermined as the training would have been designed to address needs that no longer existed, or at the very least it may not have been designed to address needs that were now apparent.

It was necessary therefore to find a way of determining whether the needs of MPS personnel had changed between the TNA process conducted in 1999 and the training period in 2001. This was achieved by the evaluation team giving the original TNA questionnaire to students prior to the training in six different boroughs in May 2001. This allowed the original training needs, identified in 1999, to be compared with those of 2001.

A copy of the questionnaire was obtained and copied onto the Teleform system. The questions, answers, and format of the questionnaire were copied exactly from the example given. This copy was then given to 41 participants in May 2001, prior to their being trained at the first of the boroughs in which the new version of the training was delivered, Merton, Hackney, Southwark, Ealing, Haringey and Wandsworth.

The questionnaire was also given to 157 students from 14 different boroughs, a minimum of 8 months after they were trained. This enabled the evaluation to compare differences between staff opinions of their needs before and after training.

A higher level of knowledge and confidence after the training would indicate a successful application of training, a lower level of knowledge and confidence would indicate that training is unsuccessful, or may even have had a negative effect on some people.

The results show that the group who had low confidence in their knowledge of multiculturalism and applying it to policing also had a lower level of recognition of the benefit of having cross cultural knowledge to assist them to interact with people from minority communities. This is an important issue. It supports the contention that some people who have not been trained may not recognise the benefit of such training. In effect the less you know about multiculturalism the less you will recognise the need for such information and training.

This supports the Diversity Training programme aim of making the training compulsory for every member of the Metropolitan Police Service. The evidence shows that the people who need the training most are unlikely to recognise their need for that training therefore it is unlikely that they will attend such training if offered on a voluntary basis.

Overall the results from the use of the TNA questionnaire are not on their own conclusive in establishing that the training has been successful in increasing levels of student confidence in dealing with people from minority ethnic communities. The use of the TNA questionnaire does however provide evidence that this may be the case. The results do support the decisions made by the Directorate of Training and Development and Consultancy Group in developing the TNA process and design of the programme.

## **5.9 The Policing Diversity Handbook**

'Policing Diversity - MPS Handbook on London's Religions, Cultures and Communities' was designed by the Diversity Training Support Unit and published in 2000. A Police Notice on 22<sup>nd</sup> November made a requirement for all police officers and staff whose jobs involve interaction with the public to be issued with copies of this book.

The handbook is divided into three sections:

- London's religions;
- London's Cultures and communities;
- Other reference material including disability, general information, population maps and terminology.

The handbook provides detailed information on some of London's minority communities. Being given out just prior to the implementation of the corporate CRR training workshops, which started in six boroughs in January 2001, it has been connected with their content. The handbook was not, however, intended to be distance learning material for the diversity workshop. It is not a pre-workshop training aid and has in fact little direct connection with the CRR training workshops. The workshops had their own specially designed handbook, given out to each participant at the start of the workshop.

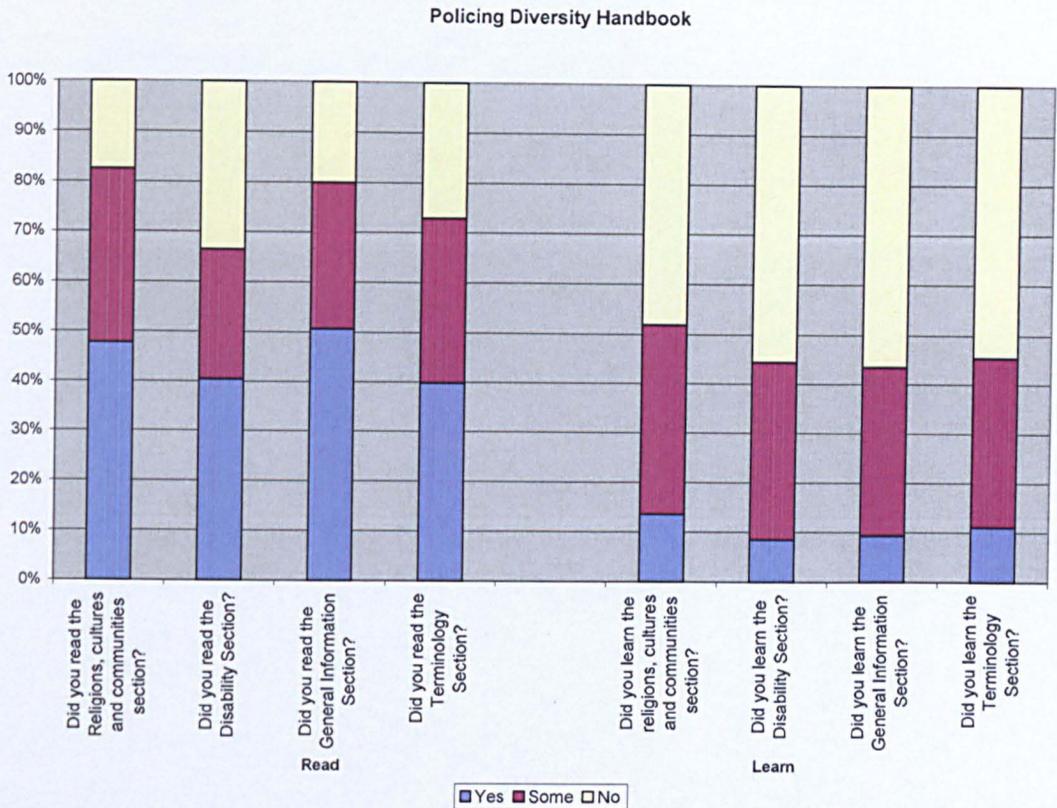
In its introduction the handbook states that it, "builds on the MPS Diversity Strategy 'Protect and Respect' and complements diversity training programmes." Whether the dissemination of the handbook is the first element of the Diversity Training Programme or was simply a separate initiative is a matter for discussion. The

existence of the handbook and its delivery to each operational member of the MPS became important in priming them for the CRR training workshop.

The evaluation team interviewed participants 8-12 months after they had been trained. After the interviews they were asked to complete the training needs analysis questionnaire, and a questionnaire asking them questions about their possession and use of the handbook. 260 people completed the diversity handbook questionnaire. Of those who completed the questionnaire: 76% of respondents received and read to some degree the handbook; 9% had received the handbook but had not read any of it; 15% did not receive or did not remember receiving the handbook.

Those that received and read the handbook were asked how much time they spent reading/studying the handbook: 13.8% stated they spend less than one hour; 69.9% between 1 and 3 hours; 10.5% between 4 and 6 hours; 3.3% between 11 and 15 hours; and 0.5% more than 24 hours.

**Fig 5.2 Immediate use of the Policing Diversity Handbook by students**



The chart at fig 5.8 contains the details of the number of respondents who read and/or learnt the relevant parts of the diversity handbook. The results include those people that received but did not read the handbook, but do not include those who did not receive the handbook. The results show that despite the handbook being distributed with few instructions as to its intended use, it was read by most of the people who received it. Nearly half the respondents spent time learning some parts of the handbook. When asked if they would use the handbook as a reference book in future 64% said they would, 27% said perhaps, and 10% said they would not.

### 5.10 Conclusion of chapter five

This chapter detailed the pre-delivery phase of the Diversity Training Programme and represents the outcome of the proactive and clarification elements of the evaluation.

The Diversity Training Programme started as a series of borough diversity training needs analyses and training programmes. This created a big problem for what was meant to be a corporate training programme. There was no central core to the training; each consultant was delivering training to their own design based upon the identified needs of the borough. This was an unacceptable position for the Metropolitan Police Service. It made it difficult for the service to say what training staff had received and in an organisation where staff are revolved every 3-4 years it made the retraining of staff moved to another borough a huge issue.

The proactive element of the evaluation facilitated the identification of flaws in the original programme and the development of a corporate programme with shared objectives. The clarification element of the evaluation enabled the development of the concept of diversity training workshops as a part of an ongoing (longer term) Diversity Training Programme. The Weiss (1998) models helped in focusing the aim of the programme beyond the training of staff to the impact of the programme on the community. In an organisation that traditionally sees training as a panacea for all problems the concept of two days training as the start rather than an end of a development process and the identification of training as something other than an end in itself could be considered, in this context, revolutionary.

Once these developments were made to the programme it remained substantially the same throughout its life. However some managers did not follow the Weiss (1998) models. A practical decision was made to retain associate trainers and move them from one borough to another rather than recruit them from the local community of each borough, even though this clearly reduced the possible impact of the training

on the local community. A better commitment to and agreement of the benefits of the programme would have enhanced this element of the evaluation.

Overall this was probably one of the most successful parts of the evaluation. The proactive evaluation worked as an intervention that enabled stakeholders and managers to design a corporate training programme capable of being used across the Metropolitan Police Service.

## **CHAPTER SIX**

### **RESULTS AND ANALYSIS: THE TRAINING DELIVERY PHASE**

The last chapter contained the evaluation results of the pre delivery element of the diversity training programme. This chapter will give a summary of the results of the monitoring evaluation activity, including the observations of the training and the views of trainers, participants and interface volunteers.

#### **6.1 Observation**

One training delivery of the two day course was observed on each borough. A report of each observation, written on a template that contained the aims and objectives, was included in each borough interim report. The final report contained a meta observation record that contained a summary of what was delivered over the whole of the 24 borough visits, (Appendix 2). This record also shows when material was delivered that covered the aims and objectives at each site and conversely when aims and objectives were not delivered by the trainers.

#### **6.2 Analysis of the observation reports**

Analysis of the results show that the majority of aims and objectives were covered in the majority of the workshops. The three sessions most often not delivered were 'stop and search', the 'workshop closure' and 'cross cultural communication'. The main reasons for non- delivery were the rearranging of the workshop timetable, and a lack of rigour applied to the timing of the sessions. It was not uncommon for the quiz session to overrun, in some cases by over 60 minutes.

The objectives least covered apart from those in the three sessions above concerned racially motivated incidents and police policy. An HMIC officer suggested verbally that the use of police trainers in delivering diversity training sometimes results in unpopular sessions not being delivered. This may have been the reason for these sessions not being delivered. Another explanation could be that MPS officers had recently received training concerning racial incidents (Critical Incidents) in CD Rom form and many students had received local training on stop and search.

It was recommended that in future training deliveries the trainer material should identify those elements of the training that are essential to the achievement of its aims. Some limits must be placed on the autonomy of the trainers to rearrange the content of the training.

The observation of a large number of courses over the lifetime of the project has enabled feedback to be given to the programme managers and the trainers in order to induce the trainers to deliver the training to specification.

### **6.2.1 Institutional racism session**

All the observed workshops contained sessions on 'Prejudice, Power and Discrimination' and 'Institutional Racism'. The objectives in these sessions were nearly always covered. However, this masked an issue concerning the definition and presentation of institutional racism and institutional discrimination. The trainers concentrated on the organisational responsibility for institutional racism. Some trainers even read paragraphs from the Stephen Lawrence report stating that institutional racism does not mean police personnel are racist. This is the line followed in the trainer guide. Examples given of institutional racism often concerned the design of police buildings and the now-defunct minimum height requirements for

police officers. Issues raised in the Stephen Lawrence Report about institutional racism being, "seen or detected in processes, attitudes and behaviour which amount to discrimination through unwitting prejudice, ignorance, thoughtlessness and racist stereotyping which disadvantage minority ethnic people", were not generally mentioned.

Some trainers started the session on institutional racism by asking participants to state how they felt about the MPS being identified as institutionally racist. This method was rarely seen but resulted in some emotional responses from participants. Participants stated that they were hurt, frustrated and insulted. Generally, the strength of the response may have affected the way in which this session was delivered, encouraging trainers to focus on the institutional responsibility rather than individual responsibility (unwitting prejudice, ignorance, thoughtlessness and racist stereotyping) for institutional racism. The emotional response corresponds with the work of Tatum (1994), who predicts such a response to this type of training, the effect being exacerbated by the media response and interpretation of institutional racism. This may have had some influence on the way in which institutional racism presented.

The reaction questionnaire showed that 25% of respondents did not have a better understanding of institutional racism as a result of the training. In the interviews of participants some time after the training, 36% said that the training had not improved their understanding of institutional racism. When asked why, 33% of these people said it was because they do not agree with the concept, and 28% said that after training they still did not understand the concept.

Institutional racism in all its forms, as presented by Oakley (1998) is not a straightforward concept. The way in which it is described by the Stephen Lawrence Report and the way in which that definition was presented by the press add to the doubt about issues of responsibility for institutional racism. Whether it is intentional or unintentional racism and whether it ascribes racist attitudes to individuals. The trainer guide presented a simple version of the meaning that was likely to be non-controversial and generally acceptable to the participants. This approach was arguably the only approach available to the course designers due to the limited time available to cover the subject, it also seemed to be a successful way of avoiding a protracted emotional session. This raises the question of whether this was an effective method of managing the possible emotional response, or whether the emotional response was simply avoided. It suggests that all aspects of institutional racism were not identified as a part of the training, this ties in with the issue suggested by Tatum (1994) who identifies that if not addressed these emotional responses can result in student resistance to oppression related content areas.

### **6.2.2 Stop and search**

Some trainers stated in interview that they did not deliver a stop and search session as it was a subject that was usually mentioned by the interface volunteers. This enabled them to subsume the workshop stop and search objectives into the interface debrief session. When this technique was used, and stop and search did not form a part of the interface session, it was missed out altogether.

The participant reaction questionnaires showed that 91.4% of participants stated that they would not change the way they select people for stop and search and that 78% said they would not change the way they conducted stop and search.

The numbers of stop and searches completed on boroughs and the level of disproportionality show that the training has not affected the application of stop and search.

There may be no causal connection between the failure of some trainers to deliver the stop and search session, and the failure of the workshops to influence stop and search. What is certain is that if stop and search issues need to be tackled by the organisation, then more work is required.

### **6.2.3 Initiatives**

In one of the early deliveries of the workshops a number of personal student initiatives or action plans resulted from the training. Therefore I attempted to introduce some measure of any initiatives, which were a spin off benefit of the training, using registers designed so that boroughs could record each initiative created by the participants. This had to be abandoned, as no action plans whatsoever were recorded in the borough project registers. While the Senior Management Team training led to individuals being tasked with various activities and resulted in initiatives, the standard two day workshop led to very little action following its delivery.

The final session introduced the concept of how the MPS could improve and how the participants could assist in this. In the majority of cases observed this session was not delivered in accordance with the trainer guide. Some trainers said that, at this stage, the setting of action plans was not appropriate; the workshop was about raising awareness and participants needed time to process in their minds the issues that had been discussed. In this type of training, people would hopefully implement the message of the training when they encounter situations in their every day work.

Again this masks the issue that although the training contained a session where the idea of initiatives was introduced, there did not seem to be any realistic likelihood that these would be carried out. There was no infrastructure to support such initiatives, no support material, no instructions, no monitoring of results or collection of ideas and no examples of what such an initiative would look like. It could be argued that without the setting of action plans, and some infrastructure to recognise and encourage participation in police community relations, the training will not lead to any such consolidation by the participants. This could be seen as a lost opportunity.

#### **6.2.4 Informal student feedback**

In addition to observing the workshop, the evaluators asked participants for their views of the training. In some cases this was done in a session within the training period, and in others in breaks in the training process. The feedback was reported in one or two paragraphs in the interim reports.

Some general points arose from these sessions. The interface was generally seen as the best part of the training. Participants appreciated the opportunity to hear the views of members of the public, particularly when these individuals were Black. Some participants enjoyed the opportunity to put their case to the interface volunteers. Many were positive about the trainers delivering the training - both police and associate trainers. Many expressed opinions about the usefulness of the training sessions. Others considered the training to be a waste of time. However, it was not unusual for participants who were challenging in the classroom to acknowledge privately that the training had affected their attitudes and opinions.

Good practice identified within the training was added to the observation reports, together with areas for improvement. The observation reports were returned in the

first instance to the trainers for their views, then passed to the management of the Diversity Training School.

### **6.3 Student/participant reaction to the training**

Feedback from the participants who received the training, comes in two main forms: participant opinion in questionnaire and interview. The interview results are dealt with in chapter 7. This part of the report deals with the participant end-of-course questionnaire.

#### **6.3.1 The pilot questionnaire**

The student reaction questionnaire was conceived as a 'before and after' questionnaire. The purpose was to identify and compare individual participant opinion of the training, first before the training, and then after the training, to establish whether the training had affected participants' attitudes.

The before and after questionnaire was piloted in four boroughs. The outcome of the pilot was immediate and convincing. I received a barrage of complaints about the questionnaire and its effect upon the workshop. Many participants were concerned that they were being asked to complete a questionnaire prior to the training, and that this questionnaire was about them and not the training. This caused issues to be discussed very early in the workshop that should have been introduced properly later in the training process. It may be that participants saw the purpose of this 'before' questionnaire as gathering evidence of racism that would be resolved (cured) by the training.

I decided at the start of the evaluation process that the tools used to evaluate should not interfere with the delivery of the training. In any case the questionnaire could not

be used in its present form. Apart from the fact that it interrupted the training and made the trainers job more taxing, the results could not be relied upon as valid.

The area of the questionnaire that was contentious was the 'before' element. The strength of feeling that this questionnaire evoked provides some evidence of the difficulty of the task faced by the trainers in tackling the diversity issues contained in the workshop. The participants seemed happy with the 'after' questionnaire, a common enough method applied to police training.

The results of the 'after' pilot questionnaire showed that many participants had a high regard for the training and the trainers. The satisfaction ratings completed on the after questionnaire were high (95%+). The same can be said of the views of the participants to how important the training was to their work. Most cited it as vital, important or significant and the majority thought it would improve police performance in the workplace. The questionnaire was therefore revised and used an end-of-course measure of participant reaction only.

### **6.3.2 The end of course questionnaire**

The questionnaire was designed to evaluate the immediate reaction of the participants at the end of the training session. The questionnaires were given to the police trainer designated as the lead trainer on each borough. The questionnaires were handed out by the trainers at the end of the workshop, completed and returned to the trainer. The questionnaires were then returned to the Diversity Training School and forwarded to the evaluation team.

The questionnaires were designed on the Teleform system to enable them to be read by scanner. This enabled large numbers of questionnaires to be completed and analysed but limited choice of questionnaire format to fixed response.

The questionnaires for the two day training workshops for police officers, front line police staff, and supervisors up to the rank of Inspector were designed for each borough. The questionnaires were analysed in batches as they were received and the results specific to each borough entered into that boroughs interim report. Questionnaires were also given to participants of the one day workshop for police staff who do not meet the public and members of senior management, both police officers and police staff.

The table below gives the amalgamated results from all of the boroughs of over 10,000 end of course questionnaires for the two day police officer/front line police staff and supervisor training.

**Fig 6.1 End of course questionnaire results**

Total Sample n=12,327		
1. How satisfied were you with the training you have just received?	Satisfied	92.9%
	Unsatisfied	7.1%
2. How satisfied were you with the instructors that delivered this training?	Satisfied	97%
	Unsatisfied	3%
3. Do you think that this training is worthwhile?	Yes	81.3%
	No	9.8%
	Don't know	8.9%
4. Did the training achieve its purpose? To provide knowledge and awareness of discrimination;	Yes	94.1%
	No	5.9%
To engage MPS staff to confront their own attitudes and behaviours;	Yes	85.7%
	No	14.3%
To commit MPS staff towards further change in organisational and personal behaviour;	Yes	82.3%
	No	17.7%
To support changes in behaviour where appropriate.	Yes	88.6%
	No	11.4%
5. How important is this training to your work?	Very important	45.2%
	Of average importance	44.9%

	Not important	8.7%
	Don't know	1.3%
6. Which of these statements most closely describes your opinion of the training that you have just received?		
It will enable me to change by confronting my attitudes and behaviour making me better at my job.		5.6%
This training will help me to understand diversity issues enabling me to do a better job.		44.7%
It will largely reinforce things that I already know and is unlikely to improve my performance.		40.2%
This training is being delivered for political purposes and has little relevance to the job that I do.		7.5%
This training is likely to have a detrimental effect upon me making me a more cynical individual.		0.7%
I do not know what to expect from the training.		1.2%
7. Has your level of cross-cultural knowledge improved?		
	Yes	78.6%
	No	21.4%
8. Do you have a better understanding of institutional discrimination?		
	Yes	75.3%
	No	24.7%
9. Do you think that this training will improve the performance of police staff?		
	Yes	70.8%
	No	29.2%
10. [Demographic data]		
11. Will this training affect the way in which you select people for stop/search?		
	Yes	8.6%
	No	91.4%
12. Will this training affect the way in which you conduct stop/searches?		
	Yes	22.1%
	No	77.9%

These end-of-course questionnaires were completed anonymously and no record was kept of who had completed a questionnaire. Nevertheless, when viewing these results, it should be recognised that some participants may have harboured unwarranted suspicions about how the questionnaire would be used, and may have considered that not supporting the training might invite later recriminations.

Question 1 provides a satisfaction rating for the training, and question 2 for the trainers. The questions actually have four possible responses, very satisfied, satisfied, unsatisfied and very unsatisfied. The rating is calculated by adding the satisfied and very satisfied columns together giving an overall satisfaction rating. The higher the satisfaction rating the more satisfied respondents are with the training and trainers.

The satisfaction rating is therefore 93% for the training and 97% for the trainers. This format of satisfaction question has been used by the MPS for the last 5-6 years, most courses providing a satisfaction rating between 90% and 95%. The satisfaction rating can be used as a performance indicator to identify training that requires further evaluation. A low satisfaction rating or a low trainer rating does not mean the training is bad and indeed a high satisfaction rating does not mean necessarily that the training is good. However a low satisfaction rating may be a symptom of an underlying problem with the training.

In this instance the satisfaction rating for the training is within the expected range for MPS training. It is however the highest we have recorded for diversity/equal opportunities training. The trainer satisfaction rating is above average for MPS training. This provides evidence that supports the notion of using associate trainers with police trainers.

Question 3 asks the participants if they think that the training is worthwhile. By far the majority 83% thought that the training was worthwhile. This is a high percentage and shows support for diversity training in general. The results can be viewed from two perspectives. Initially the MPS can be reassured by the fact that the vast majority of its staff recognise the need for diversity training. However there is room for concern over the 10% of respondents who indicated that they thought diversity training was not worthwhile.

Question four relates to the aims of the Diversity Training workshops. The Diversity Training Programme borough workshops were designed to:

- Provide knowledge on discrimination and race matters;

- Engage MPS staff to confront their own attitudes and behaviours;
- Commit MPS staff towards further change in organisational and individual behaviour;
- Support change in behaviour where appropriate (DTSU 2000c:P15).

The students indicated that they thought the aims had been achieved. The percentage of people indicating that the aims had been achieved is high: 94%, 86%, 82% and 89% respectively.

There was some comment on the tone of the aims, which seem to indicate that people need to change their behaviour after completing the training. If the participants were already behaving in an appropriate manner then change might not take place. However the questionnaire was not altered as the aims were copied directly from the training documentation.

10% of respondents thought that the training was not worthwhile. This matches quite closely the 9% of respondents who felt that the training was not important to their work. 45.2% of respondents thought that the training was very important and 45% that it was of average importance.

Question 6 asked students which statement most closely resembled their opinion of the training. The highest number of respondents, 45%, chose the answer, "This training will help me to understand diversity issues enabling me to do a better job." The next highest return was for the answer, "It will largely reinforce things that I already know and is unlikely to improve my performance": 40%. 8% indicated that their opinion was closest to, "This training is being delivered for political purposes

and has little relevance to the job that I do." 1% selected the answer, "This training is likely to have a detrimental effect upon me making me a more cynical individual."

Again this answer seems to match the results above showing that about 10% of the participants did not support the delivery of diversity training.

The observations of the workshops recorded that the trainers invariably presented material concerning cross-cultural knowledge and institutional racism. Questions seven and eight concerned issues that were central to this training: the gaining of knowledge about different cultures, and the issue of institutional racism. Most participants indicated that their cross cultural knowledge had improved (79%) as had their understanding of institutional racism (75%). However, in both cases nearly a quarter of respondents stated that their cross-cultural knowledge had not improved and neither had their understanding of institutional racism.

Owing to this result, questions were added to the schedule of the long term participant interviews to identify why participants thought this knowledge and understanding had not improved. The results to these additional questions are given in the participant impact section.

The majority of participants thought that the training would improve the performance of police personnel: 71%. In contrast only 9% thought it would change the way they select people for stop and search, and only 22% the way they conduct stop and search. Most participants state that the training will have little impact on the way they select people for, and conduct, stop and search: 91% and 78% respectively.

Therefore there is little commitment to change the way in which people are selected for stop and search, or the way stop and search is conducted. This seems to correlate with the observation results which show that many trainers were not delivering the stop and search training in the way recommended in the trainer guide. Details of the impact of the training on the stop and search figures for each borough are given in the long-term indicator section.

The questionnaire contained a grid to enable individuals to self define their ethnic background. The results of those people who identified themselves as from a visible minority ethnic group were isolated in order that opinions could be compared. The same was true of gender to enable the results of female participants to be isolated and compared with those of the overall group.

The purpose of comparing the opinions of people from different groups was to establish if there was any marked difference in opinion between those participants from minority groups and those from the majority group. If for instance, people from minority ethnic groups thought the training poor, or in any way less favourable than people from the majority group, then this might mean that the training fails to deal effectively with contentious issues.

Each borough interim report contains the details of the results gathered from people who defined themselves as from a visible minority ethnic group, and those from males and females. The results for each group in each borough were very similar. The results from people who identified themselves as from a minority ethnic group were on the whole more positive about the training than those of the majority group. The differences were however marginal. Men and women appeared to have much

the same view of the training, there being no significant differences between the results of the two sexes.

### 6.3.3 Comparison of results for the one-day and two-day workshops

The questionnaires for the one day training workshops for non-front line police staff, were designed for each borough. The questionnaires were analysed in batches as they were received.

The table below gives the amalgamated results from all of the boroughs end of course questionnaires. The first column, headed 2 day, displays the results of over 10,000 questionnaires completed by participants of the two days diversity training workshops which were delivered to non SMT police and front line police staff. The next column entitled 1 day displays the results of a sample of 700 questionnaires selected from a range of boroughs and units, completed by non front line police staff who attended the one day version of the diversity workshops.

**Fig 6.2 One-day workshop questionnaire results**

Question	Answer	2 day	1 day
Total Sample 2Day n= 12,327 1Day n=700			
1. How satisfied were you with the training you have just received?	Satisfied	92.9%	97.7%
	Unsatisfied	7.1%	2.2%
2. How satisfied were you with the instructors that delivered this training?	Satisfied	97%	98.7%
	Unsatisfied	3%	1.3%
3. Do you think that this training is worthwhile?	Yes	81.3%	87.8%
	No	9.8%	7%
	Don't know	8.9%	5.2%
4. Did the training achieve its purpose? To provide knowledge and awareness of discrimination;	Yes	94.1%	97.8%
	No	5.9%	2.2%
To engage MPS staff to confront their own attitudes and behaviours;	Yes	85.7%	94.7%
	No	14.3%	5.3%
To commit MPS staff towards further change in organisational and personal behaviour;	Yes	82.3%	90.1%
	No	17.7%	9.9%

To support changes in behaviour where appropriate.	Yes	88.6%	94.4%
	No	11.4%	5.6%
5. How important is this training to your work?	Very important	45.2%	36.3%
	Of average importance	44.9%	53.1%
	Not important	8.7%	8.8%
	Don't know	1.3%	1.8%
6. Which of these statements most closely describes your opinion of the training that you have just received?			
It will enable me to change by confronting my attitudes and behaviour making me better at my job.		5.6%	12.3%
This training will help me to understand diversity issues enabling me to do a better job.		44.7%	51%
It will largely reinforce things that I already know and is unlikely to improve my performance.		40.2%	28%
This training is being delivered for political purposes and has little relevance to the job that I do.		7.5%	6.4%
This training is likely to have a detrimental effect upon me making me a more cynical individual.		0.7%	0.3%
I do not know what to expect from the training.		1.2%	2.1%
7. Has your level of cross-cultural knowledge improved?	Yes	78.6%	83.2%
	No	21.4%	11.5%
	Don't know	0%	5.3%
8. Do you have a better understanding of institutional discrimination?	Yes	75.3%	87.2%
	No	24.7%	9.5%
	Don't know	0%	3.3%
9. Do you think that this training will improve the performance of police staff?	Yes	70.8%	57.1%
	No	29.2%	15.1%
	Don't know	0%	27.7%
10. [Demographic data]	Police Officer	80%	11.2%
	Police Staff	20%	88.8%

(Note: The police officer/police staff ratio is estimated based on respondents who identified themselves as police officers or police staff. )

The results show that the one day workshop received higher satisfaction ratings than the two day workshop. More respondents thought it worthwhile and more felt that it achieved its aims and objectives. Slightly fewer respondents thought that the training was relevant to their job, yet slightly more respondents felt it would enable them to do a better job. More felt that their cross cultural knowledge had been improved, and their understanding of institutional racism had been enhanced. Perhaps understandably less respondents were able to state whether they thought the training would improve police performance.

The one day course was designed to be delivered to members of the police staff. No police officers (with the exception of some officers, in Specialist Operations Department for whom special arrangements were made) should therefore have attended a one day workshop, or completed a one day questionnaire. The fact that 10% of the sample identified themselves as police officers indicates that, either, police officers attended one day courses or that the questionnaires were utilised for the wrong courses. I examined the questionnaires and the excel data and found that the one day questionnaires were filled in by people identifying themselves as police officers. It appears that as the police officers group came in batches this would indicate that either police officers were attending the one day workshops as a group or that the workshop was a two day workshop, the trainer using the wrong questionnaire.

I spoke to some of the trainers that delivered one day workshops and they indicated that in their experience no police officers had attended the one day courses. The most likely explanation is that the forms were completed by the individuals attending two day courses. This means that the results given above should be considered at best contaminated and at worst unreliable.

The SPSS programme was used to remove the results from people who identified themselves as police officers. The result was that the difference between the two sets of results were more exaggerated. Generally the satisfaction increased by one or two points.

The results of the students post-course questionnaire indicates that the training delivered for one day was more positively received by the participants. The more

positive response of police staff to the training may mean that the one day course was superior to the two day course. It may be that police staff are more positive about diversity than police officers. The increased satisfaction may be related to the effect of reduced resistance, suggested by Tatum (1994; p.24), because the allegation of institutional racism is not seen as relevant to many of the police staff.

I attended two one day training sessions and found police staff to be more accepting of the content of the training, but less likely to see institutional racism as relevant to themselves.

#### **6.3.4 Senior Management Team training**

Training was initially provided for members of borough police senior management teams. This training was 3 days in duration with the whole borough SMT, both police officers and police staff, being trained together. This was found to interfere with the management of boroughs, who were forced to operate for three days without a senior management team. The training was changed to a two day input and delivered to mixed classes of senior managers.

The following table contains the results of the end of course questionnaires from senior management team workshops. The first column, headed Non-SMT, displays the results of over 10,000 questionnaires completed by participants of the two days diversity training workshops, delivered to non SMT police and front line police staff. The next column entitled SMT displays the results of 175 questionnaires completed by SMT members of boroughs or units. The final column displays the results of 28 respondents to the SMT questionnaire who described themselves as police officers. Questions 11 and 12 were only asked of non-SMT participants, questions 15,16 and 17 were only asked of SMT participants.

**Fig 6.3 Senior Management Team training questionnaire results**

Question	Answer	Non-SMT	SMT	Pol. SMT
Total Sample Non-SMT n=12,327 SMT n=175 Pol SMT n=28				
1. How satisfied were you with the training you have just received?	Satisfied Unsatisfied	92.9% 7.1%	100% 0%	100% 0%
2. How satisfied were you with the instructors that delivered this training?	Satisfied Unsatisfied	97% 3%	100% 0%	100% 0%
3. Do you think that this training is worthwhile?	Yes No Don't know	81.3% 9.8% 8.9%	100% 0% 0%	100% 0% 0%
4. Did the training achieve its purpose? To provide knowledge and awareness of discrimination;	Yes No	94.1% 5.9%	97.5% 2.5%	100% 0%
To engage MPS staff to confront their own attitudes and behaviours;	Yes No	85.7% 14.3%	93.3% 6.7%	88.9% 11.1%
To commit MPS staff towards further change in organisational and personal behaviour;	Yes No	82.3% 17.7%	91.5% 8.5%	91.3% 8.7%
To support changes in behaviour where appropriate.	Yes No	88.6% 11.4%	93.3% 6.7%	95% 5%
5. How important is this training to your work?	Very important Of average importance Not important Don't know	45.2% 44.9% 8.7% 1.3%	60.2% 38.1% 1.7% 0%	84.6% 15.4% 0% 0%
6. Which of these statements most closely describes your opinion of the training that you have just received?				
It will enable me to change by confronting my attitudes and behaviour making me better at my job.		5.6%	15.5%	20%
This training will help me to understand diversity issues enabling me to do a better job.		44.7%	50%	48%
It will largely reinforce things that I already know and is unlikely to improve my performance.		40.2%	31%	32%
This training is being delivered for political purposes and has little relevance to the job that I do.		7.5%	3.4%	0%
This training is likely to have a detrimental effect upon me making me a more cynical individual.		0.7%	0%	0%
I do not know what to expect from the training.		1.2%	0%	0%
7. Has your level of cross-cultural knowledge improved?	Yes No Don't know	78.6% 21.4% 0%	90.2% 8.9% 0.8%	76% 20% 4%
8. Do you have a better understanding of institutional discrimination?	Yes No Don't know	75.3% 24.7% 0%	75% 21.6% 3.4%	62.5% 37.5% 0%

9. Do you think that this training will improve the performance of police staff?	Yes No Don't know	70.8% 29.2% 0%	73.3% 4.3% 22.4%	91.7% 4.2% 4.2%
10. [Demographic data]				
11. Will this training affect the way in which you select people for stop/search?	Yes No	8.6% 91.4%		
12. Will this training affect the way in which you conduct stop/searches?	Yes No	22.1% 77.9%		
15. Will this training have an effect upon your borough diversity strategy	Yes No Don't know		35.2% 36.3% 28.6%	36.4% 40.9% 22.7%
16. Will this training have an effect upon your community safety strategy	Yes No Don't know		17.8% 43.8% 38.4%	26.3% 47.4% 26.3%
17. Will this training have an effect upon your community consultation strategy	Yes No Don't know		25% 31.6% 43.4%	38.9% 38.9% 22.2%

The results are quite surprising, considering the nature of this training. The workshop for senior managers follows the same basic design as the standard two day workshop, more or less irrespective of the audience. This has been the subject of some criticism, from those who say that the training is not tailored to the job of the participants. One might expect that the results from senior management workshops might reflect that the training, although appropriate for operational staff, is not relevant to the role of senior manager. One might anticipate that the satisfaction ratings would be lower and that more senior managers would rate the training as not worthwhile or relevant to their role.

The results are in total contrast to this expectation. The satisfaction ratings are higher than those recorded by either the 2 day or one day courses. The results to the questions regarding the training being worthwhile are even more significant with 100% of managers indicating that the training is worthwhile. The same is true of the police managers response to the question "How important is this training to your work?" 84.6% said it was very important and the other 15.4% stated that it was

important. This shows that the training was both relevant to and valued by the senior managers.

One of the few questions to indicate that the training was less relevant to senior managers was the response to the question "Do you have a better understanding of institutional discrimination?" 62.5% said yes with the other 37.5% saying no. The majority improved their understanding but the number who did not was higher than any other group. This may be an indication that the senior managers had a better knowledge of the concept of institutional discrimination prior to the training.

The results indicate that the training workshops were suitable for senior management and vindicate the decision to design and deliver the training to all MPS personnel.

#### **6.4 Interface volunteers' views**

The morning session of the second day in the two-day course contained an interface session. A diverse group of members of the public, most of whom come from a minority community of some description, were asked to attend the venue of the training in order that they could give their views of being policed to the police.

The session started with a briefing for the volunteers from the associate trainer whilst at the same time, the police participants were briefed by the police trainer. The session started with the interface volunteers answering questions delivered by the associate trainer. The questions concerned their experience of being policed and their views on the police in general. During this first phase of the interface the police participants were asked to listen to the members of the public without interrupting or challenging what they said.

The session then developed into a discussion between the police personnel and the interface volunteers. This was followed by a shared lunch, with the volunteers encouraged to stay and discuss issues raised with the police personnel. The volunteers were then spoken to again by the police associate trainer and given expenses of £15. The whole session took approximately 1½ - 2 hours.

The making of arrangements to facilitate the interface session was an aspect of the briefing for Senior Management Teams. Most boroughs gave the role of arranging volunteers for the sessions to a member of police personnel on a part time basis. A number of different techniques were employed to recruit sufficient volunteers including posters, appeals at local further education establishments, and letters to community groups. One borough employed a worker from the local Race Equality Council to undertake the role, using money from the volunteer's expenses to pay for their employment.

It was found to be essential that someone was given the responsibility for arranging the interface session and paying expenses. On one borough the paying of expenses was left to the trainers and became extremely problematic. Because the trainer was never certain how many people would arrive there were many problems concerned with having sufficient money to pay expenses. This often resulted in the trainers having to use their own money and then apply for reimbursement.

The vast majority of training sessions contained an interface session. In most cases the interface group contained people from diverse backgrounds who were able to give their impressions of the police. The most important aspect of the interface session was engaging the right people to attend, the right people being a diverse

group who had some experience of contact with the police and something to say. This aspect was raised by the police participants and the trainers as an essential aspect of the session.

During one of the observation sessions an interface volunteer was found to struggle to communicate with the participants as English was his second language. Some communication was afforded by his friend but no interpreter was present. On another occasion a volunteer conversed in Italian, her second language, with an Italian speaking volunteer who translated into English. Whilst the attendance of people for whom English is a second language is to be encouraged, sufficient arrangements must be made, in advance, to ensure that they can communicate with the group.

Some of the associate trainers and police trainers stated that a limit was necessary concerning how many times an individual volunteer attended the training. They found that their opinions changed, becoming more favourable to the police, as they became more familiar with the police. Although this is a very positive observation in terms of the effect of the interface sessions on the volunteers, the trainers found it lessened the impact of the session.

It was found to be essential that the borough had some sort of a record of who was to attend the session. At one borough it was decided that people could ring up to arrange to attend the sessions and that they could use a pseudonym. This resulted in a large number of people attending the venue of the training claiming to have been selected using a pseudonym. On one occasion an individual gave the name of one of the pseudonyms to the group waiting outside who all tried to get into the venue. One individual was asked to leave the venue and refused. On another occasion

police assistance was required by the trainers to deal with a fight outside the premises where too many volunteers had arrived and tried to gain entry. This situation did not occur on any other borough.

A questionnaire was designed to elicit the views of the interface volunteers after they had attended the training. The volunteers were given a questionnaire at the end of the interface session and asked by the trainers to complete them immediately. The questionnaires were then collected and sent on to the evaluation team. In total 2,286 completed questionnaires were received by the evaluation team. It should be noted that if a volunteer attended the training three times they will have been asked to, and may well have completed, three questionnaires. The completed questionnaires do not therefore represent the views of 2,286 people. However a considerable number of people attended one session only.

The following table contains the results for all boroughs except Merton. (Merton was the first borough trained and the questionnaires were not distributed.)

**Fig 6.4 Interface volunteers views**

Question	Fixed Response	%
Total Sample n=2,286		
1. How would you rate relations between local people and the police?	Very Good	12%
	Fairly Good	27%
	Average	37%
	Poor	19%
	Very Poor	4%
	Don't Know	2%
2. How would you describe this training programme?	Excellent	32%
	Good	58%
	Average	9%
	Poor	1%
	Very Poor	0%
	Don't Know	1%
3. How important is this training programme to minority communities?	Very Important	53%
	Important	36%

	Average	8%
	Not very Important	2%
	Not at all Important	0%
	Don't Know	2%
4. Which of these statements most closely describes your opinion of the training?		
The training will provide a better fairer police service		33%
The training will help officers do a better job		59%
This training will have no effect on police performance		5%
This training is likely to lead to a poorer police service		0%
Don't know		4%
5. Are the police fair to everyone?	Very	6%
	Fairly	45%
	Not Very	22%
	Not at all	5%
	It depends	18%
	Don't Know	4%
6. Has this day made a difference to how you see the police?	Better	69%
	No Difference	25%
	Worse	0%
	Don't know	6%
7. Is this training the right thing to do?	Yes	94%
	No	1%
	Don't know	5%

The most evident aspect of the questionnaire is that the interface volunteers support the training process. 94% think that the training is the right thing to do with only 1% saying it is not. 33% think that the training will provide a better fairer police service and 59% that the training will help officers do a better job. 90% describe the training programme as good or average. 89% stated that the training was very important or important to minority communities.

The results also support the concept of interface sessions. 69% said that the day had made them see police better, and only 8 respondents from all of the questionnaires received stated that their opinion of police had got worse as the result of the session.

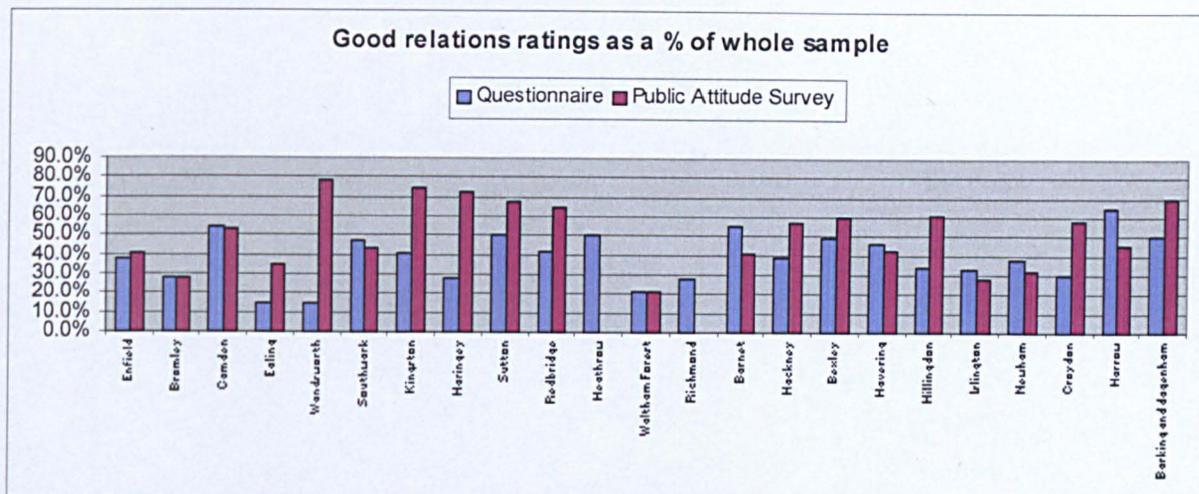
Although these results are very positive and clearly support the training, they may not however be totally indicative of the whole population. The results come from

people who were prepared to attend the training and speak to police, and complete a questionnaire.

