Equality, diversity and human rights strategy for the police service
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Foreword

The world around us is changing and policing has to respond and adapt to those changes to continue to protect society and provide high-quality services that meet the different needs of all our communities.

Policing has undergone a transformation over recent years. It has responded to changes in society, rising public expectations, the needs of new and emerging communities and the effects of globalisation (when businesses and other organisations develop international influence and operate on a worldwide scale), technology and international terrorism on the nature of crime. The police service now has a more diverse (varied) workforce, in an increasing variety of new roles. It has developed a strong culture of focusing on results and a range of techniques and powers. Effective policing is vital to all our lives and it is central to protecting the rights and freedom that our society is based on.

The police service has made significant progress in delivering real improvements in equality and diversity (valuing people’s differences). It remains committed to providing services that respond to the needs of different communities and to protecting all communities (and particularly the most vulnerable and deprived communities) from harm and threat. The police service recognises that equality, diversity and human rights are central to providing excellent public services.

A fairer society benefits everyone, and the police service has a major role to play in promoting equality and human rights and tackling discrimination.

In July 2008, the policing Green Paper set out the way forward for further reform and outlined a range of proposals that focused on continuing to deliver improvements to policing. This included a commitment to develop a joint equality, diversity and human rights strategy for the police service. Promoting equality, diversity and human rights and respecting diversity are a vital part of the Green Paper’s ‘vision’, and will give the community more confidence in the police. This strategy and action plan outlines how the Association of Chief Police Officers (ACPO), the Association of Police Authorities (APA), and the Home Office will deliver this vision.

Sir Hugh Orde
ACPO President

Rob Garnham
Chairman, APA

Rt Hon David Hanson MP
Minister of State for Policing, Crime & Counter Terrorism
Home Office
Equality, diversity and human rights strategy for the police service
Our vision

A police service that has the trust and confidence of all communities and reflects the communities it serves.

The benefits of equality

Equality and diversity help organisations to work more creatively and innovatively (using new and original methods) and improve their performance. A diverse team works more effectively to solve problems, provides a rich variety of approaches and is more innovative in delivering lasting solutions. A diverse workforce, and a commitment to positive action and promoting equality, diversity and human rights, delivers a range of benefits which all contribute towards improving the organisation’s performance. These benefits include the following.

- A broad range of information for decision-making and a wider range of possible solutions.
- A willingness to challenge established ways of thinking and consider new options.
- Improvements in the overall quality of the team.
- Better staff management, leading to improvements in staff satisfaction, a reduction in the number of employees leaving the service, and fewer grievances and complaints.
- Better relationships with the community, resulting in a more effective service.
- Better-quality services, leading to increased public confidence.

Our police service has a tradition of policing with the consent and co-operation of communities. Consent is vital and should not be taken for granted. For the police to earn and keep that permission, the public need to have confidence in the police and in the service that is provided. Public co-operation is also essential. Individuals and communities provide valuable information and help, supporting the police to maintain order, solve crime and keep communities safe. Promoting equality, diversity and human rights is not just the right thing to do – it is essential to the effectiveness of policing.
This strategy sets out an approach which acknowledges that the effect of inequality and discrimination varies depending on individual experience and circumstances. It recognises that the differences within communities can be as wide as the differences between communities and acknowledges the need for strategies and solutions that tackle inequality in an increasingly complicated and diverse society. It builds on previous strategies and programmes and has six important characteristics, as follows.

1. It is focused on results, setting out priorities that provide a direction for how the service can improve which includes everyone and is fair and has respect for everyone, whatever their differences.

2. It recognises that inequality and discrimination will have a different effect according to the particular experiences of individuals and communities.

3. It acknowledges that strategies and solutions must take account of the effects of deprivation (the lack of basic human needs) and be flexible in responding to individual circumstances.

4. It sets out to build equality and human rights into everything we do, considering the role of police staff alongside police officers and recognising the crucial role of police authorities in making sure we answer to local communities.

5. It focuses on the leadership role of the Association of Chief Police Officers, Association of Police Authorities and the Home Office in providing the structure and systems to support and maintain improvement at a local level.

