

A Review of Training in Racism Awareness and Valuing Cultural Diversity

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Final Report

A Review of Training in Racism Awareness and Valuing Cultural Diversity

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Report Summary

Background

This is the report of a major research project into the impact and effectiveness of training in racism awareness and valuing cultural diversity in the public sector. The research arises from recommendation 54 of the report of the Stephen Lawrence Inquiry (Macpherson, 1999) which states:

'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.'

The specific aims were to explore the quality and effectiveness of training, to identify gaps in provision and practice, to explore how organisations support training in the workplace, and to provide recommendations on what constitutes effective training and how current practice could be improved and strengthened.

The research involved both central and local government, the NHS, and areas of the criminal justice system that did not include the police forces. It took place in three major stages: an initial scoping stage engaging with experts in the field, sectoral bodies and a few organisations themselves to gain a broad understanding of current activity; followed by a survey of all organisations in the four public sectors to identify effective practice; and finally 14 in-depth case studies of good practice organisations including surveys of employees' views.

The first scoping stage was conducted during Spring and Summer 2000. It included a literature search of research findings, policy publications and sectoral expert guidance notes. In addition, we contacted training consultants, sectoral experts and a small number of organisations and representative bodies.

The second stage was conducted during the latter part of 2000 and early 2001, and consisted of a large scale postal survey to identify sectoral activity and good practice in the provision of training. The survey probed into the characteristics of the organisation and its clients, the existing policies on equality and diversity, the provision of training, the means of delivery and perceived impact. A total of 1,708 questionnaires were mailed, 889 responses were

received, and 872 responses were analysed giving a response rate of 51 per cent overall.

The final stage took place during the middle and latter part of 2001. We undertook 14 case studies, distributed across the four public sectors, and selected to provide a geographic spread and by representation of ethnic minority staff and customers. The case study provided a broad view of training effectiveness by gathering the views of Human Resources and Development (HR and HRD) professionals, race equality experts, those who had undertaken training, line managers, and others such as staff and community representatives. The cases act to embed good practice within the context of the case study and to seek to understand the factors that contribute to effectiveness.

What is racism awareness and valuing cultural diversity training?

From the various parts of our research we have sought to understand the approach and activities in the four sectors. We have tried to define what is meant by racism awareness and valuing cultural diversity training, how the provision has changed over time, and why and how organisations are now meeting the new challenges they face.

The definitions of this kind of training are not common across organisations or sectors, or even within organisations over time. Different terms can be used to refer to broadly similar activities and, on the whole, organisations do not have a clear understanding of any categorisation of training on the basis of approach or philosophy.

The literature also points to a lack of clarity about what constitutes racism awareness and valuing cultural diversity training:

'The term [race relations training] has meant different things to different people at different times. Course titles have picked up the terms 'race awareness', 'racism awareness', and 'racial awareness' with no consistency, and during the period where racism awareness training was a fashionable label it was often attached to any kind of training in the field of race.' (Brown and Lawton, 1991 p. 23)

— although others have developed typologies based on differences of aims, *ie* whether the training is aimed at knowledge, attitudes or behaviours and the content, *ie* whether focused on racism, broad social issues or multicultural understanding (*eg* Taylor, Powell, and Wrench, 1998; Luthra and Oakley, 1990; Black, 2001).

Using the evidence presented in the literature, the opinion and advice of experts consulted in stage one of the research, findings from the survey of organisations, and evidence from the case study organisations and their staff, we feel that there are four key

The four dimensions of race awareness training

Philosophy	Level	Target	Aims and Objectives
Racism Equality Diversity	Individual Group Organisation Sector	Subordinates Colleagues Clients Community	Information Awareness Attitudes Behaviour Culture

Source: IES, 2002

dimensions to racism awareness and valuing cultural diversity training that recur. We therefore suggest that training can be defined by reference to these:

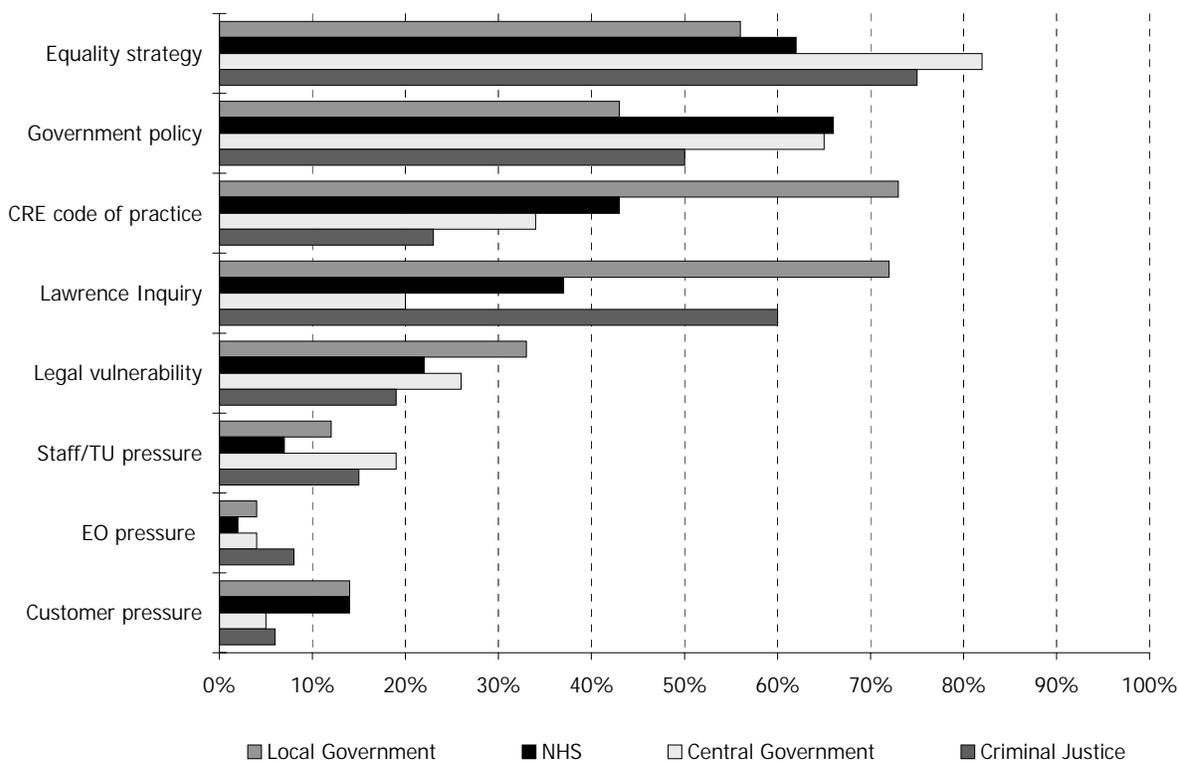
- **philosophy**, *ie* what elements of diversity does it cover: racism, racial stereotypes and prejudice, and racial harassment; equality of opportunity; or diversity?
- **level**, *ie* is it aimed at changing individuals, groups, the entire organisation or a sector?
- **target**, *ie* whether the training is directed at internal or external relationships
- **aims and objectives**, *ie* what the training is designed to do; training can aim to provide information; to increase knowledge, awareness and understanding about particular groups; to challenge and change assumptions, beliefs and attitudes; to change behaviour; and/or change culture.