Two of the questions in the interface volunteer questionnaire are identical to questions asked in the MPS public attitude survey (PAS). "How would you rate relations between local people and the police?" and "Are the police fair to everyone?" The results of these questions show that the police cannot be complacent about the attitude of the public toward the police. The results of the interface questionnaire showed that only 51% stated that the police were very or fairly fair to everyone with 22% stating that they are not fair and 5% not at all fair. Only 39% said relations between local people and the police were good or fairly good, with 19% stating they are poor, and 4% very poor.

The results of the interface questionnaire were compared to the Public Attitude Survey Results for people from minority communities for the year following the training. A great deal of scepticism must be applied to these results as although the questions were the same the context of their being asked is totally different. The percentage of respondents to give a positive answer in the interface volunteer questionnaire and the PAS was identified for each borough. When compared there was no significant correlation between the two sets of figures. This throws some doubt on the reliability of the minority group opinion gained from the Public Attitude Survey and used in the borough evaluation reports.

**Fig 6.5 Comparison of views of good relations: Public Attitude Survey and Interface Volunteer Questionnaire**

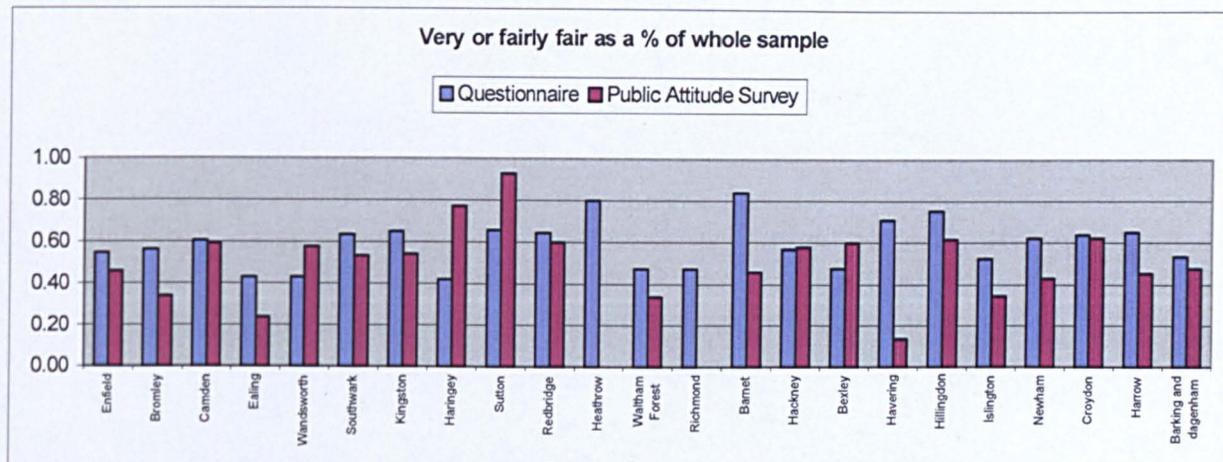


Total Sample Questionnaire n=2,286 Public Attitude Survey n=302

In relation to the question “How would you rate relations between local people and the police?” the people from minority groups questioned in the Public Attitude Survey had a more positive view than those questioned after the interface sessions. It does not appear that the training had a positive effect in terms of interface volunteers' views of the relationship between local people and the police. In fact the evidence would support the contention that it had a negative effect upon interface volunteers view of the relationship between local people and the police. This result was not anticipated but might be the result of the interface volunteers being exposed to an exercise where people often express dissatisfaction with the way in which they are policed.

In contrast the view of interface volunteers as to whether the police were fair to everyone was higher than in the results of the public attitude survey. This would support the contention that the interface session has a positive effect upon interface volunteers views of the fairness of the police.

**Fig 6.6 Comparison of views of fairness: Public Attitude Survey and Interface Volunteer Questionnaire**



Total Sample Questionnaire n=2,286 Public Attitude Survey n=302

Overall the questionnaire indicates that the interface session had a positive effect upon the majority of interface volunteers. Their views support the contention that interaction between police personnel and members of the public from diverse backgrounds will foster better relations between the police and the public. The experience of conducting the interface sessions has benefited the boroughs both directly through the views taken back to the community by the volunteers, and indirectly by the level of communication required between the police and minority groups to make the interface sessions a reality.

The evaluation results support the use of police / public discussion in police training.

### 6.5 Associate trainers' views

Two trainers delivered each borough CRR training workshop (although on occasions other trainers sat in as observers). One trainer was a member of the MPS, usually a police officer. The second was styled as an 'associate' trainer. Associate trainers were recruited from the community, and were usually trainers or teachers from other

organisations or self-employed consultants. Although employed by the MPS for the purpose of delivering CRR training, they were not otherwise MPS employees.

The purpose of employing associate trainers was to introduce a community element into the delivery of the training. It was also hoped that the associates would take the message of what the police were doing about diversity back to the community.

When the training was first set up, the original plan called for associate trainers to be recruited from each borough where the workshops were being delivered. However, once the corporate workshop programme was established in 2000, there was less need for specific input relating to individual boroughs. A pool of regular associate trainers was established who could be called on to deliver training across London.

The Diversity Training School ultimately had 8 training teams, each led by a police sergeant, and each delivering the programme at one borough, then moving on to another borough. Some associate trainers stayed with the same team as it moved from borough to borough. Other associates worked with several teams.

As part of this evaluation, associate trainers were asked about their experiences and reactions to the training. Usually when the training programme had been completed at a particular borough, the associates were approached and asked to take part in a semi-structured interview. Most of the evaluation interviews were face to face, although a few were conducted by telephone. Those associates who could not make an interview appointment were asked to complete a questionnaire instead. The questions in the interview and questionnaire were in part about the borough training that had just been completed, and in part about the programme overall. Associate trainers who worked on several boroughs were sent follow-up questionnaires to find

out if their views had changed in the light of more recent experience. Although paid by the MPS for their involvement in the training and training meetings, associates were not recompensed for taking part in the evaluation interviews.

The outcome of this research activity is that out of the 58 associate trainers employed on the training programme, 36 provided information for this evaluation (62%): 25 by interview, 7 by interview and questionnaire, and 4 by questionnaire only. Nine of the associates were interviewed or completed a questionnaire on two occasions, that is, in reference to their experiences on two or more separate boroughs. The same general format was used in all the interviews and questionnaires, with the associates being asked between 12 and 15 questions. However, for various reasons, often to do with the flow of the interview, sometimes a particular question was not asked, or the interviewer included a few supplementary questions. (Therefore in the following data relating to particular questions, the number of associates who provided a response does not always add up to 36.)

In the analysis that follows, only limited use is made of direct quotations from the associate trainers. The reason is that given the amount of information available from the associate trainers, the use of quotations would be highly selective. The 36 associate trainers consulted produced 45 interview / questionnaire records, each comprising responses to 12-15 questions, and with each response by an associate trainer consisting of between one and five distinct points. Roughly, therefore, there are some 1300 pieces of information from the associate trainers to be analysed and summarised into a reliable, accurate and representative format. There is a risk that a handful of quotations selected from these 1300 points made by associate trainers could distort the overall message of what all the associate trainers have to say about the training.

The associate trainers were promised anonymity by the evaluation team, in the sense that nothing would be used to identify any comments or views expressed with any individual.

### **6.5.1 Associate trainers' backgrounds**

The evaluation team's records show that of the associate trainers who provided information, 23 were female and 11 were male. The evaluators asked associate trainers how they would describe their ethnic background. These details have been grouped into broad categories to avoid identifying people: 14 associates were Black, 6 Asian, and 11 White.

The associates were asked how they heard about the Diversity Training Programme. Ten heard in some way through the external consultancy organisation Ionann, either by newspaper advert (5), through a colleague (2), or because they were with Ionann already (3). Seven other associates said they found out about the training from a newspaper advertisement asking for trainers – 3 of these through *The Voice* newspaper. Six associates heard from a work colleague or friend, 7 from police contacts / friends, 3 from a local Council for Racial Equality, and 2 from a local authority.

Thirty-three associate trainers responded to the question, 'Why did you get involved in the delivery of this training?' Having a personal interest in diversity issues or combating racism came highest, mentioned by 19 associates. Twelve associate trainers felt they had valuable experience and knowledge to bring to the training. Seven thought of the training as a challenge or wanted to make a difference. Five

said they had an interest in policing and police culture. Five saw the training as an opportunity to further their professional experience as training consultants.

All 36 associate trainers were asked, 'What did you think of the training?'

Thirteen associate trainers made positive comments, for example:

"A much needed programme – would like to see something like this introduced across all government departments from the top down."

"I think that the overall 2 days programme is very good – the curriculum covers important issues."

"I think it is good. For the first time the police are putting their money where their mouth is."

"I think it is really good. It has helped to open avenues that otherwise would not be open. It has helped to forge links and enable links between the police and local communities."

"Excellent – intensive – very good. The programme is very good. A significant issue is that people care about it a lot."

Fourteen made comments that were positive, but were qualified in some way, for example:

"I think it is a good foundation but a bit too formal sitting and listening to facilitators."

"I feel encouraged by it, although it would be good to have slightly more control over the content of training materials we work with."

"Overall the programme is good. However it is too much to deliver in 2 days and do justice to the hard work put in to design the course. There is not much time to give time to participants to explore issues."

“Some parts are really excellent. Some parts are in need of thinking through. It’s not bad. The excellent parts are things that enable people to look at their own processes and responses. It’s quite safe the way the training has been constructed.”

“There are some excellent bits. It could be more challenging in certain areas.”

“The training is excellent. It’s a positive step forward and it’s also pioneering that all the staff within the service are being trained, excellent. I do have concerns that it is not supported well by senior management and also in the way it has been developed.”

Neutral comments on the training were made by 7 associate trainers, for example:

“I have mixed feelings about the training. On the whole, the team delivering the training is good, it has a wide range of skills. The content is well thought through but all the opportunities to develop the training are not taken.”

“I think the package can offer space for exploration of the issues. It also depends on how it’s delivered and also the people who are receiving it – that will determine any impact or not.”

“A lot to deliver in a two-day training package which limits use of usual techniques such as workgroups. Very general.”

Two associate trainers had negative views about the training.

One said they found the training difficult: “When I started working with the police I couldn’t believe the stiffness and reluctance to engage in the topic. It’s almost like a military culture, as if they can’t think individually but just do it. There’s no engagement with feelings, no acceptance of the awful things police have to do. Here is training where police are not instructed what to do, but are looking at feelings and values – this is a revelation. I had to deal with a very tense classroom environment. There was a lot of resistance, a lot of extreme views, across ranks.”

The other trainer said, "The programme is old hat. It has not moved forward. It was written by White men and the whole set up is White male orientated. It was written by people who don't train or are involved in training." Ironically, this was said by a White male.

Altogether, 22 associate trainers explicitly said that the CRR training was a good thing. Seven associate trainers offered the view that the training was needed and / or essential. Eight said that it was effective.

Asked how the experience of delivering the CRR workshops had affected them personally, 16 said that it had a positive impact on them. This was often expressed in terms of greater understanding of or sympathy towards the police, that the training is an opportunity for their professional development, or that the programme was a step forward that promised hope for the future of police and community and race relations. Four felt that it had a negative impact on them, in that they encountered problems and attitudes that suggested things weren't improving. The remainder made comments that could not be interpreted as either positive or negative.

The associates' views of what was best about working with the police were, foremost, meeting with like-minded people, particularly other associate trainers, followed by the challenge of being part of an important high-profile change process, and the opportunity to learn about and work with the police service. Others said that the experience had enhanced their own learning and development, both personally and professionally.

Asked what was worst about working with the police, 15 associate trainers said the resistance and negativity of some participants. Five were concerned that many officers were demoralised. Five could not think of any worst aspect.

Twenty-eight of the 36 associate trainers said that their involvement in the training had given them a more positive view of the police. The same number throughout their interviews or questionnaires made comments that were sympathetic or favourable to the police. Often these comments were along the lines of a better understanding of what police officers go through, the problems they face, and that the police are "ordinary people". Four made comments that were not sympathetic to the police, mainly on the grounds of police officers being resistant to change.

#### **6.5.2 Experience of groups: affirmation and resistance**

In their interviews / questionnaires, 14 associate trainers commented on the favourable reception that participants gave them in the training, for example, by their open and positive responses to the issues raised or by coming forward at the end of workshops to thank the trainers.

Eight associates at times made reference to the demoralisation and bitterness that afflicted some participants, who felt that they were badly treated by the service or society in general.

Twenty-two mentioned resistance from participants. Most stressed that this resistance came from a minority of participants, with the term "bad apples" being used occasionally. One associate put the figure of 'resistors' much higher, at about 60-70%.

As to what forms this resistance took, the 8 associates cited anger and aggression directed by participants at the training or the trainers. Six associates talked of entrenched or dogmatic views. Five said that some participants claimed that the training was a waste of time and not relevant to their work. Three said that they felt some participants dismissed or played down the impact of racism – this had a particularly disheartening effect on the Black trainers who mentioned this form of resistance.

A few associates mentioned that there seemed to be a difference between what participants felt privately about the training and what they said in the public forum of the classroom. Apparently for some participants it was not 'cool' to appear supportive of the training in front of work mates, but in private conversations with the trainers these participants made positive comments.

Of note is that not one associate trainer directly attributed resistance to racism. The closest any came were comments referring to 'bigoted' individuals among the participants, and a remark by one associate about, "individuals teetering on the brink of racism."

Another reason for the resistance encountered by trainers is suggested by Tatum (1994) supported by the observations of the institutional discrimination session. The management of individuals emotional responses to the identification of the MPS as an institutionally racist organisation may have unintentionally exaggerated resistance to "oppression related content areas" (Tatum 1994; p.24)

### **6.5.3 Trainer support**

The associate trainers were asked if they received support from the organisation for their work, in terms of staff training, materials, advice, satisfactory arrangements for payment, or sorting out problems. In this context, organisation was taken to mean the MPS DTSU, Diversity School, police trainer colleagues, and local borough management. Sixteen said they had received adequate support from the wider organisation, while a further 14 said that most of the support given to them was provided by their police trainer colleagues. Three felt that they did not receive enough support from any quarter. Of those who indicated that there wasn't sufficient support from the wider organisation, the main complaints related to not being given the same training opportunities as police trainers, lack of forums for associates to discuss their experiences and concerns, and late payment.

Seventeen associate trainers made comments in their interviews / questionnaires that praised their police trainer colleagues, or indicated that the relationship between associate and police trainers was very good. Nine, however, said things that highlighted some problems between police and associate trainers. Most of these nine associates felt they were marginalized by the police trainers, for example, placed in a subordinate role when decisions were made about training delivery. One felt that their police colleagues used them as a 'token' minority person, "just part of their show." One said there was a clash of training styles. Three said that some police trainers unconsciously colluded with groups of participants when a more challenging stance would have been appropriate.

### **6.5.4 Community interface**

The principle behind the community interface session was highly regarded by the associate trainers. Five said the session was good, and 5 said it should be extended

in some way. One associate trainer said it was the key element of the training. However, 10 associates made a point in their interviews that the interface session should have been better organised, with a better selection of volunteers to attend. All too often, they said, the community volunteers who came to sessions were college students with little or no experience of involvement with the police, or inarticulate youths, who in either case had very little of substance to contribute to the discussion. At one borough, the associates were concerned that the attendance of community volunteers descended into disorder as youths vied with one another to get into the sessions and receive their £15 payment.

### **6.5.5 Improvements**

The associate trainers were asked how the MPS could have improved the CRR training.

Eight associates mentioned the arrangements for getting police officers and staff to the workshops, saying that either there was a need for better pre-course briefings or a less authoritarian method of notifying people to attend. The formalised police 'warning to attend' notifications and the lack of information about what the training actually entailed left many participants feeling wary about what to expect. Often the participants arrived with the view that they were about to be subjected to accusations and criticisms about racism. Associate trainers reported that they sometimes had to work hard to overcome these negative expectations and encourage participants to be open-minded about the training process.

Eight associate trainers felt that more time was needed to deliver the content of the two-day programme. Often, they said, the workshops were rushed, with insufficient time to do justice to all the topics or deal with issues raised by participants. They felt

that either the content should be cut down to make it more manageable in the two-days, or that the time allocated to the training should be extended.

The matter of timing ties in also with the view of 13 associates that more flexibility in the programme would have been helpful: several of these trainers would have liked more opportunities to explore participants' concerns, at an emotional level, and to consider the workshop topics in greater depth. Others would have liked to introduce new topics that had resonance with events that occurred during the training programme – for example discussing issues around 9/11. The issue here is about the dynamics between delivering a corporate programme to all staff in an organisation, and the scope for adapting the content to tackle needs that emerge in individual workshops.

Also linked to the feeling that more flexibility should have been allowed in the training is that 14 associate trainers said the content needed updating. One said the training followed, "a very '80s approach." Others mentioned that many police officers had been through the same topics on previous occasions. Some would have liked, as stated above, to bring in current events for discussion, or to broaden the range of diversity being considered beyond the African-Caribbean and South Asian communities to consider other minority ethnic groups and other groups, such as Gay or disabled people.

#### **6.5.6 What next?**

The associate trainers were asked – 'What should the MPS do next?'

Sixteen said that there should be more engagement with the community, through interface sessions, police officers and staff going on attachments to community

groups, or doing research projects on communities. Eight thought that future training should include information on the groups and communities that make up the populations of individual boroughs. Seven thought that the momentum of the Diversity Training Programme should be maintained by the MPS moving on rapidly to a phase 2 of the training, while six said it was important to evaluate phase 1 (the CRR workshops) first.

### **6.5.7 Telling others**

Since one of the motivations for employing trainers from the community on the programme was that these trainers would report back to the community what the MPS was doing in regard to diversity, the associate trainers were asked in their interviews / questionnaires, 'What will you tell others if asked about your experience with the police?'

Twenty-five associate trainers indicated they would say things that were broadly favourable to and positive about the police, while three would say things that were wholly negative.

Most of the positive things that would be said were that the MPS was progressive and forward thinking in addressing issues of diversity, that the MPS was a good organisation to work for, and that most officers and staff behaved professionally. A few said that the police were ordinary people doing a difficult job. Five associate trainers said that they would defend the MPS against unfair criticism.

The negative messages that could be taken back to others were that there was a negative culture in the police, a lack of knowledge about different cultures, that

occasionally there were some bad officers, and for one associate trainer, a feeling of being unwelcome.

#### **6.5.8 Feedback about associate trainers from other sources**

The feedback received concerning the associate trainers from participants was generally very positive. One of the issues raised by the evaluation was the approach used by trainers to present the diversity material. For instance institutional racism was presented in a way that avoided a protracted emotional response (see observation section). The training could be presented in a forthright way, challenging attitudes or more empathetically suggesting needed change. It is not possible to identify a preferred style, although some approaches provoke a response. At the end of post course interviews the participants were asked "Is there anything else you wish to say?"

One response from a police officer was: "I was shocked at one of the associate trainers. If you are passing on information you are entitled to a view and an opinion but you must be open to the group and accept that it might be wrong. The trainer thought that most of the MPS is institutionally racist and that an individual would stop a person for being black. Her examples were one sided, she should not have been running the course. We had a class of about 20 they were a group diverse in experience some with 12 months to 31 years. Someone came forward with a point, with evidence to back it up and others to support it, the trainer put him down disgracefully. She dismissed out of hand what he said. She told one PC 'that can not have happened.'

The same officer said "The training was entertaining we chatted about it afterwards and agreed that (the same) trainer had most impact. As far as she is concerned no matter what the reason we have no right to stop black youths."

A member of the police staff said about the same trainer: "By the second day I could have gone the other way. The trainer we had, only looked at things their way, they had a chip on their shoulder and was trying to prove a point. There was an exercise where you had to say whether you agreed, disagreed or on the border. The question asked was 'Do you feel that you are being treated fairly?' I said yes. They asked why as I was the only civilian on the course. I said because I was a member of the civil staff but treated on the same par as police officers. They said they were talking about Black and White not male female or police and civilian. They made me feel very small. They were not prepared to let anyone talk about any issues other than Black and White. They said it was unfair to measure sickness of Black people as they suffer from sickle cell Anaemia. They were challenged a lot throughout the course but were adamant. I sent a thing through to say I was unhappy about it. It caused a lot of discussion on the issues, even Black people had their own views and did not agree with the trainer. There was so much arguing that it finished at 5pm. I could have gone away quite turned about how I felt, I was angry but I still think the same way."

Great care must be taken when dealing with responses, from participants, to associate trainers. It is quite possible for them to make an impact through the quality of the training they deliver or for being forthright about delivering the subject. What is clear is that if they impinge upon participant's values then those participants may not remain silent. This does not necessarily mean the trainer is a bad trainer or using

the wrong methodology but does mean that the trainer is likely to be put under some pressure.

In a feedback session in November 2001 the diversity School management were given the following information: "One associate trainer stated that 60% of classes that they have encountered were racist and that this was having a considerable impact upon them." They felt that though the police trainers were receiving support, they (the associates) were second class citizens in the eyes of the police. As a result the Diversity Training School developed a scheme that mirrored the police trainer support scheme. This was not initiated because of the lack of support from associate trainers.

#### **6.5.9 Summary**

Most associate trainers had positive things to say about the Diversity Training Programme. Most thought it was good, that their involvement had a positive impact on them personally, and that they now had a more positive view of the police.

Most associate trainers experienced resistance to the training from some participants. On the whole they were satisfied with the level of support they received from the MPS, and praised the support given by their police trainer colleagues, although in a few cases some difficulties were reported with the police trainers.

The community interface session was highly rated, but improvements were needed in its administration and the selection of community volunteers. Other improvements could have been made in the way that officers and staff were told to attend the training. Some associates felt that the content should have been more up-to-date, and more flexibility allowed to trainers. As for the next stage in the Diversity Training

Programme, there was considerable support amongst associate trainers for more involvement with the community.

Most associate trainers said that they would tell others things that were positive and favourable about their experience with the police.

### **6.6 Police trainers' views**

A total of 36 police officers and police staff from the Diversity Training School worked as trainers on the CRR workshops. At the height of the programme, these trainers were organised into 8 teams. Each team was headed by a lead trainer, usually a sergeant, and was responsible for completing the programme of workshops at one borough before moving on to the next. One police trainer was allocated to run each workshop, accompanied by an associate trainer (who was recruited from the community for the specific purpose of delivering diversity training).

For the purpose of this evaluation, police trainers were contacted for an interview about their experiences and their views on the training programme, usually at the completion of the programme at a particular borough. Many were interviewed more than once as they moved from borough to borough.

Of the 36 police trainers employed on the programme, 12 were interviewed once, 18 were interviewed twice, and one individual was interviewed three times. The remaining 5 trainers were not interviewed. Those who were interviewed just once were usually those who left the programme early or joined late. The same general semi-structured format was followed in each interview, with between 12 and 20 questions being covered, depending on the flow of the interview and the number of follow-up questions asked.

In the analysis that follows, only limited use is made of direct quotations, on the grounds that only a relatively few comments out of all those made by the police trainers could be realistically included, and this might give a slanted impression of what the bulk of trainers were saying. Therefore most of the findings from the police trainer interviews are presented in summary form.

The police trainers were promised anonymity by the evaluation team – nothing would be used to link any comments with any identifiable individual.

#### **6.6.1 Police trainers' backgrounds**

Of the 31 police trainers who were interviewed, 3 were police staff (executive officer grade) and the remainder were police officers (sergeants and constables). Twenty-six are men and 5 are women. Each trainer was asked how they would describe their ethnic background: their descriptions have been categorised into 27 White and 4 Black.

All the police trainers had relevant experience and qualifications for their role. In their interviews, 24 gave information that they had worked in other areas of police training, 1 had been a teacher before joining the police, and 1 had been a trainer with another company. Twenty-one indicated that they had been through the full MPS trainer development programme, 17 said that they had undergone the trainers' awareness course for the diversity programme, and nine had been through advanced facilitator training for diversity delivered by outside organisations. Nine said they had Certificates of Education, and 3 indicated they were graduates, of whom 2 had postgraduate qualifications. Twelve had been through training provided

at Turvey by the former Home Office Specialist Support Unit for police community and race relations.

Twenty-four of the 31 police trainers explicitly stated in their interviews that they thought that in principle the CRR training was good or important, albeit that some had comments to make about concerns they had about some aspects of the programme. The remaining seven did not say anything that was explicitly positive, or negative.

Six police trainers thought that the training needed to be updated, as both society and the police service had moved on in terms of diversity from the time when the training was first designed. There was a feeling that other areas of diversity should have been considered, in addition to African-Caribbean and South Asian issues. Five felt the content should have been more flexible to allow trainers to incorporate emerging issues in diversity, and to deal with participants' questions and concerns. An opportunity to work through participants' issues was also cited as a reason why more time should have been allocated to the training. Other trainers thought that the 2-day programme was too full and the workshop activities were rushed. Altogether 9 out of the 31 police trainers said that more time was needed for the training.

Four police trainers feared that some managers in the MPS were simply paying 'lip-service' to diversity training, for political reasons.

### **6.6.2 Borough support**

At each borough, the Diversity Training School trainers were responsible primarily for training delivery. The management and training staff from the respective Borough OCU were expected to provide support by arranging venues, organising workshop

dates and participant attendance, finding volunteers for the community interface, and sending a member of the Borough Senior Management Team to open each workshop.

In their interviews, 21 police trainers made reference to the support provided by boroughs. Fifteen said the support was good, with two singling out the opening addresses by SMT members for particular praise. Three said that in their experience the support was poor, in that difficulties were encountered in arranging training venues and dates, or that senior managers failed to attend the course opening sessions. Three said the level of support was mixed, good at one borough, not so good at another borough.

### **6.6.3 Community interface**

The community interface was a session held on the second day of the workshop, where members of the public were invited in and asked about their opinions and experience of policing. Ideally the volunteers from the community would be members of minority ethnic groups. Four trainers, including 2 of those who said the borough support was otherwise good, felt that the community interface could have been organised better by the borough, in that sometimes no volunteers turned up to take part in sessions, or too many turned up, or the wrong sort of people turned up.

Ten of the 31 police trainers reported that a small number of workshops had to be run without a community interface because there were no volunteers available.

Several trainers held the view that the best community interface volunteers were people from minority groups in the local community, who had experience of encounters with the police to talk about, and who were articulate enough to respond

effectively to any challenges from the police participants. Eleven said that sometimes the volunteers were not entirely suitable – because they were not representative of minority groups, or they had little that was constructive to contribute to discussions about policing and diversity, or because they were too ‘pro-police’.

#### **6.6.4 Other key sessions**

In addition to the community interface, the police trainers were asked in interviews whether they delivered three other sessions in the corporate programme. These were, Session 7 Perceptions of stop and search, Session 15 Institutional discrimination and racism and Session 20 Workshop closure (identifying future action).

Out of the 29 police trainers who were asked if they delivered the stop and search session, 18 said they did. A further 8 said stop and search was covered in other topics. Often, stop and search practices were raised as a discussion point during the community interface session. Three trainers said they did not deliver a lesson on stop and search at all. When asked why stop and search was not delivered, or was subsumed within other sessions, the reason given most often was that the local boroughs had delivered stop and search training recently, and that to introduce a distinct session in the CRR workshop would cover old ground and would risk alienating the participants.

Every trainer said they delivered the session on institutional discrimination and racism. Many held the view that covering institutional racism was fundamental to the training.

The delivery of the workshop closure session, with its element of action planning, was much more patchy. Fourteen police trainers said they delivered the session as laid out in the corporate programme, 10 delivered it sometimes, and 7 did not deliver it at all.

For those who delivered the session occasionally, the main driving factors were the amount of time left at the end of the workshop, and the general mood and state of the participant group. If there was sufficient time left, and the participants seemed receptive, the session was delivered. If the trainers had run out of time, or the participants seemed tired or overwhelmed by the input of the two days, the session was missed out. Some trainers felt the session didn't work well as set out in the workshop programme. At the end of the two days, it was said that many participants were still absorbing and processing the message of the training, and that it was too early for them to plan what they were going to do with their learning in any concrete terms. Others felt that the workshop was more about raising awareness of participants than engendering specific actions.

#### **6.6.5 Associate trainers**

In the interviews some police trainers were asked what they thought about the contribution of the associate trainers. Others talked about the associate trainers in response to other questions. In all, the associate trainers were mentioned by 15 of the 31 interviewees. Seven were very positive about the contribution of the associate trainers. Eight, however, had mixed views, saying that some associate trainers were very good at delivering the training, but that others were not very competent. Three trainers (including a Black trainer) were of the view that some associate trainers had been selected simply because of their ethnic background rather than their training ability. Five police trainers, including one who said the

contribution of the associates was good, reported nine instances of problems that involved associate trainers. These related, briefly, to (a) associate trainers having to be 'rescued' by police trainers because they could not explain the aspects of the training to participants (2 instances); (b) associates who focused on personal agendas that were close to their own heart, to the detriment of other topics in the programme (1 instance); (c) rather than bringing a different perspective to the training, some associates made it a 'blame' session (1 account); (d) associates who made inappropriate challenges to participants (e.g. disagreeing with the view of a minority ethnic participant and telling them that they were 'acquiescing') (2 instances); (e) associate trainers who got into arguments with participants (2 instances); and (f) an associate who took a back seat in the training and would not take their share of the training delivery (1 instance).

#### **6.6.6 Problems and resistance**

One of the issues under consideration in the evaluation was the reaction of participants to the CRR training. The police trainers were asked three things in this regard: Had they experienced any problems with participants? How did they deal with these problems? And was there a plan in place for dealing with such events?

Taking the last question first, in the early stages of their involvement in the programme, a lot of police trainers were uncertain as to what they should and could do to deal with any participants who were disruptive or resistant. As the workshops progressed, there is some indication that trainers became more confident at dealing with problems from participants. Certainly in the later stages of the training, police trainers were more likely to report that they had few, or no, problems of significance. The initial response to problems for many trainers was to deal with them in the classroom, by facilitating discussion and getting difficult participants to justify their

attitudes and behaviour to their peers. Some tried a more confronting approach in the discussions. Sometimes the trainers would have a word with the person concerned outside the classroom. As a last resort the borough Senior Management Team would be involved. Some trainers were re-assured by this, others preferred to deal with incidents within the training.

Altogether, 16 of the 31 police trainers gave accounts of instances when they had problems with participants. Between them they described 23 instances. Eight of these instances involved petty resistance by some participants, such as not contributing to discussions, closed body language and 'sulky' non-verbal behaviour, leaving the classroom frequently to deal with mobile 'phone calls, or arriving late at the workshops. Ten instances were more significant, for example, antagonistic comments directed towards the trainers or other participants (5 instances), unwillingness to take part in the community interface (1 instance), wanting to walk out of the workshops (2 instances), criticism of the training as 'political correctness' (1 instance), or getting into an argument with a community interface volunteer (1 instance). All of these were resolved by the trainers in the classroom.

Five examples of problems with participants were more serious:

- (1) In one workshop, a participant asserted that all Gay people were paedophiles; the person who made the comment realised it was a foolish remark and apologised.
- (2) The same trainer encountered a participant who claimed that Black people had it in their genes to snatch bags because of living in the jungle and having to run away from wild animals. This person was confronted by the trainer and the other workshop participants and spoken to by the trainer after the session. The trainer

was satisfied that the person would re-think this opinion and would not let it affect their behaviour.

In both the above cases the trainer had in place arrangements where the borough commander could have been called on to deal with the people concerned.

(3) A participant who had been with the MPS for a long time insisted to an associate trainer that it was acceptable to use the word 'nigger'. This participant apologised later, but within a couple of hours the borough commander had been called in. As a result, the person is no longer with the MPS.

(4) A participant who was being flippant and sarcastic throughout a workshop responded to a question from a trainer about a matter being discussed with the comment, "I'm looking at two animals screwing each-other in the tree." This participant was charged with the disciplinary offence of professional misconduct.

The final instance, below, was not resolved to the satisfaction of the trainer concerned, who was Black. Two police trainers in separate interviews described this incident:

(5) A participant in a workshop said there were newspaper articles in the 1950s and 1960s claiming that Black people ate cat food. The trainer challenged this, but the participant was insistent. It's not clear whether the participant was saying this claim was true, or simply saying there actually were newspaper articles to this effect. At the end of the discussion, the participant said to the White associate trainer, "Put him straight will you." The Black police trainer became disillusioned about the

support given to him by his training team and their failure to challenge what he considered to be inappropriate comments from a participant.

This trainer has given permission for the evaluation to mention this matter, and the fact that he left the programme part way through the training delivery at the next borough. He felt that there were not enough Black trainers and that the training was being run by White males with no experience of what it's like to be in a minority. The main reason he gave for leaving was, "lack of support, clear leadership and accountability from some of those tasked to steer the programme."

Given the scale of the training programme, involving thousands of participants, problems with - and resistance from - participants was not a factor that loomed large in the accounts provided by police trainers. This may have been due to professional pride on the part of the police trainers – not wanting to admit to having difficulties in handling groups. It may have been the case that police trainers accepted and tolerated a level of resistance to the messages being put forward by the training. Or it may be that, on the whole, the delivery of the CRR training went very smoothly.

Of the 16 police trainers who described specific instances of problems with participants when prompted in the evaluation interviews, 9 said that overall there were no significant problems with participants. Of the entire group of interviewees (31), 24 said there were no significant problems.

#### **6.6.7 What next?**

The police trainers were asked what should the MPS do next in relation to diversity training.

Nine of the 31 said that the next phase of the diversity training programme should entail some form of community involvement and partnership. Eight said that training should be tailored to specific needs of boroughs. Issues around gender, sexual orientation, and disability were each mentioned by 7 trainers.

The largest number of responses, from 12 trainers, stressed the need for some form of follow-up programme to maintain the impetus of the training – the MPS should not simply 'tick the box' and consider that diversity had been covered.

### **6.7 Conclusion of chapter six**

The application of emergent realism and the identification of boroughs as the relevant context resulted in the observation of one delivery of the training on every borough. In addition trainers were interviewed following delivery on each borough. This led to the monitoring element of the evaluation identifying fluctuations in trainer drift<sup>1</sup> throughout the life of the programme. The evidence gained from the monitoring element of the evaluation showed that regular observation of training programmes delivered over a long time scale is essential, in order that trainer drift can be identified and addressed.

The interactive element of the evaluation enabled information on training outcomes and trainer compliance with aims and objectives to be given to the training managers and to the trainers themselves. There is evidence that this intervention led directly to the success of the stop and search training on the last nine boroughs (see appendix 5).

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<sup>1</sup> Trainer drift is an expression widely used in training research to describe the gap between the training as it is designed and the training as it is delivered.

The monitoring process identified that the involvement of members of the public in the interface session resulted in them viewing the police more positively. It was so successful in changing the interface volunteer's views of the police that a limit was set on the number of times a volunteer could be used as once they had been involved in more than three sessions they were usually completely positive about the police.

The monitoring of student opinion led to the identification of a core of people that the training did not affect or who rejected the training. This provided good evidence to support the delivery of a mandatory programme and of the need for diversity training.

The 24 interim reports together with the 24 final reports of the evaluation put most of the monitoring data directly to the public. I discussed the importance of the delivery of monitoring information to the public with Dr Ray Rist (2005). He stated that it is an important element of the evaluator's role to put real time management information into the public domain provided this can be achieved within the protocols of the evaluator's organisation. He saw this as the evaluator's ethical responsibility "in order to make the information available to other bodies going through the same process in order that they can do the same thing." (Dr Ray Rist 2005: Personal communication).

His opinion is that the days of evaluators providing single evaluation studies are limited, he thinks that in the future the evaluator's role will comprise exclusively of the provision of real time management information.

Whether or not Dr. Rist is correct it appears that the monitoring and interactive evaluation will play an increasingly important role in the provision of training evaluations.

The next chapter is central to both the evaluation of the Diversity Training Programme and the project to apply programme evaluation to the evaluation project. It will summarise the impact of the training on the participants, on the local borough activities and on the MPS as an organisation. Finally it will summarise the results of the whole evaluation. This will be the litmus test of whether the application of programme evaluation methodology was a successful use of evaluation theory.

## CHAPTER SEVEN

### RESULTS AND ANALYSIS: TRAINING IMPACT

This chapter contains a summary of the impact of the training on the participants, on the local borough activities and on the MPS as an organisation. It also summarises the results of the whole evaluation. This chapter provides evidence of whether the application of programme evaluation methodology was a successful use of evaluation theory.

#### 7.1 Participant impact

One of the most difficult areas of evaluation is determining the post training impact of training, (Kirkpatrick levels 3 and 4) and the question: Has the training really made any difference to the people who were trained? Essentially what the evaluation is trying to discover is whether or not the training made an impact at the service delivery point. Did the training affect the students in such a way that they applied what they had learnt in the workplace to the benefit of the recipients of police services?

One of the ways this can be identified is by interviewing students after they were trained, in order to discover whether or not they have changed the way they police by adopting any of the concepts delivered in the training. Critical incident interviewing has been used commonly to achieve this. Critical incident interviewing is a technique where the interviewer asks about an important incident. The interviewee is then asked to give details of the incident to see how he/she dealt with the incident and whether the training received by the interviewee had any influence on the individual at any point in the incident.

One of the drawbacks of this technique is that it relies on the individual's perception of whether the training was instrumental in how they dealt with the incident. This is exacerbated by the time delay between the training and the incident.

When trying to identify behavioural change in an individual, some time must be given to allow the individual to experiment with what has been taught. If the experimentation is successful then the individual may apply what they have learnt permanently, leading to behavioural change. If unsuccessful the individual may abandon the process, returning to their old behaviour.

If the interview is done at an early stage, within 3 months of the training, the individual may still be experimenting with the subject matter and therefore be applying many of the principles taught on the course. It may well be that if an interview is done later, many of those behaviours may have disappeared. In this case the interviews were done a minimum of 8 months after the training. This gave sufficient time for experimentation. If behaviour is displayed this long after the training, it would be a far more valid and reliable indicator of behavioural modification.

The technique used to undertake the interviews was developed to identify changes in behaviour due to training. The technique used is a type of 'Behavioural Event Interviewing'. Behavioural Event Interviewing is applied in many different fields but is known mostly for its use in employment interviews. It works on the general philosophy that "Past behaviour is the best predictor of future behaviour." It can be recognised by its use of questions relating to an individual's past experiences and actions.

An interview schedule developed by Mottram (1992) uses the four headings of situation, tasks, action and result, making up the acronym STAR. In order to enable the schedule to be used in evaluation another R was added to the acronym, Reason. The interview schedule used for these interviews followed this model.

- Situation** - The critical incident
- Tasks** - The things the individual felt it was important for them to achieve, do or not do
- Action** - The action taken by the individual
- Result** - The result of that action
- Reason** - The reason for their action, was it due to experience, training, attitude, legislation, professional competence or some other reason

Once completed evidence of impact of the training may come from the tasks the individual considered important, the action the individual took and their reason for undertaking that action. Essentially the evaluator is looking for concepts included in the training to be present in the considerations and actions of the interviewee.

The technique can be used to identify benefit to the organisation if the situation/incident has a degree of risk or could result in organisational failure. If the action taken leads to a reduction or prevention of that risk or failure and the reason for action is the training, then the link can be made between the training and the failure prevention.

Put simply: benefit has been accrued by the organisation if because of the training (**Reason**), the individual applied to the incident (**Situation**) behaviour (**Action**) which resulted in success or failure prevention (**Result**).

Initial questions in the interview schedule concerned the opinions and attitudes of the interviewee and whether they had changed as a result of the training. The STARR process then followed. The criteria used for the STARR interviews were that the incident must have occurred after the individual was trained and that it must have involved diversity.

The interviews were carried out on all of the twenty-four boroughs which were the focus of this study. The interview schedule remained the same for all of the interviews with the exception of the addition of two questions towards the end of the interview process.

The end-of-course participant questionnaires identified that many of the students were of the opinion that their cross cultural knowledge, and understanding of institutional racism, had not improved. This seemed odd due to the emphasis placed on these subjects by the training. The two questions added to the interviews asked interviewees whether their understanding had improved, and if it had not, they were asked for the reasons why it had not.

284 interviews were completed on 24 different boroughs. The majority of the interviews were carried out by either myself or Colin Riley. A requirement was sent to each borough asking them to arrange for suitable people to be made available for interview. A stratified sample was requested consisting of 15 interviewees.

After the interviews the answers of the interviewees were coded and the results were entered into 'Excel' (a spreadsheet format) and 'SPSS' (a statistical data

handling programme). This enabled the opinions of different sub sets of interviewees to be examined for differences in the level of impact of the training.

The first table fig 7.1 shows the results of the interview process. The first two columns reading from the left show the questions asked and the coding frame answers. Although the chart shows 'yes' and 'no' the answers recorded at the time would have been in far more depth. The next column shows the results of the whole sample; columns after that show sub- sets of answers from different groups of people.

