



NPIA

National Policing
Improvement Agency

The Equality Standard for the Police Service

Overview



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Why is the police service adopting an Equality Standard?

The original call for a self-assessment and self-improvement framework to integrate equality activity across all policing business came from equality, diversity and human rights specialists within the police service. Their objective was to build capability to deliver services fairly, according to need.

The long history of scrutiny into police equality performance produced reactive programmes of action and the National Policing Improvement Agency's commission was to develop a proactive approach to improvement by way of a policing-oriented and police-owned framework.

An Equality Standard is an appropriate way to support Citizen Focus policing. Improved equality, diversity and human rights performance will support the Policing Pledge to treat people "fairly with dignity and respect". Improved provision of services, designed and delivered according to need, will contribute to building community confidence, the single measure of police effectiveness.

Some delivery partners and stakeholders have already adopted equality frameworks and a few forces were using the *Equality Standard for Local Government*, but translating it from local government to policing added bureaucracy. This new framework for improving performance on mainstream policing tasks has been developed with a view to avoiding duplication and unnecessary bureaucracy.

Crime mapping and availability of local policing information has been driven forward but forces have had no centrally agreed means of responding in real time to queries on equality performance. They can use the proactive approach of the Equality Standard to have up-to-date performance information to hand.

Having one agreed framework across the service in England and Wales will drive consistency of improvement because it will support forces in benchmarking and learning from each other's effective activities despite differing policing conditions.

As a national framework that can focus on performance at very local levels, it supports a range of Government and policing priorities:

- to improve recruitment, retention and progression opportunities for those from people currently under-represented in the police workforce
- to widen workforce diversity, including community volunteers, to better reflect communities served
- to eliminate disproportionality of impact of the Criminal Justice System on different social groups
- to further equality and diversity via procurement activity
- to deliver the Flanagan Review of Policing recommendation for more local accountability.

The 2008 Government Green Paper *From the Neighbourhood to the National: Policing our Communities Together* expanded the remit. The Equality Standard will be used by police authorities for setting local equality employment targets and scrutinising performance on behalf of local communities and, nationally, for scrutiny on behalf of the wider public.

The vision of “a police service that has the trust and confidence of all communities and reflects the communities it serves” will be delivered by the new *Equality, Diversity and Human Rights Strategy for the Police Service*.¹ The Equality Standard’s focus on self-assessment and sharing effective practices will be a key means of delivering many aspects of the Strategy.

1 The Strategy has been developed by the Home Office, the Association of Police Authorities (APA) and the Association of Chief Police Officers (ACPO). The business case for building a more diverse workforce and for improving performance in equality outcomes is set out in the Strategy.

Key points to note from the Equality, Diversity and Human Rights Strategy

- The police service is now a more diverse workforce
- Significant progress has been made in delivering real improvements in diversity and valuing people's differences
- There is a well-developed culture of focusing on results
- Effective policing is central to protecting rights and freedoms
- The commitment to providing services responds to the needs of different communities and to protecting all communities from harm and threat
- The police service recognises that equality, diversity and human rights are central to providing excellent public services and retaining public co-operation
- A fairer society benefits everyone, and the police service has a major role to play in promoting equality and human rights and tackling discrimination.

“ *Promoting equality, diversity and human rights is not just the right thing to do – it is essential to the effectiveness of policing.* ”

What approach has been chosen?

The Equality Standard sets out a visual journey of 22 units running from the Baseline stage through Integrating to Excelling. 'Baseline' assesses an activity that must be in place, 'Integrating' assesses one area that is part of wider activities and 'Excelling' assesses via outcomes that contribute to improved community confidence. This approach allows for differing policing conditions and priorities.

At a time of limited resources, the Equality Standard does not require the police service to carry out new tasks but to deliver improved equality outcomes for existing day-to-day activities. It is designed to contribute to improving community confidence.

It therefore has a strong Citizen Focus on finding out local people's needs, their concerns about quality of life and the impacts on them of anti-social behaviour and serious crime. Unit 12 requires service leaders to set out a vision for fair treatment (both internal and external) which the police workforce of officers, staff and community volunteers will deliver in the way they undertake those day-to-day tasks.

The Equality Standard had been designed for use by the police and police authorities. It is for each authority and its local Chief Constable to decide on the most appropriate way to introduce it to their communities.