Organisations' response to training

All parts of the public sector are under pressure to improve their performance on diversity issues and these pressures come from a range of sources. Some of these are major events, such as the report of the Stephen Lawrence Inquiry (Macpherson, 1999) or sector specific incidents; then there are legislative changes, *eg* the Race Relations (Amendment) Act 2000, and the pressure exerted by bodies such as the CRE, central government or sectoral representative bodies.

Our organisational survey indicated that the major drivers were central government policy (cited by 56 per cent of organisations overall), the report of the Stephen Lawrence Inquiry (49 per cent), the CRE code of practice (49 per cent) and concerns over legal vulnerability (26 per cent).

Drivers for change



Source: IES Survey, 2001

Nearly all organisations (94 per cent) have formal diversity policy statements, nearly all of which (95 per cent) cover the ‘big three’, of race, gender and disability. But the majority of organisations also include other factors, such as religion, sexual orientation, age and nationality.

The most common activity specifically mentioned is recruitment, followed by development or promotion, and over half of the responding organisations had policies that covered these internal processes, with customer service less frequently mentioned. When looking at the aims of diversity/equality policies, just over 90 per cent of organisations say they seek to comply with legislation, whilst a similar percentage also say they wish to be fair and just to staff.

Most organisations hope that diversity training will ‘raise awareness’ (89 per cent), and the next most common response is to ‘change individual behaviour’ (84 per cent). These responses were common across all elements of the public sector; however, improving customer service was an aim much more frequently articulated by those in local government and the criminal justice system. Other more specific responses, such as dealing with racism from staff or customers (61 per cent), or improving staff relationships (56 per cent), were less common, but were still aims held by significant numbers of organisations.

Two in five organisations considered their training to have a high or fairly high priority, but one in five considered it to be low or fairly low. Encouragingly, the majority (67 per cent) felt that the priority was increasing over time.

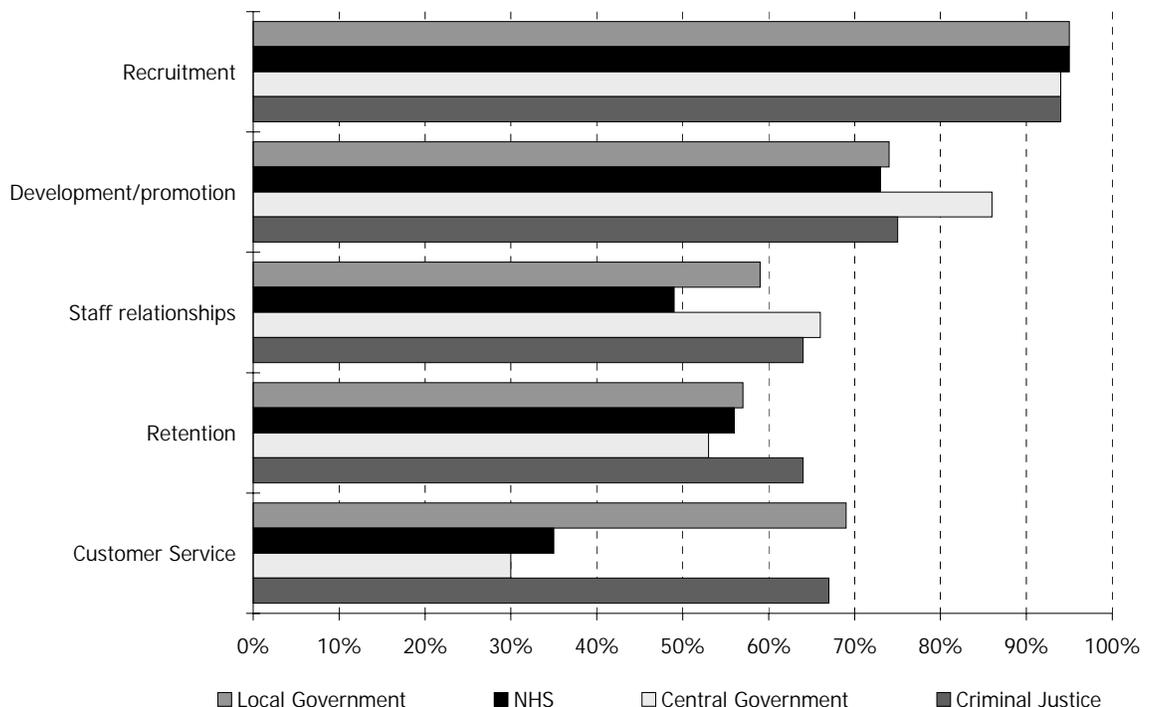
Our survey showed that 62 per cent of organisations had, or were currently providing, racism awareness and valuing cultural diversity training. The incidence was higher in larger organisations and those with a higher black and minority ethnic staff or client base. About one-third of our respondents (31 per cent) said they had not provided training to date, and 16 per cent of respondents said they had no plans at present to do so.

In looking at how training is provided, almost half offer standalone courses specifically on race, and half embed race issues within other forms of training. Patterns of training provision suggest that organisations tend to start at the top of the organisation in terms of the provision and, over time, move to groups with more specific needs. Organisations also tend to use a mix of external and internal trainers to deliver their training (54 per cent), but just over a quarter use external trainers only and 15 per cent just internal.

Moving towards best practice

In looking at the findings from our good practice case studies, some key lessons begin to emerge as to what constitutes good practice. We have suggested that organisations need to conceptualise diversity training as embedded within a wider

Activities covered in equality/diversity policies



Source: IES Survey, 2001

diversity strategy that builds on a continuous improvement cycle. The key steps in such a process are:

1. **Planning** — What are you trying to achieve? At the highest level this is about the philosophy with regard to diversity/equal opportunities, but it is also about what the organisation needs to happen.
2. **Doing** — What is likely to get you there and what might stop you?
3. **Reviewing** — How will you know where you are? Setting up indicators of progress, feedback mechanisms and expectation of evaluation, and reassessment of what you are trying to achieve.

Using this framework and pulling on the experiences of our case study organisations, we present clear lessons for good practice, questions organisations should be asking themselves, and some good practice tips for each of the stages.

Building a philosophy

The organisation needs to decide the approach it wishes to adopt towards diversity issues: is it about ensuring people are treated the same or is it about celebrating difference? Organisations need to safeguard against being too optimistic or too simplistic in their approach. They need to recognise that fully embracing diversity is about accepting change and that the organisation will be in a quite different place to where it is now. This is likely to be uncomfortable for many. Organisations also need to recognise that diversity becomes more difficult, not easier, as progress is made. The more successful you are, the more visible your failures are too, and the more likely you are to be called to account for them.