**Fig 7.1 MPS staff answers given in interview a minimum of 8 months after having been trained subdivided by role**

Total Sample all n=284. PC n=80. Police Staff n=53. SMT n=11					
		All	Police Officer	Police Staff	SMT
<b>Question</b>	<b>Answer</b>				
Initiatives carried out from Action Plan	Yes	16%	8.8%	13.2%	27.3%
	No	84%	91.3%	86.8%	72.7%
Interface views Important	Yes	70.5%	71.8%	58.5%	72.7%
	No	26.2%	25.6%	39.6%	9.1%
	No interface	2.1%	2.6%	0%	18.2%
Change in Attitude or opinion	Yes	28%	22.5%	34%	18.2%
	No	72%	77.5%	66%	81.8%
Change in Policing Minority Groups	Yes	38.1%	32.5%	37.3%	27.3%
	No	61.9%	67.5%	62.7%	72.7%
Change in way CRR issues dealt with	Better	41.9%	35.4%	43.4%	63.6%
	Worse	3.9%	6.3%	5.7%	0%
	Same	54.1%	58.2%	50.9%	36.4%
Gave situation which involved diversity	Yes	246	75	43	11
	No	38	5	10	0
<b>If Yes</b>					
Described Nature of diversity	Yes	95.1%	97.3%	93%	90.9%
	No	4.9%	2.7%	7%	9.1%
Recognised needs of individual	Yes	86.9%	91.9%	79.1%	90.9%
	No	13.1%	8.1%	20.9%	9.1%
Applied action appropriate to need	Yes	85.5%	89.2%	78%	100%
	No	14.5%	10.8%	22%	0%
Declared reason for action	Diversity Tn+	41.8%	44.3%	51.5%	45.5%
	Other	58.2%	55.7%	48.5%	55.5%

The second table fig 7.2 shows the results sub divided by the age of the respondent.

**Fig 7.2 MPS staff answers given in interview a minimum of 8 months after having been trained subdivided by age**

Total Sample all n=284. Age 20-30 n=32 Age 30-40 n=93 Age 40-50 n=124 Age 50+ n=30.					
		Age	Age	Age	Age
<i>Question</i>	<i>Answer</i>	20-30	30-40	40-50	50+
Initiatives carried out from Action Plan	Yes	9.4%	17.8%	16.1%	16.7%
	No	90.6%	82.2%	83.9%	83.3%
Interface views Important	Yes	62.5%	72.1%	69.7%	80%
	No	37.5%	26.7%	24.6%	16.7%
	No interface	0%	1.2%	4.1%	0%
Change in Attitude or opinion	Yes	37.5%	28.3%	24.4%	30%
	No	62.5%	71.7%	75.6%	70%
Change in Policing Minority Groups	Yes	28.1%	46.2%	33.3%	46.6%
	No	71.9%	53.8%	66.7%	53.3%
Change in way CRR issues dealt with	Better	35.5%	40.5%	41.9%	50%
	Worse	3.2%	4.5%	3.2%	6.7%
	Same	61.3%	55.1%	54.8%	43.3%
Gave situation which involved diversity	Yes	31	76	113	22
	No	1	17	11	8
<b>If Yes</b>					
Described Nature of diversity	Yes	100%	96.1%	94.7%	90.9%
	No	0%	3.9%	5.3%	9.1%
Recognised needs of individual	Yes	93.5%	91.9%	83.9%	78.3%
	No	6.5%	8.1%	16.1%	21.7%
Applied action appropriate to need	Yes	93.5%	90.7%	83.3%	69.6%
	No	6.5%	9.3%	16.7%	30.4%
Declared reason for action	Diversity Tn+	48.3%	47.8%	37.2%	38.9%
	Other	51.7%	52.2%	62.8%	61.1%

The results show that the majority of interviewees (84%) did not undertake any form of follow up to the training. They did not develop and implement any type of action plan to develop their diversity awareness further. This is consistent with, and supports, the results of the observations of the training where in the majority of cases the trainers did not deliver the final session as it was written in the trainers guide. It is abundantly clear that this element of the training was ineffective and had little, if any, impact on the participants.

The majority of participants indicated that they thought that the things the interface volunteers had to say were important to them. This affirms the strong support given to this session by the participants at the time of the training. Although 26% of the interviewees thought the views of the volunteers were not important to them in some cases their comments referred to the inappropriateness of the volunteers for the particular session. This was particularly relevant on the few occasions when the volunteers were White, middle class people who were pro-police, or students with little to say about the police.

The numbers of interviewees who could not answer the questions because there was no interface was very small (2.1%). This provides supporting evidence that the vast majority of sessions contained an interface.

Some 28% of people indicated that their attitude or opinion had been changed as a result of the training. Rather more felt that their view of policing minority communities had changed as the result of the training (38.1%) and more still felt that the way they dealt with community and race relations issues had improved following the training (41.9%).

The results from the STARR questions show a high percentage of interviewees recognising the nature of diversity involved in the incident (95.1%), recognising the needs of the individual (86.9%) and acting in a way appropriate to those needs (85.5%). 41.8% of these people identified the diversity training workshops as the reason, or one of the reasons, for their action in relation to this situation.

The percentage of people who said they dealt with diversity issues better after the training is very similar to the percentage of those who stated that the training was

responsible for their thoughts and actions in dealing with diverse incidents - 41.9% and 41.8% respectively. However, further enquiry reveals that only half of those people who stated that they dealt with diversity issues better after they had the training, stated that the training was responsible for their thoughts and actions in dealing with diverse incidents. There is, therefore, no direct connection between these two statistics, they are close merely by coincidence.

This is a mixed result. The initial level of appreciation of diversity and individual need is high. The number of interviewees who relate the change to the training is far lower. The number is almost exactly the same as the number who stated that they had changed the way they think about policing people from minority communities. This means half of the group who were applying concepts taught during the training in the workplace recognised its influence, as at least one of the reasons for their thoughts and actions. The remaining half of those applying the concepts taught recognised influences other than the training as reasons for their actions.

An examination of sub-sets of interviewees produced some intriguing results. The second and third columns on the chart above show the results for officers and members of police staff. The results show that far less police staff felt that the views of interface volunteers were important than did officers - 58.5% and 71.8% respectively. Far more police staff stated that they had changed their attitude or opinion as a result of the training, 34% compared to 22.5% of police officers. More police officers than police staff recognised individual need and applied appropriate action to incidents involving diversity than police staff.

The participant reaction questionnaire identified that a number of participants felt that they had not improved their cross cultural knowledge and a larger number had

not improved their understanding of institutional racism. This is despite that fact that these two issues were a major part of the two-day course. In order to examine this issue, two questions were added to the interview schedule and asked of the last 101 interviewees. The results can be seen in the chart below.

**Fig 7. 3 Why individuals knowledge did not improve. MPS staff answers given in interview a minimum of 8 months after having been trained**

Total Sample n=101		
Question	Answer	All
<b>Did the training improve your cross cultural knowledge?</b>	<b>Yes</b>	68.3%
	<b>No</b>	31.7%
If 'No' - Why didn't the training improve your cross cultural knowledge?	1. Knew already	59.3%
	2. Forgotten it	3.7%
	3. About ethnic minorities not Britain	11.1%
	4. Its not relevant to me	3.7%
	5. I don't agree with the training	18.5%
	6. Most of the people are from my ethnic background	3.7%
<b>Did the training improve your understanding of institutional racism?</b>	<b>Yes</b>	36.4%
	<b>No</b>	63.6%
If 'No' - Why didn't did the training improve your understanding of institutional racism?	1. Don't understand	28.3%
	2. I don't agree	33.3%
	3. Knew already	25%
	4. No impact on me	1.7%
	5. Don't remember it	10%
	6. It got my back up - I don't like to be called a racist	1.7%

The results to the first question are not surprising. Most of the interviewees who said their cross cultural knowledge had not improved gave the reason that it was because they already knew the content of the training.

A far higher number said that the training did not improve their understanding of institutional racism (63.6%). The main reason for this was that they did not agree

with the definition (33.3%). The second most popular reason was that they still did not understand the definition (28.3%). It was not uncommon for these answers to be difficult to differentiate one from the other. Many interviewees indicated that they did not understand how a whole organisation could be racist, therefore did not understand the term. It should be emphasised that as many police staff shared this view as police officers.

This would support the former Commissioner's view at the Stephen Lawrence Inquiry that many officers would not accept institutional racism as a concept in the terms of the enquiries definition.

"If this enquiry labels my service as institutionally racist the average police officer, the average member of the public will assume the normal meaning of those words. They will assume a finding of conscious, wilful or deliberate action or inaction to the detriment of ethnic minority Londoners." (Macpherson 1999; p.30 and Macpherson 1999; p.290-291)

Essentially, despite the delivery of this training, the term institutional racism is not understood or recognised as valid by approximately 40% of police officers and staff. Conversely following training 60% of police personnel state that they have an understanding of the concept.

### **7.1.1 Account analysis**

The way in which interviewees portrayed their experience of incidents involving diversity can be analysed by looking at -

- What kinds of diversity did interviewees talk about?
- What kinds of situations were described?

- How was diversity depicted as playing a part in these incidents?

- to obtain an indication about how police officers and police staff construe (i.e. give meaning to) issues of diversity following the CRR training.

Of the 284 police officers and staff who took part in the evaluation post-course interviews at 24 boroughs across London, 248 were able to describe, in response to the STARR questions, one or more situations or incidents where diversity was a factor. Between them these police officers and staff gave accounts of 390 incidents.

#### **7.1.1.1 What kinds of diversity did the interviewees talk about?**

For the purpose of this analysis, diversity was identified as the number of separate or discrete occasions that groups were represented in the descriptions of incidents, not the number of individual people. That is to say, if an incident involved, for example, a single Asian person, that would be counted in the analysis as representing one discrete occasion concerning a diverse group – in this case, Asian. If for example, an incident was described as involving a Black person and an Asian person, that would count as 2 occasions of diversity – one Black, one Asian. In one incident, there was a dispute between a Sri Lankan man and three African-Caribbean men; this was also counted in the analysis as 2 occasions of diversity – one Asian and one Black.

On this basis, in 390 descriptions of incidents, 418 discrete occasions were represented. When interviewees were asked what form did the diversity take, there was a wide range of responses. Although categories of diversity were given to the interviewee, in the form of a question, the problem with the data is that no specific system of defining diversity was used. It should be noted that in many cases the

diversity was identified according to the subjective definition of the interviewees. Diversity was described in terms of national origin (for example, “Bangladeshi” or “Korean”), or region (“Punjabi”), or religion (“Sikh” or “Muslim”). On other occasions, diversity was described on the lines of sexual orientation (“Gay”, “Transgender”), disability or status (“Asylum seeker”). In a few interviews, the diversity of the participants was not clear or not given. Often, diversity was described using generic terms like Black or Asian.

Although sometimes categories of diversity overlapped (particularly with regard to gender, for example, “an African woman”) from their accounts most interviewees made it clear what they considered to be the principal element of diversity that was a factor in the incident. Gender was identified as the principal element of diversity on just 9 occasions, mostly as an issue within internal police culture.

White people appeared in 6% of the accounts of incidents, most frequently in internal police situations, or as participants in disputes with people from other backgrounds. One interviewee talked of an incident that involved only White people, “because White people are part of our diverse society.” This standpoint will be considered below under the heading of contra-examples.

Of the 248 interviewees who described incidents, just three used what could be considered patronising terminology to describe diversity:

“A West Indian chap...”

“A coloured gentleman had his car damaged...”

“There was a black fellow in a car...”

The MPS had a system for describing ethnicity in reports or in radio messages called 'Identity Codes' or 'IC'. White skinned Europeans were IC1, dark skinned Europeans were IC2, Asians were IC4, and so on. Four interviewees used the expression IC3 to describe the diversity of people in incidents as African-Caribbean:

"We saw an IC3 man behind a Chinese lady..."

"We were stopping and searching three IC3 suspects..."

"I was called by a bus driver to two IC3 males allegedly smoking drugs..."

The IC system was not used to describe any ethnic group other than African-Caribbeans, apart from a reference to one incident: "Yesterday I stopped four people, three IC3s and one IC1..."

To present the range of diversity described in the interviews in a useable format for analysis, the groups identified have been collated into several broad categories. For example, diversity described as 'African', 'Somali', 'Black', 'Caribbean', 'West Indian', or 'African-Caribbean', has been counted under the broad heading of 'Black'. Similarly, diversity described inter-alia as 'Asian', 'Sikh', 'Bangladeshi', 'Muslim', 'Hindu' has been categorised as 'Asian'. Asian and Black people appear most often, accounting for 60% of all diversity described in incidents. This may be due to the fact that the stated purpose of the interviews was to evaluate the CRR training workshops, and the training workshops gave prominence to issues around South Asian and African-Caribbean culture and history.

**Fig 7.4: The range of diversity identified by interviewees**

<i><b>Diverse Groups identified</b></i>	<i><b>Occasions</b></i>	<i><b>Rounded %</b></i>
Asian	152	36%
Black	101	24%
Gay	31	7%
White	27	6%
Disabled	18	4%
Jewish	13	3%
Turkish	11	3%
Eastern European	8	2%
Traveller	7	2%
Other	50	12%
<b>Total</b>	<b>418</b>	<b>100%</b>

When a crude comparison is made between the frequency that groups appeared in the accounts of incidents, and the representation of these groups within the population of London, an interesting phenomenon can be noted. On the basis that diversity to a large extent is a reference to different cultural and ethnic backgrounds, it would be reasonable to expect that a substantial portion of the diversity identified by interviewees would relate to minority ethnic groups. According to Metropolitan Police statistics, the estimated minority ethnic population of London in 2000 was 1,492,027, of whom 40% were Black and 38% were Asian.

Of the 248 interviewees who gave incidents, 33% (82 interviewees) described incidents where Black people were involved, and 47% (116 interviewees) described incidents that involved Asian people. Therefore, although there are more Black people than Asian people in London, interviewees described more incidents involving Asian people than Black people.

Of the 418 discrete occasions where diversity was described, Asian people comprised 36%. This is roughly proportional to the representation of Asian people within London's minority ethnic population. However, Black people appear in the

accounts of diversity on just 24% of occasions, about half their representation within the minority ethnic population.

This phenomenon is more pronounced in some boroughs than in others. In one particular borough, Black people make up 22% of the overall population and 65% of the borough's minority ethnic population. Yet out of 18 diverse groups mentioned in incidents described by the police officers and police staff interviewed at that borough, just 5 came within the category of Black (i.e. 27%). In another borough the minority ethnic population is 59% Asian and 22% Black. Asians were identified in the interview records for this borough in 66% of the occasions involving diversity, while Black people were identified in 9% of occasions.

By way of comparison, it is commonly held that 10% of the population is Gay (MPS Diversity Handbook on London's Religions, Culture and Communities 2001). Gay people make up 7% of the diversity identified in the incident records – again, roughly proportional to the overall population.

#### **7.1.1.2 What kinds of situations were described?**

Each of the 418 occasions where a diverse group appeared in the interviewees' descriptions of incidents was analysed in terms of the situation and circumstances. Put simply, if each incident description was considered to be a 'story' (not meant in any pejorative sense), what roles were taken by the diverse groups who participated?

Diverse groups were identified as taking part in incidents in five broad sets of circumstances: (1) an internal police issue, (2) as victims / witnesses of a crime or

incident, (3) as participants in police-community liaison, (4) as participants in a dispute, and (5) as suspects or having been arrested for offences:

**Fig 7.5 : The contexts in which diverse groups were described**

<b>Context</b>	<b>Occasions</b>	<b>Rounded %</b>
Police internal issue	40	10%
Victims / Witnesses	158	38%
Community Liaison	44	11%
Involved in dispute	86	21%
Suspects or arrested	90	22%
<b>Total</b>	<b>418</b>	<b>100%</b>

There were, however, variations between groups, as shown in the next table.

**Table 7.6 : The contexts in which Black and Asian people were described**

<b>Context</b>	<b>All Groups</b>	<b>Black</b>	<b>Asian</b>
Police internal issue	10%	6%	7%
Victims / Witnesses	38%	24%	47%
Community Liaison	11%	7%	11%
Involved in dispute	21%	27%	18%
Suspects or arrested	22%	37%	17%
<b>Total</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

Asian people were described more often as victims and witnesses, and less often as parties to a dispute or as suspects, than the diverse groups overall. On the other hand, Black people were less likely to be seen as victims, or as participants in a community liaison event, and more likely to be described as being in dispute or as suspects.

White people were described as being involved in incidents on 27 occasions out of 418, mostly involved in a dispute or issue with people from other ethnic groups.

Since interviewees were asked to describe situations involving diversity, the inclusion of White people in this particular study will not be reflective of police contacts with the White community generally, and so no comparison is offered with the contexts in which other diverse groups were described. However, the contexts ascribed to two other groups represented in the incidents are of interest. Gay people were much more likely to be described as being victims or witnesses. There wasn't a single occasion recorded where Travellers were described as being victims; instead contacts with Travellers were almost all described as problematic or concerned with law enforcement. (As the occasions involving these groups were relatively few, they are given as numbers rather than percentages.)

**Table 7.7 : The contexts in which Gay and Traveller people were described**

<b>Context</b>	<b>Gay</b>	<b>Traveller</b>
Police internal issue	4	0
Victims / Witnesses	17	0
Community Liaison	2	1
Involved in dispute	6	4
Suspects or arrested	2	2
<b>Total</b>	<b>31</b>	<b>7</b>

Looking at the incident records from another angle, the five sets of circumstances were broken down by diversity, in order to determine to what extent groups were described as being involved in each context.

Asian people were involved in 36% of all occasions, yet were represented in 45% of occasions where people were portrayed as victims or witnesses. They were less likely, than their overall representation suggests, to be described as involved in a dispute or suspected or arrested for an offence. Black people were described in 24% of occasions concerning diversity. They comprised, however, 41% of those

suspected or arrested, and 31% of those involved in a dispute, but only 15% of victims and witnesses.

**Table 7.8: Event contexts broken down by diversity**

Group	Occasions when described overall	Police internal issue	Victims / Witnesses	Comm-unity Liaison	Involved in dispute	Suspects or arrested
Asian	36%	28%	45%	38%	31%	29%
Black	24%	16%	15%	16%	31%	41%
Gay	7%	10%	11%	5%	7%	2%
White	6%	25%	1%	0%	10%	8%
Other	26%	23%	27%	40%	19%	20%
	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

### 7.1.2 How incidents were handled

The previous section pointed out that evidence from the STARR interviews suggests that the majority of interviewees recognised the needs of the individuals concerned, and acted in a way appropriate to those needs. There were 36 interviewees whose accounts indicated that they did not act in a way that was appropriate to the needs of the individuals being encountered.

In these 36 cases, 27% concerned Black people, 35% concerned Asian people and 5% concerned White people. The proportionality of these incidents is similar to that of all the incidents given in the interviews (24%, 36%, and 6% respectively; the remaining 34% related to other groups). This provides no evidence that ethnic background had a bearing on whether or not people were treated appropriately by the interviewees.

### 7.1.3 Contra-examples

There were, however, a number of incidents that can be categorised as 'contra-examples'.

Contra-examples can be defined as where a police officer or police staff member has chosen to describe an incident -

- where a person from a minority community is depicted as being abusive or unreasonable, and the account suggests intolerance or a lack of sympathy or understanding, on the part of the interviewee; or
- that is contrary to the type of information being sought and anticipated in the interview - either no diversity is described, or it is described in a form outside the accepted understanding of the term as given in the CRR training.

Such incidents include those where the police officer or member of police staff was subjected to abuse from a person from a minority group, or a person from a minority group behaved in a racist manner:

"He accused us of stopping him only because he was Black...I pointed out the fact that I didn't like being called a racist and warned him that if he continued to do so he could be arrested under section 5 of the Public Order Act."

"[An Asian telephone caller] described [a suspect] as, 'He spoke just like a Paki'. I challenged this comment. I was just angry with the way this whole minority thing is. If I called him a Paki I'd be out of a job. But an Asian can call someone a Paki. The

training probably made me more aware to challenge it, so as not to get the sack. I challenged it because I didn't like it anyway. The course told me to cover your arse."

"She played the race card to get the police down there."

"No action was taken ...I didn't have any choice in the matter. I sometimes get the impression that we bend over backwards because people are too scared of a diversity issue. There's fear of a backlash if it's not explained properly to the press. We take action against one group but not against another for fear of being accused of being racial when we should be impartial."

"A coloured gentleman had his car damaged. He ranted and raved."

"I stopped a Jamaican in the area and he said you only stopped me because I am Black and complained. I had to do a lot of stop searches in the area. I had to keep control of the situation, not be intimidated because I was being called a racist. I stopped and searched him and arrested him for public order."

Also included are incidents like the one mentioned above, where only people from the White majority were involved, on the grounds that White people, "are part of our diverse society."

Out of 390 incidents related in the interviews, this analysis has identified 45 as contra-examples (11.5%). 35 out of 248 interviewees gave contra-examples (14%).

Of the 45 contra-examples, 16 (36%) relate to Black people, and 12 (27%) relate to Asian people. Travellers, Gay people, and Jewish people each attracted 3 contra-

examples (7% respectively for each group). (The other 8 examples related to a variety of other groups).

#### **7.1.4 Discussion**

This analysis suggests that when asked in evaluation interviews, several months after the CRR training, to describe their experience of incidents involving diversity:

- On a small number of occasions (4%) when referring to Black people, police officers used impersonal in-service jargon (“IC3s”) that was applied, only once, to any other group (and then in the context of referring to “IC3s”).
- Interviewees spoke proportionately less often of incidents involving Black people compared to the overall representation of Black people within the minority ethnic population.
- Black people were more likely to be portrayed than other groups as being in circumstances that were problematic or cause for suspicion, and less likely to be described as victims or witnesses. Interviewees were more likely to portray Asian people as victims or witnesses.
- In the vast majority of cases, interviewees seem to have dealt with people in an appropriate manner, and no evidence was found that suggests that ethnic background had a bearing on whether or not people were treated appropriately.
- Black people were the largest group to feature in the small number of incidents given by interviewees that were contra-examples.

To attempt to explain these findings, various hypotheses could be developed. Four possible hypotheses are offered here for consideration.

The first two imply that the findings reflect the real experience of police officers and staff. One hypothesis is that for a variety of reasons (such as deprivation, racism, media portrayal of Black people, failings of the educational system etc), a number of (mainly young male) Black people have become disaffected from society, and consequently involved in crime. This leads to adverse contacts with the police. A second hypothesis is that through lack of trust of the police, Black people could be less inclined to seek police help when they are victims, and the relatively less frequent times when police and Black people do come into contact are when police act to enforce the law and resolve disputes.

The remaining two hypotheses concern the attitudes of the interviewees. One is that due to sensitivity about bad publicity and charges of racism levelled at the police in London with regard to the Black community, many interviewees were either wary of describing incidents involving Black people to an unfamiliar interviewer, or tended to give accounts that put the onus for the way things developed on the Black people rather than the police. The fourth possibility is that the findings signify a manifestation of institutional racism – namely, unwitting prejudice and racist stereotyping on the part of many interviewees.

Appendix 4 contains details of further research done to identify whether any group of people identified by their ethnic origin suffer higher levels of deprivation in London. This research identified that high levels of deprivation were correlated with high percentages of Black people in the population. The research also showed that

communities with high level of deprivation suffered from high levels of crime. This evidence supports the hypothesis that high levels of deprivation and crime disproportionality associated with Black communities may influence the experience of officers policing a deprived population.

Whichever hypotheses apply, the message for police CRR training is the same, a continuing need to provide more opportunities, like the community interface session, for police and Black people to meet in circumstances that are not problematic. This would help break down barriers and suspicion between both groups. If the last hypothesis is valid, then more work is needed in police training around topics of prejudice and stereotyping in relation to Black people.

## **7.2 Local impact**

This section of the report details the measures of the impact the training has had at borough organisational level. The team visited every borough that was included within the study before, or at the start of, the training process and again 2-3 months after the end of the training process. The purpose of the visits was to collect information concerning local borough processes and procedures that could conceivably be affected by the training. The theory underpinning this part of the evaluation was the contention that the training of all the police staff on the borough would have some effect upon the policies and procedures on the borough i.e. that individuals having been trained would apply their awareness of diversity issues to their role.

This part of the evaluation is intended to identify any evidence of whether the training affected local borough policies and procedures.

## 7.2.1 Borough Commander interviews

The results of this exercise are given in several sections. The first part of the report concerns the interview of the Borough Commander. The timing of the interview was intended to ensure that the Borough Commander had completed their training and could therefore answer questions about their opinion of its relevance and likely impact. 23 of the 24 Borough Commanders had been trained when interviewed. The following table contains an abridged version of the Borough Commander's replies to the question, "How relevant is the training to your borough?"

**Fig 7.9 Borough Commander quotes**

<b>Question: How important is this training to your borough?</b>	
<b>Borough</b>	<b>Borough Commander Comment</b>
Merton	"Vitally important and very relevant."
Haringey	"Top priority, its Haringey."
Wandsworth	"Its importance is in the context of the borough and how it works. We have not got an area that is predominantly Black but we have an area with a large Asian minority community. We have no obvious conflict between the Black ethnic community and any other community."
Ealing	"Very important. We have a wide range in our diverse community."
Hackney	"Crucial, I have no doubt that many of my officers are in the dark when it comes to diversity issues. Reducing crime is our overarching desire."
Kingston	"This training is very relevant to Kingston because, contrary to popular misconception, Kingston is a diverse community. We have a significant Korean population residing in the borough, over 9,500, which is the largest South Korean community in Europe. There are also identifiable Gujerati and Tamil communities in the borough."
Southwark	"I believe that CRR is essential to police officers' day to day work. Any incident has the potential to be complicated by minority issues. I would say it is very important to us but also it is very important from our staff's perspective."
Newham	Important and given a high priority.
Islington	"I don't know. I don't think it was designed to be relevant to my borough, but that's not really important, as many of the issues are generic."
Richmond	"Absolutely, it is relevant because on this borough we are faced with dilemmas. We have a small minority community according to the 1991 census which gives us some disproportionality."
Croydon	"The borough has a diverse community and we are policing it with a workforce that is not diverse, and as far as I am concerned in order to police the borough effectively we have to do more work. This training will help us to understand the impact we have on diverse communities, but it is only the first step albeit an important first step."

Hillingdon	The Chief Superintendent said that a high priority was given to minority policing issues.
Sutton	"It's relevant to anyone that's a police officer."
Bexley	"Yes, it's the standard roll-out which we wish to be included within. Also we have 7% minority ethnic groups, which is low in comparison with some other boroughs and we have also got historically the BNP and a large travelling community. We have a vociferous race equality council and of course we border Plumstead and Greenwich where Stephen Lawrence was killed."
Redbridge	"They are important. We have a population that is 30% visible ethnic minority and rising. It is important that we provide policing services across the borough to the whole community and that includes minority groups."
Heathrow	"Yes absolutely. We have 105 airlines from around the world and people from all over the world passing through Heathrow. We are more influenced by world events. For instance the Israeli problem and India – Pakistan. They are really matters of real concern."
Camden	"Yes, it's relevant but late. We are rolling out a package that should have been rolled out two years ago. It's difficult to motivate staff in that respect. Some will feel that messages that have been taken on are being given again."
Waltham Forest	"The training has already started on the borough and yes it is relevant."
Barnet	"Not particularly. On this borough we have a heavy mix of Middle-Eastern type of communities, Muslims and Jews. The training deals with Asians and African-Caribbean's. I hope it has been put right."
Enfield	"Very. I became Borough Commander in May with a remit to change the culture of Enfield and improve performance. I specifically concentrated on the business case for diversity and I am sure the training will shore up that position."
Harrow	"It has got to be relevant to us, we have a large proportion of our population who are from visible ethnic minority communities. The main group is Hindus. We have no major ethnicity problems to deal with. The groups get on well."
Havering	"Yes, I think it is, because whilst the minority ethnic community in Havering is only 4%, the numbers of people within the Indian community are rising in the borough. The minority ethnic community suffers disproportionately from higher rates of racial attacks etc and we are not really sure why this happens. We border on Dagenham and we have got Rainham as part of our borough. There are BNP [British National Party] there and also at Harold Hill. Although our numbers of racial attacks are low overall our small minority ethnic community do suffer higher frequency than other places in London."
Bromley	"There is lots in the training that's relevant. I do have a slight concern aimed at the immediate relevance to issues on the borough. We have had feedback from a member of staff who had concerns about some aspects of the history, particularly slavery."
Barking and Dagenham	"It is very relevant, but may be even more relevant in the future. We are not Hackney, Tottenham, or Lambeth. We do have cultural differences but they are being integrated slowly. This is a fascinating borough from a community race relations' perspective. In the west we are a long way towards achieving integration. In the east however there is no integration whatsoever."

The Borough Commanders answers to the question seem to focus on two issues whether generic diversity training is relevant to their Borough and whether the content of the workshop is appropriate to the ethnic composition of their Borough population.

Only one Borough Commander had doubt about the workshops' relevance to their borough overall. However a number expressed doubt about whether the content was totally relevant. Some indicated that because the training focused on South Asian and African-Caribbean issues it may not be relevant to their borough, as their minority population was in the main made up of people with different ethnic origins.

There is no evidence from the interviews that any Borough Commander rejected the concept of valuing diversity. However the commitment that Borough Commanders expressed toward the training varied. Two Borough Commanders were opposed to the evaluation, seeing it as unnecessary or inappropriate.

At the start of this training process, consideration was given to the need to train senior officers. No assumption was made that the borough SMT either required or did not require training. The evidence from the interviews of Borough Commanders supports this decision. Some have a very progressive attitude towards policing diversity even in boroughs where the minority population is small.

All of the following indicators may have been affected by the work of the Diversity Directorate.

### **7.2.2 Borough diversity strategies**

Borough Commanders were asked before and then after the training whether they had a Borough Diversity Strategy. Some stated that they used the MPS Diversity Strategy as their own. Overall 14 of the 24 boroughs in the study produced or amended their Diversity Strategy after the training. Four boroughs rewrote their Diversity Strategy, 3 Boroughs were in the course of writing one at the second visit and 7 Boroughs introduced a local diversity strategy.

This result may have been partially affected by the requirement for all Borough Operational Command Units to develop their own Diversity Strategy. This was sent to Borough Commanders from the Commander Territorial Policing at the request of the Deputy Commissioner (many developed their own before the requirement, some did not have one after the requirement). This affected follow up visits after May/June 2003. Despite this there is evidence that the training did encourage the development of local diversity strategies. In one instance the second evaluation questionnaire prompted the development of a whole new Borough Diversity Strategy.

### **7.2.3 Community Safety Unit strength**

The numbers of personnel in the Borough Community Safety Units increased on 11 boroughs after the training. In two boroughs the CSU were given an investigative role to deal with hate crime that did not exist prior to the training. There is some evidence therefore of increased recognition of the role of Community Safety Units as a result of the training, however this must be tempered by the fact that the numbers of race crimes reported, increased on 11 boroughs.

#### **7.2.4 Number of Family Liaison Officers**

Family Liaison Officers are individuals who assist families in cases of major trauma. One of their tasks is to act as liaison between the investigators of the relevant incident and the family of those involved. This is usually the family of the victim. Family Liaison officers are categorised as level one (aware) and level two (accredited). Aware FLO's have received training as a part of another course such as the Detective Constable Foundation Course. Accredited FLO's have received a two week specialist training course. Of the 24 boroughs in this study 14 had more accredited Family Liaison Officers after the training than they did before the training.

When questioning the Criminal Investigation Departments prior to the training, one borough stated that they had no list or knowledge of who their accredited FLOs were, another stated that they didn't need accredited FLO's. After the training both boroughs had increased their numbers of accredited FLO's and ensured awareness of who they were. One borough, despite increasing their number, stated that they were aware they needed more. This evidence supports the theory that the training promoted an increased awareness of the need for FLOs.

#### **7.2.5 Number of CSU community contacts**

Each CSU was asked before, and then after the training, if they had a community contact list. If so that community contact list was examined and details of the number of contacts recorded. The purpose of this enquiry was to establish whether the training had resulted in increased contact with the community which could be recognised by an increase in the Community Safety Unit contact list.

Of the 24 boroughs in the study, 17 either did not have such a contact list or had changed it so considerably that comparison was impossible. In one case the

borough had given responsibility for community contacts to the officers patrolling the wards of the borough split the contact list into many parts. Of the 7 boroughs who did have a single contact list the numbers of contacts had increased on 4 boroughs, the number remaining the same on the other 3. The sample is therefore too small to draw any conclusions, suffice to say that if more community contact resulted from the training this was not translated into recorded contacts for the benefit of the borough as a whole.

#### **7.2.6 Independent Advisory Groups**

The MPS uses Independent Advisory Groups as a means of gaining specialist community advice. The Criminal Investigation Departments use such advisors to help them in cases of crimes where a particular community may be involved and their support or intervention may be useful. Prior to the training the vast majority of Criminal Investigation Departments gained independent advice from the Diversity Directorate or through their own Community Liaison Officer on a case by case basis. After the training, 4 boroughs set up their own independent advisory group, 1 borough was in the course of setting one up at the second visit, and 1 borough set up an advocacy group. One borough provided evidence that they had used their advisory group more often following the training. This provides evidence that the training promoted an increase in recognition of the need for community advice.

#### **7.2.7 Proportionality of the workforce**

Data concerning the ethnic origins and proportionality of the workforce compared to the local population are collected centrally from each borough and made available in workforce statistics. Boroughs were asked before, and then after the training, whether they published this data to anyone on the borough. There was a change in how this data was disseminated in only 5 boroughs. Two boroughs circulated the

data to their SMT. One borough recognised that they were not getting recruits from diverse backgrounds from the Recruit Training School and asked for this to be resolved.

The majority of boroughs do not circulate workforce proportionality data. This may be partially explained by their limited ability to affect the recruitment or postings policy of the MPS. It does provide evidence that the training had little effect upon recognition of the importance of the issue.

#### **7.2.8 Positive action**

Borough Personnel Departments were asked whether they use any form of positive action when recruiting members of police staff. Following the training 4 boroughs had introduced positive action that did not exist prior to the training. One borough implemented a positive action policy to recruit people from ethnic minorities as a direct result of the training.

The majority of boroughs spoken to (19) did not recruit any personnel from outside the organisation. In one borough the level of positive action had remained the same. This provides evidence that the training may have affected the recognition of the need for positive action when undertaking recruitment activity.

#### **7.2.9 Positive Action Team**

Some time before the training, boroughs were asked to develop Positive Action Teams. The teams existed on all Boroughs and were made up of police officers and police staff who attended different functions to recruit personnel for the MPS, particularly people from minority communities.

The Positive Action Teams existed on all boroughs some time before the training then seemed to fall into decline. Many boroughs did not have a Positive Action Team after the training, only eight boroughs had a bigger Positive Action Team after the training than before. Some boroughs stated that they were about to re-launch their Positive Action Team.

The training appears to have had little effect on the use of Positive Action Teams.

#### **7.2.10 Monitoring of the proportionality of stop and search**

Stop and Search was monitored at all boroughs examined as per MPS inspection and review policy. The monitoring of the proportionality of stop and search was enhanced on 10 of the 24 boroughs after the training.

This provides evidence that the training affected the recognition of the need to monitor stop and search effectively.

#### **7.2.11 The monitoring of Critical Incidents**

Critical Incidents are those incidents that are of the utmost importance to the public and the police. They include all racial crimes. The way in which critical incidents were monitored was enhanced on 11 of the boroughs after the training. On 5 boroughs this involved the making of arrangements to enable the Senior Management Teams to supervise all critical incidents.

Between the first interview before the training and the collection of data after the training, 19 of the 24 boroughs had a change in Borough Commander.

### **7.3 Organisational impact**

This section of the report deals with the impact of the training on MPS long term performance indicators. It could be described as one of the level four (Kirkpatrick 1998) elements of the evaluation as it looks at the impact of the training on the organisations results relevant to the borough being studied. The data is secondary data, as it was not initially collected specifically for this study. All of the data was collected by the boroughs and/or the MPS Performance Information Bureau and is in the public domain.

The evaluation team identified and selected performance indicators to be studied, due to the likelihood of their being affected in some way by the training. The effect predicted, or the programme theory on which each was selected, is given in this report's conclusion.

The MPS Performance Information Bureau obtained the public attitude survey data from the private firms who administrated the Public Attitude Survey on behalf of the MPS.

Data was collected for a period of at least two years before the training, during the delivery period and one year after the training. Where the data supplied was insufficient for time period comparison it was scaled up to the appropriate degree. For example if only 8 months of data was available for 2003 it was multiplied by 1.5 to make it up to a whole years data. Where possible trends in the data over the period studied have been identified and any change after the training period compared to the trend. The evidence for a causal link between the training and any data outcome would be weak where a single example is found. Evidence of

causality is stronger if there are the same outcomes over different boroughs and different timescales.

### **7.3.1 Public Attitude Survey**

One of the internal PIB departments collects Public Attitude Survey (PAS) data. I identified four questions in the PAS that were relevant to diversity issues and therefore the training. The questions were:

- Do police in this area have a good understanding of the local community?
- Do I feel I can trust the police?
- How would you rate relations between local people and the police?
- From what you know, to what extent do you feel that the police in this area are: helpful, courteous, patient, aggressive, honest, competent and fair in their treatment of everybody?

PIB agreed to retain the selected questions in the same format for the duration of the evaluation. The survey is designed to ask a minimum of 125 households on each London borough their opinions of the police. At least 35 of these households are required to contain people who come from a minority ethnic background. PIB also agreed to supply, through the private companies administering the survey, the data gathered from people from minority communities.

Data was supplied categorised as Black, Asian, White and Other. These categories were selected as they match the categorisation of other data collected. Each category was identified by PIB as: 'Black' which included Caribbean, African, UK and Other Black. 'Asian' which included Indian, Pakistani, Bangladeshi. 'White' which included UK, Irish, Greek, Greek/Cypriot, Turkish, Turkish/Cypriot, Other European and Other White. Other included China, Far East, UK, and other Asian.

Despite the agreement to retain the questions, the way in which the MPS Public Attitude Survey results were obtained was changed in 2002. The data was not gathered in one collection in August but instead collected piecemeal in a period spanning April 2002 to March 2003. At the same time the fixed response answers to the questions concerning the attributes of the police were changed slightly. The answers prior to the 2002 collection were; 'Very', 'Fairly', 'Not Very', 'Not at all', 'It Depends', 'Don't Know'. After 2002 the possible answers were; 'Very', 'Fairly', 'Mixed Views', 'Not Very', 'Not at all', 'Don't Know'. Mixed views took the place of 'It Depends' and was moved to the middle of the possible answers. This may appear to be a minor change but may have a significant impact on the results of the survey and the number of people who respond positively or negatively to the statements concerned.

The results of the Public Attitude surveys for each borough were collected and were entered into each boroughs final report. Great care was taken not to represent the results as being an outcome of the training, or connected to the training.

Question 1; 'Do police in this area have a good understanding of the local community?' This showed an increase in positive responses following the period of the training in 16 boroughs, 2 boroughs' results were the same as the previous year and 4 boroughs had less positive results. In the vast majority of cases this was against the trend set by previous years. This would indicate that, generally speaking, the view of the respondents to the survey from minority communities indicated that their view of the police's understanding of the community was getting better.

Question 2; 'How much do you agree with the statement - I feel I can trust the police?' This had a very similar outcome. 16 boroughs showed a more positive outcome after the training, 5 showed a less favourable results and 1 was the same. Eleven of those boroughs that showed a more positive result were against the trend set by the previous years.

The third question related to people's opinions of the relationship between the police and public: "How would you rate relations between local people and the police?" In this instance the results were more marginal. Ten boroughs showed more positive results after the training; however 7 boroughs showed less positive results and 5 had the same results for before and after the training period.

Questions four and five related to the opinion of the respondents as to the attributes of police in this area, were they: 'helpful, courteous, patient, aggressive, honest, competent fair in their treatment of everybody?' The results were the opposite of the first two questions. Eleven boroughs returned results that were less positive after the training period. Only 8 were more positive and 2 were the same.

The last questions (4 and 5) were affected by the change of possible responses to the questions. The only borough that PAS data was not affected by this change was the first at which training was delivered, Merton. This was one of the boroughs that showed more positive results. Because of these changes care must be taken with the interpretation of the results.

The results of the survey show that the general opinion of the respondents to the police, including their trust and confidence in police, may have improved in the period following the training. Even if this is the case there are a number of possible

causes for any such improvement, such as the police initiatives that occurred over the same period.

### **7.3.2 Stop and search**

Stop and search figures were collected for each borough for at least two years before, during, and one year after the training. The data collected represents all stops and searches carried out by police officers on that borough over the period given, including those done by officers from other boroughs or departments. It was not possible to identify only the stops and searches done by police officers attached to the borough in question.

There was some confusion over what stop and search meant during some of the interface sessions. Some volunteers thought stop and search included instances where individuals were simply spoken to. The figures used for this study relate to instances where an individual has been searched on the borough by an officer who subsequently reported the search on the necessary police form.

For the purpose of this evaluation, the analysis of the results concentrated on two issues: Did the number of stop and searches change in the period following the training? And did the level of proportionality of stop and search change in the period after the training?

The issue of proportionality is particularly thorny. In this instance proportionality is taken to be the visual identity of the people stopped and searched as described by the officer compared with the ethnic description of the local population contained in the 2001 census. This takes no account of other factors that may influence who is

stopped and searched. Such factors include: transient population, street population, affluence, calls from the public, other information and types of local crime.

The application of stop and search is proportionate on only 3 of the 23 boroughs studied. (Heathrow has no resident population to measure proportionality against). Twenty boroughs contain disproportionate numbers of stops and searches of Black people.

The level of disproportionality was measured by categorising the stops and searches by the description of the individual stopped and searched. The data for the last year for which data was collected in each borough (in most cases 2002) was then divided by the number of people of the same ethnic description in the population. This gave the likelihood of any one individual being stopped and searched. The likelihood for a Black person being stopped and searched was then divided by the likelihood of a White person being stopped and searched, calculated in the same manner. The likelihoods were then compared and one divided by the other, the resulting figure showed how more likely it was that a Black person would be stopped and searched than a White person.

The level of disproportionality in relation to Black people varies with each borough. When the population of the borough is compared with the level of disproportionality on each borough there appears to be a connection. The higher the Black population on the borough there appears to be a connection. The higher the Black population on the borough the lower the level of disproportionality. The correlation between the number of Black people in the borough population and the level of disproportionality is statistically significant at the 0.05 level (Pearson Correlation -.445). This means that the more Black people there are in the borough population, the less the disproportionality on the borough; conversely the less the Black population the more

the disproportionality. (A Black person was on average 4 times more likely to be stopped than a White person.)

The results showed that Asian people were less likely to be stopped and searched than White people on 15 of the boroughs. There was no correlation between the numbers of Asian people on each borough and the level of disproportionality of stop and search.