Like the *Equality Framework for Local Government*, we have taken the approach of equality for all. The public are expressed as 'diverse individuals and communities', to ensure that everyone's personal characteristics are respected and not just those personal characteristics specified within existing equality legislation. Discrimination of any kind is to be identified and tackled. Those who deliver policing services are the 'workforce', a term that includes community volunteers and acknowledges how they expand the diversity and productiveness of the police service.

This is not a tick-box approach and it requires real evidence of activities

and outcomes from operational policing and corporate performance. However, no duplication of work is required and one area of evidence could be used against a number of different criteria across the 22 units.

It would be too unwieldy if it tried to cover every policing activity so we have focused in on specific areas of operational policing and processes where there have been, and continue to be, difficulties in delivering positive equality outcomes. There needs to be healing in those areas.

Early drafts included some single-focus units but the agreed final version has a wider sweep. Thus, an early unit on police stop and search powers became the final Unit 2 which looks more widely at disproportionality of impact in police service encounters with the public.

Forces may still choose to continue to use other national frameworks. For example, many already work with the 'Workplace Equality Index' from Stonewall, the lesbian, gay and bisexual charity, who have expressed support for the new policing framework.

With its emphasis on operational delivery, the Equality Standard is separate from the existing equality schemes which demonstrate basic compliance with equality legislation but much evidence will be shareable between them to avoid duplication of work. The diagram below sets out how the Equality Standard is positioned in relation to the over-arching Strategy and local equality schemes and activity.



How does it connect to Government and policing priorities?

Throughout its development, connections have been made to ensure that the Equality Standard is fit for purpose and avoids unnecessary duplication. For example, the project team connected early with the Citizen Focus Hallmarks team, who provide a complementary NPJA product for improving performance. Results from using the Hallmarks will be evidence of activity for the Equality Standard.

The Equality Standard's connections to key policing and Government priorities include its support for delivery of the Policing Pledge, and the Public Service targets and agreements (PSAs) that form the National Community Safety Plan. The police service works closely with partners so wider connections to delivery frameworks include the 'Equality Framework for Local Government' and the Comprehensive Area Assessment, which began in April 2009 to look at the current context and future prospects of local areas.

The following pages link the coverage for each unit of the Equality Standard with key connections. Police Authority duties are not included below as they connect directly to the whole of the framework and are covered in dedicated guidance.



Main drivers for a policing equality standard:

- ➔ Support proactivity after many years of scrutiny
- ➔ Policing and Government priorities (eg Policing Pledge, Public Service Agreements)
- ➔ Improve performance and build capability
- ➔ Deliver a quality service fairly, according to needs
- ➔ Support police authorities on equality targets and scrutinising performance
- ➔ HMIC scrutiny on equality performance

The equality standard for the police service focuses on:

- Improved knowledge of equality, diversity and human rights
- Workforce reflecting communities
- Better understanding of individuals and communities
- Tackling discrimination
- Responding to local concerns
- Enhancing community engagement

Local
accountability

Integrating equality
in all business

Improving quality of
service for individuals
and communities

Treating people with
dignity and respect

Respecting diversity

Fairness and
transparency

Eliminating
disproportionality
and its impacts

Key Outcomes

Communities more
involved in performance
scrutiny

Sustained reduction
in satisfaction gaps
across diverse
communities

Contribution
to improved
confidence
in policing

Service delivered
according to need

More effective
partnership working

Coverage and Key Connections

Connections

Policing Pledge

http://direct.gov.uk/en/groups/dg_digitalassets/@dg/@en/documents/digitalasset/dg_175466.pdf

Citizen Focus Hallmarks (CFH)

http://www.npia.police.uk/en/docs/citizen_focus_hallmarks_summary_document.pdf

Equality Framework for Local Government (EFLG)

<http://www.idea.gov.uk/idk/core/page.do?pageId=9491107>

Comprehensive Area Assessment (CAA)

<http://www.audit-commission.gov.uk/localgov/audit/caa/Pages/default.aspx>

European Framework for Quality Management (EFQM)

<http://ww1.efqm.org/en/Home/aboutEFQM/Ourmodels/TheEFQMExcellenceModel/tabid/170/Default.aspx>