There are clear lessons for organisations in determining their approach and understanding that increasing diversity within the organisation will take time and will be uncomfortable for some.

Setting the strategy

In determining how to put philosophy into action, organisations need to confront any issues they are facing, be clear what they want to achieve, and understand the impact of power in their organisation.

Acknowledge the problem

Most organisations are not as diverse as they would like to be, and this is even more true towards the top of the hierarchy. To move forward, organisations need to understand and acknowledge the problems they face.

Clarify what you want to change

One of the most frequent issues we encountered in this research was an absence of clear purpose on diversity/equal opportunities. Organisations need to more explicitly consider and articulate aims and objectives and clarify what they are aiming for.

Deal with power

Power, or rather the absence of power, is at the root of disadvantage. Organisations need to think carefully about who has the power within the organisation, and how it might be exercised to the disadvantage of minority groups. Understanding where resistance might be met, and revisiting practices such as selection and management responsibilities, is important.

Because of this power issue, the support and positive engagement of the top team will, to a large extent, determine the culture of the organisation and the extent to which it can successfully embody change.

Targeting

Within both the diversity and equal opportunities paradigms, there is a choice whether to keep attention broad and use all forms of disadvantage to drive the point home, or to focus on a particular issue to ensure it receives sufficient attention. Ideally, this decision needs to align with the identified issues in the organisation.

Aims and objectives of training

The research highlighted that many organisations find it difficult to be precise about what they are trying to do, and the approach they are taking to race awareness training, and are certainly less clear than some of the typologies in the literature might suggest.

Aligning the training against the organisation's need for change will help in the planning process, and using our model of the four dimensions of race awareness training will help provide a framework to consider the content of the training against the organisation's aims.

Putting strategy into action

Initiatives should be developed to change individual behaviour (*ie* the ways in which individuals at every level of the organisation can behave to make diversity a reality), and organisational systems (the ways in which policies and procedures can be revised to enhance diversity). Training cannot be successful by itself, and

thinking through the other changes to the organisation to support behavioural shifts is essential.

We identified a range of factors that seem to make the training more positively received by individuals:

- tailoring to need
- maximising credibility
- ensuring quality content
- maximising attendance
- being client focused.

Tailoring to need

Individuals prefer training that they believe to be applicable to their work context and relevant to their personal understanding and need for information, or which changes their awareness.

Maximising credibility

Not all will be enthusiastic about the training offered, and resisters may question the credibility of the training offered. Trainers need to be able to demonstrate an understanding of the issues set within the organisational context/culture; this can be helped by having mixed teams of internal and external trainers and including trainers who have personal experience of some of the issues covered.

Ensuring quality

Employees like training that is of high quality, *ie* which is innovative, interesting, well-facilitated, delivered at an appropriate pace and with attention to context and need. Clear understanding of the issues will help trainers develop an appropriate training package, and the piloting of programmes can help get it right.

Maximising attendance

Our case studies varied in the degree of compulsion they placed on attendance at relevant training events. This is of course a no-win situation. Compulsory attendance inevitably means that there will be some who attend who resent being there. Voluntary attendance has the advantage of greater individual interest, but may mean that those most in need of the training fail to attend. Considerations of organisational culture, and careful communication of the relevant message, will help.

Being client focused

We also saw organisations committing considerable resources to reach out to their community or client base, and to consider their role in improving approaches to diversity and in helping to shape approaches to service delivery.

Barriers

Organisational support

A major set of factors that can potentially act as barriers are issues to do with the support which organisations provide.

It is clear that management support is critical to any organisational change programme and, on the whole, we saw considerable commitment from the top of the organisation. However, in some organisations, the commitment of other managers was questioned, especially where they did not deal forcefully with inappropriate behaviour.

Others in the organisation can also have a role to play, such as staff representatives in improving the content of training and promoting training visibility and commitment, either by supporting or critiquing the process.

Training programmes can also be supported by other organisational initiatives and activities, such as appraisal and reward systems.

Finally, appropriate resources need to be committed in terms of time for release and money. In all organisations, resources are inevitably restricted, but our research implied that longer courses are better received.

Culture

Another set of factors potentially acting as a barrier to implementation are those of organisational culture. We highlight:

- cultural problems
- staff backlash.

Training does not impact in isolation, but is helped or hindered by the organisation's general culture towards diversity, and other policy and practice responses. In some organisations there is no uniform culture, but differences in different parts of the organisation that can cause tensions and highlight differences in approach.

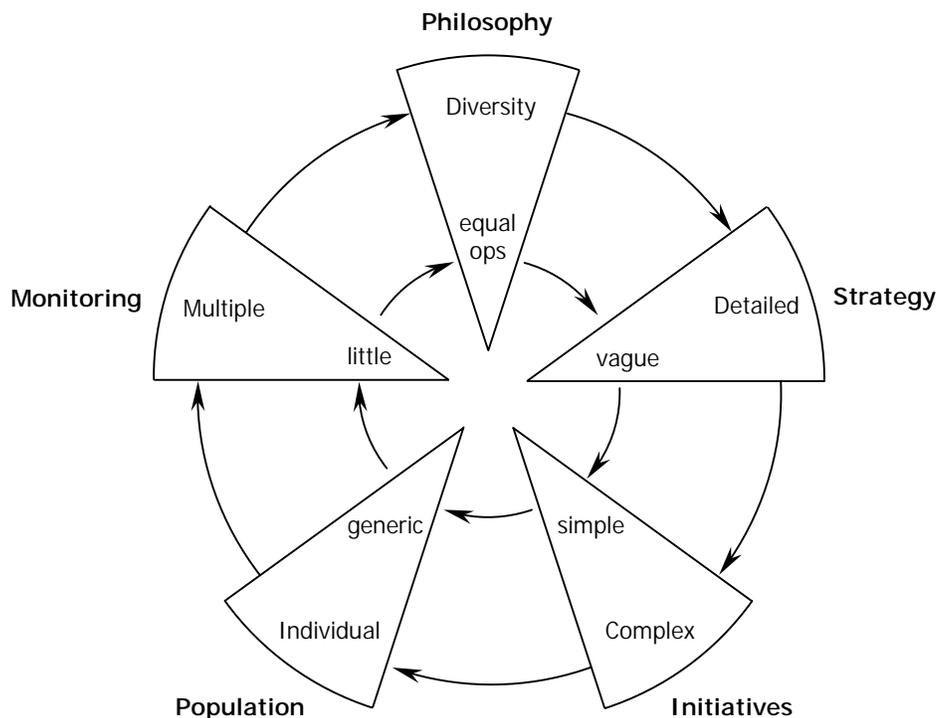
An even greater problem for some organisations are sub-cultures that are antagonistic towards diversity, which require determined handling, clear messages and clear responsibilities.

There is always the risk that some staff will feel excluded and resentful of initiatives to promote diversity. Good communication and dialogue can help, but it may not be possible to please everyone.