6. It provides a framework for improvement, which individual police forces and police authorities can use to identify and set their own equality targets.

The strategy is supported by a detailed action plan which sets out the action that each of the partners will take to make sure the strategy’s priorities are delivered. The action plan does not try to include all existing activity that supports progress on those priorities, but, where appropriate, existing initiatives are highlighted and referred to.
This strategy sets out three themes which provide the framework for improving performance and delivering specific equality results at every level of the police service. The themes are as follows.

**Strategic Theme 1**

**Operational Delivery**
Delivering services that are easy to access and that respond to and meet the needs of all communities.

**Strategic Theme 2**

**People and Culture**
Building a working environment that includes everyone and that encourages all staff to develop and make progress.

**Strategic Theme 3**

**Organisational Processes**
Building equality into the organisation’s processes and how the service manages its performance.

The strategy provides a national framework for improvement that will be delivered locally through the equality objectives of individual forces and police authorities. Local delivery and performance will be assessed through the Equality Standard for the Police Service (see note 2) and by inspections carried out by Her Majesty’s Inspectorate of Constabulary (HMIC).

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**Notes**

2. The Equality Standard for the Police Service is being developed by the National Policing Improvement Agency and will be launched in December 2009.
Evidence shows that effectively building equality, diversity and human rights into policing leads to the following results.

- Stronger and more trusting relationships with communities.
- Greater co-operation from all communities.
- Improved public confidence and more satisfied victims of crime.
- More offenders brought to justice.
- Reduced crime and fear of crime.

**Strategic Priorities**

To achieve these results, we will:

1. identify services and strategies that may have a disproportionate effect on diverse communities (those groups and communities – including minority communities – which contribute to the rich diversity of our society) and take action to tackle any negative effects or results;
2. build equality, diversity and human rights into policing services which focus on citizens; and
3. make sure that police operations to prevent terrorism promote community cohesion and have the confidence of diverse communities.

**Key links**

(see Appendix E)

- PSA 23 – Making communities safer
- Cutting Crime: A New Partnership
- The Bradley Report
- The Code of Practice for Victims of Crime
- Neighbourhood Policing Programme
- PSA 21 – Build more cohesive, empowered and active communities
- Preventing Violent Extremism – A Strategy for Delivery

**Did you know?**

Every chief constable and police authority in England and Wales has agreed a pledge to delivering policing services in your neighbourhood.
Strategic Theme 2
People and Culture
Evidence shows that a diverse workforce and a culture that includes and supports everyone within the organisation leads to the following results.

- A reduction in absences from work.
- A reduction in grievances and complaints.
- Access to a broader range of skills and experience.
- Efficiency, creativity and growth.
- Increased staff satisfaction and improved public confidence.

**Strategic Priorities**

To achieve these results, we will:

1. develop a culture within the police service that includes everyone and recognises, respects and values people’s differences;
2. improve how we recruit, keep and develop officers and staff from diverse communities;
3. make sure arrangements to reward and recognise achievement promote equality, diversity and human rights; and
4. make sure the public and the workforce have confidence in our professional standards and misconduct procedures.

**Key links**

(see Appendix E)

- PSA 15 – Addressing disadvantage
- NPIA People Strategy Framework
- Employment Objectives for under-represented groups – an APA guide
- Policing Minister’s Assessment of minority ethnic recruitment retention and progression in the Police Service
- Code of Professional Standards
- National workforce modernisation programme
- IPCC Guidelines – Dealing with allegations of discriminatory behaviour

**Did you know?**

Police authorities have a responsibility to set employment objectives for under-represented groups in their local policing plans.
Strategic Theme 3
Organisational Processes
Evidence shows that removing the ‘barriers’ that prevent equality improves performance and leads to the following results.

- A more cost-effective service.
- Improved decision-making.
- Reduced waste.
- Sustainable development (development that meets the needs of current generations without affecting the ability of future generations to meet their own needs).

**Strategic Priorities**

To achieve these results, we will:

1. build equality into our processes for managing performance;
2. make sure that processes for managing business and allocating resources promote equality; and
3. make sure we act openly and can be held to account, by consulting and including our communities and communicating effectively with them.