Operational Delivery

Unit	Connects to
1. Knowing about individuals and communities to support delivery according to need	<ul style="list-style-type: none"> • Policing Pledge 1 • CFH understanding people • EFLG knowing your community and equality mapping • CAA strength and cohesion of local communities <ul style="list-style-type: none"> – well-being of children and young people – well-being of older people • EFQM enabler partnership and resources
2. Understanding impacts of disproportionality in encounters with the public	<ul style="list-style-type: none"> • Policing Pledge 1 • PSA 24 deliver a more effective, transparent and responsive Criminal Justice System for victims and the public • CFH understanding service • EFLG community engagement and satisfaction • EFQM enablers leadership and people
3. Understanding impacts of diversity on satisfaction levels	<ul style="list-style-type: none"> • Policing Pledge 1 and 10 • CFH understanding services • EFLG responsive services and customer care • CAA strength and cohesion of local communities • EFQM enablers leadership and people

Unit	Connects to
4. Understanding diversity in quality of life issues to improve services	<ul style="list-style-type: none"> • Policing Pledge 7 • PSA 13 improve children and young people's safety • PSA 21 build more cohesive, empowered and active communities • PSA 23 making communities safer • PSA 25 reduce the harm caused by alcohol and drugs • CFH designing services and delivering services • EFLG responsive services and customer care – place shaping, leadership, partnership and organisational commitment • CAA strength and cohesion of local communities <ul style="list-style-type: none"> – how well kept an area is – how safe an area is – how well families are supported • EFQM enabler people
5. Identifying factors for vulnerability	<ul style="list-style-type: none"> • Policing Pledge 1 and 6 • PSA 21 build more cohesive, empowered and active communities • PSA 23 making communities safer • PSA 24 deliver a more effective, transparent and responsive Criminal Justice System for victims and the public • CFH overall • EFLG responsive services and customer care • CAA how safe an area is <ul style="list-style-type: none"> – how well families are supported – well-being of children and young people – well-being of older people • EFQM enabler partnerships and resources

Unit	Connects to
6. Understanding impacts of disproportionality in policing aspects of the Criminal Justice System	<ul style="list-style-type: none"> • PSA 24 deliver a more effective, transparent and responsive Criminal Justice System for victims and the public • CFH designing service and delivering services • EFLG responsive services and customer care • CAA well-being of children and young people • EFQM enabler processes
7. Improving services to diverse victims and witnesses	<ul style="list-style-type: none"> • Policing Pledge 1 and 9 • PSA 24 deliver a more effective, transparent and responsive Criminal Justice System for victims and the public • CFH understanding services and delivering services • EFLG responsive services and customer care • CAA well-being of children and young people – well-being of older people • EFQM enabler processes • Victim code of practice and witness charter
8. Understanding impacts of serious crimes and organised crime on diverse individuals and communities	<ul style="list-style-type: none"> • Policing Pledge 8 and 9 • PSA 21 build more cohesive, empowered and active communities • PSA 23 making communities safer • PSA 24 deliver a more effective, transparent and responsive Criminal Justice System for victims and the public • CFH overall • EFLG community engagement and satisfaction – responsive services and customer care • CAA how safe an area is <ul style="list-style-type: none"> – strength and cohesion of local communities – well-being of children and young people – well-being of older people • EFQM enabler people

Unit	Connects to
9. Understanding impacts of terrorism and domestic extremism on diverse individuals and communities	<ul style="list-style-type: none"> • Policing Pledge 1 • PSA 21 build more cohesive, empowered and active communities • PSA 23 making communities safer • PSA 24 deliver a more effective, transparent and responsive Criminal Justice System for victims and the public • PSA 26 reduce the risk to the UK and its interests overseas from international terrorism • CFH understanding people, designing services and delivering services • EFLG community engagement and satisfaction – responsive services and customer care • CAA strength and cohesion of local communities • EFQM enabler people
10. Engaging effectively with children and young people	<ul style="list-style-type: none"> • Policing Pledge 1 and 7 • PSA 13 improve children and young people’s safety • PSA 14 increase the number of children and young people on the road to success • PSA 21 build more cohesive, empowered and active communities • PSA 23 making communities safer • PSA 26 reduce the risk to the UK and its interests overseas from international terrorism • CFH understanding people • EFLG knowing your community and equality mapping <ul style="list-style-type: none"> – community engagement and satisfaction – responsive services and customer care • CAA well-being of children and young people • EFQM enablers people, partnerships and resources

Unit	Connects to
11. Targeted activity with children and young people	<ul style="list-style-type: none"> • Policing Pledge 1 • PSA 13 improve children and young people's safety • PSA 14 increase the number of children and young people on the road to success • PSA 23 making communities safer • PSA 25 reduce the harm caused by alcohol and drugs • CFH designing services • EFLG knowing your community and equality mapping <ul style="list-style-type: none"> – community engagement and satisfaction – responsive services and customer care – place shaping, leadership, partnership and organisational commitment • CAA well-being of children and young people • EFQM enabler processes