Seeing diversity as a journey

Different organisations were exploring equal opportunities whilst others were embracing diversity; some were delivering generic training to all staff to set a cultural baseline, others were delivering tailored solutions to specific groups. Across the range of organisations that have participated in this study, we have seen approaches that can be characterised by thinking of diversity as a journey from relative simplicity to increasing complexity. Organisations can progress around a circle of activity that can be relatively focused or more complex and sophisticated. As diversity embeds within an organisation, either because its own initiatives take hold or the growing diversity of a customer or employee base begins to have effect, the organisation is likely to find itself under increasing pressure. It is likely to find itself dealing with a more complex and sophisticated approach to diversity than it did when it first started, moving towards a more detailed strategy, a greater array of initiatives directed at a more

The diversity cycle



heterogeneous population with multiple monitoring and reflection systems in place. We have developed a model to illustrate this diversity cycle (see above).

Conclusions

There are three key messages emerging from our research:

1. Organisations need to root their activity within a continuous improvement/culture change model and they should be clear on what they want to change and achieve at the very start of their journey.
2. Success is deeply contextual and builds on where the organisation is and what it has done in the past. It is essential that it pulls people a little further than they are already, challenges them a little more, and works to keep people positively engaged.
3. Embodying diversity within organisations is an iterative process of planning, acting and reviewing. These iterations are likely to comprise a journey of increasing sophistication and complexity, and a growing appreciation of the benefits and some of the challenges of implementation. It is firmly grounded in evaluation and feedback, and a willingness to do things differently.

Not surprisingly, we did not find organisations that had succeeded in arriving at an ideal of diversity. What we did see were a number of organisations that were trying some interesting approaches, and which were showing real signs of progress in recognising and working with the benefits of diversity within their organisations.

1. Background to the Study

This study arises from Recommendation 54 of the report of the Stephen Lawrence Inquiry (Macpherson, 1999), which states:

'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.'

In response, the Home Secretary's action plan said:

*'In relation to Recommendation 54, the government agrees that there should be a cross-cutting review of racism awareness training in other services.'*¹

This report and its appendices presents the findings of research that was commissioned to review racism awareness training across the public sector.

1.1 The study

1.1.1 Aims and objectives

It was intended that the review should:

- look at the quality/effectiveness of training, using a template/typology of different types of training and providers
- identify gaps, *ie* where there is no measurable good practice
- explore organisational support for the application of training in the workplace, including other initiatives and strategies
- provide recommendations on what constitutes effective race awareness training and how current practice can be strengthened across the different sectors covered in the study.

¹ Although not defined at the time, 'other services' refers to public service providers.

1.1.2 Methodology

In order to examine the provision and quality of racism awareness and valuing cultural diversity training across the public sector, it was decided to focus in the main upon four particular sectors:

- **Local government** — a diverse sector providing a wide range of services to a defined community, often considered to have been at the forefront of equality and diversity initiatives, including training.
- **The NHS** — a service-oriented sector that has undergone much change in the last few years, it incorporates both large organisations and many much smaller ones, and as a whole is a significant employer of staff from black and minority ethnic groups.
- **Central government** — a sector in the throes of modernisation, with the challenge to acknowledge that the needs of all groups of society should be recognised, considered and acted upon. It is a sector that often views itself as somewhat removed from its customers and can therefore tend to have an internal focus.
- **The Criminal Justice System** — a sector spanning the crime-related work of several civil service departments, police services and voluntary sectors, and one that has been the focus of much activity since the report of the Stephen Lawrence Inquiry (Macpherson, 1999). It was decided to exclude the Police Service from this report as this sector has been, and is, the focus of much work in terms of racism awareness and valuing cultural diversity training. We did not want to expose this sector to potential survey exhaustion, nor to interfere with current and ongoing research.

In-depth work in the four main sectors was supplemented by drawing on the experience of organisations in the private and voluntary sectors, and sectoral bodies seeking to develop leading-edge good practice.

Across these sectors, a three-stage research methodology was devised in order to capture the quantitative and qualitative experiences of public sector organisations across the country.

Stage 1 — analysis of existing training. The aim of this part of the study was to undertake a thorough review of available information from published literature, expert interviews and some telephone interviews. This was to develop a much deeper understanding of activity, a tentative typology that could be tested in the second and third stages, and assistance in the development of questionnaires to be used in stages two and three.

Stage 2 — identifying effective practice. The second stage aimed to identify effective practice within the different employment

sectors, identify organisations where there is no measurable activity, develop typologies of different courses, and help in the identification of case studies.

Stage 3 — case studies to identify training success factors. The case studies were designed to provide a more systematic and in-depth view of the factors that can influence the success of training interventions. This stage of the research aimed to identify those contextual factors such as other initiatives, organisational culture, and role models offered by the organisation, on the effectiveness of the training, as viewed by employees and customers.

Stage 1

The first ‘scoping’ stage was conducted during Spring and Summer 2000. An extensive literature search was undertaken of the main published materials that had been influential within the four main sectors or across the public sector as a whole. Sources reviewed included research findings, policy publications, and sectoral and expert guidance documents. A full bibliography of the sources reviewed is included in the appendices to this report. In addition, 36 experts and eight training consultants in the field of racial equality were interviewed, and a small number of organisations from each of the sectors were contacted to provide an overview of practice. These included:

- senior level representatives from the NHS Executive, Civil Service College, Improvement and Development Agency (IDeA), Chartered Institute for Personnel and Development (CIPD) National Council for Voluntary Organisations (NCVO), CBI, and the Royal College of Nursing.
- diversity and training specialists within public sector organisations including the Home Office, DTI, DfES, Department of Health, Foreign and Commonwealth Office, HM Prison Service, BBC, HM Customs and Excise, Local Government Association (LGA) and Local Authorities Race Relations Information Exchange (LARRIE), TUC, National Association for Care and Resettlement of Offenders (NACRO), and representatives from Local Authorities, Health Authorities and Primary Care Trusts.
- diversity and training specialists within private sector organisations including Abbey National, Lloyds TSB, Marks & Spencer, and Northern Foods Group; and
- representatives from private training consultancies.

A full list of those who kindly helped us with this stage of the research is included in the acknowledgements section to this report.

Stage 2

The second stage was conducted during late winter and early spring 2000/2001. A large-scale postal survey was undertaken to identify measurable good practice in the provision of racism awareness and valuing cultural diversity training. The full results from this survey can be found in the appendices to this report. An eight-page comprehensive questionnaire was designed by the Institute for Employment Studies in consultation with the Home Office. The questionnaire investigated:

- the background characteristics of the organisations including sector, size, location, and proportion of clients, and staff from black and minority ethnic groups
- the existence of policies on equality, their coverage and development
- the development and provision of training in racism awareness and valuing cultural diversity
- the staff, trainers, costs, and methods involved in the delivery of racism awareness and valuing diversity training; and
- the training monitoring mechanisms in place, and perceived impact.