These correlations are crude and based upon partial data but represent a significant outcome that is worthy of further study. They indicate that stop and search is applied disproportionately throughout most of London to varying degrees. The results give good evidence that the study of stop and search statistics for all London's boroughs comparing one borough to the next would be worthy of consideration and may be beneficial.

In the period following the training there was an increase in the number of stops and searches conducted in 19 of the 24 boroughs. Four boroughs had lower numbers of stops and searches and on 1 borough the level was the same. Eleven of these increases were consistent with the trend established by the results of the previous years.

The level of disproportionality was reduced on 13 boroughs, remained the same on 1 boroughs and was higher on 10 boroughs.

The number of stops and searches on most of the boroughs studied is increasing year by year. Evidence indicates that training either had no effect on this increase or coincided with further increases. The results indicate that the training did not have a

consistently significant impact upon the proportionality of the application of stop and search.

There appeared to be no link between the volume of crime on a borough and the numbers of stop searches completed, neither was there a correlation between the disproportionality of stop search on a borough and the number of Trident incidents on that borough. (Trident is a proactive strategy to deal with a spate of shootings in London's Black communities.)

Consideration was given to collecting secondary data concerning the arrest rate associated with the use of stop and search. This is referred to, in police vernacular, as the hit rate. This means the percentage of stops and searches undertaken that result in an arrest.

This can be used to identify the level of discretion being applied by police officers to stops and searches of different groups of people. If, for instance the arrest rate for one group is particularly low that would indicate that members of that group are more likely to be stopped and nothing found than for groups with a higher hit rate. It follows that the higher the hit rate the more discerning the officers. A 100% hit rate for instance may indicate that officers are only using their powers when they are certain someone has committed an offence. Conversely a 0% hit rate would show that officers are not using any discretion in the use of stop and search powers.

It was decided however not to collect this data. The data that exists does not discriminate between arrests for crimes and arrests for public order offences. This means that there is no distinction between an arrest for an offence and an arrest of

an individual who reacts to the stop search power being used. I felt that this made the data at the very least unreliable, if not misleading.

Further analysis of the stop and search data was completed after the publication of the initial evaluation report for the MPS. This revealed a more positive trend in the level of disproportionality of stop and search after the workshop training in last nine boroughs. Full details of this analysis, and its results are contained in appendix 5.

### **7.3.3 Use of CS spray**

The use of CS spray was studied using the same type of statistical return as for stop and search. The numbers of occasions that CS spray was used is so small as to make the figures unreliable. In many cases there were boroughs where the spray was not used at all in a given year. This caused the use of the spray on one occasion to have a big impact upon the appearance of the results.

The spray was used proportionately (see stop and search) in 10 of the 23 boroughs studied. It was used disproportionately in the remaining 13 boroughs. As indicated, its use however was so small as to make these figures unreliable.

### **7.3.4 Crime**

The level of crime that occurred during the training on each borough is relevant only in that during the 5-8 months in which officers and police staff were being trained they were not available for duty. During the period 1998 - 2003 crime increased on 17 of the 24 boroughs. During the training crime increased on 8 of the boroughs. These results indicate that there is no evidence that the training itself affected crime levels by police being unavailable for duty.

### **7.3.5 Complaints**

Over the whole period of study from 1998-2003 the numbers of complaints about police officers fell on 21 of the 23 boroughs for which data was available. On one borough they remained at the same level and on another they increased.

In the period after the delivery of the training, the number of complaints received about police officers fell in 19 of the 23 boroughs. In 2 cases the number remained at the same level and in 2 cases the numbers increased. In 6 cases the reduction was above the trend set by the previous years results.

The number of complaints concerning race issues were small and therefore in many cases remained very low throughout the period under study. In 8 boroughs the numbers of complaints concerning race issues fell over the period of study 1998 - 2003. They remained at the same level, almost nil, on 15 boroughs and increased on 1 borough. In the period following the training complaints of a racial nature fell on 11 boroughs, remained the same on 8 boroughs and increased on 5 boroughs.

Overall the evidence shows that a trend of a lower number of complaints being made about police officers has existed on many boroughs in the period 1998 to 2003. The training appears to have had no negative effect upon this trend. There is some evidence that the number of complaints made reduced further after the training period.

### **7.3.6 Race and homophobic crime**

In the period being studied (1998-2003) the volume of race crime reported showed an upward trend, with more crimes being reported in 21 of the 24 boroughs for which data was available. In the period following the training the level of reported

race crime had dropped in 13 of the boroughs most against the trend. The number of race crimes reported increasing in the other 11 boroughs.

The clear up rate for race crime over the period being studied (1998-2003) showed a general increase in 17 of the boroughs over the period of study. The clear up rate for race crime followed the general trend for reporting after the training period with increases in 11 boroughs.

The number of homophobic offences reported increased in 21 of the 24 boroughs over the period studied. After the training period the number reported increased in 19 of the boroughs mostly in line with the previous trend. The clear up rate generally followed the number of crimes reported.

These results provide evidence that in the period following the training there was either less race crime or that less was reported to police in many of the boroughs. The opposite was true of homophobic crime, there being more homophobic crime or more reported to the police. The training does not appear to have had an effect on the general clear up rate for race or homophobic crime.

### **7.3.7 Customer satisfaction returns**

The customer satisfaction results were sub divided into responses from people of different ethnic origins. The results for all boroughs were unreliable with many categories receiving no responses in relation to some of the issues over the course of a year. The outcomes of the responses that were received were invariably mixed, showing a high result for one years return, then a low result, then another high result based upon a very small sample, in many cases one or two returns.

The customer satisfaction results did not provide any reliable evidence of the impact of the training.

#### **7.4 Targets and costs**

The Metropolitan Police Service set itself a target of delivering diversity training to all police officers and police staff. The initial target was to train all police officers and police staff whose jobs bring them into direct contact with the public by December 2002. A further target was set for all remaining police staff to be trained by December 2003.

It was decided police officers and police staff whose jobs bring them into direct contact with the public would be given two day workshops, whilst police staff that did not meet the public would be given one days training. The most essential differences between the two courses were the absence of the community interface session and the practical guidance on how to deal with a police diversity related incident in the one day course.

This distinction limited the training cost and ensured that the training was appropriate to its audience. It was not however universally acclaimed, leading to the boroughs being given the opportunity to train all their staff using the two day workshops if they so wished. This made establishing the number of people trained against the target set somewhat problematic. A borough who trained all its staff using the two day workshop could train sufficient numbers for two days to statistically account for all its front line police staff and police officer posts. However, because some of the participants were non-front line staff, some of the front line staff could still remain untrained.

In addition to borough personnel, participants from central units attended borough training sessions. Other venues were also used to train central staff and senior managers using other training teams.

Class lists from each training session were completed by the training teams and returned to the Diversity Training School. Details were then entered in an Excel spreadsheet. This spreadsheet was examined at the end of training on each borough in order that the percentage of staff trained could be identified.

The Quality Assurance Team of the Training Standards Unit produced monthly reports detailing the number of staff trained and how this compared to the target. The reports measured the percentage of staff trained on borough as well as the number trained in central units, the overarching statistic being the number trained overall compared to the total number of personnel.

The Metropolitan Police Service has a new computerised personnel system entitled MethHR. This system was introduced after the beginning of Diversity Training. The system should enable interrogation of files containing the training records of all MPS personnel. It should in theory be possible to identify through this medium the number of personnel trained. However this does not appear possible at this time.

Each borough interim report contained details of the numbers of individuals trained during the delivery period on that borough. This figure was split into borough and non borough participants, and then compared to the strength of the borough. This gave a percentage of police officers and front line police staff trained, and borough police staff trained.

Police Recruit Training included a section designed specifically to ensure that all new police officers were trained in Diversity. A project was conducted by the Diversity Training Strategy Unit to ensure that the content of the Recruit Training programme was commensurate with the Diversity workshops. The evaluation team monitored this work. The project concluded that the additional material added to the Recruit Training Programme had brought its diversity content to the level of the Diversity Training workshops.

Since the introduction of the process some recruit trainers have voiced their reluctance to tackle the more contentious diversity issues due to a lack of trainer training. There is a need for both trainer training and the recruit diversity content to be revisited together with the logistical arrangements for its delivery.

#### **7.4.1 Costs**

The cost of delivering training was calculated by adding together the major costs of the training for the training period. The overall cost, where incurred, included:

- Consultants fees
- Associate trainer fees
- The cost of training associate trainers
- Expenses for community interface volunteers
- Accommodation
- Staff Meetings
- Administration
- Police trainer costs
- Training police trainers
- Police overtime and associated costs
- The programme management costs

The final cost arrived at was the cost of training the borough personnel and the participants from central units. The cost is rudimentary and should be used for cross comparison only.

The following table shows the set training period for the borough (time=months) the number of staff trained on each borough on 2 day and 1 day courses. The strength of each borough and the percentage of staff trained on front line workshops together with the percentage trained overall. The total cost of training on the borough is followed by the cost of a student training day (this is the cost of the training divided by the number of student days delivered). The next two costs are an estimate of police personnel costs and associate trainer costs.

The police personnel costs are not accurate as they are based upon the police 'Ready Reckoner 2001'; this document has not been updated due the MPS use of the National Costing Model, which was not available to the evaluation team. No account is taken of the opportunity costs of the training.

**Fig 7.10 Cost of training per borough**

	Mths Dur.	2 day	1 day	stren gth	% FL	% all	Cost £	per day £	police cst £	Ass cst £
1 Enfield	7	593	93	607	92	96	141751	110.83	58182	34000
2 Bromley	6	575	0	519	91	81	129341	116.94	58902	27400
3 Camden	9	932	0	808	100	93	191559	102.77	87486	43600
4 Ealing	9	819	98	748	82	86	227521	131.06	115302	46100
5 Wandsworth	8	765	79	699	92	91	179855	111.78	80848	40200
6 Merton	5	396	51	357	96	96	118051	140	55956	24000
7 Southwark	11	1124	114	1031	89	88	259113	109.7	124758	57500
8 Kingston	5	323	68	332	74	83	91042	127.51	39268	17400
9 Haringey	5	875	8	684	100	98	220509	125.43	110645	46300
10 Sutton	3	303	0	313	89	79	79214	130.72	31664	16600
11 Redbridge	6	620	61	481	90	91	133389	102.52	57168	30400
12 Heathrow	6	453	0	376		91	108475	119.73	40424	26200
13 Waltham Forest	10	556	44	546	87	86	153119	132.46	68719	34300
14 Richmond	5	473	0	333	100	91	112030	118.43	49085	22800

15 Barnet	8	711	79	610	84	86	164230	109.41	68806	39700
16 Hackney	9	969	106	822	94	94	208522	102.02	85752	51900
17 Bexley	4	382	49	375	80	85	98392	121.02	392.86	22300
18 Havering	5	348	55	399	71	74	103648	138.01	47640	20500
19 Hillingdon	6	549	62	492	97	97	149416	128.81	69953	31100
20 Islington	9	826	71	692	89	89	177831	103.21	83837	37700
21 Newham	8	812	72	704	89	88	172064	101.45	78536	37700
22 Croydon	10	853	97	723	92	91	198620	110.16	90415	44600
23 Harrow	5	346	39	353	75	76	108628	148.6	58402	16500
24 Barking & Dagenham	3	321	30	363	86	80	84621	125.92	29451	20500

(FL= Front Line)

The costs of the 24 boroughs in the study were cross correlated in order to identify any links between the different data categories. The results were rather surprising. There were a number of negative Pearson correlations between the cost of a training day and other factors.

**Fig 7.11 Correlation of cost with other factors**

Category	Category	Pearson correlation
Cost of training day	Time Months	-.521
Cost of training day	Strength of Borough	-.612
Cost of training day	Percentage of staff trained	-.436
Cost of training day	Overall Cost	-.465
Cost of training day	Police Trainer Costs	-.304
Cost of training day	Associate Trainer Cost	-.592

This means that the cost of a training day acted in inverse proportion to the time, borough strength, percentage of staff trained and associate trainer costs. The highest correlation that exists is between the cost of a training day and staff strength of the borough. The correlation is significant at the 0.01 level. The bigger the borough in terms of staff the cheaper the cost. It then follows that the longer the training took the cheaper the cost of a student training day, as this is linked to the staff size of the borough. The percentage of staff trained is also inversely linked to the cost of the training. This correlation is significant but based at the 0.05 level. This means that the less the percentage of borough staff trained the higher the cost. This is logical and shows the cost of individuals not attending courses (wastage).

It is interesting that there is also a significant link between the amount of money spent on associate trainers in each borough and the cost of the training. This correlation is statistically significant at the 0.01 level. It is linked to the size of the borough i.e. the bigger the borough the more you spend on trainers but it appears to exceed the effect of use of police trainers, which is not statistically significant.

The results support the use of associate trainers and the efforts of the programme managers to ensure that everyone on a borough was trained.

Some rudimentary costs were completed of the training at Greenwich, Tower Hamlets and Hounslow. Again the actual costings are not truly accurate due to the method of calculation. However they were arrived at on the same basis as those above and can therefore be used for comparison.

**Fig 7.12 Costs of other boroughs**

Borough	2 Day courses	Cost £	Cost per student day £
Greenwich	868	161400	92.97
Tower Hamlets	720	114968	79.83
Hounslow	600	111532	92.94

50% of the consultant costs were recoverable from Hounslow because the Home Office Specialist Support Unit, IONANN, delivered the training. £38,000 of the cost of Hounslow training could have been recovered by the MPS.

The two tables show that the costs of the training on the three boroughs was slightly less than the average for the corporate programme.

#### **7.4.2 Further training (top up)**

Following the training at each borough the borough personnel department produced to the Diversity School details of those people that had not been trained. The Diversity School took these numbers into account when arranging future training in order that untrained staff could attend other boroughs training. The Diversity School also delivered a substantial number of follow up workshops to train borough personnel who had not been trained during the borough training process.

In December 2002, the last month of the corporate Borough training workshops follow up training was being monitored in Lambeth, Tower Hamlets, Kensington and Chelsea, Greenwich, Lewisham and Westminster for Specialist Operations personnel.

In December 2002, 87.7% of MPS personnel had been trained. By March 2003 28,851 participants had attended the 2 day course and 3,635 participants had attended the one day course. 3,445 recruits had been trained in Diversity during recruit training.

A further 21 top up 2 day training workshops were conducted in September and October 2003. The phase one workshops finished in November 2003, one month before the target for training all MPS personnel. The total number trained at the end of the phase one training in October equalled 39,727 people. This represented 107% of the service. Sufficient personnel had attended the 2 day course to train 118% of police officers and front line police staff.

The total cost of the training is estimated by the Diversity School to be £3.6 million (excluding opportunity costs).

The relatively new MPS personnel computer system is called MetHR. It contains details of all MPS personnel together with their personal records. The training database is searchable, and includes the SMT Diversity training workshop, 2 day workshop, and the 1 day workshop.

A search of the MetHR database showed that 24,675 people had received the two day workshop, 2,645 people had received the one day workshop, and 582 received the senior management workshop.

The results of the search for the two day course are questionable. Some people are shown in the search to have completed the workshops more than once. This occurs approximately every 30 names, which means the actual number shown as trained is nearer 23,852. The reason for this may be that they were unable to attend the workshops when first scheduled, and attended a later workshop, with the record not being properly updated.

The team responsible for updating the class lists state that if names were not legible or accompanied by a warrant/pay number then they were not shown as trained on MetHR. MetHR is therefore an unreliable source of data for the number of staff trained.

#### **7.4.3 Cost of the evaluation**

A rudimentary costing of the evaluation process has been undertaken but is intended as a guide only. The national costing model software is not available and the last MPS 'Ready Reckoner' was published in June 2001.

In calculating these costs no account has been taken of:

- accommodation and facilities outside of those included within the MPS ready reckoner;
- the production of the options paper and meetings that followed its distribution;
- any rise in the cost of a sergeant since June 2001;
- other presentations and documentation connected with the project but not relevant to a borough;
- opportunity costs of those who gave information to the evaluation.

These figures are based upon the cost of an MPS sergeant despite the fact that the research was conducted by a sergeant and constable.

**Fig 7.13 Cost of evaluation on one borough.**

Activity	Time	Cost
Audit/Borough Commander Interview	1 day	£202
Record of audit/interview	1 day	£202
Observation + record	3 days	£606
Interviews Associate Trainers	1 day	£202
Interviews police trainers	1 day	£202
Analysis of community interface quest.	½ day	£101
Interviews with steering groups	½ day	£101
Produce / analyse student questionnaires	2 days	£404
Post course interviews (student)	3 days	£606
Borough profile	1 hour	£28
Collection of post course local indicators	1 day	£202
Analysis of post course local indicators	1 day	£202
Borough report (interim)	3 days	£606
Scrutiny	1 Day	£263
Borough Report (Full)	3 days	£606
Copy and Distribute	1 day	£202
Printing folders +reports		£324
<b>Total</b>		<b>£5,059</b>

24 Boroughs were studied i.e. £5,059 x 24 = £121,416. In addition the final report was written by two people, in three weeks, costing £6,060. Total £127,476.

## **7.5 Formative feedback**

The formative feedback given to management during the evaluation is given at appendix 3.

## **7.6 Summary and conclusions – Diversity Training Programme**

### **7.6.1 Evaluation involvement**

I was involved in the very earliest stages of this training process. This meant that rather than criticise processes in an evaluation report after the training had been delivered, I was able to recommend developments and changes to the training before and as it was delivered. Examples would be the recommendation to review the pre-design process and delivery to date in 2000 and the clarification evaluation that first identified the difference between the workshop training and the Diversity Training Programme.

Early involvement also allowed for the development of some of the before and after short and long term indicators prior to the delivery of the training.

This project has confirmed that even where the evaluation is to be summative the evaluation arrangements cannot be left to the end of the training process. Future training programmes/projects should follow the Diversity Training Strategy Unit good practice and involve evaluators at the earliest stages of the pre-design process in order that evaluation can be built into training.

### **7.6.2 Setting of targets**

The Diversity Training School were responsible for the delivery of the Diversity Training Workshops. The only real target set for them by the organisation came from recommendation 49 of the Stephen Lawrence report: "That all police officers,

including CID and police staff, should be trained in racism awareness and valuing cultural diversity.”

There may have been an expectation that the training would reach the normal levels of quality and professionalism expected of the police trainers, and in this case, associate trainers, and that its contents would be appropriate to its audience. It may have been taken for granted that the public would be involved in the design, delivery and management of the training. It may have been anticipated that the training would be supported by suitable study material, and would lead to activities designed to consolidate the learning from the workshops. However, with the exception of some written expectations and theory models developed by the evaluation team and Diversity Training Strategy Unit, there were no other targets set for the training.

It may be useful for organisational targets set for training to include the quality of the training/development activity as well as its quantity.

### **7.6.3 Policing Diversity Handbook**

The Policing Diversity Handbook was issued in 2000-2001 to all police officers and to those police staff whose job brings them into contact with the public. The Handbook was not directly connected to the workshops but was a part of the Diversity Training Programme and was referred to during some workshops. The book contained no instructions explaining how it should be used, what should be read/learnt and whether it should be retained. Despite this, the majority of individuals read the book, many learning at least some parts of the book. Most people spent between one and three hours reading/studying the book. When asked if they would use the handbook as a reference book in future 64% said they would, 27% said perhaps and 10% said they would not.

The handbook may have been better utilised with a stronger connection to the training, however the issue of the book was well received by most MPS staff.

#### **7.6.4 Types of workshop**

There were four versions of the workshop training: the standard two-day workshop designed to be delivered to all police officers and to those police staff whose job brought them into contact with the public; a two-day workshop for supervisors; a two-day workshop for Senior Management Teams; and a one-day workshop for police staff who do not meet the public..

It may appear that the police staff who do not meet the public are being discriminated against by only receiving one day's training. The underlying message might be interpreted as that discrimination is only important if it is in the public eye: i.e. those who do not interact with the public do not need so much training because they will not be seen to discriminate. However the training contains elements specifically relating to the relationship between the public and the police that may not be relevant to police staff who do not meet the public. It could be claimed that the removal of irrelevant material made the training more responsive to the needs of the participants. In any case, some boroughs decided to deliver the two day workshops to all staff.

In a corporate programme, a very clear rationale should be provided if different groups of people are to receive training of a differing content.

The initial deliveries of the Senior Management Team training caused some problems for the Boroughs who lost their entire SMT for a period of three days. The

process was adjusted and Senior Management Training was delivered to mixed groups from several boroughs. The training was reduced in size from three days to two which may have reflected the inability of a mixed group to discuss and create a local diversity strategy. Issues concerning the status of the SMT participants were never fully resolved, trainers seemed uncertain as to whether SMT members were attending the training to be told what their staff would be trained in or to be trained themselves.

It would have been wrong for the designers to assume that SMT members did not require the training. That however does not mean that it was right to assume that they all needed the standard SMT workshop. The training of SMT personnel is good practice. It should never be assumed that they are omni competent because of their rank. However an opportunity may have been missed to tailor the SMT training to exactly what was needed considering the individuals themselves and their working environment.

#### **7.6.5 Borough delivery**

The loss of large numbers of borough police personnel during the training period did not appear to affect crime levels on each borough. The borough roll out fostered the ability of the training to provide an interface of people from the local community, and allowed them to attend a local venue away from police premises. The use of the local community gave an essential reality to many of the interface sessions. The technique also made it possible to evaluate the effect of the training on each borough, and then compare borough to borough, giving a much clearer picture of what worked and what did not.

It also made the process expensive. The cost of training each participant was inversely proportionate to the size of the borough. The smaller the borough the more the cost of training an individual.

If future training is to be conducted on a borough by borough basis it may be advantageous for smaller boroughs, which border each other, to be trained jointly.

#### **7.6.6 Borough Steering Groups**

The process of training all personnel on boroughs made possible the development of a Borough Steering Group, enabling the involvement of the community in the management of the training process. However, most boroughs did not involve the community in their management groups. One of the reasons for this may have been the limited ability of the group to affect the content of the training. This was a corporate package. However, in many cases this was a lost opportunity to involve the public and to reassure them of the seriousness with which the service was tackling diversity issues.

Some steering group members found it difficult to understand the role they were being asked to perform. Others were very clearly made aware of what could and what could not be changed. Very few advertised the training outside of arranging for interface volunteers.

In terms of the evaluation of the training programme, the Diversity Training Strategy Unit and Diversity Training School tried to make community involvement in the steering group a reality. The final decision however belonged to the borough. The message for future training projects that are to involve the community is that their terms of reference should be made clear. They should be fully aware before they

are engaged of the role that they are being asked to undertake, and of what they can, and cannot, achieve. It is not enough merely to involve the community. They must perform a constructive role, with a clear purpose, or they may become disillusioned with the MPS.

### **7.6.7 Trainers**

The training was delivered by police and associate trainers. The police trainers were defined as level five trainers - 'Diversity Training Specialists'. These were police personnel with experience of CRR training, many of whom had attended the Turvey training courses run by the Home Office Specialist Support Unit. Associate trainers were members of the public who agreed to help the police to deliver the training. All of the trainers undertook a three week preparation course which was independently evaluated by a private training company, 'Full Circle.'

Trainers were assessed twice a year by NVQ qualified assessors. This was a stipulation within the associate trainers contracts. It was noted in observations of the training that the quality of the trainer is essential to the success of the training. Evidence from the observations over many boroughs suggests that the use of experienced trainers is essential to the delivery of classroom based diversity training. Novice trainers tend towards direct challenge as facilitating methodology, preventing any discussion that does not support the concepts being delivered. Experienced trainers tend towards a non-judgemental stance allowing contrary opinions to be voiced, probing the concepts aired, identifying the underpinning logic and allowing the group to challenge or debate the construct.

The student satisfaction ratings for the trainers were generally higher than is usual for training courses (97% satisfied) and supports the use of police and associate

trainers to deliver the training. However the assessment process was essential. There was evidence supplied from the interviews with MPS personnel and trainers that poor training sometimes resulted in very negative attitudes toward the training and diversity issues generally. The product of the rare occasions that training was delivered aggressively by a police or associate trainer was evidenced in the post course interviews by individuals who appeared concerned by the training 8 –12 months later.

The development of a cadre of diversity training experts, a Diversity Training School, and a pool of associate trainers makes the MPS a leader in this area of police training.

#### **7.6.8 Delivery to specification**

The divergence of trainers from the training script is called 'trainer drift', and is a common training phenomenon. In the early stages of the training of the corporate programme, the trainers were observed to deliver the training to the specification of the trainer guide. As the training progressed the delivery to specification seemed to wane, with trainers not delivering to some aims and objectives. This was fed back to the Diversity Training School and a presentation made to the diversity trainers. Delivery to specification then improved.

The three sessions most often not delivered were 'Stop and search', the 'Workshop Closure' and 'Cross cultural communication'. The main reasons for non-delivery were the rearranging of the workshop timetable and a lack of rigour applied to the timing of the sessions. It was not uncommon for trainers to spend time exploring issues raised by the participants, particularly during the quiz session causing it to overrun, in some cases by over 60 minutes.

The objectives least often covered, apart from those in the three sessions above, concerned racially motivated incidents and police policy. An HMIC officer suggested verbally that the use of police trainers in delivering diversity training sometimes results in unpopular sessions not being delivered. This may have been the reason for the sessions not being delivered. Another explanation could be that MPS officers had received training concerning racial incidents (critical incidents) in CD Rom form ('On scene and dealing'), and many had received local stop and search training.

All the observed workshops contained sessions on 'Prejudice, Power and Discrimination' and 'Institutional Racism'. The objectives in these sessions were nearly always covered. However, this masked an issue that developed concerning the definition and presentation of institutional racism and institutional discrimination. The trainers concentrated on the organisational responsibility for institutional racism, and some trainers even read paragraphs from the Stephen Lawrence report stating that 'institutional racism does not mean police personnel are racist'. This is the line followed in the trainer guide. Issues about individual ignorance, thoughtlessness and racist stereotyping which disadvantage minority ethnic people, a 'corrosive disease' in the organisation, were not generally delivered.

The reaction questionnaire showed that 25% of respondents did not have a better understanding of institutional racism as a result of the training. In the interviews of participants some time after the training, 36% said that the training had not improved their understanding of institutional racism. When asked why, 33% of these people said it was because they do not agree with the concept. 28% said that they still did not understand the concept.

In future training deliveries the trainer material should identify those elements of the training that are essential to the achievement of its aims. Some limits must be placed on the autonomy of the trainers to rearrange the content of the training.

The observation of a large number of courses over the lifetime of the project has enabled action to be taken to induce delivery to specification. Future training must include some form of monitoring of delivery to specification.

#### **7.6.9 Stop and search**

Some trainers stated in interview that they did not deliver a stop and search session as it was a subject that was usually mentioned by the interface volunteers. This enabled them to subsume the workshop stop and search objectives into the interface debrief session. When this approach was adopted and stop and search did not form a part of the interface session, it was missed.

The participant reaction questionnaires showed that 91.4% of participants stated that they would not change the way they select people for stop and search and indicated that 78% said they would not change the way they conducted stop and search.

The numbers of stop and searches completed on boroughs and the level of disproportionality show that the training did not initially affect the application of stop and search. However towards the end of the process there is evidence of a positive effect upon the proportionality of the application of stop and search.

There may be no causal connection between the failure of some trainers to deliver the stop and search session for a period, in the middle of the training roll out and the

failure of the workshops to influence stop and search at that time. However when the evaluators together with the training managers addressed this problem, the delivery of stop and search training improved and an effect was apparent in the proportionality of stop and search. This provides evidence of the value of evaluation, particularly regular observation of trainers and the appropriateness of the training programme.

The failure of the training, in many cases, to link institutional racism to racist stereotyping based on police officers negative experience of some communities could be considered a lost opportunity. Had such training been delivered it may have influenced the outcome. What is certain, is that if stop and search issues are to be tackled by the organisation, more work is required.

#### **7.6.10 Initiatives**

In one of the early deliveries of the workshops a number of initiatives resulted from the training. The manager of the scheme asked the evaluation team to introduce some measure of these initiatives, which were a spin off benefit of the training. Although the Senior Management Team training led to individuals being tasked with various activities and resulted in initiatives, the standard two day workshop led to very little action following its delivery.

The final session of the standard workshop introduced the concept of how the MPS could improve and how the participants could assist in this. The session was, in the majority of cases observed, not delivered in accordance with the trainer guide. Without the setting of action plans, and some infrastructure to recognise and encourage participation in police community relations, it is unlikely that such training will lead to any such consolidation by the participants. This could be seen as a lost

opportunity alternatively it may be seen as the inevitable outcome of a course focused on awareness.

#### **7.6.11 Participant impact (Reaction)**

This training was designed to enable individuals to reflect upon their attitudes and beliefs. Some of the questions asked of the participants in the reaction questionnaire concerned their attitude towards diversity and the training itself. The majority of participants were positive about the need for diversity training and its likely impact upon their work.

9.8% of respondents thought the training was not worthwhile. 7.5% thought the training had little relevance to their job and was delivered for political purposes. 8.7% thought the training not important to their work. When these results were examined more closely there was found to be a link between the instances of negative responses. (It should be remembered that this is not a sample that may or may not be relevant to the whole population. The number of questionnaires completed make it closer to the whole population of participants i.e. all participants were asked to complete a questionnaire.) By coincidence, 11% of respondents to the Policing handbook questionnaire said they would not refer to the handbook in future.

The questionnaire used to establish whether training needs had changed also showed that the people in the pre-training group, who were less confident about their interaction with people from minority communities, also had a lower opinion of the usefulness of diversity training or information about cultures.

This means that individuals who do not value diversity are unlikely to recognise the importance of, or value, knowledge of diversity issues. The evidence shows that people are only likely to realise the importance of diversity training after they have been trained.

Any non-compulsory training scheme is therefore unlikely to reach the people who really need the training and who the organisation most needs to train. This does not mean that all diversity training schemes must give everyone the same training, but it does mean that major diversity training schemes must impact in some way upon all the members of the Metropolitan Police Service.

#### **7.6.12 Participant impact (Behaviour)**

Participants were interviewed 8-12 months after the training was delivered in order to identify the impact of the training on their behaviour. A record was made of the interviews and the interview records analysed. The analysis consisted of using a coding frame to identify categories of answers to each question and an analysis of the incidents cited by the interviewees.

The coding analysis revealed that 95% of interviewees who gave examples of dealing with incidents involving diversity were able to define the diversity in the incident, 87% recognised the needs of the individual and 86% applied action appropriate to that need. 42% identified the training as the cause or one of a number of causes for this action.

Analysis of the age of interviewees and their responses suggests that the training has more impact upon younger than older people. As the subset of interviewees get

older their identification of diversity, level of recognition of individual needs, and application of appropriate action, drops.

Training is sometimes targeted at recruits, being introduced at Training School. These results suggest that in relation to diversity issues the training of experienced members of the service should take precedence.

The analysis of the content of interviewee accounts shows that: interviewees spoke proportionally less often on incidents involving black people compared to the overall representation of Black people within the minority ethnic population. Black people were more likely than any other group to be portrayed in circumstances that were problematic and less likely to be described as victims. Asian people, on the other hand, were more likely to be portrayed as victims and witnesses.

It should be noted that in most of the instances stated, people were dealt with in an appropriate manner. No evidence was found that suggested that ethnic background had a bearing on whether people were, or were not, treated appropriately.

One possible explanation for these results is that they signify a manifestation of institutional racism, namely an unwitting prejudice and racist stereotyping on the part of many of the interviewees. Whatever the cause of these facts the message for training is clear. There is a continuing need to provide more opportunities like the community interface session for police and Black people to meet in circumstances that are not problematic.

### **7.6.13 Equal treatment**

One of the participant interviewees was a White person who was married to a Black partner and had dual heritage children. In the interview this person used the expression 'treating people equally' a number of times and did not use the term 'treating people in accordance with their needs'. If taken at face value this would mean that the participant has rejected the philosophy of the training. They retain the view that all people should be treated the same irrespective of their colour or ethnic origin and have not adopted the view that people should be treated differently in accordance with their needs. When asked about his/her use of the expression he/she said that his/her opinion was that diversity was about treating people equally: all people should be treated with respect, all people should be treated professionally, everyone is an individual and should be treated as an individual, receiving services in accordance with their needs but ultimately receiving an equally high level of service.

When other interviewees were asked the same question, some stated that, 'every one should be treated equally, they should all be given what they need'. The only real way to identify whether someone has accepted the philosophy of the training is by examining their actions. Simple questions as to whether they think people should be treated equally will not suffice; 'equally' does not necessarily mean the same.

### **7.6.14 Interface session**

The interface session was widely cited by participants as the most relevant and effective part of the workshops. In most cases members of the public attended the sessions to tell the police what they thought of the way they were policed. The sessions worked best when the visiting group were critical of police performance, enabling a real discussion of policing issues and encouraging a sharing of different

social views of the world. The participants were often disappointed if at least some of the volunteers were not Black.

The sessions needed careful management, not in terms of the discussion itself, but in ensuring that the support arrangements were adequately undertaken. In one borough, where arrangements for individuals to attend the training were not properly implemented, too many volunteers arrived for sessions leading to disorder prior to the start of the workshop.

70.5% of interviewees spoken to 8-12 months after the training stated that the interface volunteers views were important to them. Of the 26% who said the views were not important, many explained that it was the make up of the interface volunteers that made it unimportant (i.e. non minority community volunteers with little to say.)

Some boroughs selected colleges for their training venues. These seemed very good premises for the running of the training as they provided a ready source of interface volunteers: students keen to earn the expenses paid by the MPS. This was ironically also the venues' downfall, some of the volunteers attended the sessions not because they had something to say, but just for the money. Some of the observed sessions contained volunteers who really were unwilling to say very much at all. On one occasion the volunteers were largely made up of students from the college's public service access course, people being trained in order that they can enter the police or other public services.

Overall, the interface session was a successful way of presenting different views of the police to police personnel.

### **7.6.15 Community reaction**

The best people to give details of the likely reaction of the community to the training itself are those that are involved with or have some knowledge of the training. These people will be taking information about the training back into the community.

There was a concern at the outset of the training that some interface volunteers, who may be sceptical of the police, may have a worse opinion of police following their experience. That the effect of being a part of a discussion where others voiced their concerns about the way in which they are policed would be negative. It was also quite possible that associate trainers would report a negative impact from the training, as they are likely to face, in every workshop, issues that are personally abhorrent to them, irrespective of the participants reaction to the material presented.

The independent members of the steering groups, the associate trainers and the interface volunteers were all asked about their opinion of the training and its effect upon their opinion of the police.

The experience appears to have had little effect upon the opinion of steering group Members, most of whom already had experience of working with the police. Despite this it is fair to say most said positive things about the training.

The interface volunteers questionnaire indicated that the session had a positive effect upon the majority of interface volunteers. Their views would support the contention that interaction between police and members of the public from diverse backgrounds will foster better relations between the police and public.

Most associate trainers experienced resistance to the training from some participants. Despite this most had positive things to say about the diversity training programme. The majority thought that it was good and that their involvement had a positive impact on them personally. Most had a more positive view of police as a result and stated that they would tell others things that were positive and favourable about their experience with the police.

The long term performance indicators, specifically the public attitude survey results for some boroughs are valid and robust, but in others far less so. It should be stated that the only causal link between the improved trust in police and the training comes from some improvements in the Public Attitude Survey measured on different boroughs over different timescales. Although the evaluation results indicate that the programme resulted in positive opinions being taken back to the community by associate trainers, interface volunteers and steering group members, it is unlikely that the training had any direct impact upon minority community opinion. It clearly has potential over the long term to improve police community relations through changes in police behaviour and continuing community involvement in police training.

#### **7.6.16 Independent opinion**

On two occasions people from outside the organisation attended the workshops. A reporter from a national newspaper attended a version of the Senior Management Team training delivered in central London. He was so impressed by the training, that he tried to recruit the associate trainer to deliver the training to staff at his newspaper. In Bromley the training team were asked to provide one day of the workshop to members of local voluntary organisations. The group were so impressed with the training that they pleaded to be given the second days training.

One of the members of the steering group said that the depth of the training had convinced people, who may have otherwise been sceptical, about the seriousness of the police in tackling these issues.

The evidence suggests that the more the public can be exposed to the actual diversity training being delivered the higher the potential benefits. It may be beneficial for police organisations to try to emulate those courses that were delivered to groups or individuals from outside the MPS, by providing training in concert/partnership with other public sector or private sector organisations. Such an approach would provide community involvement, share cost and provide the public total access to the training.

#### **7.6.17 Borough impact**

The borough performance indicators revealed changes occurring on some boroughs after the period of the training. Sometimes the individuals introducing the changes stated that there was a connection to the training. In some cases the evaluation acted as a catalyst, with the questions being asked in the before visit providing the impetus for change. One Chief Superintendent, when interviewed before the training, asked questions about initiatives on other boroughs, many of which he later emulated.

Organisational procedure was changed during the course of the evaluation and this affected some of the results. The quality assurance of stop and search and critical incidents and the development of local diversity strategies became organisational policy prompting many of the changes that may have indicated programme impact. It may be that these changes were themselves prompted by the programme and the evaluation.

This part of the evaluation clearly indicated that a more holistic change programme has the potential to produce a much higher impact. Future training should, where appropriate, be introduced in concert with any necessary changes to organisational policies and procedures. This type of training programme should be viewed as a change programme.

#### **7.6.18 Impact upon the organisation**

The evaluation of service performance indicators for each borough revealed some trends that apply to many boroughs. These include increases in the numbers of stop searches, reduction in the numbers of complaints against police, and increases in the numbers of homophobic crimes reported. The period following the training saw changes in the data, in some cases against the trend, that may indicate an impact from the training. In many cases the trend continued unaffected by the training period.

There did not appear to be any connection between the environment of the borough (context) and the evaluation results (outcomes). Further details are given in the final section.

#### **7.6.19 Evidence of institutional racism**

Two elements of the evaluation identify evidence that would support the contention that the MPS is institutionally racist. The first exists in the details of incidents expressed by participants interviewed eight months after the training. The second exists in relation to the application of stop and search powers by police officers. The evidence provided is by no means irrefutable and could arguably be due to variables other than the existence of institutional racism. In a court of law it would not prove

institutional racism beyond reasonable doubt, however it may be that the evidence supports the existence of institutional racism on the balance of probabilities.

Participants were interviewed eight months after the training in order to identify the impact of the training upon them. The interviewees gave details of incidents involving diversity that they had been involved in. The incident analysis of these identified the types of situations, cited by the participants, that people from different groups were involved in. Asian people were described more often as victims and witnesses, and less often as parties to a dispute or as suspects, than the diverse groups overall. Black people were less likely to be seen as victims, or as participants in a community liaison event, and more likely to be described as being in dispute or as suspects. Gay people were much more likely to be described as being victims or witnesses. There wasn't a single occasion recorded where Travellers were described as being victims; instead contacts with Travellers were almost all described as problematic or concerned with law enforcement.

This outcome could be expected of individuals in an institution where contacts with certain groups are problematic. Zack (1993) states that unintentional racism involves assumptions that Blacks (and perhaps other people of colour as well) are not included in the important activities of ones life because they don't know anyone. If the experience or perception of individuals in relation to one group or another is more or less negative, that experience may affect the way in which the individual reacts to certain situations. Such reactions may be unintentional and could be described as institutional racism.

The evaluation of the Diversity Training Programme involved the identification of the impact of the training upon the outcomes of the organisation. One of the

performance indicators used in order to identify this was the proportionality of stop and search. Proportionality in this context means the number of people from different groups stopped and searched compared to the number within the local population. The results showed that on average Black people were four times more likely to be stopped than white people. The results indicated that the proportionality of stop and search was getting worse in the majority of boroughs at least until some of the last presentations of the training.

It could be argued that the results were due to the local population being an incorrect measure to compare with the numbers of stops and searches. Perhaps because the street population is different to the local population or local colleges or universities bring in a different transient population to the local population. Nevertheless the results seem to indicate an issue that can not be explained adequately in this way.

These issues appear to be very different but are linked by a common theme which relates to the perceptions of police personnel, towards, specifically, people of African Caribbean appearance. Despite the success of the Diversity Training Programme in influencing attitudes, evidence of the need for more opportunities like the community interface session, for police and Black people to meet in circumstances that are not problematic is strong. This might also be achieved by the employment of sufficient personnel from minority groups to match the proportion of those groups in the population.

#### **7.6.20 Evaluation reporting**

The evaluation methodology required a level of openness, from the training managers, deliverers and Borough staff previously unequalled in police training

evaluation. The level of co-operation received by the evaluation team from the training teams, training management staff and Borough personnel was excellent.

The evaluation strategy identified members of the Borough communities as the prime client for the evaluation reports. The information collected by the evaluation team was published directly to the public and made available via the Metropolitan Police web site on the internet. The MPS management had no veto or editing rights to the evaluation documentation. It was published as it was written.

25-30 copies of the reports, were sent to boroughs for forwarding to the relevant organisations, usually to the Police Community Consultative Group and local Race Equality Council and other independent minority groups, including those whose representatives assisted with the training steering group.

#### **7.6.21 Scrutiny team**

The interim reports were written 2-3 months after the training finished on each borough. They contained details of the opinions of the people involved in the delivery of the training, the interface volunteers and the people being trained. A scrutiny team was created to read and comment upon the interim reports. The purpose was for people who may have different perspectives from those of the two principal researchers to examine the content of the reports, records of interviews and questionnaires, in order to ensure that the interim reports were fair reflections of the interviews and questionnaires.

Two of the team were police employees, the other was a member of Kingston Race Equality Council. After scrutinising each report they provided a typed report of their

activities with suggested changes to the report. Every recommendation was acted upon and caused amendments to the relevant interim report.

Their advice, guidance and opinion were essential to the initial interim reports and had an enduring influence over the evaluation and, through feedback to the programme managers, to the programme itself. Future evaluations of diversity training would benefit from the use of a scrutiny team.

#### **7.6.22 Recruit training**

Some anecdotal evidence suggests that the diversity training element of the recruit course is not now being delivered as intended. The large increase in the numbers of recruits has prompted an equally large rise in the numbers of recruit trainers, which in turn has placed a stress on the trainer training facilities. It appears that some of the recruit trainers do not feel confident in their delivery of the diversity elements of the recruit training course. In order to tackle this situation the Recruit school management have enhanced the diversity element of the recruit course.