**Key links**

(see Appendix E)

- PSA 24 – Deliver a more effective, transparent and responsive criminal justice system
- Equality Standard for the Police Service
- ACPO Procurement Strategy
- APA ‘Know your rights’ guidance on Police Stops
- Business Excellence Model

**Did you know?**

Police authorities have a responsibility to check and monitor police performance, challenge situations that could lead to discrimination, and hold chief officers to account.
Overall responsibility and being held to account

The Home Office, Association of Chief Police Officers (ACPO) and Association of Police Authorities (APA) will lead the way in how the strategy’s priorities and action plan are delivered, with support from the National Policing Improvement Agency (NPIA). The NPIA acts as a central resource to the police service, and works with the organisations mentioned above to improve policing. An action plan has been developed and sets out what we will do to make sure we deliver the priorities. We will review and update the action plan regularly to reflect the progress we have made on each of those priorities.

Each organisation – ACPO, the APA, the Home Office and the NPIA – will be held to account for delivering the action plan through the governance arrangements of their organisation. The Ministerial Equality Delivery Group will oversee how this strategy is delivered and monitor the overall progress of all of the agencies in delivering the action plan for the strategy. The Ministerial Equality Delivery Group will publish an annual report of the progress the Home Office, police authorities and the police service have made on equality. The first annual report will be published in summer 2010.

At a local level, police forces and police authorities will make sure that their equality objectives and action plans reflect the priorities outlined in this strategy. The Equality Standard for the Police Service (see page 17) will give chief constables and police authorities a method for assessing progress on equality and identifying areas for improvement. The annual report published by the Ministerial Equality Delivery Group will provide a system for monitoring achievements across England and Wales.
The main purpose of the Equality Standard for the Police Service is to build equality into the systems that police forces use to manage their performance. It is a framework for continuous improvement which individual police forces will use to build equality activities into all areas of their business. Police forces and police authorities will also use the standard, in consultation with local communities, to identify and set their local equality objectives. The standard has been developed to be flexible enough to allow for new laws and policing initiatives without needing any major revisions.

The standard also provides a system for monitoring performance and assessing progress on how the strategy’s priorities are being delivered. Put simply, the strategy sets the direction for change, and the standard measures local achievements. The three main sections of the Equality Standard – ‘Operational Delivery’, ‘People and Culture’ and ‘Organisational Processes’ – match the three themes of this strategy. Using the standard will allow police forces and authorities to:

• collect and analyse appropriate information on performance;
• set equality priorities and aims;
• monitor and assess progress; and
• achieve and review equality targets.

It is the responsibility of the police authority to hold the chief constable to account for delivering the priorities locally. The authority will confirm that their local force is delivering the priorities by using the Equality Standard and listening to the views of people in local communities. Also, HMIC and the Audit Commission have an important role to play in assessing the efficiency and effectiveness of local policing services and they will use the standard to support the inspection and audit process.
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Appendix A

Progress over the last 10 years

Over the past 10 years, the equality and diversity of the police service has been thoroughly checked and monitored in response to a number of high-profile reviews and inquiries, including the Bradley Report (2009) (see note 3), the Independent Police Complaints Authority’s report into police custody as a ‘place of safety’ (2008) (see note 4), the Commission for Racial Equality’s (CRE) Formal Investigation into the Police Service (2003) (see note 5) and the Stephen Lawrence Inquiry (1999) (see note 6). This monitoring has resulted in real change and significant improvements in the quality of service for all communities. Most importantly, it has had a lasting effect on the way in which the police listen to, and consult, diverse communities.

2009 marked the 10th anniversary of the publication of the Stephen Lawrence Inquiry Report and it is widely recognised that the police service has made significant progress on equality and diversity since then. The recent report from the Equality and Human Rights Commission (2009) (see note 7) recognised the progress that the police service has made in tackling racism and the positive changes both in the workforce and in the service provided to communities.