In November 2000, questionnaires, together with accompanying letters endorsed with the Home Office logo, were mailed by MORI to 1,708 organisations across the four sectors, using contact details supplied by key organisations in each sector: the Cabinet Office, the Local Government Association, the NHS Executive, and the Home Office. The survey was closed in March 2001. Responses were received from 889 organisations, giving an overall response rate of 51 per cent. A total of 19 responses could not be assigned to any particular sector, which means that the effective response rate for the purposes of analysis was 51 per cent. Table 1.1 shows the numbers of responding organisations from each sector, and the corresponding response rate, which ranged from just over one-

Table 1.1: Response rates to organisational survey

	Number mailed	Number received	Response (%)
Local government	411	272	66
NHS	878	327	37
Central government	290	170	60
Criminal justice organisations	129	103	80
<i>Total</i>	<i>1,708</i>	<i>872</i>	<i>51</i>

Please note that we were unable to assign 17 of the responses to a particular sector, so the sector total in Table 1.1 is shown as 872.

Source: IES Survey, 2000

third (in the health sector) to four-fifths (in the criminal justice sector).

It is worth highlighting here some of the key characteristics of each of the sectors, as they provide a context to the findings presented throughout this report. Key characteristics of the sectors are as follows:

Local government: The sector is made up of almost 500 local authorities. Just under one-third (31 per cent) of responses to the organisational survey were from local government organisations. These tended to be larger (50 per cent employed over 1,000 staff), but had particularly low black and minority ethnic representation within their workforce (86 per cent had less than ten per cent of staff from black and minority ethnic groups). Similarly, a greater number were found to have a low proportion of customers/residents from black and minority ethnic groups (80 per cent of organisations served a black and minority ethnic population of less than ten per cent). Findings in stage one of the research show that black and minority ethnic staff are over-represented in lower graded jobs.

The NHS: The sector is made up of almost 500 Primary Care Groups (PCGs) who govern the work of GPs and Community Nurses; NHS Trusts who are responsible for the management of hospital, community health, and ambulance services; and Health Authorities (HAs) who allocate resources and oversee the provision of local services. The sector comprised the largest group of respondents (37 per cent) but the majority were PCGs (67 per cent) and thus tended to be small, employing less than 50 staff. The (small) size distribution of PCGs had a disproportionate influence on the responses of the NHS sector as a whole. For example, at the time of the survey, PCGs were in a nebulous state, with less clear views of responsibility for training in racism awareness. It is important to bear this in mind when interpreting some of the findings for this sector. A greater proportion of responding NHS organisations had a high representation of black and minority ethnic staff (19 per cent had at least 20 per cent of staff from BME groups), and similarly served a high density black and minority ethnic customer base (23 per cent had at least 20 per cent of clients from black and minority ethnic groups). As in other sectors, it is generally acknowledged that black and minority ethnic staff are under-represented at senior board and executive level.

Central government: This sector is made up of approximately 60 departments, generally responsible for setting policy, and over 100 executive agencies, charged with improving the management and delivery of services. In our survey, one-fifth (19 per cent) of responses were from the central government sector. These varied in size but were generally neither really large (over 5,000 staff) nor small (under 50 staff). The majority of organisations in this sector reported a low representation of staff from black and minority

ethnic groups (64 per cent had less than ten per cent of staff from black and minority ethnic groups) and also reported a low to medium proportion of clients from black and minority ethnic groups. The highest proportions of black and minority ethnic staff in this sector are found in the lowest levels of responsibility. The respondent organisations in the sector were concentrated in London and the South East.

Criminal justice: This sector comprises Magistrates, Judges, the Courts Service, Probation Service, Prisons, and the Crown Prosecution Service. As noted above, the Police Service was excluded from our research as it is subject to a separate review. Just over one-tenth (11 per cent) of responding organisations were in this sector, and the majority of responses came from Probation Services and Magistrates Court Committees. Organisations tended to be smaller (66 per cent had less than 250 staff). They were marginally less likely to have low numbers of black and minority ethnic staff or clients than organisations in other sectors. However, as in other public sectors, it is acknowledged that black and minority ethnic staff representation at higher grades is low.

Stage 3

The third stage took place during summer and autumn 2001 when we undertook 14 case studies distributed across the four public sectors. The full case study reports can be found in the appendices to this report. The case study organisations were selected first with a view to achieving a wide geographic spread (see Figure 1.1 below for the geographical distribution of case study visits by sector) and, secondly, according to representation of black and ethnic minorities amongst staff or customers. We also sought a good coverage of different practices in training such as theatre based or cascade training. The case studies are intended to be illustrative of good practice and to provide some contextual detail within which to understand the variety of approaches to diversity. They follow a common design, but the detail of what is included in each case may vary. The organisations included in the case studies were:

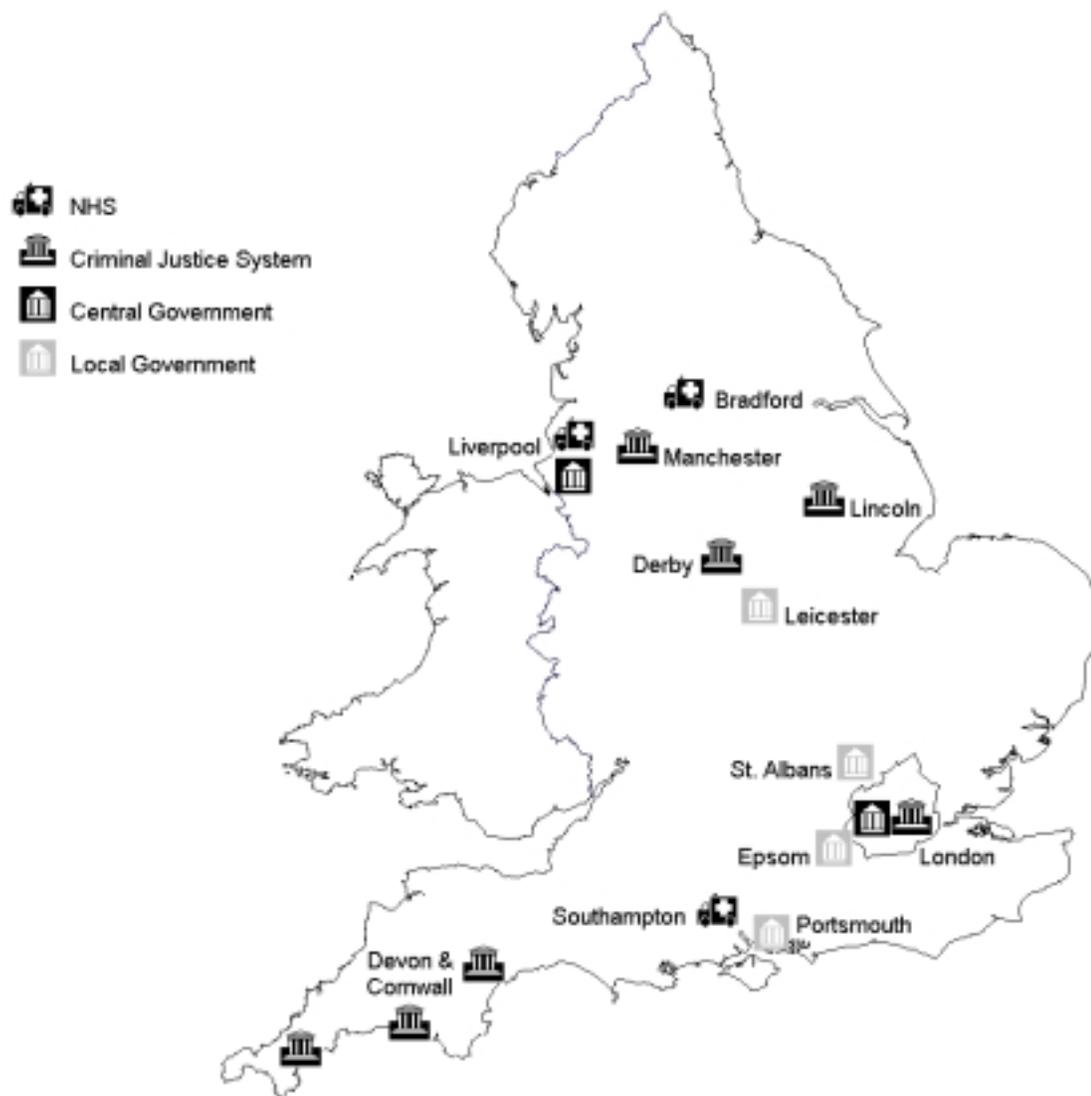
Central government

- Department for Trade and Industry (DTI)
- OGCBuying.solutions (formerly The Buying Agency)
- a central government department

Local government

- Leicester City Council
- St Albans District Council
- Portsmouth City Council

Figure 1.1: Distribution of case study visits by sector



Source: IES, 2001

- Epsom and Ewell Borough Council.

NHS

- Bradford Hospitals NHS Trust
- West Hampshire NHS Trust
- an NHS Trust.

Criminal justice system

- National Probation Service – Derbyshire area
- Devon and Cornwall Probation Service
- Manchester Probation Service
- HM Prison Service .

In each organisation, we conducted in-depth interviews with a number of individuals, including where possible: representatives of HR (including policy experts and operational staff); trainers or training experts; race equality specialists; individuals who had undertaken training; managers of such individuals; and any others who have been involved in the organisation's response on race, such as trade unions or community groups (see Table 1.2 below for numbers and categories of staff involved). Discussion guides were devised and tailored to the respondent interviewee's role in the organisation and place in the training process. Case study participants were either interviewed on a one-to-one basis, or were involved in group discussions facilitated by the IES research team. Interviews and discussions ranged from 20 minutes to almost two hours in length, and case study visits took one to two days to complete.

The interviews and discussions centred on the organisation's approach towards diversity, the key drivers of that approach, the environment and culture of the organisation, including support for diversity, activities concerned with diversity issues, the impact these had had on individual employees and the organisation itself, as well as its plans for the future.

In 11 of the case studies, we also conducted a survey of staff who had undergone training in racism awareness and valuing cultural diversity in the last three years. The survey explored knowledge of organisational policies, experience of and attitudes towards training in racism awareness and valuing cultural diversity, and perceived organisational commitment to diversity. We were provided with a sample of relevant staff by the organisations themselves. Questionnaires were distributed to the staff involved, either through the post or through the organisations' internal postal systems. The numbers involved and the response rates varied enormously. The smallest number of responses was 18, and the greatest was 171 (see Table 1.2 below for numbers of staff involved in the surveys). It should be noted here that the response rate was greatly affected by the quality of training record information available within case study organisations, as the sample for the staff survey was drawn from these records. It was also affected by the speed and reliability of case study organisations' internal distribution systems, as many of the staff surveys were not able to be directly distributed due to data protection concerns. However, across the 11 case studies we received responses from 720 staff (35 per cent) with recent experience of racism awareness and valuing cultural diversity training, within our reporting time-scale.¹

¹ We received further responses after the staff surveys closed, but unfortunately we were unable to include these in our analyses.

Table 1.2: Evidence gathered in the case study sectors

	Local Government	NHS	Central Government	Criminal Justice System	All
Interviews/focus groups*					
HR/Trainers	9	4	7	12	32
Race/equality experts	5	3	3	12	23
Operational staff (focus groups)	21	62	24	73	180
Community representatives	2	1	0	0	3
Staff representatives	1	0	6	3	10
<i>Total interviews</i>	<i>38</i>	<i>70</i>	<i>40</i>	<i>100</i>	<i>248</i>
Staff survey					
Sample	719	321	467	575	2,082
Respondents	133	134	212	241	720
<i>Response rate</i> [‡]	<i>18</i>	<i>42</i>	<i>45</i>	<i>42</i>	<i>35</i>
Documentary evidence					
Policy	✓	✓	✓	✓	✓
Training information	✓	✓	✓	✓	✓
Training evaluation	✓	x	✓	✓	✓
Staff views	✓	x	✓	x	✓
Customer/community views	✓	✓	x	x	✓
General background	✓	✓	✓	✓	✓

* Interviews and focus groups are reported together. As the terminology used depended on the numbers attending each session, it did not represent a difference in methodology.

‡ In some instances the response rates are lower than we would have hoped for. This is largely due to the quality of training records and the internal mail systems within some of the case study organisations.

Source: IES, 2001

Lastly, we collected documentary evidence from across the case studies. We obtained copies of diversity and equality policies and codes of practice, examples of training programmes and materials, information on evaluation tools used, feedback from training events, staff and customer monitoring information, and research evidence commissioned by the organisations themselves (see Table 1.2 for the types of evidence collected).

The format of the case studies allowed us to examine each organisation's approach to diversity in much greater detail; set within the context of its overall operations. However, it should be noted that they did not, as is the nature of case studies, allow us to generalise findings across entire sectors.

1.2 The structure of the report

In the next chapter we examine the theoretical scope of racism awareness training as described by the literature, and use findings from our interviews with experts and the survey of organisations of the project, to investigate the real history, and current provision of, training in racism awareness and valuing cultural diversity. We explore who is doing what and why, and provide illustrative examples from the case studies where appropriate and relevant. We then conclude the chapter with an overview of emerging themes and a brief summary of current practice.

In Chapter 3 we present clear pointers towards good practice in implementing training and development on racism awareness and valuing cultural diversity training. We look at three key stages: planning, doing, and reviewing, and indicate the key questions organisations need to ask themselves at each stage. In doing so, we also present evidence from the case studies of successful practices, and provide a range of good practice tips.

2. Sectoral Activity

In this chapter, we explore the approach and activities of organisations in the four sectors when providing racism awareness and valuing cultural diversity training. We have drawn on information from literature sources, experts and training organisations to support evidence from the survey of organisations, in order to give both an overview and, where appropriate, highlight differences in each of the four main sectors. We have also drawn on case study findings to provide illustrative examples of current practice.