I have been asked to evaluate this development and will ensure that the content of recruit training meets, at the very least, the level of the diversity workshops.

#### **7.6.23 Diversity Training Programme - Phase Two**

The second phase of the diversity training programme has been initiated. It focuses on Gender and internal Metropolitan Police culture. The training is being delivered by the Diversity Training School and due to the limited capacity of the Training Standards Unit, evaluated by a private training group, Global Resonance.

## **7.7 Conclusion of chapter seven**

This chapter presented a summary of the impact of the training on the participants, on the local borough activities and on the MPS as an organisation. It also summarised the results of the whole evaluation. The next chapter will analyse the results of the evaluation using the theory driven models designed before its delivery, it will identify whether the application of the programme evaluation theory enabled answers to the research questions. It will also discuss whether a judgement of worth can be evidenced by the evaluation.

## **CHAPTER EIGHT**

### **CASE STUDY FINDINGS**

#### **8.1 Summary and conclusions – Application of Programme evaluation methodology**

The last chapter presented a summary of the impact of the training on the participants, on the local borough activities, on the MPS as an organisation and on the public in general. It also summarised the results of the whole evaluation. This chapter will analyse the results of the evaluation, using the theory driven models designed before its delivery. It will discuss whether the application of the programme evaluation theory to the evaluation process enabled answers to be found to the research questions. It will also identify whether a judgement of worth can be evidenced by the evaluation.

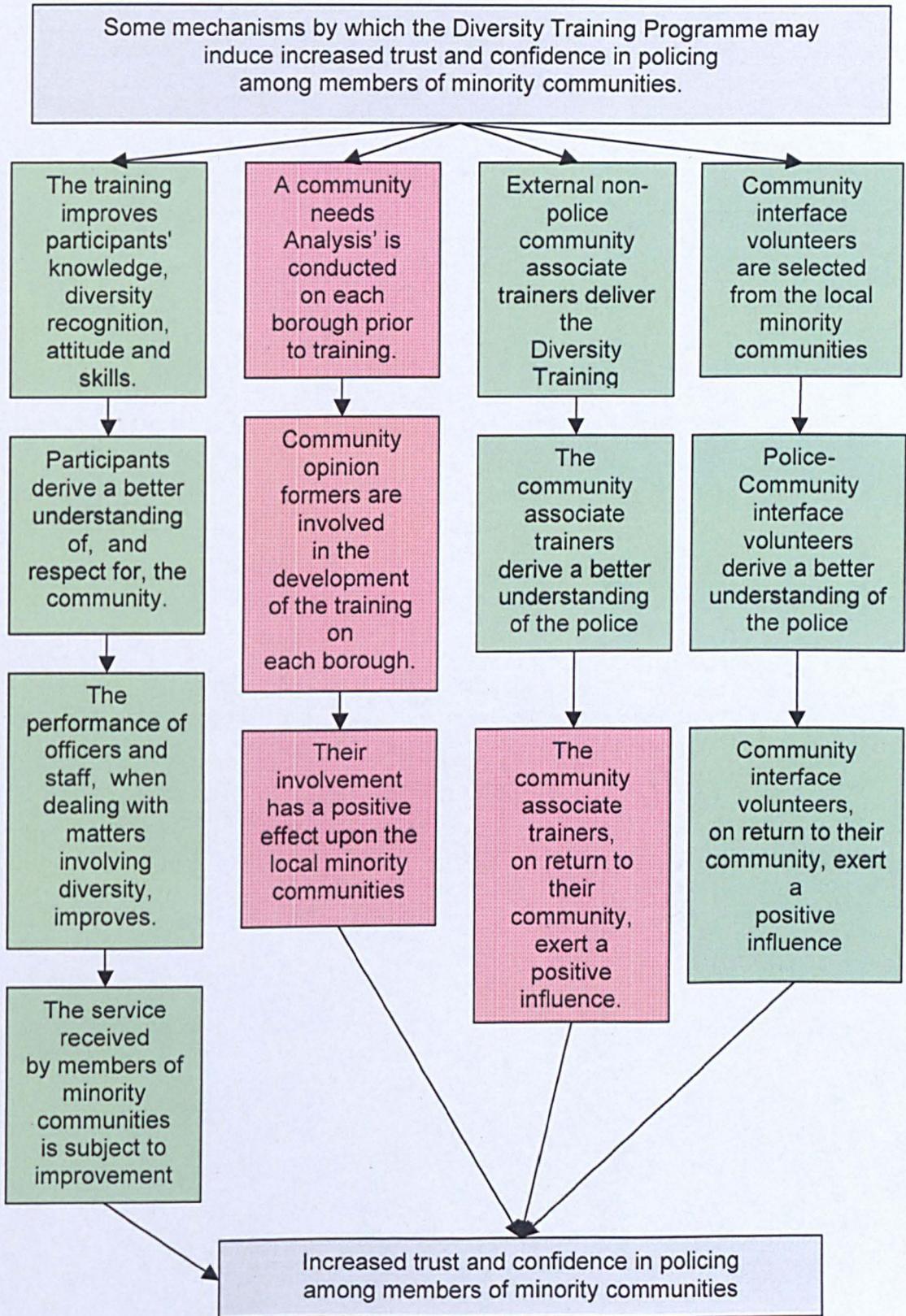
The chapter will start by using the theory models to analyse the success or failure of the programme. The models will then be used to answer the evaluation research questions and the results of the evaluation will be used to make a judgement about the effectiveness of the Diversity Training Programme. The focus of the chapter will then shift to the case study and the research question: What are the processes involved when programme evaluation theory is applied to the diversity Training programme? The chapter will then identify the appropriateness of the programme evaluation theory applied to the MPS training evaluation.

##### **8.1.1 Theory models**

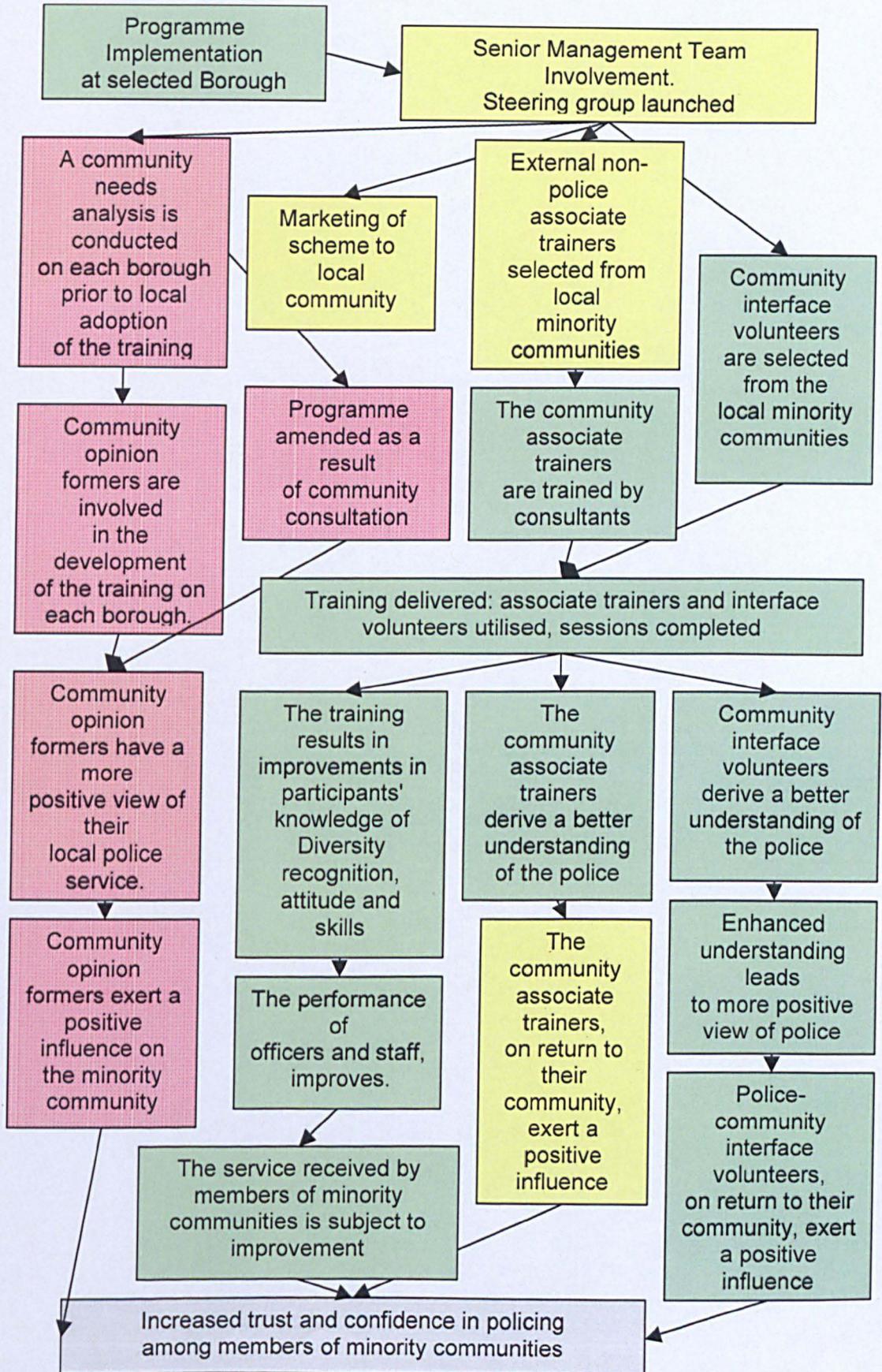
The three theory models are presented below in fig 8.1, 8.2 and 8.3. Where evidence exists from the evaluation results that the impact of the programme was as predicted by the theory model, I have coloured the boxes green. Where evidence

exists from the evaluation results that the impact of the programme was not as it was predicted by the theory model, I have coloured the boxes red. Those areas where the results showed impact matched prediction in some areas but not in others have been coloured amber. The areas left white are issues where no evidence exists of either a programme success or failure. Any white areas could be considered areas where the evaluation strategy has failed to evaluate the programme.

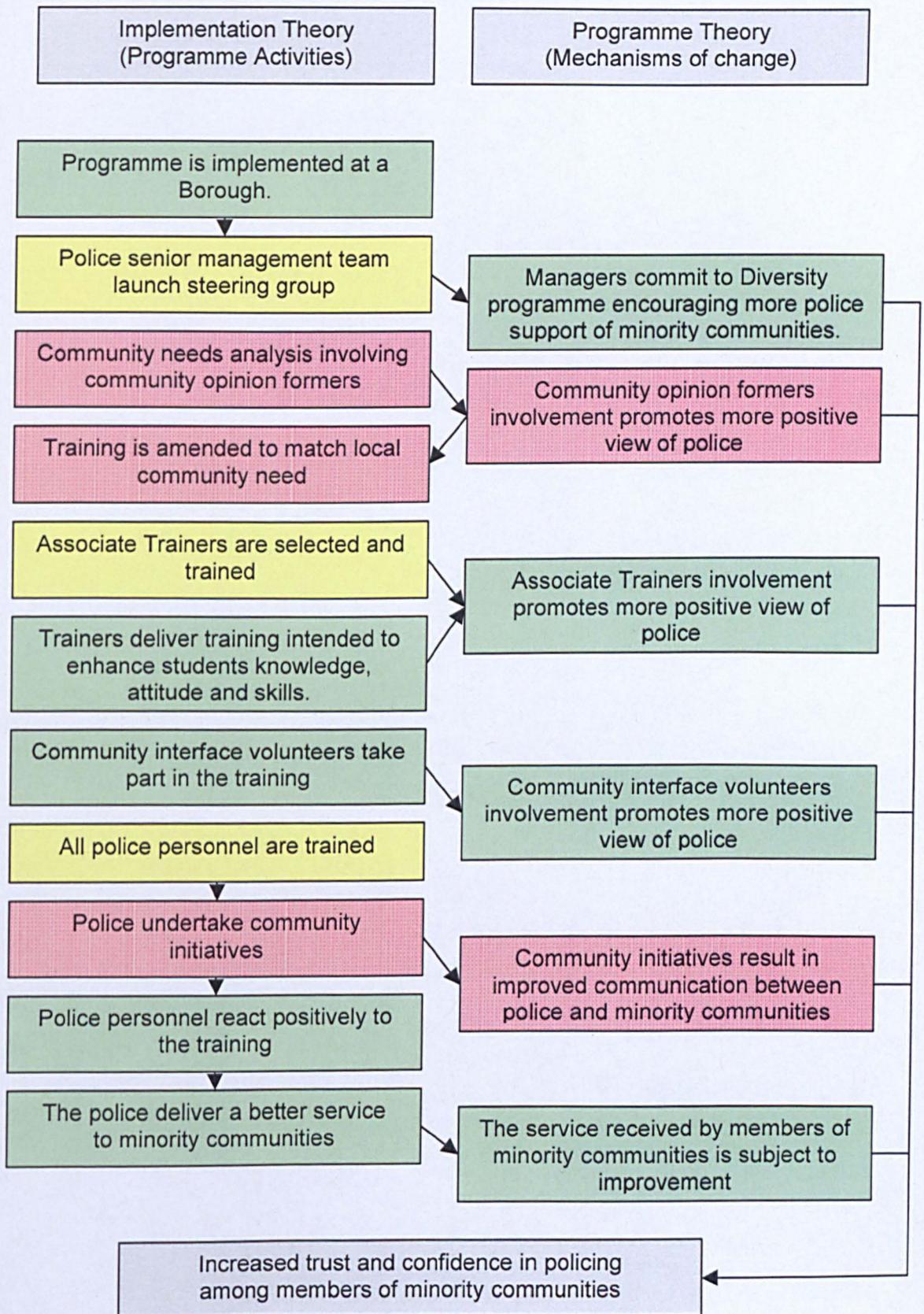
**Fig 8.1 Programme theory model 1: prediction and impact**  
 (Adapted from a model by Weiss C 1998; p.56)



**Fig 8.2 Programme theory model 2: prediction and impact**  
 (Adapted from Weiss C 1998; p.63)



**Fig 4.5 Programme theory model 3: prediction and impact** (Adapted from Weiss C 1998; p.59)



The development of the three theory models enabled my perception of the theory of the programme to be presented to stakeholders. It was presented both at the planning stage of the programme development and, to a far wider audience, when the evaluation strategy was sent out for consultation. There appeared to be widespread agreement that the overall purpose of the training was to increase trust and confidence in policing among members of minority communities through the training of police staff and an improvement in policing services.

I, perhaps naively, believed at the outset of the programme that the approval of the models had committed the Diversity Training Programme managers and the MPS to a planned programme process. However it is clear that some decisions made to practically support the delivery of the programme did not support the achievement of the overall aim. Examples would be the failure of some boroughs to use community steering groups; the decision to use one pool of associate trainers rather than recruit and train them at each borough (so they were from the local community); the failure of some boroughs to advertise the training and the virtual abandonment of the action plans and initiatives by participants. Clearly the proactive and clarification evaluation needed further reinforcement, particularly concerning the aims and intended benefits of the programme.

The models did however create a simple view of what success might look like. This provided a level of accountability, a standard against which the programme success or failure could be adjudged. It provided a vision beyond that of aims and objectives of the training but of the long term requirement for programme activity.

At the outset of the programme it was by no means certain that the associate trainers or interface volunteers would be positively influenced by their experience of

the programme. If, for instance, the majority of associate trainers had said their experience in meeting real police officers and staff, had confirmed a negative view about the police or led them to be less positive about the police service, then the theory model would have indicated that the programme may have the opposite effect of that intended.

However, comparing the programme process and theory model did not result in the identification of such failure. In the vast majority of cases the programme was found to be commensurate with the predicted theory. The successful programme predicted by the theory model matched the evidence from the evaluation. Where the theory required individuals to have a positive view of their experience, the majority did.

One additional area where the theory and applied programme did not correspond was in relation to the community needs analysis. This was the plan to identify police training needs by consulting the local community prior to delivering the training. Research in the community only took place in one borough prior to the training and this occurred during the pilot phases of the programme. The decision to abandon the exercise was taken because the needs of communities were found to be similar in every borough. (This was tested by the re-use of the questionnaire; see chapter 5 section 5.8). The corporate training workshops, after the initial pilots, were based upon a generic view of police training needs. This occurred because the needs analysis process to that date showed that all police diversity training needs were sufficiently similar to make a corporate workshop a necessity. It was therefore considered not necessary to conduct a localised training needs analyses, either with police personnel or with those receiving policing services. Although this decision was justified in terms of identifying need; the purpose of the needs analysis was to

involve the local community in the plans for the training as much as to identify the local training needs.

The other main area where the process did not meet the theory was in relation to the conducting of initiatives by MPS staff. This did occur after some of the Senior Management Team training but did not occur after the standard 2-day workshops.

The theory models indicate that the evidence gathered from this evaluation supports the contention that the training will promote trust and confidence in policing among members of minority communities. This will occur because of the positive effect upon police performance and because of message being taken into those communities by the people involved in the programme.

### **8.1.2 The evaluation questions**

The theory models provide answers to the first three of the evaluation's research questions:

1. Will the programme promote increased trust and confidence in policing among members of minority communities?
2. What effect does the programme experience have upon the Associate Trainers and Community Interface Volunteers?
3. Does the programme have a measurable impact upon the performance of officers and police staff?
4. What effect does the programme experience have upon those members of minority communities that are consulted prior to the training delivery?

Question 4: could only be partially addressed as very few boroughs implemented steering groups and no boroughs (after the pilots) carried out a needs exercise involving the community.

The remaining key evaluation questions were:

- Does the programme have a measurable impact upon the business results of the borough?
- Are some borough programme interventions more successful than others and if so why?

The results of the evaluations of local and long-term indicators both provide evidence that the training programme has had some impact, on some boroughs, in some areas. In some cases the evidence for causality, the contention that the training providing the impetus for change is strong. In other cases it is relatively weak. The training does appear to have affected the application of stop and search powers by police officers but evidence of this change is weak. The training may have played a part, together with organisational policy, in the introduction of local diversity strategies. The training has affected some borough policies and procedures and resulted in a number of impressive diversity initiatives.

Most borough interventions were found to produce remarkably similar results. The training programme did not appear to be successful in some boroughs and unsuccessful in others. The level of success was uniform irrespective of borough. This suggests that overall organisational culture is more of an influence on police personnel than working environment.

### **8.1.3 Was the programme effective?**

The MPS Diversity Strategy, Protect and Respect, contained an action plan published in February 1999, with an aim to increase confidence in policing among ethnic minority communities. It encompassed investigation, prevention, training, recruitment, advancement and fair practice. Some degree of creativity was applied to the strategy, with training elements including a Senior Managers Seminar, during which role players acted as bereaved families of victims of racial crime, and a CD rom was used to deliver training to officers to teach them how to react to serious and racial crime.

The Diversity Training workshops had their own elements of creativity: the use of associate trainers, the development of the community interface, the creation of the Diversity Training Strategy Unit and Diversity Training School and the concept of ongoing training beyond the life of the workshops.

There are, however, areas that the strategy and Diversity Training Programme do not encroach upon. The training was based upon occupational standards but these have never been used to assess police staff in the workplace. No vocational qualification exists for diversity. The MethHR personnel system does not contain accurate records of who has and has not been trained in diversity. This should be a major issue, but because knowledge of diversity issues are not taken into account prior to promotion or transfer, it is not. Officers are assessed using a diversity element in the competency framework but evidence is not collected as the process is subject to exception reporting. The training led to some follow up activity in the form of local diversity training, however in the majority of cases this did not occur. There was no plan for the consolidation of learning other than practical application in the workplace. The 'Policing Diversity' handbook is not available on the intranet. No

partnership agreements have been made with any universities to provide higher education for police personnel relating to diversity.

How does this then reflect upon the performance of the Diversity Training Strategy Unit, the Diversity Training School, the trainers, and to a degree interface volunteers and steering group members?

This training was not developed in the most classically effective way and it has not been delivered perfectly. The plans of the Diversity Training School and Diversity Training Strategy Unit did not always result in the outcomes expected. The level of community involvement is high compared to all previous police training but could have been more structured; the interface was not always perfect.

However nearly everyone who has come into contact with the training has been impressed by its depth and scope. Often it was said that this training programme has led the field in diversity, both within police training and the public sector generally. The Diversity Training Strategy Unit played an important role in developing the corporate training course, not only in design but in the research necessary to enable such a design. The Diversity School Trainers and management should be congratulated for their enthusiasm, determination and skill in delivering a very difficult course.

The police trainers, particularly those who come from minority communities and the associate trainers were perhaps the bravest individuals involved in the programme. They were prepared to assist an organisation identified as institutionally racist, to risk their professional and personal reputation and to discuss issues of racism that often were personally uncomfortable. The interface volunteers also enabled the

delivery of the training, as did Dr Robin Oakley, Ms. Shelley Collins, Mr. Jerome Mack and Commander Richard Cullen.

The delivery of the workshop programme does not represent an end to the need for diversity training initiatives, but simply a beginning. At least 10% of the police service do not agree with the content of the programme and do not recognise the value of diversity training. The continued existence of the Diversity Training School represents to some degree a commitment to continue diversity training. The Metropolitan Police Service may well be judged not on how it responds to the Stephen Lawrence Report (Macpherson 1999) recommendations but on how it tackles diversity issues in the longer term.

## **8.2 Research outcomes**

### **8.2.1 The evaluation research questions**

This case study details the evaluation of the Diversity Training Programme which was conducted primarily to achieve the published aims of the project; to provide information that would:

- enable the improvement of the training programme during its implementation;
- describe the delivery and impact of the training programme for the benefit of police managers, local communities, and the Metropolitan Police Authority;
- assist in planning similar training in the future.

The outcomes relevant to this aim are contained in the feedback given to training managers throughout the project and the conclusion of the evaluation in the previous section (see Appendix 3).

The research was also intended to:

- Test the application of the Emergent Realist Paradigm, Theory Driven Evaluation, and the STARR technique to a Diversity Training Process.
- Identify the absence or existence of evidence indicating institutional racism in action.

This element of the chapter focuses on these two issues and discusses other outcomes that relate specifically to the research process.

### **8.2.2 CMO configurations**

Eight context, mechanism and outcome configurations were identified in the application of emergent realism, detailed in chapter 4. The CMO configurations are shown below followed by the evidence to support the existence of the mechanism, outcome connection in the relevant context.

#### **CMO 1.**

The statistics show that people from different backgrounds are disproportionality stopped and searched. The context (C) is the borough, its level of depravation, population demographics and its level of crime. The mechanism (M) is the learning of the participants that may cause them to change the way they select people for and carry out stop and search. The outcome (O) should be an effect upon the proportionality of stops and searches.

#### **Result 1.**

Evidence from the evaluation showed that learning did not take place on some boroughs because the trainers did not deliver the relevant session. Any learning that did take place occurred only with a small minority of participants; however there was

evidence that, when the session was delivered to specification, there was some effect on the proportionality of stop and search on some boroughs.

#### CMO 2.

CMO 2 was regarding the changes to borough practices by trained personnel. The context (C) is the borough and its practices before the training delivery, the mechanism (M) is the drive for change introduced into the individual by the training and the outcomes (O) are the changes in the borough practice brought about by the training participants after the training.

#### Result 2.

There was evidence in some boroughs of the SMT training leading to changes introduced by participants at the request of their borough commander. This was realized in one of the observed SMT courses by a Borough Commander tasking people at the end of the training. There was also some evidence of changes introduced by other participants. This evidence was however patchy in all boroughs.

#### CMO 3.

CMO 3 related to the action plans (diversity initiatives) of the participants after the training. The context (C) is the borough and its practices before the training delivery, the mechanism (M) is the drive for diversity initiatives to be introduced as action plans by the participants and the outcomes (O) are the changes in the borough practice brought about by those initiatives.

#### Result 3.

The action planning sessions were not delivered in any but the pilot boroughs, which ironically showed good evidence of effect in terms of participant initiatives/action

plans. The programme was capable of generating this effect but this element of the programme was abandoned by the trainers.

#### CMO 4.

The context (C) is the borough, its trainers, arrangements for community interface volunteers, and attitude of its officers and support staff. The mechanism (M) is the attitude change in the interface volunteer as a result of their experience and the outcome (O) is what they tell people within their own community about the experience (positive or negative) and its effect.

#### Result 4.

The evaluation showed that the training caused a positive attitude change in the interface volunteers; so much so that a limit of three appearances as an interface volunteer had to be instituted. After one or two visits to the training the interface volunteers became supportive of the police causing the interface to lose its impact; this occurred in all of the boroughs. The public attitude survey was not sensitive enough to identify any effect on community attitude in the short term.

#### CMO 5.

The context (C) is the borough, its police trainers, arrangements for the delivery of the programme and the attitude of its officers and support staff. The mechanism (M) is the attitude change in the associate trainer as a result of their experience and the outcome (O) is what they tell people within their own community about the experience, (positive or negative) and its effect.

#### Result 5.

The evaluation showed that the training caused a positive attitude change in many of the associate trainers; this occurred in all of the boroughs. Again the public attitude survey was not sensitive enough to identify any effect on community attitude in the short term.

#### CMO 6.

The context (C) is the borough, its arrangements for the delivery of the programme and its use of the steering group. The mechanism (M) is the attitude change in the steering group members as a result of their experience and the outcome (O) is what they tell people within their own community about the experience (positive or negative) and its effect.

#### Result 6.

The evaluation showed that many of the boroughs did not use a community steering group, so in this respect the programme failed. In those boroughs where the steering group was formed, the community membership consisted mainly of people who already had experience of working with the police. On the whole their opinion of police was therefore not changed by the experience.

#### CMO 7.

The context (C) is the borough and its trainers and the arrangements made for the delivery of the programme. The mechanism (M) is the positive reaction of the students to the training, as the result of their experience and the outcome (O) is the resultant learning and subsequent behavioural change.

#### Result 7.

The evaluation showed a very positive response to the training; the impact evaluation showed evidence of what was learnt being applied in the workplace. Evidence of some improvement to policing services existed on all boroughs, but it is fair to say this evidence was in the main linked to cognitive change in students which is the subject of CMO 8.

#### CMO 8.

The context (C) is the borough training received by the participant. The mechanism (M) is the cognitive change from treating people equally (giving them the same opportunity) to treating people in accordance with their need and the outcome (O) is the resultant learning behavioural change in situations involving diversity.

#### Result 8.

The evaluation showed that the relevant training sessions were delivered by the trainers and that the training was capable of producing the relevant change in knowledge and attitudes of participants. The impact interviews showed evidence of application of the learning; in some cases recognised by the students as originating from the training sessions.

### **8.2.3 The Emergent Realist Paradigm**

The application of the emergent realist paradigm was only partially successful. The Pawson and Tilley model (1998) asks the evaluator to consider each application of a programme as a separate entity. The concept is based upon the theory that mechanisms or drivers of change will produce different outcomes in different environments.

It was anticipated that the results of the evaluation would identify not only whether the training was successful or unsuccessful but also the environments in which it was successful or unsuccessful. This did not happen; the results of the participant feedback and tests of the impact on participants in the workplace, showed remarkable similarity from borough to borough. In fact the borough reports were so similar that the MPA, who received copies of all of the borough interim and final reports, asked questions about why they were so similar. The borough data shows that the impact upon the participants and their reaction to the training was unaffected by the borough that they worked in (context). There is no evidence that the environmental conditions police staff work in affect their attitude to diversity. With the benefit of hindsight it may be that boroughs were not appropriate contexts for the evaluation.

The evaluation did not identify any borough where the training was more or less successful. Student reaction and any behavioural modification effect was identical for each borough. However the use of the technique allowed performance indicators to be considered for each borough rather than for the MPS as a whole. This allowed performance outcomes to be identified in a more sophisticated manner. It also enabled boroughs where no training was taking place to be used as controls; their results being compared to the results of those boroughs receiving the training. This technique led to the identification of the impact of the training on the proportionality of stop and search.

It is fair to say that the use of the emergent realist paradigm enabled the differences in the effect of the training to be recognised in relation to the proportionality of stop and search. This is really important for two reasons; first it suggests that the training, when delivered correctly by the trainers, can have a positive effect upon the

proportionality of stop and search; second it showed that the formative feedback and management action to ensure that the training was delivered to specification may have had an impact upon the outcomes of the programme, as they related to the proportionality of stop and search.

One of the common criticisms in many HMIC reports and inspections is the lack of police higher level (Kirkpatrick 1998) evaluations (HMIC 2000, 2001, 2003). One of the reasons for this was the evaluator's inability to identify causality; a link between changes in performance and subsequently in performance indicators and the training concerned. The application of emergent realism to this evaluation enabled an analysis of performance indicators at level four that had some connection to the outcome of the training.

#### **8.2.4 Theory Driven Evaluation**

The emergent realist paradigm was directly supported by the use of theory driven evaluation (Weiss 1998) which created an audit trail between the course, its effects on people who were taking information back to the community and the ultimate reaction of that community. The theory identified that the effect of the training upon associate trainers and interface volunteers was essential to the achievement of the overall aim of the programme.

The use of theory driven evaluation encouraged the course designers/managers to identify what it was and what it was not possible to achieve by training all MPS personnel for 2 or 3 days. The benefits of this approach are vast; it enables the vision for the training to be identified in measurable terms as a theory. This gives the evaluator a guide or criteria designed by the managers of the training, by which the success of the training can be measured. It allows the evaluative terms of reference

to be directly linked to the mission of the programme. In addition it enables the development of a philosophical audit trail from the delivery of the programme to the influencing of indicators at the organisational level. Its use alone enables evaluation at the higher levels of the Kirkpatrick model (1998).

The evaluation theory described in this project proved so popular that it led to recommendations in *Winning the Race Embracing Diversity* (HMIC 2001), inclusion in national police training evaluation strategy and changes to the Centrex evaluators training course. This project has, in this respect, redefined the underlying philosophy of police evaluation nationally in the long term. This will be discussed in more depth in chapter 9.

#### **8.2.5 STARR process**

Full details of the STARR process are contained in the methodology section of this report. The process was designed by me, developed from the work of Mottram (1992) specifically for this evaluation and to my knowledge, represents the first time this type of behavioural interviewing technique has been used for evaluation.

The STARR process was used to identify the impact of the training on the participants in the medium to long term. The use of the technique allows the identification of concepts contained in the training to be identified within the decision making, thought processes of the individual and their actions when dealing with an appropriate event in the workplace. This was particularly effective in overcoming scepticism about the effectiveness of training in individuals who are a part of an organisational culture that values common sense.

The process is generally applicable to all training and produces evidence of change in the student when they deal with real events. Such change can identify real benefits to the organisation in the form of failure reduction in real cases. In many cases individuals told interviewers of instances where the action they had taken had the potential to prevent a serious failure and was totally or partially the result of the training received.

The STARR process was adopted by, and reproduced in the design of the MPA evaluation. The Institute for Employment Studies used it to produce a qualitative study of the transference of attitudinal concepts from the training to the police response to critical incidents. The IES report described the technique as: "a powerful technique....that enables the collection of observations of human behaviour in order to evaluate performance and explores what individuals think feel and do." They found it "particularly useful in this research as it provides concrete examples of an officer or civilian member of staff at work and the sort of specific situations they have come up against within their job where diversity was an issue. Examples of positive behaviours (and the thought processes behind these) that could have been informed by the CRR training." (IES 2003a; p.7/8).

#### **8.2.6 Evaluation matrix**

The evaluation matrix, used to identify the types of evaluation that would be of benefit, was designed specifically for this evaluation, based upon the work of Owen and Rogers (1999). It is a tool that can be applied to any evaluation at the initial stages, prior to the design of the training, assisting the evaluator to identify the types of evaluation that may be effective in evaluating the programme.

In this case it assisted by identifying activities that needed to be taken by the course designers and managers prior to the writing of the final training course. It led to the clarification of the purpose of the training and the creation of its immediate and ultimate aims and objectives.

### **8.2.7 Scrutiny team**

The scrutiny team provided information that was relevant and important to the evaluation. I gave them a specific role which they completed as requested and I am grateful to the individuals who agreed to assist me in completing this project.

Some issues arose, concerning the management of the team, which indicate where improvements to future, similar schemes could be made. The team consisted of three people who were being asked to read and make comment on the major part of 24 different reports. It was envisaged that the team would work in pairs, review the documents and provide instant feedback of their comments, which would be recorded by the researchers.

The team felt that such a process did not give them sufficient time to consider the reports and discuss their findings; they asked to be allowed to discuss the reports and write feedback which would then be given to the researchers. Reports by the scrutiny team were all completed by one individual who took on the work in addition to their own MPS role; this led to a system that took some time to complete, on occasions 2-3 months.

Once the team was functioning it was suggested that others were used to assist, in order to make the work less intensive for team members. These efforts were

resisted by the team who felt that the numbers of people scrutinising should not be increased.

In hindsight it would have been more appropriate to engage more people and therefore cut down on the quantity of work for the individuals involved. The terms of reference for the team should also have been better defined, bearing in mind the status of two members of the team who were unpaid volunteers.

It may have been beneficial to involve the team in the decision making process at the start of the evaluation; in order that they had the opportunity to affect what was done rather than just comment upon it.

#### **8.2.8 Portsmouth University**

The use of students from Portsmouth University, who were studying BSc Honours degree in Criminology and Criminal Justice, was identified as noteworthy practice by the HMIC. The students completed interviews using the STARR model. The actual work completed by the students was small in relation to the evaluation itself, yet the students used it to develop a dissertation for their award based solely upon diversity in the Metropolitan Police.

The agreement with Portsmouth University showed that it is possible to involve totally independent students in the evaluation of police training programmes. The research was possible because of mutual co-operation in the venture that benefited the MPS and Portsmouth University. The MPS gained the use of independent researchers free of charge and the opportunity to provide evidence of openness and integrity.

### **8.3 The thesis research question**

The research question set for this thesis was very straightforward: What are the processes involved when programme evaluation theory is applied to the diversity Training programme?

The question may appear to involve to programme evaluation theory as a whole. However the programme evaluation theory actually applied to the evaluation of the diversity training programme, was only a selection of contemporary (1999-2000) theory that I decided was appropriate to the evaluation. The justification for this selection and for the realist, multi-method/paradigm stance that I adopted, is contained in chapters 2 and 4 (the literature review and application of programme evaluation to the evaluation).

This case study details, in great depth, the processes involved when programme evaluation was applied to the diversity training programme. The evaluation has met with a mixed reception, not in relation to its content, depth or underpinning theory but more in relation to its final summary and completion by internal evaluators.

### **8.4 Summary of Conclusions**

The case studies have shown that the application of programme evaluation theory to the evaluation of the Metropolitan Police Diversity Training Programme provided a robust, effective and high quality training evaluation.

Owen and Rogers (1999) programme evaluation forms have been shown to provide a model for the application of programme evaluation to training programmes. The research has shown the importance of the proactive and clarification elements of the

evaluation and the relevance of emergent realism and theory driven techniques to the development and communication of the training programme's aims.

The breadth of the application to 24 different cases together with the depth of the analysis of each case shows that some theoretical generalisation is appropriate. The results suggest that the specific theory applied to the evaluation has utility beyond its immediate application and can be built into large quantities of training by public sector internal evaluators.

The application of programme theory to the Diversity Training Programme has acted as a catalyst promoting the development and modernisation of the police training evaluation establishment.

The case studies have shown that reciprocity (Weiss 1998) can be built into an evaluation strategy by recognising the public as the customer of policing services and therefore a client of the evaluation. The publication of the complete unedited text of all of the 49 evaluation reports on the internet and the dissemination of reports to local borough community representatives shows conclusively that training evaluations can be open and transparent provided appropriate action is taken at the outset of the evaluation.

The research identified that evaluation activities could successfully be undertaken by students from Portsmouth University and used by them as a subject of study resulting in a successful collaborative agreement. It also showed that a mixed police public scrutiny team could be utilised to oversee the interpretation and analysis of the research.

The STARR methodology has proved capable of identifying the impact of training in the affective domain on the student and their workplace activity, thus indicating the impact of the training on the organisation.

The programme theory applied to the evaluation of the Diversity Training Programme has supported and enabled the development of a national police training evaluation strategy.

The next chapter will detail the reaction to the evaluation and the opportunity that this case study affords for the development of a new direction in training evaluation.

## CHAPTER NINE

### POST SCRIPT

The last chapter provided evidence that the application of the programme evaluation theory to the evaluation process enabled answers to the research questions and a judgement of worth of the programme.

This chapter will present reactions to the application of programme evaluation to the Diversity Training programme.

#### **9.1 The MPA sponsored Institute for Employment Studies evaluation**

The publication of the evaluation strategy led to many enquiries about the evaluation. I was asked to attend the offices of the Commission for Racial Equality where I was interviewed and I explained the evaluation methodology; I told the CRE what I intended and what I did not intend to do. They were particularly interested in the fact that I did not intend to test the workshops by questioning borough residents before and after the training. There were two reasons for this decision; the first was that such a technique was unlikely to provide any evidence of any value, the second was that secondary data was already available that was likely to be better than any primary data I could collect.

With regard to the first reason that I felt that the questioning of borough residents would not provide any information of value to the evaluation: the Diversity Training Programme consists of one or two days training for members of the MPS. The training is delivered by police officers and specialist independent diversity trainers, about 70 in all. The training was not generally advertised to the public except to obtain volunteers for the interface sessions. Approximately 5 members of the public,

on average, attended each two day course; no interface session took place in the one day courses. Members of the public from each borough were therefore unlikely to know that the training was being delivered. Unless members of the public had some sort of experience with the police before the training, it would be unlikely that after training they would be able to recognise any change in the police attitude or action. Even if the member of the public had met the same police personnel before and after the training, as unlikely as this is, their view of the police is still likely to be affected more by the nature of the events concerned, rather than the attitude of the police personnel involved.

With regard to the second reason that I felt that the questioning of borough residents would not provide any information of value to the evaluation: The MPS conduct an annual public attitude survey of 125 households from each borough. The survey is administered by a private company. The same basic data is collected in the same manner each year. The MPS requires that of the 125 households 35% are from minority ethnic community families. The department that keeps this data agreed to supply me with three years data regarding people's view of the police and to ask the same questions for the following two years. The main difference between this and any primary data that could be collected, for the purposes of evaluation, is that four years data allowed the identification of any trend in opinion. The three years 'before' data can then be compared with the results of the after training survey to establish any change in trend. Each borough where the training is not being delivered then acts as a control group to those boroughs where the training is being delivered.

The Commission for Racial Equality suggested that, despite these considerations, enquiries should be made directly within the public in boroughs where the training was being delivered. The Diversity Training School manager proposed that a

separate evaluation be conducted on one borough where 1,000 people were questioned, prior to and then after the delivery of the training, to analyse its effect upon the trust and confidence of the public.

I explained that this would be interesting as it may provide information about the opinions of the public toward the police. However it was not good evaluation research as the questions and their answers would have no relevance to the training itself, but would be likely to be influenced by whatever was in the media pertaining to the police at the time.<sup>1</sup>

A discussion paper was issued by the MPA in December 2001. The discussion paper contained full details of the methodology to be used in the MPA evaluation. The evaluation strategy was very similar to the strategy written for the Diversity Training Programme evaluation and was in certain aspects presented as the MPS internal evaluation (MPA 2001; p.12/14). The document reproduced the entire MPS methodology as a possible evaluation option for the MPA evaluation.

I was asked to attend an MPA meeting where the proposal for an independent evaluation was broached. I explained that I try to encourage evaluation but informed them of my reservations as to the limited value of the research proposed by the Diversity School. I was asked by the MPA to support the independent evaluation of the diversity training programme and supply my techniques, methodology and provide access to the data I had collected in the 18 months of the MPS evaluation to

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<sup>1</sup> This same argument can be used to criticise the MPS evaluation. However the evaluation research question (which was included in the evaluation strategy sent for consultation before the evaluation started) was written with this in mind: "Will the programme **promote** increased trust and confidence in policing among members of minority communities?" CH3 (4.2.3).

date. This was endorsed by the Director of Training and Development who told me to co-operate with the MPA enquiry.

What followed the funding of the MPA independent enquiry was rather unexpected. In March 2003 I sent a copy of the evaluation report for Islington borough to the then Deputy Commissioner Sir Ian Blair. He sent the file to Commander Cressida Dick, head of the Diversity Directorate asking for a briefing paper detailing:

- How many evaluations have been done and how many still to do
- What is the cumulative position and how does this MPA evaluation differ?
- What is the difference and/or connection between MPS and MPA evaluations?
- How does the HMIC report impact upon the process?
- What do we actually know about the long term behavioural change arising from the diversity training?

The enquiry was passed to the Director of Training and Development and then to me. I was asked to justify why the DTD was undertaking an evaluation of a training programme when the MPS was paying for an evaluation to be completed independently. It was suggested that the MPS evaluation, which was now in year two of field research, could be abandoned as unnecessary duplication.

I discussed with the Director of Training and Development the options for the future of the evaluation. One of the options considered was the termination of the MPS internal evaluation. It was decided that due to the limited nature of the external evaluation that the Director should support the case for the MPS internal evaluation to continue based upon its wider remit, sound strategy and longer timescale. It was agreed that both evaluations would continue and therefore provide two sources of evidence on which to base future training decisions.

One of the conditions attached to the contract for the Home Office Specialist Support Unit is that any training implemented under the contract should be evaluated. (When Equality Associates were in post as the HOSSU the Scarman centre were responsible for the evaluation of their work.) Dr Mike Rowe, of the Scarman Centre (Leicester University) was asked by the MPA to provide an evaluation plan tender process for the independent evaluation. I supplied Dr. Rowe with the details of my methodology; he provided a brief outline of his proposal for the evaluation and asked me what information I could supply to assist the independent evaluation. He was particularly interested in the technique I was using to measure transference to the workplace (Kirkpatrick level three evaluation), the STARR technique.

Dr Rowe's evaluation plan was in place early in March 2002 (Rowe 2002). It utilised the Kirkpatrick model, emergent realism and the STARR methodology. The document said that "these techniques were used in an internal MPS evaluation of the training delivered in the borough of Merton", and adds "it might be possible for the MPA project to utilise some of the data," collected in the MPS evaluation (Rowe 2002; p.7). Other methods similar to those described in the MPS evaluation strategy were replicated in the MPA plan; for example the gathering local and MPS wide data.