People and Culture

Unit	Connects to
12. Leaders setting a vision on equality, diversity and human rights	<ul style="list-style-type: none"> • Policing Pledge 1 • PSA 15 the equality PSA • EFLG place shaping, leadership, partnership and organisational commitment • CAA sustainability • EFQM enabler leadership
13. The entire workforce promoting equality, diversity and human rights	<ul style="list-style-type: none"> • Policing Pledge 1 • PSA 15 the equality PSA • CFH understanding services • EFLG place shaping, leadership, partnership and organisational commitment – a modern and diverse workforce • CAA sustainability • EFQM enablers leadership and people
14. Retaining under-represented groups in the workforce	<ul style="list-style-type: none"> • PSA 15 the equality PSA • CFH understanding people – delivering services • EFLG a modern and diverse workforce • EFQM enabler people
15. Responding to stretching and ambitious equality employment targets	<ul style="list-style-type: none"> • PSA 15 the equality PSA • CFH understanding people – delivering services • EFLG a modern and diverse workforce • EFQM policy and strategy, partnerships, resources and processes

Unit	Connects to
16. Treating the workforce with equity and respect	<ul style="list-style-type: none"> • PSA 15 the equality PSA • CFH understanding services • EFLG a modern and diverse workforce • CAA sustainability • EFQM enablers leadership and people
17. Embedding equality in the procurement and issue of clothing/ equipment	<ul style="list-style-type: none"> • PSA 15 the equality PSA • CFH understanding people • EFLG responsive services and customer care – a modern and diverse workforce • EFQM enabler policy and strategy



Organisational Processes

Unit	Connects to
18. Setting equality, diversity and human rights priorities and objectives with partners	<ul style="list-style-type: none"> • Policing Pledge 1 • PSA 15 the equality PSA • CFH understanding services • EFLG place shaping, leadership, partnership and organisational commitment <ul style="list-style-type: none"> – a modern and diverse workforce • CAA sustainability • EFQM enabler leadership, policy and strategy
19. Identifying and evaluating equality activity across the organisation and its services	<ul style="list-style-type: none"> • Policing Pledge 1 • PSA 15 the equality PSA • CFH understanding services • EFLG Place shaping, leadership, partnership and organisational commitment <ul style="list-style-type: none"> – community engagement and satisfaction – responsive services and customer care – a modern and diverse workforce • CAA sustainability • EFQM enablers leadership, policy and strategy
20. Embedding equality in procurement and resourcing activities	<ul style="list-style-type: none"> • PSA 15 the equality PSA • CFH understanding people • EFLG responsive services and customer care <ul style="list-style-type: none"> – a modern and diverse workforce • EFQM enablers policy, strategy and processes
21. Embedding equality in buildings, wider infrastructure and fleet	<ul style="list-style-type: none"> • PSA 15 the equality PSA • CFH understanding people • EFLG responsive services and customer care <ul style="list-style-type: none"> – a modern and diverse workforce • EFQM enablers policy, strategy and processes

Unit	Connects to
22. Embedding equality activity to improve complaint outcomes	<ul style="list-style-type: none">• Policing Pledge 1 and 10• PSA 24 deliver a more effective, transparent and responsive Criminal Justice System for victims and the public• CFH all• EFLG knowing your community and equality mapping<ul style="list-style-type: none">– place shaping, leadership, partnership and organisational commitment– community engagement and satisfaction– responsive services and customer care• CAA strength and cohesion of local communities• EFQM enablers policy, strategy and processes



How will the Standard be used?

The framework will support self-assessment and self-improvement by helping forces to:

1. assess current performance by focusing on activities and outcomes
2. identify gaps in performance and drive improvement plans
3. gain perspective by benchmarking progress with other forces
4. share effective practices and learn from others' performance
5. improve delivery of equality outcomes for communities
6. publicise improved equality outcomes to contribute to building community confidence.

As a framework to support continuous improvement, the Equality Standard requires that any claim to have achieved Integrating or Excelling in a unit must be accompanied by evidence that performance is still being sustained in the earlier requirements as well. Sustainability arrangements will keep the Equality Standard's requirements updated and challenging.