We start by exploring what training in ‘racism awareness’ and ‘valuing cultural diversity’ is — how it is described in the literature and what it means in practice to organisations. We then describe how such training has changed over time in the public sector, the factors responsible for this change, and how organisations are meeting the new challenges they face through policy, training strategy, and training practice. We then conclude the chapter with a brief summary of current practice.

2.1 What is racism awareness and valuing cultural diversity training?

What is racism awareness and valuing cultural diversity training? Is it just a term used interchangeably with a host of others to describe a range of interventions in organisations? Or does it describe a specific type of event? Indeed, does a racism awareness event differ from a valuing cultural diversity event? Unfortunately, our research would indicate that there are no simple answers to these questions.

Our initial discussions with experts and our work with case study organisations would indicate that the term does not universally describe a specific type of event, and that the meaning is neither fixed in time nor place. One individual’s perception of racism awareness and/or valuing cultural diversity training may well differ significantly from another’s. It would appear that people in different sectors, organisations, and even departments within organisations, and at different times (or stages of training development) use this or any one of a number of terms to describe a range of activities aiming to affect awareness, attitudes and/or

skills around race, racism, prejudice, culture, equal opportunities, discrimination, harassment, and/or diversity. There seems to be no real evidence of consistency in terminology and course-naming conventions.

2.1.1 Categories of training

The literature also points to a lack of clarity about what constitutes racism awareness and valuing cultural diversity training, as these quotes from Brown and Lawton indicate:

'Race relations and equal opportunities training refers not to a single type of employee training but embraces a wide range of activities. The diversity of training packages reflects a real diversity of needs and training aims; this analysis stands in contrast to the view that the diversity of training results from a confused set of approaches to a single training aim.' (1991, p.X introduction)

'The term [race relations training] has meant different things to different people at different times. Course titles have picked up the terms 'race awareness', 'racism awareness', and 'racial awareness' with no consistency, and during the period where racism awareness training was a fashionable label it was often attached to any kind of training in the field of race.' (1991, p. 23)

Brown and Lawton (1991), in their work to look at the provision of race relations training in the 1980s, avoided imposing strict definitions where there was no consensus. However, some authors and commentators have attempted to define particular types of training. These authors tend to classify training according to:

- the methodological aims and objectives — whether working to affect knowledge through information provision, to affect attitudes, values and feelings, or working to effect changes in behaviour or skills
- the output aims or level — whether working to affect change in individuals, organisations, or society
- the targeting or specificity of content (the guiding philosophy) — which particular aspect of diversity is the focus of the training
- the participants of training — whether focused on black and minority ethnic individuals or white individuals.

Work within the United Nations and the International Labour Organisation provides a good starting point (Vuori, 1997; Taylor, Powell and Wrench, 1998; and Jemai and Kolpakov, 2001). These studies build on the work of Wrench and Taylor (1993) to develop a typology of six approaches to **anti-discrimination** or **managing diversity** training that differ according to strategy (the methodological aims, *ie* affecting knowledge, attitudes, or behaviour) and content (targeting of content, *eg* multicultural,

racism, discrimination or broader social issues). The six approaches are listed below, and summarised in Table 2.1:

- Information training, which assumes that by providing demographic facts, legal context, and information on prejudice, behaviour will change.
- Cultural awareness training, which engages trainees in order to change their attitudes, and assumes that by raising awareness discrimination will reduce.
- Racism awareness training (or specific awareness training), which focuses on racism (or sexism *etc.*) and uses self awareness and confrontational techniques to bring about changes in behaviour.
- Equalities training (or equity training), which instructs individuals in legally appropriate behaviour, assuming this will bring about behavioural changes.
- Anti-racism training, which assumes racism and discrimination exists in an organisation and is therefore aimed at changing organisational practices to combat racism. Another aspect to this training is anti-discrimination training, which tends to focus on specific practices such as recruitment.
- Diversity training, which is targeted towards managers (the power holders) in order to develop a heterogeneous culture where people are treated appropriately.

A similar typology was presented in 1990 by Luthra and Oakley, who used their experiences in the field of **race** training in Britain to develop five models, many of which map very closely, if not exactly, onto the ILO/UN model. They include: race information training, racism awareness training, race equality training, anti-racism training, and also the education approach. The education approach takes a more long-term view and assumes that change can only come about through the self-driven personal development of individuals. Luthra and Oakley argue that when individuals themselves identify a need for change and find ways to do so, change will happen. They see the education approach as embracing a wider remit in which race is only one aspect.

Table 2.1: Anti-discrimination training typology

Content/ Strategy	Multicultural	Anti-discriminatory	Broader issues
Information provision	Information training	Information training	
Attitude change	Cultural awareness training	Racism awareness training	
Behaviour change		Equalities training	Equalities training
Organisational change		Anti-racism training	Diversity training

Source: Wrench and Taylor, 1993, page 15

Patti DeRosa, a US training consultant working in the field of Adult Basic Education and anti-racism, also identifies six different training models which she feels fit within the umbrella of **diversity** training. Two of her models fit closely with the ILO/UN models: the 'legal compliance' approach, with its emphasis on legal theory and HR strategies, fits with the ILO's equalities training approach; and the 'managing diversity' approach, with its focus on managers and their decision making and effectiveness, fits closely with the ILO's diversity approach. However, four other models can be added to the ILO/UN framework. The first two, the 'intercultural' approach and the 'valuing differences' approach could be said to build upon the ILO/UN category of cultural awareness training.

- The Intercultural approach focuses upon the development of cross-cultural understanding, sensitivity to one's own behaviour, and awareness of others' cultures. Increased awareness, knowledge and tolerance are its goals.
- The Valuing Differences approach recognises, respects, and celebrates human differences whilst sharing similarities, and helps people to learn about themselves and one another by exploring stereotypes and cultural differences. It can cover all kinds of human differences, not only race.

A further 'prejudice reduction' approach described by DeRosa, could be said to build upon the ILO/UN category of racism awareness training:

- The Prejudice Reduction approach explores past experiences, and encourages empathy for targets of prejudice, activities involve sharing personal stories, and can get very emotional.

However, the 'Anti-racism' approach she describes, almost blurs the ILO/UN categories of racism awareness and anti-racism, focusing both on the individual and the organisation:

- The Anti-racism approach takes a much more political and activist stance, to look at the history of racism, at personal prejudice and institutional racism, and aims to restructure power relations in society. DeRosa notes that this approach had tended to use confrontational approaches which alienated many participants, but that a newer style emerged which recognises that both personal attitudes and institutional structures need to change, understanding that the personal *is* political.

Black (2001), a US trainer and conflict reduction specialist, working in the education field, also describes remarkably similar training types to DeRosa. Black categorises training into: cross-cultural understanding (which maps onto DeRosa's intercultural approach); diversity appreciation (mapping onto valuing diversity); reducing prejudice (mapping onto prejudice reduction),

and managing diversity (which maps onto the ILO/UN category of diversity training).