The MPA proposal stated that it is essential "that the evaluation consider the extent and manner in which the training has contributed to any identifiable changes in MPS performance" (Rowe 2002; p.6). The plan gives details of how this will be achieved by the use of control groups and before and after interviews. The MPA evaluation is

costed at £84,500 (Rowe 2002; p.13). However the MPA recorded the final cost as £74,834 (MPA 2003c)

Dr. Rowe's plan referred to the necessity of establishing "whether there is a connection between performance in the workplace and the training experienced" (Rowe 2002; p8) and stated that some aspects of the evaluation relied on "gathering data prior to participants commencing their training" (Rowe 2002; p7). However completing the tender process was a lengthy undertaking, particularly as each stage had to be reported and agreed with the MPA before the next step was taken. The tender process was won by the Institute for Employment Studies (IES) late in 2003. Unfortunately by the time the tender process was complete the training had begun to be delivered on every MPS borough and had been completed on all but four boroughs.

This meant that very limited data could be gathered prior to participants commencing their training. It would therefore be impossible for the winning tender to undertake the before and after borough research with members of the community, which prompted the call for an independent evaluation. Tender winners could only identify changes in community perception through the use of secondary data, such as the public attitude survey, already being used by the MPS evaluation.

It was clear that the IES would be unable to complete the plan devised by Dr. Rowe. Crucially they would have no before measure against which to compare their after data.

The main reason for which the independent enquiry was commissioned was therefore redundant, as the IES through no fault of their own were unable to

complete the research. Dr. Rowe did everything possible to ensure that this evaluation could take place; he was both enthusiastic about the project and passionate about the subject. The MPA were trying to bridge a conceived gap in the evaluation process. It is fair to say that all parties, including myself, were keen to see the independent evaluation complete the borough research. The reason it was not an effective process simply boils down to the difficulties of the MPA putting in place a design, evaluation tender and contract process within the timescale required. They were hampered by the lack of a national evaluation framework or team to support the evaluation process.

The cost of the MPA evaluation (£74,834 MPA 2003c) was obtained from the MPS budget by the MPA. Although my policy is to support all evaluation, the provision of a flawed duplicate evaluation<sup>2</sup> under these circumstances was a waste of public funds.

The IES evaluation (Tampkin et al 2003) entitled "A Review of CRR Training in the Metropolitan Police Service" is available in summary form on the IES website ([www.employment-studies.co.uk](http://www.employment-studies.co.uk)). The full report is owned by the Metropolitan Police Authority.

### **9.1.1 A summarised critique of the IES evaluation**

In summary the IES do not describe what it is they are actually evaluating: a change programme, a series of training workshops or a long term training programme. They fail to identify the aims and objectives of the diversity workshops or recognise any

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<sup>2</sup> The identification of the IES evaluation as a duplicate of the MPS evaluation is supported by the MPA. "The MPS' own internal evaluation is in the process of being finalised and it is likely that there may be similarities in the findings, especially given the fact that the IES has access to and made use of the individual borough evaluation reports." (MPA 2003c: p.1)

difference between those and the objectives of the Diversity Training Programme. They misapply the Kirkpatrick training evaluation methodology, failing to follow the guidelines of its author. They present quantitative and qualitative data as evaluative evidence that has no connection with the training whatsoever. The material presented can, in many cases, be described as marginally relevant: they talk to Borough commanders who were not in post when the training was delivered to the borough; they fail to recognise the need of the community for information and they do not attempt to identify those members of the community with any knowledge of, or some contact with the training.

Perhaps worst of all they gave the impression, at least to one interviewee, that the MPS failed to commission or undertake an evaluation of the appropriate depth at the outset of the training.

It is fair to say that the only really sound evidence they present is qualitative and pertains to the thoughts that people have of the police and the impact of the training on the participants (gained by using my methodology). There is a complete lack of theoretical underpinning to the whole evaluation and no causal connection between the training and much of the data presented.

The HMIC (2003) criticised the lack of (nationally and locally) a robust evaluation strategy and early commitment; the incoherent manner in which evaluation is conducted; the shallowness of application and lack of intervention by police authorities. Ironically it was the MPS evaluation that had a robust and coherent strategy which was published prior to the commencement of the research. It was the MPS evaluation to which early commitment was given and it was this evaluation that was conducted to the appropriate depth. The IES evaluation was only

commissioned after the MPA had become involved in the MPS evaluation; the IES evaluation failed to meet any of the HMIC criteria with the exception of having MPA involvement.

The IES review does provide good evidence to support the continuation of internal police training evaluation, for the purpose of improving training programmes. Their review also indicates that external evaluators are more likely to obtain opinion from people external to the service. (They paid £8000 to access survey data from over 9,000 respondents arising from the annual survey undertaken by the Association of London Government MPA 2003a). The IES evaluation is a poor piece of training research but a fairly reasonable snapshot of what some people think of police at the time it was undertaken.

Perhaps one of the biggest issues concerning the evaluation is that it was intended to be independent of the Metropolitan Police Service and, although paid for by the MPS, it was commissioned of a private independent organisation by the MPA. However things are often not what they appear; the Metropolitan Police Service are members of the IES. The primary author of the IES evaluation report, Penny Tampkin was, (according to their web site) the co-ordinator of the MPS membership at the time of the evaluation.

## **9.2 Reaction to the evaluation**

### **9.2.1 Her Majesty's Inspectorate of Constabulary**

Two HMIC reports referred specifically to the evaluation of the Diversity Training Programme: 'Winning the Race Embracing Diversity 2001' and 'Diversity Matters 2003'. When I was interviewed for both inspections the reaction of the HMIC

researchers, when told about the evaluation, was much the same. They were positive and supportive both requesting some activity from me to promote replication of the strategy by other police evaluators. What was written in the reports supported what was said in the interviews with the exception of the final Diversity Matters Report.

The feedback given to the Director of Training and Development from HMIC was consistent with their feedback to me. The final report however did not correspond to that feedback. As a result I interviewed Kevin Bowsher, the editor and main author of the '*Diversity Matters report*'. This interview was respondent validated by Kevin Bowsher and is given at Appendix 6.

### **9.2.2 'Winning the Race Embracing Diversity'.**

I was asked to attend the HMIC offices in Queen Anne's gate for an interview with a Chief Inspector who had been tasked with the role of writing the evaluation section of 'Winning the Race Embracing Diversity' (Revisited). I gave him a copy of the evaluation strategy and some documentation produced during the evaluation. I explained to him the extent of the evaluation and he was particularly impressed with its depth.

He asked what he could do to encourage others to develop similar evaluation strategies. I explained that the evaluation strategy had been made available to other evaluators but that I was not, at that stage, in a position to advise others what to do until I had discovered which of the techniques I was using were successful. I explained that I felt that the emphasis of evaluation needed to be shifted from the training itself to more general outcomes of the activities of individuals trained. One of the difficulties many evaluators quote, when deciding to evaluate at the higher levels

of the Kirkpatrick model, is the impact of uncontrolled variables affecting the results rather than the training programme. Kirkpatrick (1998) himself encourages evaluators to look for evidence not proof.

I suggested that he could recommend that all constabularies/forces had at least one internal independent evaluator. There were at that time and may well still be constabularies without an evaluator or with an evaluator who is responsible for training needs analysis, design and delivery in addition to evaluation. I explained that I did not think that use of the Kirkpatrick model represented a sufficient methodology. It sets no research paradigm, no ontology or epistemology and does not encourage the researcher to take any sort of philosophical stance. I recommended a move towards programme evaluation, taking encouragement from the UK Evaluation Society. He asked me whether I thought that this was covered in the NPT evaluator's course, and I explained that I did not think it was.

The report was published in January 2001 and was titled "*Winning the Race: Embracing Diversity*". Section 7 of the report dealt with 'Staff and Training Development.' The report identified that many forces had not written a sustainable CRR training strategy but added that the MPS and Cheshire constabulary were exceptions. The report reaffirmed the need for a "service wide CRR training and evaluation strategy," (HMIC 2001; p.90).

The report stated that the majority of forces were not evaluating their CRR programmes, simply validating at a depth of Kirkpatrick levels one and two. Those validations that were conducted were "frequently taking place in isolation without a corporate published policy" (HMIC 2001; p.91). The HMIC recommended that "at the conception of any future CRR training programmes, costed and relevant

evaluation should form an inherent component of training plans and strategies." The report stated, "The work undertaken by the Metropolitan Police Service regarding training programme evaluation shifts the emphasis of the evaluation to outcomes rather than output. The adoption of such an evaluation strategy may give rise to training needs amongst already qualified NPT qualified evaluators," (HMIC 2001; p.92).

Recommendation 7.8 stated "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," (HMIC 2001; p.93).

The HMIC therefore recommended that other forces adopt:

- the same process of issuing a diversity training evaluation strategy prior to the beginning of the evaluation process;
- the use of programme evaluation methodology, even though this required retraining of some evaluators and a redesign of the NPT (now Centrex) national evaluators course;
- an evaluation strategy similar to that designed for this project;
- the positioning of an independent internal evaluator to undertake the work.

Recommendation 7.8 concerning the achievement of the aspirational goal of independence that training evaluation requires is particularly important in the light of the next HMIC report Diversity Matters.

### **9.2.3 Diversity Matters**

When the HMIC representatives visited Hendon to gather data for the inspection Diversity Matters, they made no request to see any of the evaluation team. The head of the Diversity Training Strategy Unit made an ad hoc arrangement one morning for me to be interviewed to discuss the evaluation strategy. I was interviewed by one of the managers of the Centrex quality assurance unit, who was responsible for the delivery of evaluation courses. She was very impressed with the techniques I had used and asked if I would be prepared to attend future evaluation courses to present details of my strategy to new evaluators.

I was asked to produce the evaluation strategy, some examples of evaluation reports and details of the techniques being used. All of these documents were supplied to the inspection team later that day.

When the HMIC undertake an inspection they supply feedback to individual forces that they have visited and produce a final inspection report. The feedback to forces is coded as confidential but fortunately I managed to obtain a copy of the feedback given to the Director of Training and Development. The report is in two sections; positive areas and perceived areas for improvement. Under positive areas, in the section on Policies and strategies, the report states "It was pleasing to find that a draft evaluation strategy has recently been approved which incorporates evaluation of phase one of race and diversity training. Management commitment to the understanding of the value of evaluation is demonstrated by the commissioning of a long term level four evaluation of the current race and diversity training programme. This is viewed as noteworthy practice," (HMIC 2002; p.2). The long term comment appears to relate to the 2 year duration of the MPS internal evaluation. A later positive comment about the use of Portsmouth University students would appear to

corroborate that the evaluation referred to is the MPS internal and not the MPA independent evaluation conducted by the IES.

One might expect that the final HMIC report would identify the limitations of the process employed by the MPA to undertake the independent evaluation. The tender was initiated at such a late stage of the training process that the research could have had little or no effect upon the training. The terms of reference for the evaluation could not be achieved and the final research was poor due the inability of the researchers to evaluate any pre-training sites or even attend the training at more than the tail end of two boroughs.

However when '*Diversity Matters*' was published no mention was made of the good feedback contained in '*Winning the Race Embracing Diversity*'. The report contained no mention of the noteworthy practice of the MPS evaluation. It stated that: "The service (police service nationally) is unable to demonstrate progress in respect of race and including:

- 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 the 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."

(HMIC 2003; p.127)

The report did not mention the MPS internal evaluation. It did however identify in good practice at the rear of the report "The Metropolitan Police Authority who have commissioned an independent evaluation of the training provided by the MPS" (HMIC 2003; p.171).

The actions of the Metropolitan Police Authority in getting involved in evaluation should be encouraged. I was a member of the Best Value Evaluator's Practitioners Group, who were asked to develop a national evaluation strategy and I suggested that the Association of Police Authorities should drive the police training evaluation process.

I requested an interview with the editor in chief of *Diversity Matters*. He was interviewed and the subsequent interview transcript respondent validated by him (Appendix 6). He agreed that failing to include the MPS evaluation as noteworthy practice was an omission and that the MPS evaluation should have been given more credit.

He stated that the HMIC were unaware of the early co-operation between the MPS and Dr. Mike Rowe and the similarity between the two evaluations. They were similarly unaware of the possible conflict of interest created by the connection between the MPS and the IES. They were however aware at the time of collecting evidence for and writing '*Diversity Matters*' that the IES had been involved in the project so late that it was difficult for them to undertake any type of meaningful evaluation of the training. Despite this they identified the MPA evaluation as noteworthy practice. The editor of the report was of the opinion that noteworthy practice does not mean good practice and in any case stated that it was not

important because the report has caused few police authorities to follow the MPA lead.

This represents a failure by the HMIC; they have identified as noteworthy and therefore worthy of replication a process that failed to provide research of a good standard. The evidence that they gathered showed them that the process was ineffective. The editor feels that replication by other authorities, of independent evaluations, may produce better evaluations conducted at the correct time, but he produces no evidence to support this.

One of the crucial issues that the HMIC have failed to address concerns the best method of commissioning and completing evaluations of police training. The method promoted by the HMIC in 2001, in 'Winning the Race Embracing Diversity,' was the completion of in depth internal evaluations by departments independent of the training function. The method promoted by the HMIC in 2003, in Diversity Matters, was the completion of in depth external evaluations by consultants commissioned by the Police Authority. The problem with this change in direction is that it is not supported by the evidence of the effectiveness of the two approaches.

### **9.3 The Commission for Racial Equality**

The Commission for Racial Equality published their formal investigation into the police service in England and Wales on 14<sup>th</sup> June 2004. The forward stated that the investigation was commissioned as a result of the BBC documentary 'A Secret Policeman' shown on 21<sup>st</sup> October 2003 which exposed racism at a police training school.

The CRE team approached the investigation of race and equality training from a different angle to that of a training evaluator. Their focus was on "internal

employment matters...How police officers are trained and managed and whether they have experienced any racial discrimination in the service.” (CRE 2004; p.4).

This approach is based upon “the stated objectives of race equality training” which are described as “ambitious.” The objectives referred to are those from the HMIC report ‘*Training Matters*’ (HMIC 2002) which are themselves obtained from the *Police Training Council’s Probationary Training Strategy* (1993), (CRE 2004; p.27).

The definition of such training is: “The training necessary to ensure that everyone working in the police service develops the knowledge, understanding, skills, attitudes and behaviour (KUSAB) required to meet the present and future needs of the police service. Just as the purpose of generic police training is to provide staff with the KUSAB to operate effectively it follows that diversity training has the same purpose, but within a more defined context.”

One presumes they must have had a good reason for sourcing the aim of diversity training from a 1993 Police Training Council document relating specifically to probationer training rather than using the aims contained with the programmes themselves.

The report cites evidence of issues, presented within other reports that suggest that the training being delivered by the service (nationally) is poor. Para 4.20 states “Altogether we find a clear picture of poor practice.” (CRE 2004; p.30) If the PTC definition of training is taken as the training aim, then there is evidence that training generally has not ensured that everyone working in the police service develops the knowledge, understanding, skills, attitudes and behaviour (KUSAB) required to meet the present and future needs of the police service.

On this level the report reflects the current position of the MPS. It is undoubtedly true that more training is required, together with other activities to ensure fair treatment for all who work within or come into contact with the police. The CRE report adds, to a convincing body of evidence, not least the *Diversity Training Programme Evaluation Report*, that further diversity initiatives are necessary.

What the CRE report fails to do is recognise the impact of the MPS Diversity Training Programme. The danger with this is that failure to recognise good practice can be as damaging as a failure to recognise issues or problems. The CRE interim report is therefore unlikely to encourage large scale training or evaluation projects.

The Diversity Training Programme aims to recognise the limitations of 2 days of diversity training. Such a training initiative, however well supported by other initiatives, will not solve all of the MPS diversity issues. In this context the training was never intended to achieve the PTC aim designed for probationary training. The MPS approached the training of diversity as a long term rather than a short term issue. The initial workshop training was intended to be a start rather than an end to diversity training. This has not been recognised by the CRE.

The work of Karl Popper springs to mind: Popper rejects an approach to the future based on Utopian plans, with a very clear argument as to why they are dangerous. Utopian plans of a great leader commit that leader to a future which is not in fact under his or her control. When plans do not work out there is a need for scapegoats; thus begins persecution. Popper recognises the suffering that can follow from good intentions. In this case the origin of the suffering lies in the error of believing in a future which can be flawlessly designed if only everyone would do their part (Popper in Fitz-gibbon 1996; p.46).

### **9.3.1 The CRE view of the MPS Diversity Training Programme evaluation**

Section 4 of the CRE report dealt with 'Training and the Race Equality Duty'. The introduction to this section states that "six published reports on police race equality training were then studied and analysed" (CRE 2004; p.26), one of which was the Evaluation of the Diversity Training Programme (December 2003), Metropolitan Police Training Standards Unit.

The CRE report challenges the summary of the evaluation, stating that it is not reflective of the content of the report. Paragraph 4.33 states "we found that the opening summary in the MPS's evaluation was more positive about the findings than was warranted by the rest of the document. We are concerned though that such unduly sanguine or measured introduction to reports might contribute to a lack of urgency of response." (CRE 2004; p.33),

Three paragraphs relate directly to the report and are produced in fully below:

4.28The MPS's report, which is very much longer, attempts to quantify the achievements of the training. In its executive summary of the report the MPS claims that 90 per cent of participants 'responded positively to questions posed after the training' and the same proportion 'applied concepts contained within the training to their work; half of these people acknowledged that the training was in part responsible for changes in their performance' (sixth paragraph of the summary, part II). Moreover, '... changes were found to have occurred in many boroughs, some directly resulting from the CRR workshops' (ninth paragraph of the summary, part II).

4.29However, the contents of the report hardly support this optimistic view. For example, nearly half of the 'positive' 90 per cent actually felt that the training 'will largely reinforce things that I already know and is unlikely to improve my performance' (chapter 8, table on p.73), with most of the remainder valuing the information given but only six per cent believing they had been helped towards attitudinal change. By contrast, the 'negative' eight per cent felt that the training had either been a politically-correct waste of time or would worsen their performance, or both. Elsewhere in the report, 'There was evidence ... that poor training delivered by poor trainers sometimes resulted in very negative attitudes towards the training, and diversity issues generally' (chapter 4 p.49). In other words, in these circumstances the training actually made things worse.

4.30 Similarly the post-course interviews on how inter-racial interactions were handled by trainees were not suggestive of widespread best practice. While few officers reported that they had used racist language, there were worrying features (such as black people being more likely to be, and Gypsies invariably, described as presenting problems or being suspects rather than victims or witnesses) and there was no control group of officers who had not received the training, for comparison. The 'changes in many boroughs' were mostly inputs appearing to follow from managerial instructions, rather than necessarily changes in policing style or practice, and the outcomes measured – on stop and search, racist incidents and public perceptions in a borough before and after the training – give very mixed messages. However, the body of the report, as distinct from its initial summary, suggests a picture that is not inconsistent with that given by HMIC and the witnesses who had given evidence to us directly.

CRE (2004; p.33)

The only two positive aspects of the CRE view of the MPS report are the final three lines above (CRE 2004; p.33) and the recognition within the report of the depth of the MPS evaluation. "The MPS's Evaluation of the Diversity Training Programme (December 2003) assesses in great detail the CRR workshops delivered in 24 of the 32 London boroughs in 2001-02" (CRE 2004; p.32).

One of the reasons for the difference in perception of the summary may have been that I was attempting to identify the impact of the training programme; measuring the training against its aims. The CRE on the other hand were attempting to measure the state of the police service after the programme, based upon the HMIC/PTC "ambitious" view of the aims of diversity training.

The CRE recommend that any introductions or summaries to reports and evaluations of police race equality training should always be consistent with the actual findings of those reports. With the benefit of hindsight it was an error that I did not ask the scrutiny team to assess the executive summary, in comparison with the report. This is worthy of future consideration as clearly the summary was perceived as being unreflective of the full report.

With the exception of the comment regarding my failure to use control groups, no comment was made about the evaluation strategy applied to the project. It is interesting that the CRE chose to review this evaluation and not the more positive, HMIC approved IES evaluation. Nevertheless this hardly represents a ringing endorsement of the evaluation but should be considered in the context of the whole report, which is a call for action.

## **9.4 Expert opinion**

### **9.4.1 Savile Kushner**

I discussed the presentation of this thesis as a case study with Professor Savile Kushner. I thanked him for his help at the start of this project and told him the multiple methods that I had applied to the evaluation. We discussed the difference between training evaluation theory and programme evaluation theory. His opinion was that most evaluation theory evolved by the educational route, early approaches such as qualitative, responsive, dilative approaches grew out of curriculum change. However his opinion was that the evaluation emerging now reinvents itself as the result of modern methodological argument.

In this way he endorsed my conceptual division of training and programme evaluation but for theoretical reasons rather than my practical reasons. I asked him if he thought my use of a single case study to present the results was sound. He said, "yes very much so, the best that you can hope for is to have a case," (Kushner 2005). I asked him to elaborate on this, he said: "Technically it would be called the theory of the case. Most studies are fragmented, with lots of bits of data, if you can resolve the fragmentation into a case, well that's it" (Kushner 2005). He confirmed that he thought that the presentation of a case study was a good and appropriate way of presenting the whole project.

#### **9.4.2 Nick Tilley**

I discussed the use of emergent realism to structure the evaluation with Nick Tilley. Initially he asked me for the details of the project and what I had done; he was very interested in what I had used for my contexts and I explained why I had chosen the boroughs as individual contexts. He seemed satisfied that the contexts were selected on a sound basis, he commented, "So there was a good reason for the selection of boroughs as context," (Tilley 2005). I asked him if he could endorse my use of his theories. He said that he could not really tell me without viewing the whole project. I said, "From what I have told you can you tell me whether you think that my use of your model is appropriate or not appropriate?" He replied, "Provided you have identified the mechanisms involved in the programme and gone to the depth of identifying CMO configurations then it is an appropriate use of the philosophy" (Tilley 2005).

#### **9.4 A new direction in evaluation**

The possible purposes, aims and outcomes of evaluation research have increased in conjunction with the quantity and quality of evaluation theory. This general expansion of research thinking has provided a range of methodological choices to evaluators, particularly those employing multiple methods. This proliferation of ideas has increased the importance of theory and philosophic foundation to evaluation creation and design. Theoretical transparency and a clear evaluator stance or position, are more important than ever before. A modern evaluator has a vastly increased ability to affect decisions of policy and practice because of the quality of evidence that can be generated and by their ability to become involved in the socio-political environment, which was not available to previous evaluation practitioners.

This evaluation has branched out from the normal format of police training evaluations by applying evaluation practices across disciplines, from programme evaluation to training evaluation. It has shown that the application of programme theory can be beneficial to the formative development of a training programme, can assist in the understanding of the programme and help define its future utility. Most fundamentally it can provide evidence of the success or failure of elements of the programme in different environments and thereby summatively assess the programme itself.

There has been some criticism of some aspects of the evaluation. The CRE were critical when initially consulted and following the publication of the final report. The HMIC although initially very supportive of the project, citing it as good practice to the service, later ignored it praising instead the IES report. Despite this, the theory applied to the evaluation process has never been criticised or has withstood critical analysis. The aim of this project was to identify the processes involved when programme theory is applied to a training evaluation; one of the processes not anticipated at the outset was its effect, together with the initial reaction of HMIC, as a catalyst for change.

The HMIC on being briefed about the evaluation emphasised that the theory used in this evaluation was not taught on the CENTREX evaluator's course. They recommended that other forces adopt a similar methodology and stated that this requires CENTREX trained evaluators to undertake further training. This left the police evaluation establishment in a mess. The CENTREX evaluator course was suspended in order that it could be redesigned to contain modern evaluation theory but this redesign never took place. CENTREX have now cancelled their evaluator course. This has left a gap in provision for the training of police evaluators, a gap not

adequately filled by the three day evaluator courses offered by the Civil Service College.

CENTREX are trying to fill this void by producing a new version of their guide to evaluation and Quality Assurance "Models for Learning and Development." CENTREX have a very successful Quality Assurance accreditation process in place that enables training units and schools to apply for CENTREX QA accreditation by submission of a portfolio rather like the Investors in People accreditation process. The accreditation process requires that the unit or school has in place a QA process that meets the accreditation criteria. They are, through the use of this process, encouraging the use of accreditation as a form of evaluation; the philosophy being that if the processes that exist within the organisation are right, then these will be applied to the courses which will be produced and delivered appropriately.

The approach is one of putting in place a strategy that will be applied to all evaluations but not necessarily by evaluators. This project, although a successful application of theory, is not a model by which evaluation can be applied to a large scale training organisation. The bottom line is that despite its utility it is unsustainable in this form in any large organisation.

The Metropolitan Police service currently delivers in the region of 1300 different training courses. Internal evaluators in similar organisations cannot conduct research on one project for 3 years because, despite the benefits, the effect on other evaluation projects is prohibitive. For evaluation to be applied to a significant number of courses in a large organisation a more strategic approach is required.

A new direction in evaluation is crucial to the development of large scale multiple site evaluations based on sound programme theory, without the need for long term

evaluation activity on each individual project. This project has identified through its successes and failures the outline of a new methodology or at least an extension of existing methodology in evaluation. The Literature Review contains details of educational research theory, programme evaluation theory and training evaluation theory. All of these elements of theory provide methods that can be used in a multiple method evaluations but none provide a customised solution to the problems faced by an internal evaluator in a large public sector organisation. Evaluation strategy needs to be designed specifically for the role of internal evaluator working within a large scale public sector organisation.

The theory tools and measures applied to the multiple sites in this evaluation were designed at the outset of the programme. They were applied to the training process throughout its life. They would have been as effective but far more efficient had they been designed into the training programme itself and then subjected to each element of the training process at each site.

If measures were standardised and designed to be made available from an independent source, such as the PIB data used in this evaluation, then they need not be collected by evaluators. Such a strategy would allow the gathering of data by people independent of the design and delivery of the training, but not necessarily the lead evaluators. An evaluation methodology, based upon sound programme theory, can be designed to afford central control of evaluation carried out locally. Such a strategy blurs the margin between the management of the programme and the management of the evaluation, changing the role of evaluator from judge or helper to consultant.

The evaluation process should be heavily based upon theory driven methods, started by the evaluator prior to the implementation of the programme itself. The evaluation activity starts at a stage prior to the TNA/PNA process, before the change programme has even been finalised. The system requires the evaluator to define what is to be achieved and most importantly how that that is to be measured, together with the programme managers and stakeholders. This will provide a description of what the success of the programme should look like and a basic theory of the benefits that should be realised by any programme implementation.

This forms a part of the terms of reference for the TNA/PNA and training design process; during which the programme theory is developed and refined to keep pace with the programme development. The evaluation schedule that is refined and developed then follows the programme for its lifetime and beyond; as necessary to undertake long term impact evaluation. The evaluation schedule should contain all the information necessary to evaluate the programme, together with the measures by which this will be achieved. The schedule should include details of the monitoring and impact evaluation required, in order to enable a judgement of the success of the programme at its conclusion and to help decide whether further activity is necessary. It is essential that the schedule is a shared document and bridges the gap between the evaluation of the programme and the aims of the programme itself.

The evolving evaluation model is explained in fig 9.1.

**Fig 9.1 A new evaluation model**

<b>Proactive evaluation</b>	The emerging model of evaluation is based upon early evaluator intervention to define the programme, its underpinning theory and expected benefits.
<b>Clarification evaluation</b>	An evaluation schedule development stage runs in parallel with the development of the training, guiding the training needs analysis and training design processes.
<b>Interactive evaluation</b>	Feedback to the programme managers help to review the programme and ensure that it realises the defined programme benefits.
<b>Monitoring evaluation</b>	The implementation of programme is monitored in order to ensure that it conforms with the programme plan.
<b>Impact evaluation</b>	The evaluation schedule contains details of the measures that will be used to assess the success of the programme. The use of these measures will identify whether the programme has had the required impact and achieved the benefits expected at its inception. All of which should be reported in accordance with the evaluation schedule.

The application of this evaluation strategy will allow the initial evaluation activity to define the benefits to be sought and the standards to be attained or maintained. Measures can then be defined to allow evaluation, at the appropriate depth, to be applied to large quantities of training courses, with a small establishment of evaluators.

The Police Training and Development Board are now the keepers of the Police Service National Learning Requirement. Issues generated from any field of policing, that require some form of national training provision (perhaps new national legislation or judicial requirement), can now be developed through the relevant ACPO business group and prioritised by the ACPO Development Portfolio. The PTDB once satisfied that they require a national solution, will add them to the national learning requirement and start the process of developing a national training solution.

I have been asked to work with an evaluator from Sussex Constabulary to produce a programme management structure to allow PTDB to manage national training solutions. We have developed an evaluation management process to form the basis of a national police evaluation strategy based upon the theory generated by this project and explained above.

In addition I have been asked to develop an advanced evaluator course for police evaluators to fill the void left by the demise of the CENTREX course. I will use the same theory as the basis of the course.

The final process involved when programme evaluation is applied to the Diversity Training programme, is an ongoing modernisation/change process which has already and will in future have substantial ramifications for the future of the police training establishment.

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## 11.1 The two-day workshop

Full details of the content of the two-day workshop, taken from the “Diversity Training: Community and Race Relations Workshop Programme Trainers Guide” dated 17.4.01.

- **Session 1 *Workshop Opening***  
Aim: Explain the relevance of Diversity Training to operational service delivery and internal working practices.
- **Session 2 *C&RR in Context***  
Aim: Explain the context of Diversity Training within the MPS.
- **Session 3 *Personal Contributions to C&RR***  
Aim: Enable the participants to take part and learn throughout the two day workshop.
- **Session 4 *Inter Cultural Knowledge***  
Aim: To develop personal knowledge and practice in C&RR.
- **Session 5 *Diverse Values***  
Aim: Explain the relevance of diversity training to operational service delivery and internal working practices.
- **Session 6 *Rights and Responsibilities***  
Aim: To recognise what factors make CRR crucial to MPS service provisions.
- **Session 7 *Perceptions of Stop and Search***  
Aim: To examine our use of stop and search powers in the context of our values and the community perceptions of policing.
- **Session 8 *Attitudes and Behaviour***  
Aim: To examine the correlation between our attitudes and our behaviour.
- **Session 9 *Inter Cultural Communication (African Caribbean)***

Aim: To explore inter-cultural communication issues in the context of African Caribbean communities and relate this to the workplace.

- Session 10 ***Inter Cultural Communication (South Asian)***

Aim: To explore inter-cultural communication issues in the context of South Asian communities and relate this to the workplace.

- Session 11 ***Historical Perspective***

Aim: To explore the history of British-Caribbean and South Asian relationships with the effect and influence on today's behaviour and attitudes.

- Session 12 ***Prejudiced Behaviour***

Aim: To consider the differing levels of prejudiced behaviour and relate these to the workplace and community perceptions of police.

- Session 13 ***Prejudice, Power and Discrimination***

Aim: To enable participants to understand the relationship between prejudice and discrimination in the context of race issues.

- Session 14 ***Review***

Aim: To review the relevance of learning during the previous days session.

- Session 15 ***Institutional Discrimination/Racism***

Aim: To understand the concepts of institutional discrimination and institutional racism.

- Session 16 ***Preparation for Community Interface***

Aim: To enable the participants to prepare for the community interface session.

- Session 17 ***Community Interface***

Aim: To allow an open and constructive exchange of experience between participants and community contributors in a safe and supportive learning environment.

- Session 18 ***Community Interface Debrief***

Aim: To enable participants to reflect on the interface session and how the experience may affect working practices.

- **Session 19 *Racially Motivated/Racist Incidents***

Aim: To consider the impact of racially motivated / racist incidents on the individuals and the wider community and discuss the legislation, policies and procedures available to tackle such incidents.

- **Session 20 *Workshop Closure***

Aim: For participants to consider their skills, knowledge and experience in the light of the two-day workshop and identify future action for their own personal and professional development.

### 11.2 Amalgamated Observation report. (Observation record of the Diversity Training Programme two-day workshops)

This table contains a composite and summarised record of the observations at all of the boroughs where the training was delivered.

Diversity Training and Community Relations Workshop					
Purpose of Workshop					Key
<ul style="list-style-type: none"> <li>To provide Knowledge and awareness of discrimination</li> <li>To engage MPS staff to confront their own attitudes and behaviours</li> <li>To commit MPS staff towards further change in organisational and individual behaviour.</li> <li>To support changes in behaviour where appropriate.</li> </ul>					<ul style="list-style-type: none"> <li>1. No. of courses in which material was presented which was intended to cover objectives.</li> <li>2. No. of courses where the objective was partially covered in this lesson, although covered in other lessons. Details given in observed content.</li> <li>3. No. of courses where the objective was not covered.</li> </ul>
Lesson	Lesson Objectives	1	2	3	Observation notes
Session 1 <b>Workshop Opening</b> <b>Aim:</b> Explain the relevance of Diversity Training to operational service delivery and internal working practices.	<b>By the end of the session the participant will be able to:</b> <ul style="list-style-type: none"> <li>State how diversity training underpins the service priorities from borough level through to corporate and ministerial priorities.</li> <li>Identify how the relevance of diversity awareness and training at strategic (Senior Management Team), managerial (Front Line Managers) and operational (Service Delivery) levels impacts on our ability to meet the needs of our communities.</li> </ul>	8  17	5  3	10  3	The opening address was delivered by a member of the Senior Management Team for the borough at which the training was delivered at every borough observed. Each respective senior manager was given a note of the items that the course designers/trainers would like them to deliver and given an informal briefing by the trainers. Most presentations were based upon the opener's brief but amended by each senior manager to their own style. In later workshops many included the effect of the Race Relations Amendment Act. It is not surprising that the first objective was not covered in the majority of openings because of its complex nature.

<p><b>Session 2 C&amp;RR in Context</b>  <b>Aim:</b> Explain the context of Diversity Training within the MPS.</p>	<p><b>By the end of the session the participant will be able to:</b></p> <ul style="list-style-type: none"> <li>• Explain the purpose of the workshop and how it relates to MPS diversity training past and present.</li> <li>• Describe examples of how diversity awareness can support service delivery and internal working practices.</li> </ul>	<p>20 15</p>	<p>1 7</p>	<p>2 1</p>	<p>This session usually began with details of course administrative arrangements and the issuing of the Participants' workbook. Participants were presented with, or asked to read, the purpose of MPS Diversity Training and the Purpose of the Workshop. It was common for the trainer to re-assure participants that this course was not a blaming exercise. Some trainers then discussed the level of confidentiality afforded by the training sessions. Participants were encouraged to be open and contribute to the discussion.</p>
<p><b>Session 3 Personal Contributions to C&amp;RR</b>  <b>Aim:</b> Enable the participants to take part and learn throughout the two day workshop.</p>	<p><b>By the end of the session the participant will be able to:</b></p> <ul style="list-style-type: none"> <li>• Explain how community and race relations relate to his/her work role.</li> <li>• Describe what he/she expects to achieve by the end of the course.</li> </ul>	<p>16 15</p>	<p>6 2</p>	<p>1 6</p>	<p>This session began with participants and trainers personal introductions in all the workshops observed. Participants were asked to answer questions in their introductions such as: 'Who you are and what do you do? What is your role? What is your culture? What experience of diversity have you?' Participants gave their responses in turn. Trainers sometimes asked participants for the expectations of the workshop, which were then recorded upon flip chart.</p>
<p><b>Session 4 Inter Cultural Knowledge</b>  <b>Aim:</b> To develop personal knowledge and practice in C&amp;RR.</p>	<p><b>By the end of the session the participant will be able to:</b></p> <ul style="list-style-type: none"> <li>• Establish their own level of inter cultural knowledge</li> <li>• Identify personal developmental needs in relation to their local community.</li> </ul>	<p>22 15</p>	<p>1 8</p>	<p>0 0</p>	<p>This session followed a similar form and was delivered in all of the workshops observed. Participants were asked to work through a quiz provided on paper or in the course workbook. Participants were asked to work in pairs through the questions. After completion of the questions the participants were asked to present their answers. The trainers worked through the answers providing additional information to support participant responses. Different questions were asked in each borough and a copy reproduced at the end of each observation report. Many were reduced in length due to the time taken to deal with the issues raised from the answers. On one borough this exercise took over 2 hours.</p>

<p><b>Session 5 Diverse Values</b>  <b>Aim:</b> Explain the relevance of diversity training to operational service delivery and internal working practices.</p>	<p><b>By the end of the session the participant will be able to:</b></p> <ul style="list-style-type: none"> <li>• Recognise that there is a diversity in personal values within the organisation</li> <li>• Identify the benefits that diversity in personal values bring to the organisation.</li> <li>• Describe what is meant by ethnocentrism.</li> <li>• Give examples of their own or others ethnocentrism.</li> </ul>	<p><b>22</b></p> <p><b>17</b></p> <p><b>14</b></p> <p><b>12</b></p>	<p><b>1</b></p> <p><b>1</b></p> <p><b>4</b></p> <p><b>5</b></p>	<p><b>0</b></p> <p><b>5</b></p> <p><b>5</b></p> <p><b>6</b></p>	<p>This session often began with the trainer eliciting values from the group, asking the participants to consider those values they would die for, those they would fight for, and those they would argue for. This was generally followed by the presentation of Massey's theory of value formation (ages 0-7, 7-14, 14-21 and significant emotional events). When ethnocentrism was covered it was usually in a discussion, at this point, of the concept and the dangers of intolerance. An exercise generally followed in which the participants were asked whether they agreed or disagreed with certain statements such as "Do you agree than when in Rome you should act like a Roman?"</p>
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<p><b>Session 6 Rights and Responsibilities</b>  <b>Aim:</b> To recognise what factors make CRR crucial to MPS service provisions.</p>	<p><b>By the end of the session the participant will be able to:</b></p> <ul style="list-style-type: none"> <li>• Explain how the MPS Mission, Vision and Values underpins the role of police in providing a service to London's diverse communities.</li> <li>• Describe their understanding of fair treatment.</li> <li>• Explain the link between fair treatment and community perceptions of policing.</li> <li>• Outline the primary areas of legislation relating to disability, gender, race and sex discrimination.</li> <li>• Explain their personal responsibility and liability.</li> <li>• State the Service EO policy in relation to fair treatment.</li> <li>• Explain the importance of demographics, ethnic monitoring and other census data, and how this impacts upon service delivery.</li> </ul>	9	3	11	<p>This session was most often delivered as a participative group collaboration. Each group being asked to discuss and present one issue of three on flip chart. The issues were: What legislation and policy drives CRR? How do we know when it's working? and Why is diversity/CRR important to all staff? The groups then presented their answers to the issues. Where the other objectives were covered it was generally by the trainer presenting the various policies and legislation.</p> <p>Although stop and search was covered in the next session the issue of the proportionality of stop and search was most often covered in this session under the last objective.</p> <p>This session was not delivered in one example of the workshop observed.</p>
		19	2	2	
		18	3	2	
		21	0	2	
		18	3	2	
		10	0	13	
15	1	7			

<p><b>Session 7</b> <b>Perceptions of Stop and Search</b> <b>Aim:</b> To examine our use of stop and search powers in the context of our values and the community perceptions of policing.</p>	<p><b>By the end of the session the participant will be able to:</b></p> <ul style="list-style-type: none"> <li>• Explain the importance of the responsibilities placed on officers by the Codes of Practice relating to search powers.</li> <li>• Describe the impact upon the local community of failing to comply with the Codes of Practice.</li> <li>• Outline how the perception of a community is often based upon the experiences of that community.</li> </ul>	<p><b>11</b> <b>11</b> <b>11</b></p>	<p><b>2</b> <b>5</b> <b>5</b></p>	<p><b>10</b> <b>7</b> <b>7</b></p>	<p>At the beginning of the delivery of this training a video of a stop and search by two officers was used to introduce a discussion regarding the use of stop and search powers. The video was withdrawn from use due to objections from one of the officers featured. The session then consisted of a presentation and discussion of stop and search. Many trainers did not deliver this as a single session but included it within the feedback for the interface session No.18. This technique was only really successful when stop and search was discussed within the interface discussion.</p> <p>This session was delivered as a single discrete session during 6 observed workshops. It was covered during the interface debrief session in 11 cases. It formed a part of session 6 in 1 case and it was not delivered at all in 5 observed workshops.</p>
<p><b>Session 8</b> <b>Attitudes and Behaviour</b> <b>Aim:</b> To examine the correlation between our attitudes and our behaviour</p>	<p><b>By the end of the session the participant will be able to:</b></p> <ul style="list-style-type: none"> <li>• Describe the communication model.</li> <li>• Describe the formation of values.</li> <li>• Identify the causes and consequences of misreading communication signals.</li> <li>• Give examples of the effects of the various responses to dominance.</li> </ul>	<p><b>23</b> <b>17</b> <b>23</b> <b>14</b></p>	<p><b>0</b> <b>6</b> <b>0</b> <b>9</b></p>	<p><b>0</b> <b>0</b> <b>0</b> <b>0</b></p>	<p>All the sessions observed started with the presentation of the communication model (Sender-Message-Receiver). The importance of how messages are encoded and decoded being stressed. An iceberg model on flip chart was often used to introduce the concepts of attitudes and behaviour, what can and can't be seen. In addition Betaris cycle was presented and the way of breaking the attitude behaviour link discussed.</p>

<p><b>Session 9 Inter Cultural Communication (African Caribbean)</b>  <b>Aim:</b> To explore inter-cultural communication issues in the context of African Caribbean communities and relate this to the workplace.</p>	<p><b>By the end of the session the participant will be able to:</b></p> <ul style="list-style-type: none"> <li>• Recognise and describe verbal and non-verbal communication characteristics common to African-Caribbean communities.</li> <li>• Give examples of how socialisation may affect interactions between police and African-Caribbean communities.</li> <li>• State how the dangers and effects of stereotyping can arise and influence behaviour.</li> </ul>	<p>19 16 12</p>	<p>4 4 7</p>	<p>0 3 4</p>	<p>This session usually started with the presentation, by the associate trainer, of differences in methods of communication and body language between different cultures.. This was most usually followed by the Rhythm-Gaze-Defence model of behaviour identified by a Netherlands Police study. The example often used to illustrate this model was the likely behaviour of individuals being stopped from different cultures.  The dangers of stereotyping formed some part of the discussions during the session and links were often made with the other sessions in the training, particularly values and stop and search. This session was not delivered as a specific stand alone session on three occasions.</p>
<p><b>Session 10 Inter Cultural Communication (South Asian)</b>  <b>Aim:</b> To explore inter-cultural communication issues in the context of South Asian communities and relate this to the workplace.</p>	<p><b>By the end of the session the participant will be able to:</b></p> <ul style="list-style-type: none"> <li>• Recognise and describe verbal and non-verbal communication characteristics common to South Asian communities.</li> <li>• Give examples of how socialisation may affect interactions between police and South Asian communities.</li> <li>• State how the dangers and effects of stereotyping can arise and influence behaviour.</li> </ul>	<p>11 11 13</p>	<p>2 1 2</p>	<p>10 11 8</p>	<p>This session was usually started by introducing aspects of communication and culture specific to South Asian groups. One common example used was police officers experience of Asian shopkeepers continuing to serve people while reporting a crime. This behaviour was explained and the presentation developed into a discussion of the caste system.  Many of the issues involved in this session were introduced in session 4 as questions in the quiz.  This session was not delivered as a single session in 7 of the workshops observed.</p>

<p><b>Session 11 Historical Perspective</b> <b>Aim:</b> To explore the history of British-Caribbean and South Asian relationships with the effect and influence on today's behaviour and attitudes.</p>	<p><b>By the end of the session the participant will be able to:</b></p> <ul style="list-style-type: none"> <li>• Explain why the influence of historical factors is of particular significance to African-Caribbean communities.</li> <li>• Explain why the influence of historical and religious factors is of particular significance to South Asian communities.</li> <li>• State how historical and religious factors may influence attitudes and behaviours.</li> </ul>	<p>20 19 21</p>	<p>1 1 1</p>	<p>2 3 1</p>	<p>This session was usually delivered as a brief, concise history presentation. The focus of the presentation was invariably British/African Caribbean and British/South Asian history.</p> <p>The history covered the origins of slavery right up to the showing of a documentary about attitudes in a Midlands town in the 1960s. Some trainers used a section of video excerpts to make a point or to confront the participants about their behaviour during the course. One training team used a questionnaire to introduce the history sessions in much the same way as session 4 (inter-cultural knowledge).</p>
<p><b>Session 12 Prejudiced Behaviour</b> <b>Aim:</b> To consider the differing levels of prejudiced behaviour and relate these to the workplace and community perceptions of police.</p>	<p><b>By the end of the session the participant will be able to:</b></p> <ul style="list-style-type: none"> <li>• State Allport's scale of prejudiced behaviour.</li> <li>• Identify where they see the MPS on the scale.</li> <li>• Describe community perceptions of police in relation to Allport's Scale.</li> <li>• Describe how he / she should practice promote and support anti discriminatory action.</li> </ul>	<p>23 21 22 20</p>	<p>0 0 0 0</p>	<p>0 1 0 2</p>	<p>This session usually started with the presentation of the Allport model and an explanation of its levels and their interconnections. The trainers then generally linked the model to the persecution of the Jews by the Nazi party and asked for modern examples of the Allport scale. Trainers then identified where they thought the police were on the model. This was usually followed by a discussion sometimes involving the issue of anti-locution, terminology and what words are acceptable and what words are not.</p>

I session partially unobserved.