Major achievements include:

- improvements in recording, monitoring and responding to hate crime;
- improvements in how murder investigations are managed, including how the police work with and talk to the families of victims;
- improvements in how the police service consults communities;
- increased representation of women and black and ethnic-minority people within the police service (see note 8);
- improvements in police training, including the introduction of new foundation training for police officers and a comprehensive programme of equality and diversity training for all officers and staff; and
- an extensive improvement programme being put in place in response to the CRE Formal Investigation.
Appendix A

Following the publication of the Stephen Lawrence Inquiry Report and the formal investigation by the Commission for Racial Equality, race was a major factor in the direction of the police service’s work. However, this focus has benefited other ‘strands’ of diversity. Lessons learnt on race have influenced the development of other important areas of work and have helped shaped the response of the police service to other ‘strands’ of diversity. This includes:

- progress on gender equality (equality between sexes), including the Gender Agenda being put in place;
- progress on disability equality, with two forces reaching the highest level of the Disability Standard developed by the Employers’ Forum on Disability; and
- support for the development of a wide range of diversity staff support associations.

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3 The Bradley Report – Lord Bradley’s review of people with mental-health problems or learning disabilities in the criminal justice system.

4 The Independent Complaints Commission’s review of the use of section 136 of the Mental Health Act 1983.


8 The percentage of women police officers has increased from 16% in 1999 to 24% in 2009. The percentage of black and ethnic-minority police officers has increased from 2% in 1999 to 4% in 2009.
Appendix B

Developing the strategy

This strategy has been developed jointly by ACPO, the APA and the Home Office. A wide range of people and organisations with an interest in the strategy, including staff associations, unions, diversity staff support groups and community representatives, have contributed to the structure and content of the strategy. Initial consultation with people within ACPO, the APA and the Home Office took place from July to September 2008. The consultation showed there was broad agreement about a move towards an integrated approach to equality, diversity and human rights. The strategy has also been informed by a number of recent reviews and inquiries, including the following.

- Lord Bradley’s review of people with mental-health problems or learning disabilities in the criminal justice system
- The Fawcett Commission’s report on women and the criminal justice system (see note 9)
- The Policing Ministers Assessment of Minority Ethnic Recruitment, Retention and Progression in the Police Service (see note 10)
- Draft assessment on women’s issues by the Women in Policing Ministerial Group
- The Equality and Human Rights Commission’s Report on Police and Racism
- ‘Diversity in Modern Policing’ – a report by Demos and the National Association of Muslim Police (see note 11)
- ‘Stephen Lawrence Inquiry 10 Years On: An Analysis of the Literature’ – Runnymede Trust (see note 12)

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11 Available to order from the National Association of Muslim Police
Further consultation was carried out during the autumn of 2008 through a series of presentations and workshops at various conferences. These helped to identify the priorities for improvement that support the priorities set out in this strategy.

The draft strategy was produced in January 2009 and distributed widely to many people and organisations, including police forces, police authorities, unions and staff associations (including the diversity staff support associations), partner agencies and community groups. Regional and national events were held during March and April 2009 and were attended by representatives from forces, police authorities, independent advisory groups, staff associations, diversity staff support groups and community organisations from across England and Wales (see note 13). Feedback from the consultation has informed the final version of the strategy.

Notes

13 Further details of the consultation and details of the groups and organisations that responded to the consultation will be published as part of the equality impact assessment of the strategy.
Appendix C

Equality, diversity, human rights and policing

Traditionally, human rights and equality have been viewed quite separately in Britain, despite the fact that equality is internationally recognised as a basic human right. The creation of the Equality and Human Rights Commission recognises the link between equality and human rights. The human rights vision of equality extends beyond discrimination to include fairness, dignity, respect and access to the basic rights that allow a person to take part in a democratic society. A human rights approach to equality focuses on the effect that discrimination and exclusion has on the individual.

In 1998, the Government passed the Human Rights Act (see note 14), which ‘gives further effect’ to the rights and freedom guaranteed under the European Convention of Human Rights (see note 15). The act makes the convention’s rights enforceable in UK law and gives public authorities a legal responsibility to consider human rights in everything they do. The idea behind the act was that it would help to create a culture of respect for human rights that would give people the power to get involved in the decisions that affect their lives. An approach based on human rights will improve the quality of services by paying attention to the needs of the most disadvantaged and excluded people.