The emphasis on being proactive and on requiring real evidence of activity is to encourage planning of equality issues into future activity. This is a real change from the frequently retrospective assessment of evidence for equality legislation.

One objective of the Equality Standard is to integrate equality activity across all business areas. So, forces will be collecting evidence from a much wider range of sources than previous equality audits. But it has to be real evidence which will include aspects of the Local Policing Plan, reports from partnership activity, minutes of community meetings, evaluation of operational deployments/investigations and published materials.

Field testing of a draft version within 11 forces pointed up two key areas of learning, now incorporated into both the final version and its related guidance. The first was that 11 trials considered at least 11 different ways of implementation. There is therefore no prescriptive control from the NPIA on how it must be implemented. We designed it to be flexible as we know that one size cannot fit all.

A number of forces have already integrated the requirements of the Equality Standard into their wider performance measurement and improvement frameworks. Forces can choose how to identify and capture evidence locally and they can gain the support of service colleagues through benchmarking and sharing effective practice.

The second learning from the trials was that awareness of local equality activity is not found at all layers of management. Unit 19 was added in response to that learning as, without awareness and evaluation, forces cannot be sure which activities deliver positive equality outcomes and are resource efficient as well.

The Equality Standard is, first and foremost, the self-improvement tool requested by the police service. Learning from the years of use of the *Equality Standard for Local Government* was that too much emphasis had been placed on outside scrutiny and not enough on self-assessment. It has been shown that self-assessment leads to the greatest amount of learning.

So the Equality Standard's first stage of verification is a process of self-assessment. This is followed by discussing that assessment with local communities and then reviewing both stages with an independent external scrutiniser. Advice to forces and police authorities on using and scrutinising the Equality Standard includes verification.

There is also a national scrutiny dimension as set out by the 2008 Government Green Paper. Aspects of the Equality Standard are included in the inspection to be carried out by Her Majesty's Inspectorate of Constabulary in September 2010 and further arrangements will be made for its inclusion in future inspections.

What support will be available for users?

Support for police users of the Equality Standard will be provided in several ways. Practical advice has been developed and there is separate guidance for police authorities on how the Equality Standard is designed to help them to meet their duties. Advice will be web-based to ensure it can be kept up to date.

After the dedicated implementation support, the NPIA can provide general capability support and specialist equality, diversity and human rights advice for forces and police authorities, as required. It will facilitate discussion at the regular regional Confidence and Equality Practitioner Network meetings for specialists and is adding an on-line community for users of the Equality Standard, within its new Police On-Line Knowledge Area (POLKA).

The representative National Key Working Group of the development stages becomes an Editorial Board of representative forces and the Association of Police Authorities, to ensure that the Equality Standard is fully sustainable and remains up to date and challenging. That Board will be further supported by direct involvement from the Equality and Human Rights Commission.



How did the NPIA develop the framework?

We started by learning from those who had used the *Equality Standard for Local Government* and their findings on bureaucracy. Our earliest development also took account of its successor, the new 3-stage *Equality Framework for Local Government*, developed by the Improvement and Development Agency for local government (IDeA).

The lead for the *Equality Framework for Local Government*, sitting on our NPIA Project Board, advised us that any framework we developed should be focused very strongly on core business and delivery. The Board included a member of the NPIA's Independent Advisory Panel (as it was then named) to represent communities, as well as including representatives from the tripartite partners in policing.

We started by forming a National Key Working Group to bring in specialist knowledge (both police officers and staff) from representative forces and the Association of Police Authorities. We needed a starting point and decided to make use of the categories of policing activity in the new performance framework – Assessment of Policing and Community Safety (APACS). These groupings, plus recommendations from past scrutiny of police equality performance, enabled us to establish the focus on specific areas of operational policing and processes where there have been, and continue to be, difficulties in delivering positive equality outcomes.

Three stages is the norm for modern equality frameworks and we decided to show those stages together on the page to represent the entire journey of improvement at one glance. We were gratified that IDeA decided to use our approach for the *Equality Framework for Local Government* as well.

Consultation within the police service, trades unions, staff associations and diversity staff support associations culminated in a long document that went to extensive field testing within 11 forces, including the Welsh language. During the 3-month tests, wider consultation was held with national and local level organisations, and directly with community members.

Finally, all the learning from the trials and the feedback from the consultation was considered and nearly all of it incorporated to make the final version. The Equality Standard was endorsed by the Cabinet of the Association of Chief Police Officers on 9 September 2009.

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The NPIA Project Team

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