<p><b>Session 13 Prejudice, Power and Discrimination</b> <b>Aim:</b> To enable participants to understand the relationship between prejudice and discrimination in the context of race issues.</p>	<p><b>By the end of the session the participant will be able to:</b></p> <ul style="list-style-type: none"> <li>Describe what prejudice and discrimination mean.</li> <li>Explain the relationship between prejudice and discrimination.</li> <li>Acknowledge personal prejudices.</li> <li>Explain how assumptions and prejudices may influence decision-making.</li> <li>Describe factors that would initiate movement within the paradigm.</li> </ul>	<p>23 22 21 21 20</p>	<p>0 1 0 0 2</p>	<p>0 0 2 2 1</p>	<p>The session generally began with the identification of the definition of prejudice and discrimination. This was followed by the presentation of the paradigm of prejudice and discrimination, illustrating the relationship between prejudice and discrimination:</p> <table border="1" data-bbox="1381 406 1576 560"> <tr> <td>P / D</td> <td>NP/ D</td> </tr> <tr> <td>P/ ND</td> <td>NP/ ND</td> </tr> </table> <table border="1" data-bbox="1640 402 2000 560"> <tr> <td> <p><b>Key:</b> P= Prejudiced D= Discriminator NP= Non-prejudiced ND = Non-Discriminator</p> </td> </tr> </table> <p>Participants were usually asked to consider the top right quadrant, non-prejudiced discriminator, which was cited as institutional discrimination. A common example given was the Tibetan demonstrations during the visit of the Chinese president, and the 1980s miners' strike.</p> <p>Some trainers followed this with a video clip from the Blue-Eyes / Brown-Eyes experiment.</p>	P / D	NP/ D	P/ ND	NP/ ND	<p><b>Key:</b> P= Prejudiced D= Discriminator NP= Non-prejudiced ND = Non-Discriminator</p>
P / D	NP/ D									
P/ ND	NP/ ND									
<p><b>Key:</b> P= Prejudiced D= Discriminator NP= Non-prejudiced ND = Non-Discriminator</p>										
<p><b>Session 14 Review</b> <b>Aim:</b> To review the relevance of learning during the previous days session.</p>	<p><b>By the end of the session the participant will be able to:</b></p> <ul style="list-style-type: none"> <li>Explain the links between the subject areas discussed during day 1 and the policing environment.</li> </ul>	<p>19</p>	<p>1</p>	<p>3</p>	<p>Different trainers used different methods or reviewing the content of the first day. Some asked participants to list the previous days activities, other discussed issues verbally. Some trainers asked the participants to state something from the day before that links to their job.</p>					

<p>Session 15 <b>Institutional Discrimination / Racism</b> <b>Aim:</b> To understand the concepts of institutional discrimination and institutional racism.</p>	<p><b>By the end of the session the participant will be able to:</b></p> <ul style="list-style-type: none"> <li>Describe what is meant by institutional discrimination.(Stephen Lawrence Inquiry Report para. 6.4)</li> <li>Describe what is meant by institutional racism.</li> <li>Compare institutional (MPS) practice in relation to discrimination and race.</li> </ul>	<p>22 20 21</p>	<p>1 1 0</p>	<p>0 2 2</p>	<p>In the interviews with some trainers they suggested that they did not deliver this session in every case however it was always delivered when the training was observed. The session usually started with the participants stating what they felt about institutional racism and the outcome of the Stephen Lawrence report. The definition of institutional racism was given and some discussion usually followed regarding the practical meaning of the phrase.</p>
<p>Session 16 <b>Preparation for Community Interface</b> <b>Aim:</b> To enable the participants to prepare for the community interface session.</p>	<p><b>By the end of the session the participant will be able to:</b></p> <ul style="list-style-type: none"> <li>Explain why community contributors represent their personal perspective and not necessarily that of their whole community.</li> <li>Identify their personal expectations/needs from the interface with community contributors.</li> </ul>	<p>13 6</p>	<p>1 6</p>	<p>6 8</p>	<p>The preparation for the interface came in two distinct sections. The associate trainer invariably greeted and briefed the interface volunteers. The police trainer briefed the participants. This session was always delivered (provided community volunteers were available) as it was necessary for the smooth running of the interface session. It did not however always cover the objectives.</p>

3 sessions partially unobserved.

<p><b>Session 17 Community Interface</b> <b>Aim:</b> To allow an open and constructive exchange of experience between participants and community contributors in a safe and supportive learning environment.</p>	<p><b>By the end of the session the participant will be able to:</b></p> <ul style="list-style-type: none"> <li>• Give examples of experiences between police and the community in practice in the context of community and race relations.</li> <li>• Describe the effect that interactions with police have had on the community contributors. <i>In addition, the police participant will be able to;</i></li> <li>• Identify which of their personal requirements/needs with the interface contributors have been met.</li> </ul>	22	0	1	<p>The interface session consisted of a managed discussion between the interface volunteers and the police participants. The management took the form of the associate trainer asking the volunteers questions regarding their views of and experience of the police. The participants were asked to keep quiet and listen to this first part of the interface. Following this phase of the session the participants were encouraged to ask questions of the volunteers and the volunteers of the participants. The identity of the interface volunteers was the major factor in the success of the session. The best volunteers were those people who were from, or had a connection with a minority community, and who had some experience of police and/or who had something to say. On two occasions volunteers in a session being observed presented views that were reactionary; this had to be handled carefully by the trainers. A shared lunch followed the interface session. Only 1 of the 23 sessions observed had no interface.</p>
<p><b>Session 18 Community Interface Debrief</b> <b>Aim:</b> To enable participants to reflect on the interface session and how the experience may affect working practices.</p>	<p><b>By the end of the session the participant will be able to:</b></p> <ul style="list-style-type: none"> <li>• Identify their individual learning from the community interface.</li> <li>• Give an example of how individuals may alter their behaviour as a result of the community interface.</li> </ul>	22	0	1	
		22	0	1	
		12	8	3	
		15	0	8	

<p>Session 19  <b>Racially Motivated/Racist Incidents</b>  <b>Aim:</b> To consider the impact of racially motivated / racist incidents on the individuals and the wider community and discuss the legislation, policies and procedures available to tackle such incidents.</p>	<p><b>By the end of the session the participant will be able to:</b></p> <ul style="list-style-type: none"> <li>• Explain the MPS policy on racist incidents.</li> </ul>	18	0	5	<p>This session focused on how police deal with racist crime. Participants were often asked how the way in which racist crime had been dealt with had changed over recent years. Comparisons were made with current policies and practices for dealing with racist incidents. This was normally followed by a video about an Asian shopkeeper suffering persistent racial harassment. Participants were asked to state how they would deal with such instances of persistent racism.</p>
	<ul style="list-style-type: none"> <li>• Give examples of the benefits to police of adopting a wide interpretation in applying a victim centred approach.</li> </ul>	15	0	8	
	<ul style="list-style-type: none"> <li>• Give examples of the benefits to victims and the wider community of adopting a wide interpretation in applying a victim centred approach.</li> </ul>	16	0	7	
	<ul style="list-style-type: none"> <li>• List the actions that MPS staff may initiate in tackling racially motivated / racist incidents.</li> </ul>	20	0	3	

<p><b>Session 20 Workshop Closure</b>  <b>Aim:</b> For participants to consider their skills, knowledge and experience in the light of the two-day workshop and identify future action for their own personal and professional development.</p>	<p><b>By the end of the session the participant will be able to:</b></p> <ul style="list-style-type: none"> <li>• State one significant point they have learnt from the workshop.</li> <li>• Identify one area of diversity awareness the MPS should be developing further.</li> <li>• Describe what action they personally can take to support objective 2.</li> <li>• Explain how the workshop supports the purpose of the MPS Diversity Training Programme.</li> </ul>	<p><b>15</b></p> <p><b>6</b></p> <p><b>5</b></p> <p><b>6</b></p>	<p><b>1</b></p> <p><b>1</b></p> <p><b>1</b></p> <p><b>6</b></p>	<p><b>7</b></p> <p><b>16</b></p> <p><b>17</b></p> <p><b>11</b></p>	<p>This session was delivered in different forms but usually concerned a central question:          Name one significant point you have learned (5 courses);          Name one way the MPS can develop diversity awareness and how you can support it (3 courses);          Name one thing that you can do to improve CRR (2 courses);          Did you get all you wanted (2 courses);          What did you think;          One thing you will take away and put into practice at work.</p> <p>On four observed courses the session was not delivered.</p> <p>This session was one of those that were the subject of feedback to the Diversity Training School and the trainers.</p>
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### **11.3 Formative evaluation feedback**

The following details were supplied as formative evaluation information fed back to managers of the training programme during the life of this evaluation project.

#### ***March 2001***

In March 2001 information was supplied by the evaluators to programme managers concerning the steering groups created on the first two boroughs to deliver the training: "One [steering group] consists of police staff and training location staff with no community involvement, and one has community involvement but no terms of reference for the group. The practical side of setting up the training and obtaining volunteers is largely being dealt with effectively. The programme is not however being widely advertised or marketed."

In response to this the Head of the Diversity School delivered a briefing to Borough Senior Management Teams at the start of each borough delivery period. The briefing was based upon a plan designed by the Diversity Training Strategy Unit containing information on the steering group, choice of premises, and recruitment of community interface volunteers.

#### ***June 2001***

Evaluation feedback from the first six observations of workshops:

- The aims of the course appear to be covered by the training.
- The trainers are delivering the course in accordance with the trainers guide.
- There is very little slippage in terms of trainer drift, the trainers are delivering the material intended to cover the aims and objectives.
- There is widespread good practice in relation to the training of the workshop.
- There is a good spread of trainer good practice across the boroughs.

- The participants are not setting actions plans at the end of the sessions. It is unlikely therefore that they will undertake development work when returning to the workplace in the form of an identified activity intended to develop the individual arising from this session.
- Some workshop sessions do not cover all of the workshop material due to lack of time.

### ***November 2001***

Feedback presented by evaluators to a managers' meeting in November 2001:

- Percentage of staff Trained on each borough was not reaching 100%.
- One associate trainer stated that 60% of classes that they have encountered were racist and that this was having a considerable impact upon them. They felt that though the police trainers were receiving support they were second class citizens in the eyes of the police.
- One borough delivery team did not deliver the Stop and Search lesson when observed. Institutional Discrimination has been delivered as opposed to Institutional Racism. One trainer stated that they did not deliver Stop and Search or Institutional racism.
- Most steering groups are advertising the programme to the extent that it is necessary to arrange the interface sessions. No advertising is generally done to tell the community the training that is being undertaken.
- Students are told to attend the training or they will be required to see the Chief Superintendent. In the opinion of some of the trainers this is having a detrimental

effect upon the participants. Advertise the training and stress the importance and benefits to the organisation and themselves of all attending.

- Most trainers are stating that, up until now, they have not been assessed.
- There were no interface volunteer questionnaires from Merton, and of the 396 people trained only 110 questionnaires were received. (This resulted in the evaluation team sending letters to all trainers, reviewing the route of questionnaires to the unit and copying and dispatching the right number of questionnaires for each borough.)
- The introduction at the start of the training has in one case taken the form of a member of the SMT saying: "You are here because of the Macpherson Report, you are excellent, it's not down to you."
- Suggestion for phase two included developing a more broad change programme in partnership with DCC4 (Local Diversity Strategy) after undertaking a Diversity Audit – with DCC4 and producing targeted specialist training.

#### ***April 2002***

- The management of the interface session was discussed with the programme manager, who was already aware of the situation that had developed at one borough where youths attempting to get places as interface volunteers had become disorderly.

***April/May 2002***

The Metropolitan Police Authority requested an update of the outcomes of the evaluation. These general points below were made by the evaluation team to the MPA in a presentation in April 2002, and to trainers and programme managers in May 2002:

- At the boroughs for which training had been completed to date the quantity of staff trained was between 74% and 98%. Remaining staff were to be trained at other borough training sessions. There was a system in place to identify people that had not been trained to ensure that they receive training. The target was to train 100% of police officers and front line staff by December 2002.
- Evidence from all of the Boroughs visited to date indicated that the community interface was the highlight of the course for the participants. It was highly regarded by the community volunteers, who overwhelmingly thought the training was the right thing to do (98%). It also acted as a catalyst, ensuring that the police interact with the community to develop the interface capability.
- It has proved difficult to get participants to undertake work connected to the workshops before or after the training. Few appear to have read and / or studied any written material provided before the training. The workshop closure action planning sessions were not being delivered by the trainers, and the programme was therefore producing few initiatives at borough level.
- Student satisfaction rates with the training were high, some of the highest seen for this type of training

- The use of experienced trainers was essential to the delivery of the training. Novice trainers tended towards direct challenge as facilitating methodology, preventing any discussion that did not support the concepts being delivered. Experienced trainers tended towards a non-judgemental stance, allowing contrary opinions to be voiced, probing the concepts aired, identifying the underpinning logic, and allowing the group to challenge or debate the construct. Support networks for trainers were necessary, particularly for less experienced trainers and associate trainers.
- The majority of associate trainers and independent steering group members had a more positive view of police after the training than they did before the training. The message that they took to other people about the training was on the whole a positive one.
- The selection of appropriate community volunteers was essential to the interface session. People who had no experience with the police, or no issues to discuss, did not help the purpose of the session. People attending public service courses, and those intending to join the police, did not appear to make successful interface volunteers. This session appeared to work best when the interface contained people who had issues with the way in which they were policed, and had experiences relevant to police community interactions in the context of community and race relations.
- At the early stages of the training the observations revealed that there was very little 'trainer drift': the trainers were closely following, and delivering material relevant to, the aims and objectives. It was, however, essential that the aims of the programme were not diluted, particularly in the latter stages of the

programme. It was essential that the core sessions of the training were delivered. There was evidence that sessions on institutional racism and stop and search were not being delivered at all, or to the specification within the trainer guide.

- The workshops were recognised as an important start to achieving the aims of the Diversity Training Programme. It was widely recognised by associate trainers, police trainers and steering group members that the training must be followed by other activities. A failure to maintain a change process or implement activities intended to bring about change would result in many of those involved in the delivery of the training believing they had been betrayed.
- Further diversity training activity had taken place at some boroughs following on immediately from phase one. This included a partnership approach to police community interface sessions, and the use of scheduled training sessions to introduce details of Muslim faith and culture.

### ***February 2003***

On 20<sup>th</sup> February 2003 the evaluation team provided a summary of the opinions of associate trainers, police trainers, steering group members and participants to the team undertaking the performance needs analysis for phase two of the Diversity Training Programme. In each case the evaluation team elicited views about what should be included in the next phase of Diversity Training using interviews and questionnaires. The data was supplied in the form of charts detailing the views of each respective group. These details were sent to the Diversity Training School, the

Diversity Strategy Unit and the MPA for the benefit of the Equal Opportunities and Diversity Board.

**Chart 1 *Associate trainers' views***

Question: In the associate trainer interviews each associate trainer was asked 'What should the MPS do next in relation to diversity?'

**Chart 2 *Police trainers' views***

Each police trainer was asked, 'What should the MPS do next?'

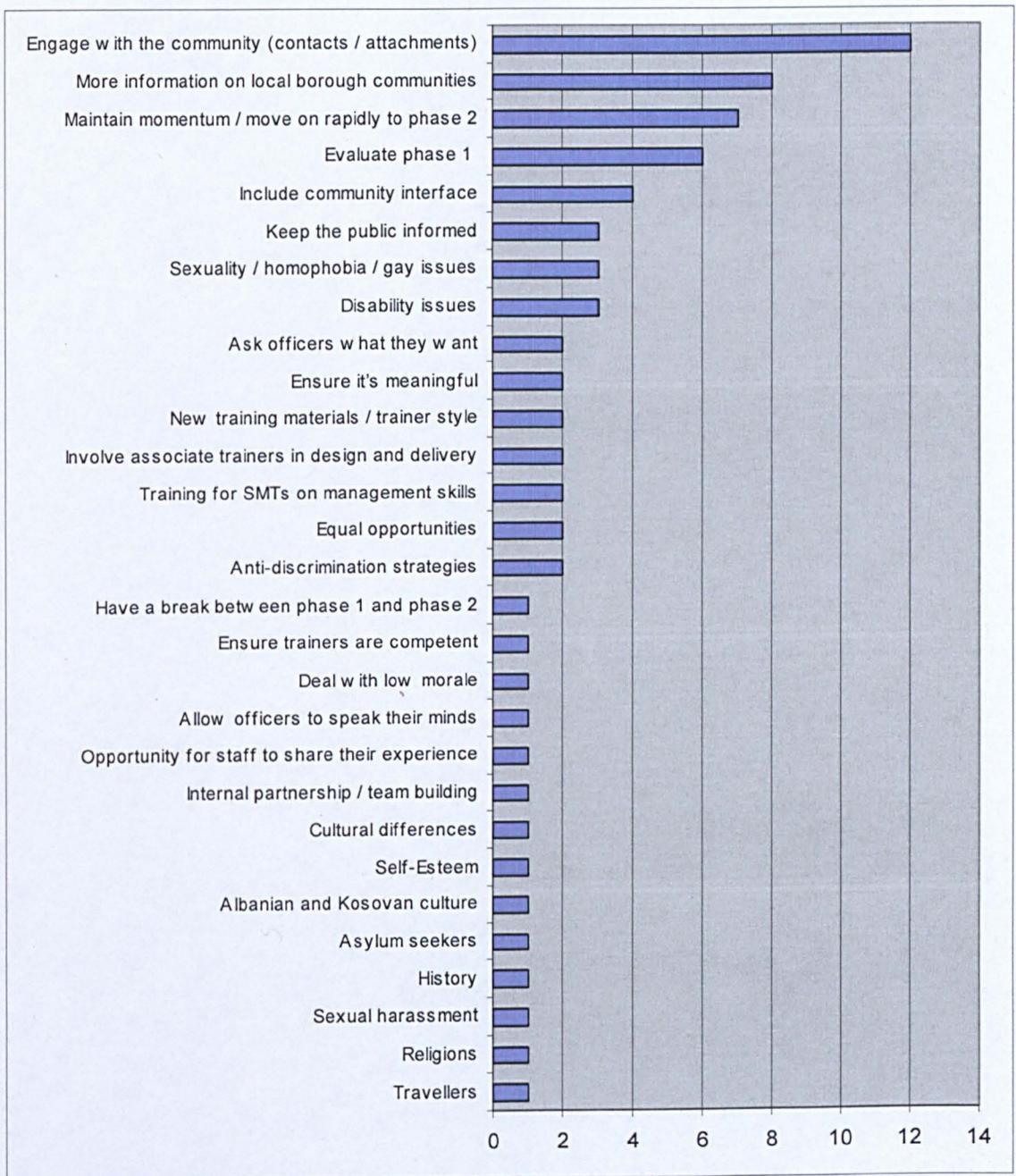
**Chart 3 *Participants' end-of-course questionnaires***

Participants were asked 'What should be included in phase two of the Diversity Training Programme?'

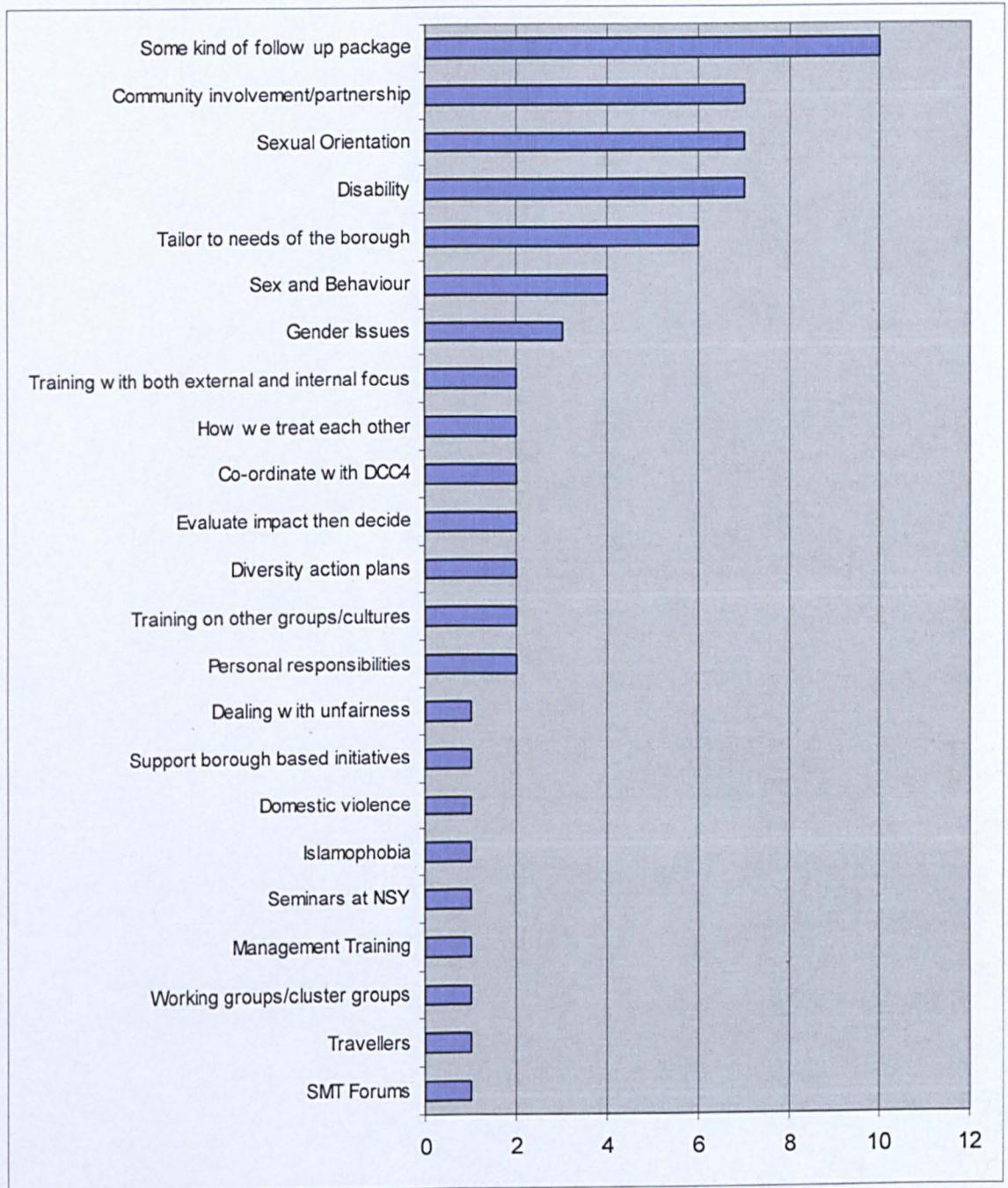
**Chart 4 *Independent Members of Borough Training Steering Groups Views***

Each steering group member was asked, 'What should the Metropolitan Police Service do next?'

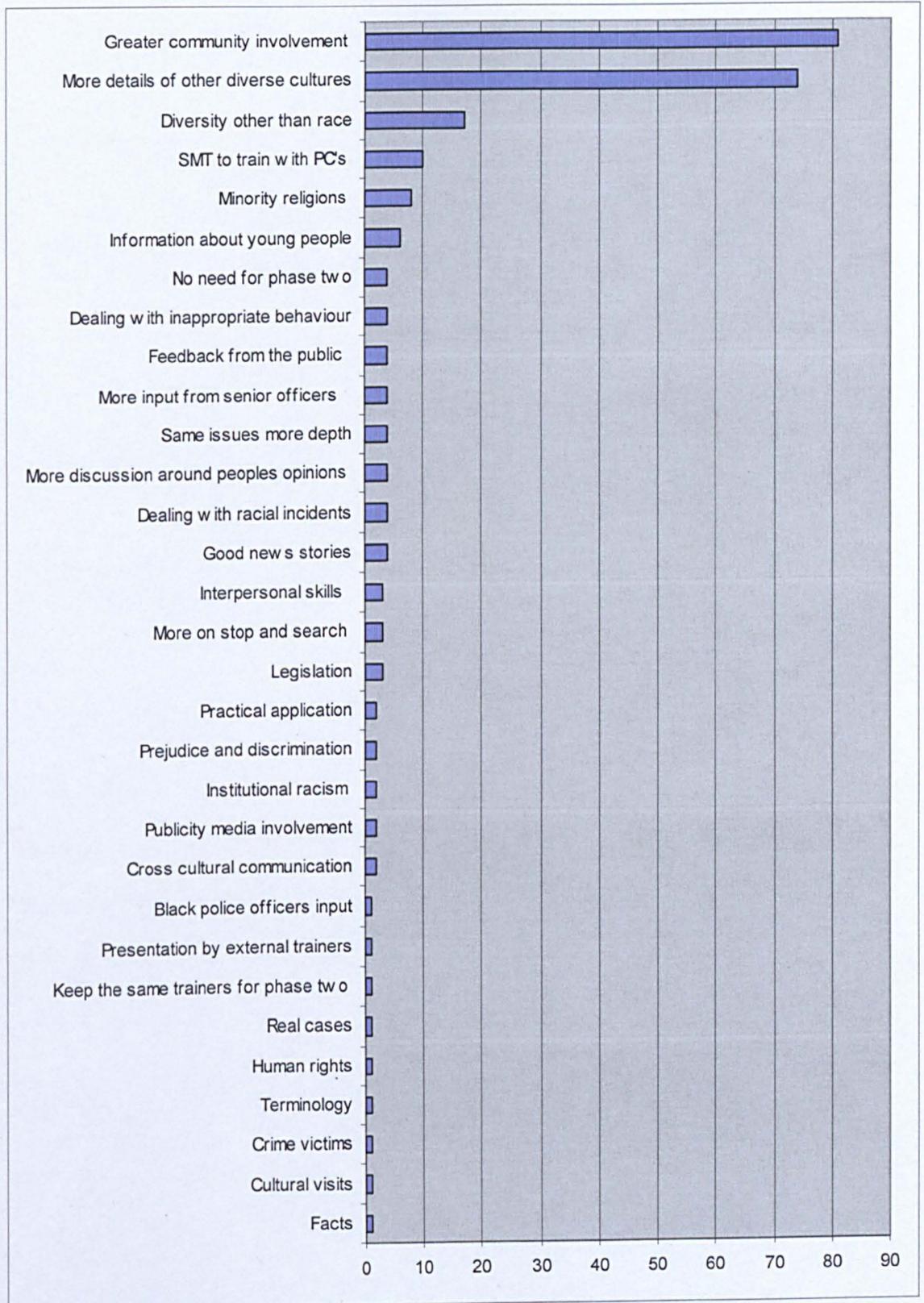
## 1. Associate trainers' views



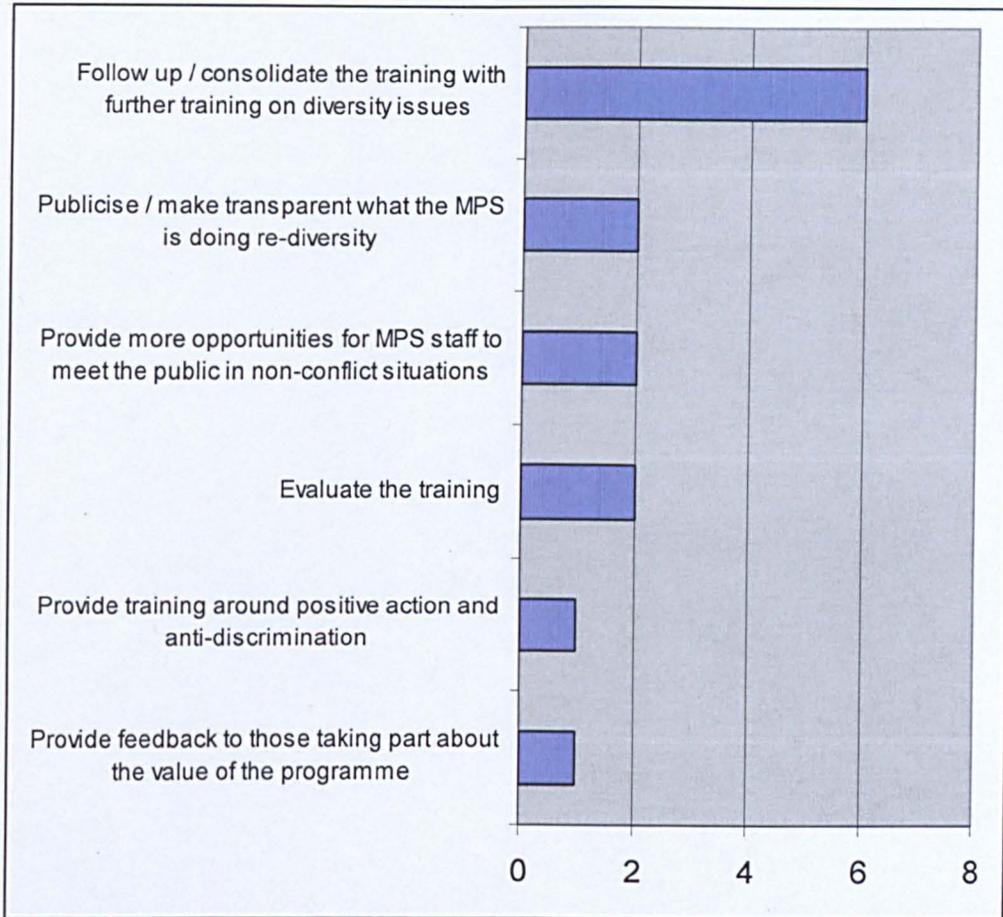
## 2. Police trainers' views



### 3. Participants' end-of-course questionnaires



#### 4. Independent Members of Borough Training Steering Groups Views



#### March 2004

The opportunities and risks identified by the evaluation of the Diversity Training Programme were summarised for the benefit of the MPS and MPA. The following tables were supplied to inform an MPA submission to the Race and Diversity Board in March 2004.

<b>Issue</b>	<b>Opportunities</b>
<p>1. The Diversity Training Programme</p> <p>Over a 5-year period the MPS designed, refined and delivered diversity training to most of its people. It has developed a product which has proved to impact upon police performance in the workplace. When delivered to a group of voluntary workers and a national newspaper</p>	<ul style="list-style-type: none"> <li>To publicise that the MPS was able to develop, implement, and complete such a clearly successful large-scale training programme.</li> <li>To exploit the experience gained by the diversity trainers by offering the services of the MPS to other organisations, to enable the MPS to be recognised as leaders in this field.</li> </ul>

<b>Issue</b>	<b>Opportunities</b>
<p>journalist both expressed surprise at the depth of the training. The newspaper journalist attempted to recruit the associate trainer to deliver training for his newspaper staff, while the voluntary workers insisted on a second days' training because of the value of the first.</p>	<ul style="list-style-type: none"> <li>• To deliver training in partnership with other organisations who wish to deal with diversity issues: to share costs, provide community involvement, transparency and openness to the training process.</li> </ul>
<p>2. Evaluation</p>	<ul style="list-style-type: none"> <li>• Future training programmes / projects should follow the Diversity Training Programme's good practice of involving evaluators at the earliest stages. This ensures that formative feedback is provided throughout the training process.</li> <li>• The evaluation has demonstrated that future evaluation research can benefit by having a scrutiny team to proof read and verify reports.</li> <li>• The MPS should exploit the STARR interview technique, designed by the evaluation team, which has been adopted by the Scarman Centre and the Institute for Employment Studies, and is an effective way of evaluating at Kirkpatrick level 3.</li> </ul>
<p>3. Police Trainers</p>	<ul style="list-style-type: none"> <li>• The experience of delivering diversity training over a period of 5 years has provided the MPS with a skilled cadre of trainers in diversity issues. The MPS has the opportunity to exploit this resource both internally and externally for other projects.</li> </ul>
<p>4. Associate Trainers</p>	<ul style="list-style-type: none"> <li>• To publicise that the MPS has successfully conducted training in partnership with members of the community.</li> <li>• To publicise that their involvement in the Diversity Training Programme has had a positive impact on most associate trainers' perceptions of the police, and that they will take these positive perceptions back to the community. Student satisfaction ratings with trainers were high. Therefore involving members of the community in future police training may have a beneficial impact on police / community relations.</li> </ul>

<i>Issue</i>	<b>Opportunities</b>
	<p>(cont.)</p> <ul style="list-style-type: none"> <li>The associates are a source of skilled trainers who could be utilised for other projects.</li> </ul>
<p><b>5. Community interface</b> The evaluation identified a need for more opportunities where police and Black people can meet in non-problematic circumstances. The MPS has developed a successful method of undertaking such contact and demonstrated that members of the community can contribute to a large-scale police training programme. Involvement in the training had a positive impact on most interface volunteers' perceptions of the police, which they will take back into the community. The community interface was highly regarded by police personnel.</p>	<ul style="list-style-type: none"> <li>This can be a model for future community relations / diversity training (e.g. training for Neighbourhood Officers – Operation Opal Reassurance Policing?).</li> <li>Involving members of the community in future police training may have a beneficial impact on police / community relations.</li> </ul>
<p><b>6. Steering Groups</b></p>	<ul style="list-style-type: none"> <li>A model for involving the community in the management of police training.</li> <li>Highlighted the need to provide steering groups with a proper role description and a meaningful purpose.</li> </ul>
<p><b>7. Setting targets for the numbers to be trained.</b></p>	<ul style="list-style-type: none"> <li>Highlighted the need to set targets for the quality of training as well as the quantity.</li> </ul>
<p><b>8. Diversity Handbook</b></p>	<ul style="list-style-type: none"> <li>Highlighted a need for such resource materials to be connected more closely to associated training programmes.</li> <li>Showed that such resources can be well-received by MPS personnel as a stand-alone text resource without direction as to what is to be learned or read.</li> </ul>

<i>Issue</i>	<b>Opportunities</b>
9. Different types of training workshop	<ul style="list-style-type: none"> <li>• Highlighted the need to provide a clear rationale if different groups of people are to receive training of a different content within the same programme.</li> </ul>
10. Borough delivery	<ul style="list-style-type: none"> <li>• Provided a model for a borough roll-out programme with the centre and boroughs working in partnership.</li> <li>• Suggested a cost-advantage of 'brigading' smaller boroughs for the delivery of large-scale training programmes.</li> </ul>
11. Delivery to specification	<ul style="list-style-type: none"> <li>• Demonstrated that the MPS can deliver a large-scale training programme with corporate parameters for content and very little 'trainer drift.'</li> <li>• Highlighted a need to for future training programmes to ensure that essential content is delivered and that delivery of the training is monitored.</li> </ul>
12. Stop and search	<ul style="list-style-type: none"> <li>• Highlighted a need for more research and work on the issue of disproportionality in stop and search.</li> </ul>
13. Participant reactions	<ul style="list-style-type: none"> <li>• To publicise that around 90% of police personnel value and agree with the content of the training.</li> <li>• This level of support for the content of the training is a foundation on which to build future diversity initiatives.</li> <li>• The '10% factor' (who do not appear to value the message of the training) indicates that the MPS should continue its efforts in the field of diversity.</li> <li>• To publicise the fact that on the whole the training went very smoothly.</li> </ul>

<i>Issue</i>	<i>Opportunities</i>
14. Participant impact	<ul style="list-style-type: none"> <li>• To publicise that most participants who were interviewed (86%) gave evidence that they were responsive to the needs of diverse groups when dealing with incidents.</li> <li>• To publicise the impact of the training: 42% identified the training as having an impact on the way they dealt with incidents.</li> <li>• Indicated a need for training in diversity to be directed at experienced personnel, not just new recruits.</li> <li>• Indicated a need for more community interface events where police and Black people can meet in non-problematic circumstances.</li> <li>• To publicise that in most incidents described in interviews, people were dealt with in an appropriate manner, and that no evidence was found that ethnic background had a bearing on how people were treated.</li> <li>• Highlighted the need for a framework to support action planning in future training if such action planning is to be effective and closely tied in with participants' work roles.</li> <li>• Suggested a need for occupational standards for diversity to be assessed effectively in the workplace.</li> </ul>
15. Organisational impact	<ul style="list-style-type: none"> <li>• Demonstrated that the MPS successfully used training to support an overall organisational (diversity) strategy.</li> <li>• Future training should be introduced in concert with developments in organisational policies and procedures, as part of an overall change programme.</li> <li>• Highlighted a need for the MPS to develop better mechanisms for obtaining customer feedback, particularly from minority groups.</li> </ul>

<i>Issue</i>	<b>Opportunities</b>
	<ul style="list-style-type: none"> <li>Highlighted a need for the MPS to maintain more accurate records of individuals who have been trained, possibly by making recorded attendance on diversity courses a pre-requisite for selection for promotion and transfers, and thereby recognising the importance of participating in this training.</li> </ul>

**Risks**

<b>Issue</b>	<b>Comment</b>
<p><b>1. Problems with participants – police trainer accounts</b></p> <p>The report includes descriptions of serious incidents of resistance or problems with participants related by police trainers when interviewed. Altogether, 16 of 31 police trainers described 23 instances of problems, of which 5 could be classed as serious and were set out in the report in detail, in the interests of openness and honesty.</p>	<p>Given the scale of the training programme, involving thousands of participants, only 23 incidents of problems and / or resistance were given by the police trainers. Of the 16 police trainers who described a specific incident, 9 said that overall there were no significant problems with participants. Of the entire sample of 31 police trainers, 24 said there were no significant problems.</p>
<p><b>2. Associate trainer accounts</b></p> <p>Interviews with associate trainers: 2 out of 36 interviewed made negative comments about the programme, while 7 had mixed views. Eight made reference to low morale and bitterness in the police. Twenty-two mentioned resistance by participants. Most attributed resistance to a minority but one put the proportion of resistant participants at 60-70%. One commented on individual participants 'teetering on the brink of racism.'</p>	<p>Most associate trainers were positive about the programme and the police in their interviews. No associate trainers attributed resistance directly to racism. Fourteen out of 36 interviewed remarked on the favourable reaction of participants, 16 said the training had a positive impact on them personally, 28 associate trainers said that their involvement in the training had given them a more positive view of the police, 25 said that as a result of their experience they would tell others things that were favourable about the police.</p>
<p><b>3. Trainer drift</b></p> <p>The evaluation found that some trainers were missing some elements of the workshop, most notably sessions stop and search, action planning, and institutional racism.</p>	<p>The evaluators provided feedback to training managers and remedial steps were taken. Overall, the evaluators found very little divergence from the corporate programme on the part of trainers. The purpose of evaluation is to identify such things and correct them; therefore it's to the credit of the programme managers that this issue was dealt with.</p>