The past 10 years have seen major changes in the laws for equality and diversity. The Race Relations (Amendment) Act 2000 introduced general and specific duties for public authorities. Since then, a number of other laws have extended protection from discrimination to new areas including age, religion and belief and sexual orientation as well as introducing public-sector duties relating to gender and disability. In 2007, ‘The Equalities Review’ (see note 16) set out a new definition of equality, which recognises different needs and identities and makes sure there is equal opportunity for people to take part in society.

Appendix C

“An equal society protects and promotes equal, real freedom and substantive opportunity to live in the ways people value and would choose, so that everyone can flourish.

An equal society recognises people’s different needs, situations and goals and removes the barriers that limit what people can do and can be.“

Within this definition is the recognition that the law alone cannot deliver a fairer, more equal society. It acknowledges that a modern approach to equality is efficient, focuses on tackling persistent inequality and disadvantage, and benefits the whole community.

The new Equality Bill (see note 17) introduces a new ‘streamlined’ equality duty for public organisations, covering age, disability, gender, gender reassignment (changing from one sex to another), pregnancy and maternity, race, religion or belief and sexual orientation. The new bill also proposes new measures intended to strengthen the law in a number of ways. These include:

• a new duty for public authorities to consider socio-economic inequalities (see note 18);
• the introduction of gender pay reports;
• banning age discrimination outside the workplace; and
• allowing employers to take under-representation into account when making a choice between two equally suitable candidates.

The police service was quick to recognise the implications of the Human Rights Act and put in place systems for making sure that policing policy and practice met the requirements of the act. Human rights considerations are part of every aspect of policing, and human rights training is delivered across the range of police roles.

Notes

17 The Equality Bill was published on 29 April 2009 and is available from www.publications.parliament.uk/pa/cm200809/cmbills/085/09085_iw/09085_iw_en_1.htm.

18 This duty means some public authorities will need to think about what they can do to reduce the disadvantage that some people experience because of where they were born, their family background or their income.
Appendix C

Changes in the law arising from court decisions are quickly built into policy and practice across the service. The Police and Justice Act 2006 recognised the need for chief constables to be effectively checked and monitored for their force’s work and performance in keeping to equality and human rights laws. The act introduced a specific responsibility for local police authorities to “monitor the performance of the police force maintained for its area in complying with the duties imposed on that force by the Human Rights Act” (see note 19).

As public authorities, police forces and police authorities have a duty to promote equality and prevent illegal discrimination and must make sure that their actions meet the requirements of the European Convention on Human Rights. The Police and Justice Act 2006 recognised the importance of equality and introduced a new duty for police authorities to “promote diversity within the police force maintained area and within the authority” (see note 20). This new duty supports existing equality duties and tackles the gap in laws in relation to promoting equality. Our commitment to promoting equality and human rights, however, does not simply rest on the need to keep to the law, but is built on our belief in a free and fair society and our recognition of the central role of the police service in protecting the rights and freedom of individuals in our society.

Equality and human rights are central to delivering effective policing. For policing to be effective, the public must trust the police service and have confidence in the professionalism and expertise of the women and men who police their communities. One of the most important lessons of the Stephen Lawrence Inquiry is that consulting the community in a meaningful way has a real effect on our ability to tackle crime and protect communities as well as helping to build the public confidence in the police. Trust and confidence in each other is the foundation on which we can build safer neighbourhoods together.

Notes


20 See note 19.

Appendix D

The Tripartite Relationship

The Tripartite Relationship (see note 21) refers to the people and organisations who are responsible for policing in England and Wales.

Government and the Home Secretary

The Home Secretary has overall responsibility for making sure an efficient and effective police service is delivered in England and Wales.

ACPO and chief officers

The Association of Chief Police Officers (ACPO) is an independent, professionally-led strategic body. In the public interest and, in partnership with Government and the Association of Police Authorities, ACPO leads and co-ordinates the direction and development of the police service in England, Wales and Northern Ireland. In times of national need, ACPO – on behalf of all chief officers – co-ordinates the strategic policing response.