Issue	Comment
<p><b>4. Stop and search disproportionality</b> The evaluation found that Black people were stopped and searched disproportionately more often, in relation to their representation within the population, than other groups. The training does not seem to have had an impact on stop and search, and the level of disproportionality remained the same on 4 boroughs and actually increased on 11 boroughs. This may be seen as evidence of institutional racism.</p>	<p>While various reasons are given in police circles to explain disproportionality in stop and search practices, the issue remains that to someone outside the police service, looking at the bare statistics, there would seem to be a problem. The MPS needs to do further work in this area.</p> <p>With regard to the training itself, the evaluation found that in the early stages of the programme, some trainers left out stop and search on the grounds that it had been addressed by recent local training. The evaluators gave formative feedback to the training managers that resulted in stop and search being covered more consistently. That said, the topic of stop and search was just one of 20 sessions in a 2-day workshop, so the potential impact of this session alone should not be overstated.</p>
<p><b>5. Post-training interviews – account analysis</b> The evaluators conducted 284 post-training interviews with police officers and police staff to identify the effect of the training on their work activities. A statistical analysis was carried out on the interviewees' accounts of incidents involving diversity. This found that Black people were more likely to be described as being in circumstances that were confrontational or cause for suspicion, and less likely to be described as victims or witnesses. Interviewees were more likely to portray Asian people as witnesses and victims. The analysis suggests that police see contacts with Black people as problematic.</p>	<p>No evidence was found that suggests ethnic background had a bearing on whether or not people were dealt with properly. The reason for police describing many encounters with Black people as being difficult may be due to the reality of their experience, or it may be due to stereotyping on the part of police (a possible manifestation of institutional racism). Whichever is the case, this indicates a continuing need for police and Black people to meet in positive settings, and supports the incorporation of community interface sessions in the training workshops.</p>
<p><b>6. The 10% factor</b> In the end-of-course questionnaires, about 10% of participants thought the training was not worthwhile, 7.5% thought it had little relevance to their job, about 9% thought the training was not important to their work. 11% said they would not refer to the Policing Diversity Handbook in the future. In post-training accounts of incidents, 13% of interviewees did not recognise the needs of the people being dealt with, 14.5% did not apply appropriate</p>	<p>What this indicates is that almost 90% of the MPS do value and agree with the content of the training. It is unrealistic to expect that training will positively impact on all participants. While the MPS has made progress, there is still some work to do in the field of diversity. It also supports the decision to train everyone in the MPS; if diversity training was voluntary or selective then the people most in need of it would avoid attending.</p>

Issue	Comment
<p>The 10% factor (Cont.) action, and 14% gave 'contrary' examples of diversity. Overall the findings of the evaluation suggest that at least 10% of the MPS do not agree with the content, or recognise the value, of the training.</p>	
<p><b>7. Older people</b> A statistical analysis of post-training interviews showed that the training had a lesser impact on older MPS personnel.</p>	<p>The older a person becomes the more their values are likely to be established and determined by the prevailing culture of an earlier era. New training initiatives are often introduced at the recruit stage; it may be necessary to make sure consideration is given to the training provisions for staff at later stages of their service.</p>
<p><b>8. Unreliable records of those trained</b> The evaluation team found that the MetHR database of personnel who had been trained on the diversity workshops had a tendency to list some names more than once, so that instead of 24,675 people trained, the number is probably nearer 23,852.</p>	<p>The database of those undergoing training needs to be fine-tuned so that the MPS knows if everyone has been trained. A possible approach to encouraging an accurate record is to link recorded attendance on a diversity workshop to eligibility for promotion or selection.</p>
<p><b>9. Public Attitude Survey and Customer Feedback</b> The evaluation team asked for data, via PIB, on public attitude and customer feedback surveys done for the MPS. The data available is based on very small samples and is unreliable.</p>	<p>This suggests the MPS does not seem to have an accurate statistical picture of how it is viewed by the public in general and by minorities in particular.</p>
<p><b>10. Phase 2 Training</b> The evaluation found a lot of support for the follow up to the diversity phase 1 workshops to focus on community involvement. However phase 2 as launched by the MPS focused on internal issues.</p>	<p>Phase 2 has been put on hold, pending the introduction of a new strategy by the Diversity Directorate focusing on borough needs.</p>

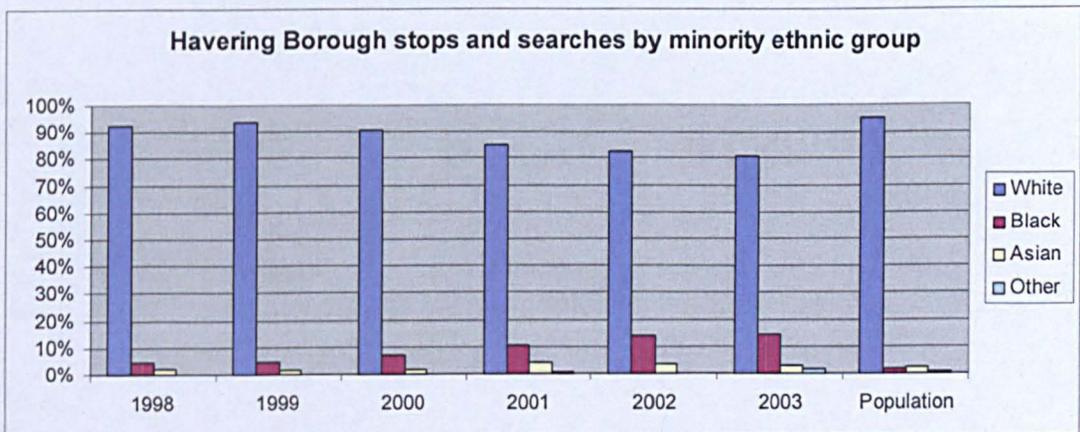
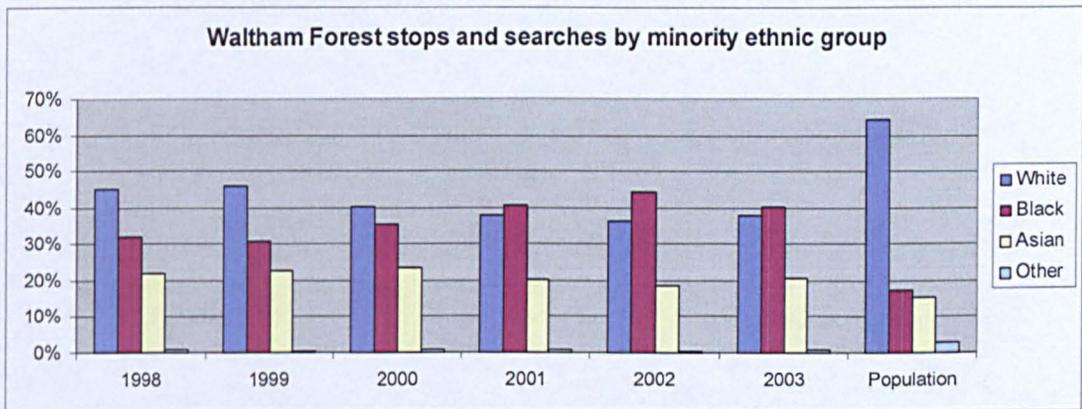
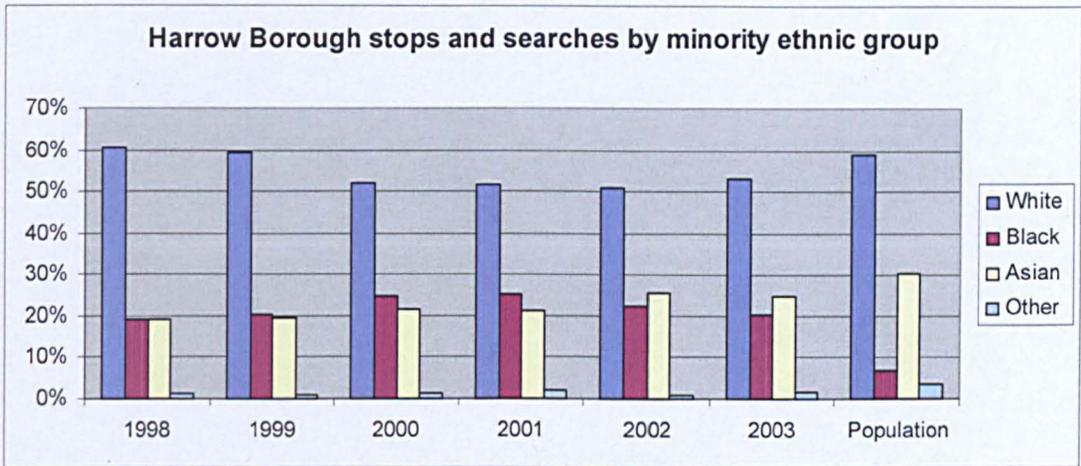
### **11.5 Stop and search. (The last nine boroughs)**

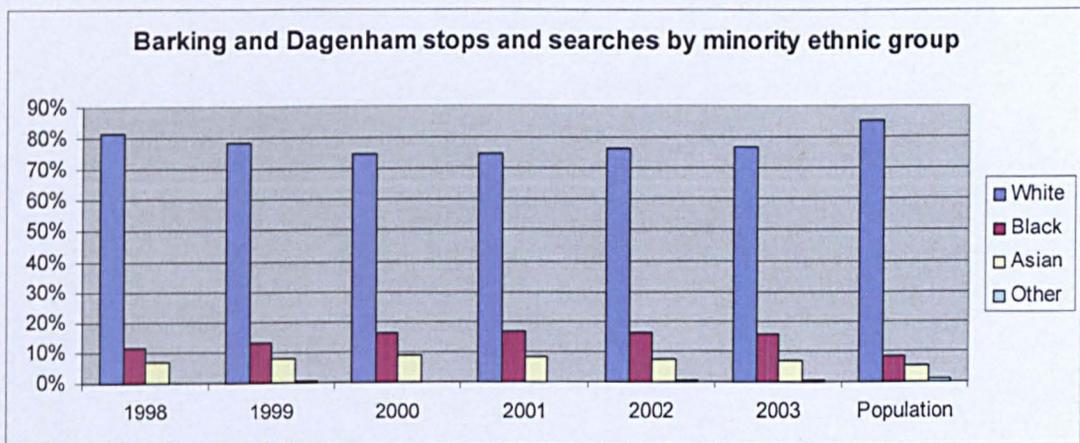
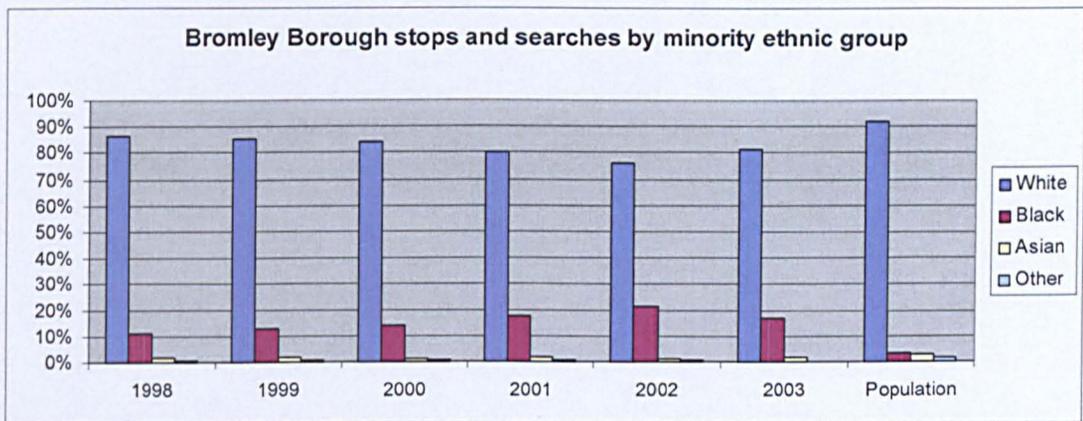
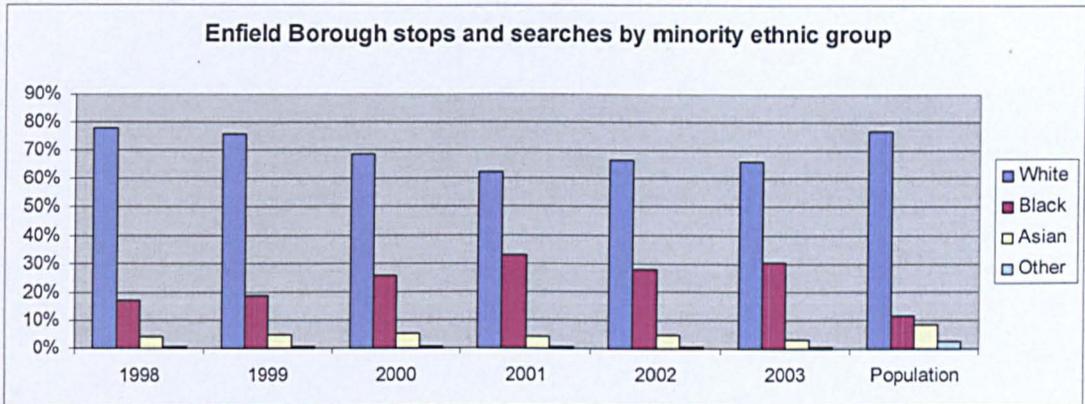
The analysis of the long term indicators for the last 9 boroughs at which the training was delivered was delayed due to the MPS requirement to produce the final report in December 2003 rather than April 2004. This meant that the final report was written prior to the gathering of the stop and search data concerning these boroughs. Eight of the final nine boroughs stop and search statistics show an interesting positive trait.

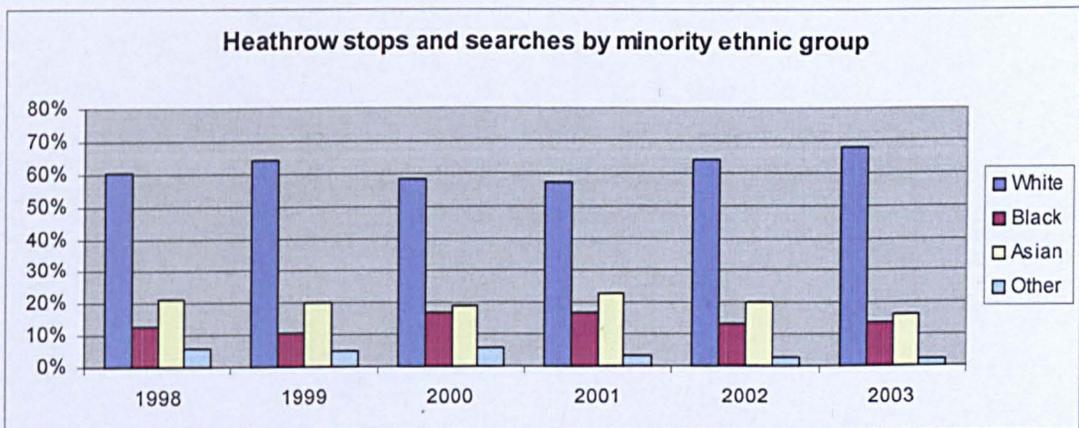
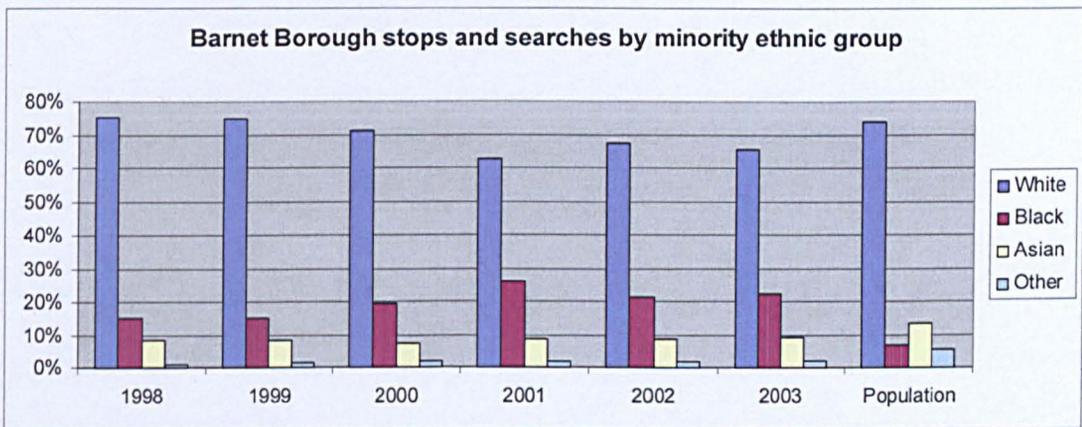
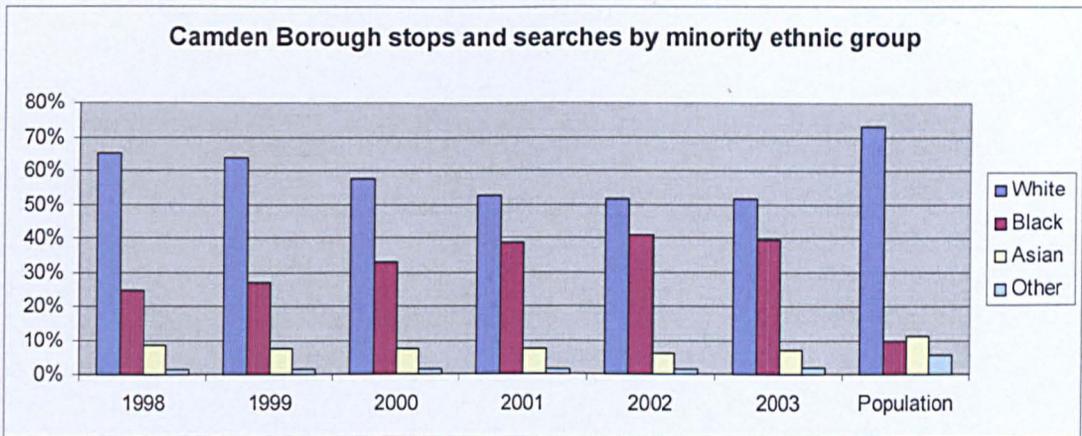
The training at these boroughs occurred at the end of the training period towards the end of 2002. All finished the training between August and December 2002. The stop and search data was collected in two categories: the number of stops and searches completed on each borough and the percentage of stops and searches of each group of people defined by skin colour (Black, White, Asian and Other). The results of interest appear in the graphs that show the percentage of stops of people defined by skin colour.

The graphs show a fairly common shared feature; the percentage of stops and searches involving Black people increasing over the first three years of the five shown. However eight of the nine show a reduction in the percentage of Black people stopped and searched in 2003 the year following the end of the training period.

Graphs for all nine boroughs are reproduced below. The first eight show a reduction in the disproportionality of stop and search of Black people in 2003, following the delivery of the training.







The final graph relates to the stop and search data for Heathrow Airport, which collects its own data but is not a London borough.

The graphs indicate that the percentage of Black people stopped and searched increases in nearly every case from 1998 to 2001. Eight of the borough graphs then show a levelling off or reduction in the percentage of stops and searches of Black people in 2002 and/or 2003. This means (including Heathrow) nine of the ten graphs show a reduction in the level of disproportionality of stop and searches carried out on Black people following the training period.

This result, because it is repeated over a number of boroughs after the training period and shows a movement against trend, and is significant. It provides good evidence that toward the end of the training period the training had some effect upon the way in which stop and search is conducted, at least in the way people are selected for stop and search.

I collected data for the year 2002-2003 for the remaining fifteen boroughs. I then re-examined the stop search data for all the boroughs concerned. I found that five of the fifteen boroughs had reports with a similar pattern; a reduction of disproportionality in 2003 and or 2003.

I would propose the hypothesis that in the early stages of the training stop and search was one of the sessions that was not delivered either at all or to specification. I pointed this out to the head of the Diversity School who asked me to present it to his trainers. The presentation took place in Simpson House on 15<sup>th</sup> May

2002. The following information is taken from a record of the presentation: *"At the early stages of the training the observations revealed that there was very little slippage in terms of trainer drift, the trainers were delivering material intended to cover the aims and objectives. (This was the best training that I had witnessed at sticking to the script.) It is, however, essential that the aims of the programme are not diluted, particularly in the latter stages of the programme. It is essential that the core sessions of the training are delivered. There is evidence that on a number of occasions, sessions on institutional racism and stop and search are not being delivered, either at all, or to the specification within the trainer guide. I have recently visited a training delivery where both were not delivered and also one where both were delivered and nearly all the objectives were covered."*

This evidence shows that the decrease in the percentage of Black people stopped and searched that became apparent toward the end of the evaluation was not replicated generally on other boroughs. This supports the contention that this effect applied to boroughs trained at the end of the training process and not to boroughs trained earlier in the process.

At the time of the training an SMT member from Hackney opening the training stated that "Lord Macpherson's credibility is being dismantled but we must admit some problems." It was stated that Hackney police undertake an ethical health check every 3 months and that this showed "We are doing things fairly the perception that we are stopping young black males has been dealt with by looking at other factors showing why we have done it." Hackney borough is one of the boroughs showing a reduction in the percentage of stops and searches of Black people in 2002 and 2003, it seems unlikely this is the result of the work of Hackney Senior Management Team.

All this evidence supports the hypothesis that the trainers responded to the criticism presented in May 2002 and pressure from their head of unit to deliver stop and search training to specification. This then resulted in changes to the way officers apply stop and search. This would support the use of training in stop and search and the evaluation process both of which appear to have had an effect on the proportionality of stop and search on some boroughs.

The only evidence that does not support this hypothesis is contained in the student feedback results. The end of course questionnaires, at the last five boroughs shown, revealed that a lower percentage of participants stated that they would change the way they selected people for stop and search than did in the boroughs trained earlier in the roll out process.

#### 11.4 The effects of deprivation

The Department of the Environment, Transport and the Regions (DETR) produced indices of multiple deprivation, upgraded by Cambridge University in 2000. They created six domain indices relevant to: income, employment, health, disability, education and training, housing and geographical access to services. One overall ward index of multiple deprivation uses information from 33 indicators to describe deprivation at ward level.

The drawing together of all of the indices gives the IMD 200 a major advantage over previous index of deprivation, that can be exploited by this evaluation. The range of indicators at ward level allows the identification of deprivation at small geographical levels enhancing the relevance of the index at borough level. (DETR 2000; p.5).

The six domain indices were combined to make an overall ward level index of Multiple deprivation (IMD) using Factor Analysis. Factor Analysis is a scientific procedure that affords the combination of diverse figurative indices. The indicators all measure deprivation independent of population size, this means that population size is factored into the analysis of deprivation on each ward. For instance in the income domain a score of 74.3 would mean that 74.3% of the population of that ward live in families reliant on means tested benefits.

Crime and disorder is described as an important domain by the index, however it was not included in the indices of deprivation and is not therefore a factor in the definition of deprivation in the IMD. The reason for this omission was that insurance rates were not considered "an adequate proxy for crime" and "local crime and disorder audits and Basic Command Unit data were not available in a nationally consistent form either at district or ward level". (DETR 2000; p.9).

This makes the IMD an ideal tool for examining the effect of deprivation on crime, and the response of the police staff to the training. If crime levels were included in the index then it would be natural to assume that high deprivation would mean high levels of crime, as to some extent the identification of deprivation would be based on the existence of that crime.

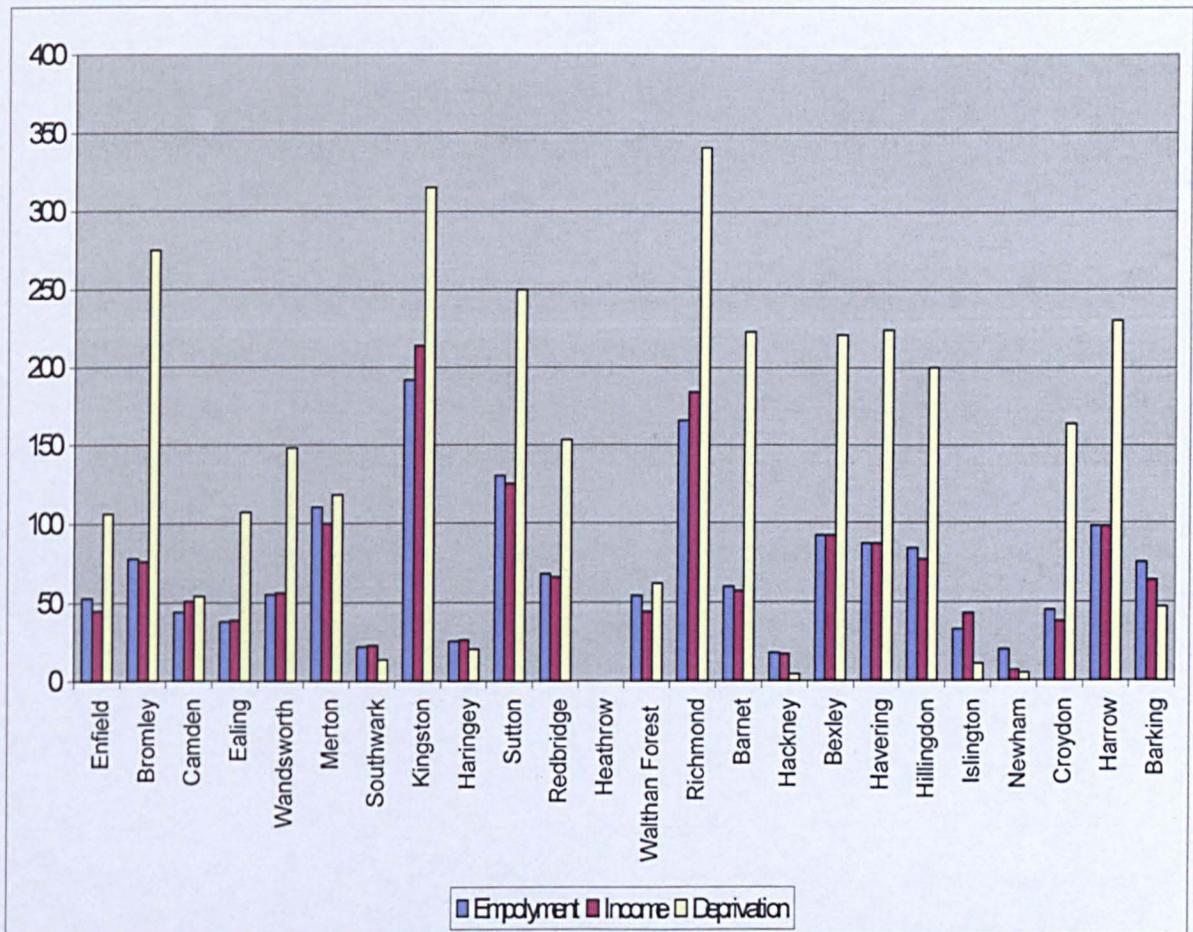
The purpose of this research is to identify if the existence of deprivation in a borough leads to higher levels of crime, and if that is the case whether the higher crime levels in a borough affects the attitude of the police staff on that borough. The IMD can also be used to identify if boroughs with more minority community residents are likely to suffer more deprivation and/or more crime.

Two types of racism might be identifiable from these results, systemic racism and institutional racism. Systemic racism where people from a particular racial group are put at a disadvantage by society. This could be evidenced by the existence of a link between any particular racial group in an area and the level of deprivation. Institutional racism from a link between the views of police staff to the training and the level of deprivation crime in the area. Such a link could evidence racist stereotyping aligned to negative experiences of contact with some groups defined by race or culture.

The indices of most interest to this evaluation are those that relate to employment derived, income derived and the overall index of deprivation. The indices show a general number of people who are for instance income deprived and then a ranking for the borough in relation to the country. The ranking for the local authority districts (borough) lists the most deprived borough to the least deprived borough the most

deprived borough would receive a ranking of 1 the least deprived 354. The way in which this was achieved is given in appendix D to the indices, which contains details of all the indicator scores and the way in which they were rated according to the population etc...

The overall IMD is a average of all the ward score on the borough, described as a "population weighted average of the combined scores for the wards in each district." (DETR 2000; p.16). The ranking for each of the boroughs in this study are contained in the following chart:



In the first instance the Ranking scores were compared to the crime statistics for the period January to June 2001 for each of the boroughs in this study. Ranks were listed as they appear in the indices, crimes were initially entered irrespective of

population. (Crude totals) The resulting data was imported into SPSS and correlated. The results show that there is a strong link between deprivation and crime.

The ranking for boroughs in relation to deprivation use 1 as the most deprived and 354 as the least deprived borough, the crime figures show the number of crimes in a borough. If the two figures for each borough correlate the correlation would be a negative correlation. The lower the number in the ranking the higher the level of crime.

There is a significant correlation between the level of employment deprivation and crimes recorded as violence against the person,  $-.847$ . (Pearson significant at the 0.01 level).

There is a significant correlation between the level of employment deprivation and crimes recorded as sexual offences,  $-.841$ . (Pearson significant at the 0.01 level).

There is a significant correlation between the level of employment deprivation and crimes recorded as robbery,  $-.874$ . (Pearson significant at the 0.01 level).

There is a significant correlation between the level of employment deprivation and crimes recorded as Burglary and going equipped,  $-.797$ . (Pearson significant at the 0.01 level).

There are significant correlations between the level of employment deprivation and crimes of all types at the 0.01 level.

The story for income deprivation is much the same negative correlation's of significance between the level of deprivation and the levels of crime. The correlation's exist in the same way between the level of Deprivation and the level of crime.

The results can be made more sophisticated by rating the crime according to the population. This can be achieved by dividing the rate of crime by the population to give the number of crimes per 100,000 population. Number of crimes divided by population per 100,000 The following table lists the correlations apparent from the comparison.

	Voilence against the person	Sexual Offences	Robbery	Burglary and Going equipped	Theft and handling	Fraud	Criminal Damage	Drugs
Emploment	-676**	-716**	-806**	-598**	-577**	-599**	-307	-517*
Income	-628**	-672**	-750**	-507*	-493*	-582**	-284	-430*
Depriv ation	-787**	-752**	-841**	-658**	-697**	-623**	-306	-654**

\*\* Correlation is significant at the 0.01 level (2 tailed)

\* Correlation is significant at the 0.05 level (2 tailed)

The evidence for a link between the level of deprivation on a borough and its level of crime is significant and robust. With the exception of criminal damage the correlation between each crime and the level of all three rankings of deprivation are high. This means the higher the borough on the ranking of deprivation the higher the levels of crime.

The significance of this to the evaluation is that police staff who work in deprived boroughs are likely to have to deal with higher levels of crime. This may explain why police officers in particular relate deprived areas to high levels of crime. This would be understandable as the data shows that this is likely to be their experience.

The next process examines the relationship between the four categories of people used throughout this evaluation and deprivation. This was achieved by comparing the level of deprivation with the percentage of any one group in the population. The population figures are taken from the census 2001.

	Deprivation		
	Employment	Income	Overall average
% Black population	-.765**	-.739**	-.815**
% White population	.627**	.622**	.638**
% Asian population	-.218	-.247	-.175
% Other population	-.269	-.188	-.354

\*\* Correlation is significant at the 0.01 level (2 tailed)

\* Correlation is significant at the 0.05 level (2 tailed)

The results show that there is a strong negative correlation between the % Black population in the borough and the level of deprivation. What this means is that the higher the Black population the more likely the borough is to be high in the ranking of deprivation (receiving a lower number). This is a strong indicator that Black people are disadvantaged by society and more likely to suffer some form of deprivation whereas conversely White people are less likely to suffer deprivation. This would support the contention that the society in London is systemically racist.

The significance of this to the evaluation is that it is likely that police staff who work in deprived boroughs, will have to deal with higher levels of crime. It is also more likely that those deprived boroughs will contain more Black people than less deprived boroughs. This could result in police officers in particular relating deprived areas, and higher numbers of Black people in the population, to high levels of crime. The data shows that the level of Black people in the population is linked to some forms of crime even more closely than the level of deprivation, this means they are more likely to be victims of some forms of crime.

These outcomes support the diversity training process, and the diversity strategy in general, it is essential that police staff have opportunities to interact with Black people in particular in a positive non problematic context. It would be easy to suggest that the effect of the experience of police officers could lead to unwitting negative racist stereotyping. These results support the outcomes of the report Policing London, which is detailed in the history of the Programme section. Such stereotyping, if it exists, should be apparent in the results of the diversity evaluation.

At the heart of the strategy for this evaluation was the philosophy of emergent realism. That by examining mechanisms on different boroughs the context of each borough would affect the outcomes of the training recognised in the borough performance indicators.

In order to test whether the level of deprivation and associated crime affected the views of participants some of the results to the end of course questionnaire were correlated with the levels of deprivation. The results were:

- The percentage satisfied with the training
- The percentage satisfied with the trainers
- The percentage who thought the training worthwhile
- The percentage who felt the training was not important
- The percentage who thought the training would affect the way they conduct stop and search
- And the percentage that selected a negative description of the training

Some of the figures are positive and some negative. The correlations with the deprivation figures, if they exist, should be both positive or negative depending upon the figure.

There are no significant correlations between the results of the participant questionnaire and the level of deprivation at the borough in which they were trained. The result that is closest to significance is a positive correlation (.318) between the level of deprivation on a borough and the number of people trained who thought that the training was not important. This means that the higher the rank in terms of deprivation the more police personnel thought that the training was unimportant. It must however be stressed that this correlation is not significant.

There were no other correlations that would support the existence of racist stereotyping.

**11.6 Interview of Mr. Kevin Bowsher. (Editor in chief of Diversity Matters)**

14<sup>th</sup> April 2004 Between 1pm-2pm

Q I am in the final year of a Phd study of the MPS Diversity Training Programme. My work relates to the evaluation applied to the Diversity Training Programme. I have requested this interview in order that I can ask you some questions about the HMI inspection reported in 'Diversity Matters' and its outcomes as they relate to the evaluation process. I am concerned about the part of the Diversity Matters report that relates to evaluation I feel that it is unfair and misleading. I want to give you the opportunity to respond my criticisms of your report.

Q How was the report 'Diversity Matters' put together?

A It was written by three people with me as the editor in chief.

Q Who wrote the section on evaluation?

A XXXXXXXXXXXX who was from the QA and evaluation unit at Centrex, but at that time was a Cheshire officer, wrote the evaluation section. The lay out of the whole thing was mine in conjunction with the HMI, and the parcelling up of the matters for writing was mine in consultation with those taking part.

Q Who was ultimately responsible for editing the final version?

A The report is mine, the HMI's. XXXX was the ideal person to undertake the writing of the chapter because of his experience. Robin Field-Smith and myself put together the final report and did the final edit making it into one document. Robin Field Smith would probably say it was his document.

Q Did you consider other sources of information such as previous HMI reports?

A Yes we did. I would say that diversity matters was preceded by training matters and before that winning the race three. You must remember that winning the race three was written under a different remit in terms of which HMI owned it.

Q What do you mean written under a different remit?

A Dan Crompton had the portfolio when the winning the race reports were written, so they were done under his guidance and stewardship. They looked at race and diversity in policing and were not focused upon training. The training section was written, more accurate to say edited by Robin Field-Smith.

Q Are you aware of the information that was received regarding evaluation of the Diversity Training Programme by the team that visited Hendon?

A Yes as far as I am aware there were no gaps in the information we received.

Q I was interviewed by Kim Sutton at Hendon, she was so impressed with the evaluation we were conducting that she asked me to present what I was doing at evaluator's courses. Did you receive feedback from her?

A If she recorded the interview then it would have been passed back to us, but we did see evidence of your evaluation as well.

Q How was it decided what would be put in the report?

A It was a refining process. Our methodology was to identify key areas which were positive or where improvement was required. We identified key areas from each of the interviews, which were flagged up as bullets, triangulated with documentary evidence then tested against other forces to establish whether they were key there as well. I should also have said we conducted focus groups with communities,

strategic leaders and stakeholders and ran everything by a reference group of key stakeholders.

Q If you were to summarise chapter eight of the report what would you say are its outcomes? (Chapter 8)

A I would say that the evaluation process aligned to race and diversity but more or less to all processes are poor. The chapter then evidences that statement.

Q At the time you wrote the report what did you know about the MPA evaluation?

A We had a meeting with the MPA regarding the evaluation. Robin Field -Smith and I. We knew that the IES had won the contract for this evaluation we were also aware later that they were responsible for evaluating all diversity training on behalf of the Home Office.

Q Were you aware that when the IES won the contract for the MPA evaluation it was so late in the training process that it had little hope of identifying anything relevant to the training?

A We were aware that the IES could not do a before study. We raised this with the MPA as the evaluation was somewhat an afterthought. We were pleased that the MPA wanted to know what the whole thing was about even if it was limited to some boroughs and even if there were some difficulties. It's the same position regarding the larger contract, they can not do a before analysis.

Q If you knew then, that no before evaluation was possible, then surely that means that whatever results the IES identify from interviews with members of the public, whether good or bad can not be related to the training programme?

A I can see that it would be very difficult for them to establish any results of the training without knowing what the situation was before the training with which to compare results.

Q Were you aware that the MPS are members of the IES?

A No, we were not aware of that. I would guess that the IES were chosen because they have the contract home office race and diversity training evaluation. It is a little like the emperors new clothes because the reports are completed independent, or supposedly independent, then people seem to value them irrespective of what they contain.

Q Were you aware that the IES strategy was based upon the MPS strategy, and was only possible because of the MPS evaluation?

A we were not aware of a link between the two.

Q Dr. Mike Rowe based his specification for the evaluation on the MPS evaluation strategy even introducing theory driven evaluation and emergent realism. Much of the MPA evaluation methodology is a copy of the MPS evaluation strategy?

A We were not aware of that.

Q Were you aware that the HMIC recommended that other evaluators follow the MPS evaluation process because it has "the potential to achieve the aspirational goal of independence that training evaluation requires"? (Copy of report shown)

A Yes I knew that it was there.

Q Were you aware that the recommendations were made about the development of internal evaluator posts and the training of individuals in theory driven evaluation that even affected the evaluators course at CENTREX?

A I was not aware of that connection or the origin of theory driven evaluation, but that is to your credit.

Q Were you aware what feedback was give to the MPS by the HMIC?

(Excerpt from report)

A Yes I gave the feedback to Sir Ian with Robin Field-Smith.

Q Why were the MPA and MPS evaluation praised in the feedback to the force but only the MPA mentioned in the final report? (Feedback MPS)

A Because they were the only authority that had commissioned an independent evaluation of the diversity training conducted by their force.

Q Why did the report not match the feedback?

A There was no sinister reason for that at the end of the day it was an omission. But then again not everything from every force is included in the report. The letter that accompanied the written feedback states that not everything may appear in the final report.

Q The one thing that was praised was the MPA evaluation why was this?

A The reason that it was cited as noteworthy practice was that it is a unique concept. There may have been difficulties with the implementation but the concept is noteworthy practice that deserves to be promulgated.

Q I have only gained access to two draft reports of the IES evaluation but they show that the IES were only able to identify very limited information almost all of which had no connection with the diversity training. Is it wise to identify as good practice something that was bad practice.

A Any authority may suffer problems in implementing evaluations but if they take an interest in training and take an active role in the function then there is no reason that they can not implement evaluation in the training at the beginning and end of a course.

Q Is there not a danger that you have praised a process that did not work and the reason that it did not work was because of the process itself?

A It is the concept which we wished to be taken on, and if it is done properly then there may be merit in it. With hindsight it may have been of benefit to mention the MPS evaluation. We had no real evidence that it influenced the training itself. There is not a clear audit trail from the evaluation reports to changes in the training. We were not sure that the impact of the training was identified. We didn't see evidence of school boards and evaluations.

Q The evaluation strategy made clear that the evaluation would pass information back to the training managers and designers as the training progressed. The evaluation reports were written for the benefit of the community, this was a parallel process. Some information was also passed on to the MPA. In fact it had quite an effect upon the representative from the CRE. There is evidence of impact upon the design of the training for the very start of the process to the end of the process. A good example would be the identification of trainers not sticking to the script in the middle of the training process this was fed back to management. They briefed trainers and a presentation was delivered to the trainers by the evaluators. The

situation was monitored and improvement found. There is evidence that after this intervention and improvement there was a corresponding impact upon the proportionality of stop and search.

A That is very impressive but wouldn't have been known at the time of the report.

Q No but the process was available and supplied to you in the evaluation strategy.

A I would say that the report is only a snap shot of things as they existed at the time it can not be expected to encompass all these things.

Q The MPS evaluation reports were the only ones designed for the public, they are the only ones that have been published on the internet. This was an aim of the HMIC why wasn't this mentioned?

A A lot that is critical does not go into the report, we don't name and shame. The same can be said of promotion. Ideally every issue would be exemplified but some decisions are political decisions that one thing is not the way forward and another is developmental and will take the force forward. Winning the Race three went down like a led balloon but with hindsight we should have given you more credit.

Q Isn't there a danger that you have identified something as good when it was in fact poor and thus you will encourage people to undertake a process that does not work?

A I haven't seen a raft of police activity based upon the recommendations of the report. There is no evidence that it has led to police authorities carrying out independent evaluations.

Q Does that mean that it doesn't matter that you got it wrong because nobody is going to take any notice of what you said.

A There is a national evaluation strategy. No new home office circular, we rely on 105/91. The HMIC promulgate good practice and evaluation is considered by many to be unimportant when compared to operational policing. Much major training design is not evaluated at the outset just done as an afterthought.

Q If you knew then what you now know would you have written the report differently?

A With hindsight and further evidence we may have included an explicit reference to the MPS evaluation. I am not sure what we would have rewritten and I am sure that we would not have taken out the issue about the MPA evaluation.

Q Can you, in all honesty, publish the MPA evaluation as good practice when it is not?

A It was published as noteworthy practice not good practice.

Q So noteworthy practice can be bad practice?

A I didn't know about Dr Rowe's plan for the evaluation and the link between the MPA and MPS evaluation. The problems with the MPA evaluation came afterwards.

Q Did you know that for a time the MPS evaluation strategy was the national evaluation strategy?

A Yes

Q I am concerned that you may be encouraging a form of evaluation that has never proved to be very successful, external evaluation of a police training process?

A I have an evaluation from Thames Valley that was done externally albeit by an ex officer. I think that there should be more involvement of the community, this evaluation achieved that.

Q That is one area that we could learn from the IES, more work with the community.

Q Thank you for coming to see me, I appreciate your honesty in answering my questions.

This interview was recorded (written) contemporaneously by the interviewer and then converted to type. A copy of the interview was returned to the interviewee for comments or any identified inaccuracies (respondent validation). The record represents a summary of the interview covering the main points in some depth, which has been agreed as accurate by the interviewee.

(Note: This record was not proof read for inclusion within this thesis as it had been respondent validated.)

### **11.7 Evaluation Reports**

The 48 borough specific reports are presented in PDF format on the attached disc.

The reports are comprised of 24 interim reports containing the results of the evaluation conducted whilst the training was being delivered and 24 full reports containing details of the evaluation conducted up to one year after delivery of the training.

All of these reports are available on the internet.