Chief officers are responsible for:

- effective and efficient policing in their force’s area;
- making sure officers, staff and resources are used efficiently;
- monitoring and assessing performance against national and local targets (‘performance indicators’);
- reducing crime, antisocial behaviour and disorder, as well as improving public satisfaction.
- making sure that their forces are able to deal effectively and efficiently with national and cross-border crime, including counter-terrorism;
- making sure that their force is working in partnership with the communities it serves and communicating effectively with local citizens (this includes providing information on local policing issues and being open to local people’s views); and
- working in partnerships, both across the criminal justice service and with other local agencies.
Appendix D

Association of Police Authorities and local police authorities

The Association of Police Authorities (APA) is the national body representing all police authorities in England and Wales, the Northern Ireland Policing Board and the British Transport Police Authority. The Civil Nuclear Police Authority, the Ministry of Defence Police Committee, the Scottish Police Authorities Convenor’s Forum and the National Policing Improvement Agency are associate (non-voting) members.

The APA has two main roles.

• To act as the national voice for police authorities.
• To support police authorities in improving how they carry out their role locally.

Police authorities are made up of local people – a mix of local councillors and independent members (selected from the community) who represent the views of local communities. The job of police authorities is to:

• appoint (and, if necessary, dismiss) chief constables and senior police officers;
• consult local communities to find out what they want the local police to do;
• set the budget for their police force, and decide how much local people should pay for policing in the local council tax;
• set the direction for policing locally and decide what the police should focus their attention on, based on their consultations with local communities; and
• hold the chief constable to account, and make sure that the police force is efficient and effective.
Appendix E

Links to other government strategies & priorities

Equality and diversity is not just an end in itself. A fairer society benefits everyone. The strategic priorities set out in this strategy will not only lead to greater equality but will also help us deliver other priorities and strategies. The ‘key links’ boxes highlight some of the other reports, strategies and initiatives that link to each of the themes of this strategy. A more detailed list of relevant strategies, reports and other documents is set out below.

- PSA 23 – Making communities safer
- Cutting Crime: A New Partnership
- The Bradley Report
- The Code of Practice for Victims of Crime
- PSA 21 – Build more cohesive, empowered and active communities
- Preventing Violent Extremism – A Strategy for Delivery
- Youth Crime Action Plan
- Customer Service Excellence
- Policing our Communities Together
- Louise Casey Review – ‘Engaging Communities in Fighting Crime’
- Policing Green Paper – ‘From the Neighbourhood to the National’
- Customer Focus – ‘Deliberative Public Engagement: Nine Principles’
- Citizen Focus Policing Hallmarks
- National Community Safety Plan
- National Strategic Assessment
- National Policing Plan
- IPCC Report – ‘Confidence in the Police Complaints System’
- Policing Pledge
- PSA 15 – Address the disadvantage that individuals experience because of their gender, race, disability, age, sexual orientation, religion or belief
Appendix E

- PSA 13 – ‘Improve Children and Young People’s Safety’
- Neighbourhood Management Schemes
- National Intelligence Model
- Code of Professional Standards
- Safer Detention
- Management of Police Information
- Professionalising Investigation Programme
- Every Child Matters
- PSA 25 – Reduce Harm Caused by Alcohol and Drugs
- House of Commons Report: ‘Young Black People and the Criminal Justice System’
- NPIA People Strategy Framework
- IPCC Guidelines – Dealing with allegations of discriminatory behaviour
- Policing Minister’s Assessment of Minority Ethnic Recruitment Retention and Progression in the Police Service
- National workforce modernisation programme
- Employment Objectives for under-represented groups – an APA guide
- Gender Agenda 2
- Police Race and Diversity Learning and Development Programme
- Police Promotion Framework
- HMIC Thematic Inspection – ‘Leading From the Front Line’
- NPIA Leadership Strategy
- NPIA HR Standard
- PSA 24 – Deliver a more effective, transparent and responsive criminal justice system
- Equality Standard for the Police Service
- APA ‘Know your rights’ guidance on Police Stops
- ACPO Procurement Strategy
- Business Excellence Model