Rogers (2001), a trainer for the US research and policy organisation Western States Center, talks about the racial justice approach which aligns closely to DeRosa's Anti-racism approach. Rogers describes the racial justice approach as viewing race within an institutional and cultural context, which aims to transform organisational and societal power relations through understanding power and how racism is perpetuated by organisations. More specifically, it is about understanding privilege, developing accountability for racism, and identification of racism and oppression. Rogers notes:

'Diversity training can ask white people to change their consciousness while leaving their dominance intact: a racial justice approach requires an organizational transformation of power relations.' (Western States Views, Winter 2001 (p.13)

Further dimensions to the model are added by the work of Locke, (1998), Lee (1991; cited in Brown and Lawton, 1991), and the Commission for Racial Equality (1987). Locke advocates a move from equality initiatives (colour blindness), and diversity initiatives (collectivist), to individualist perspectives. Locke sees individualism as the answer, treating each individual according to his or her own merits, and suggests the way forward is individuality awareness — how to objectively assess and measure ability, motivation and character. Lee (see Brown and Lawton, 1991) divides training into two — training for ethnic minorities, and training for white workers. Similarly, the CRE distinguishes positive action training from race relations training. It describes positive action training as that aimed to improve the skills and knowledge of individuals, in order to improve their own opportunities, whereas race relations training is aimed at people who can affect the opportunities of others by giving them skills and knowledge or by changing attitudes.

In summary, the literature suggests a range of training which (in many instances) can be illustrated with live examples from the case studies:

- information training/race information training

An example taken from the case studies would be **Bradford Hospitals NHS Trust's** course on Asian naming systems. A half day course specifically requested by and aimed at administration staff. As noted in the case study, Asian children are often given one name at birth, but present another in later years. Names such as Muhammad, Begum, Singh or Kaur are extremely widespread, and the reasons and significance of this is explained in the training.

Another example is provided by the **Prison Service**. All new prison officers receive POELT training (prison officers entry level training),

which includes sessions on professional working relationships, equal opportunities, and race relations.

- **cultural awareness training**
 - valuing differences, diversity appreciation
 - intercultural training, cross cultural understanding

Portsmouth City Council provides an example of this type of training with its successful One City Many Cultures event. The event involved community groups as facilitators. Each group held a series of workshops to demonstrate their cultures, telling staff about their lives, the music, and their food *etc.* It was well received and raised the profile of diversity both within the council and externally.

Another example is provided by the **Prison Service**. At Leeds Prison a cultural awareness day was held, which brought together people from the black and minority ethnic community. The training involved both prisoners and staff, and presented information on food, dance and music of different cultures. It also involved a play performed by prisoners which looked at racism.

- **racism awareness training/targeted awareness training**
 - prejudice reduction, reducing prejudice

An example here is the course offered in the **Greater Manchester Probation Service**. Managers can refer staff who might be displaying worrying behaviours. The course provides confidential one-to-one opportunities for people to work through any particular difficulties and issues. It looks at how attitudes and assumptions develop and how they can be changed, involves victim empathy work, and looks specifically at how people can evidence diversity in practice. The course is delivered in two sessions, with a gap in-between, to enable participants to quietly reflect in confidence on their approach.

- **equalities training/equity training**

An example here is the course given to all staff in **St Albans District Council**. The training module covers race, gender and disability. Using the Race Relations (Amendment) Act 2000 as a tool, the course concentrates on the legal duties of the council and individual staff, and on understanding and recognising discrimination and harassment in all its forms. This course focuses upon equalities issues in both the Council's employment and service delivery activities. Using the Act as a good practice guide, the Council is also applying the same standard to gender and disability issues.

Another example is provided by **OGCbuying.solutions**. The organisation requires all staff to attend a one day workshop that covers all aspects of equal opportunities in employment, including the current legislation and its implications for the workplace. It aims to help staff arrive at solutions for equalities issues, and to give participants a sense of how to apply their new knowledge of equalities back in the workplace.

- anti-discrimination training/anti-racism training

An example is a course offered by **Derbyshire Probation Service** entitled 'Engaging a Precious Resource'. This course is aimed at white managers who manage black and minority ethnic staff, and it concentrates on improving internal staff relationships and the working environment.

Another example is provided by the **DTI**, who used both internal trainers and external trainers, who were specialists in role-play techniques, to guide managers through the vacancy filling process.

- racial justice
- old/new anti-racism training
- diversity training

An example could be the course offered by **Greater Manchester Probation Service** which focuses on middle management, and attempts to address the barriers which exist for black and minority ethnic staff attempting to progress in the organisation. The Probation Service recognised that progression for this group of staff depended strongly on the support and commitment of line managers and wants the training to improve both supervision and opportunities. The course involves a two day taught session, supported action learning sets, and one-to-one consultancy.

- educational approach
- individualist initiatives
- positive action training

An example here would be the training delivered in the 1980s in **Leicester City Council**. The course was targeted towards black and minority ethnic women in the housing department, and was delivered by trainers from black and minority ethnic groups.

2.1.2 The dimensions of training

Using the evidence presented in the literature, the opinion and advice of experts consulted in stage one of the research, findings from the survey of organisations, and evidence from the case study organisation and their staff we find four key recurring dimensions to racism awareness and valuing cultural diversity training. We suggest that racism awareness and valuing cultural diversity training can be defined by reference to these:

- **philosophy**, *ie* what elements of diversity does it cover
- **level**, *ie* is it aimed at changing individuals, groups, the entire organisation or a sector?
- **target**, *ie* whether the training is directed at internal or external relationships
- **aims and objectives**, *ie* what the training is designed to do.

Table 2.2: The four dimensions of race awareness training

Philosophy	Level	Target	Aims and Objectives
Racism Equality Diversity	Individual Group Organisation Sector	Subordinates Colleagues Clients Community	Information Awareness Attitudes Behaviour Culture

Source: IES, 2002

At the **philosophy** level, training can deal with racism, racial stereotypes and prejudice, and racial harassment (*eg* racism awareness training, and anti-racism training). It can deal with equality of opportunity (equality or equity training), which tends to concentrate on organisational processes and eliminating discrimination against particular groups (including BME groups); and/or it can focus on diversity (*eg* cultural awareness training, diversity appreciation training), the range of lifestyles, values, norms and beliefs of different people.

In terms of **level**, training can aim to effect changes in individuals; in groups, departments or categories of staff; in entire organisations; or perhaps even across whole sectors. For example, racism awareness training and prejudice reduction training is aimed at changing individuals through addressing individual attitudes, whilst the racial justice training approach aims to effect change across society by recognising and addressing power relations.

Training can have an internal and/or external **target**, with emphasis on effecting change that will positively affect subordinates, colleagues, clients, and/or the wider community. For example, much anti-discrimination training and equalities training focuses on internal organisational processes such as recruitment, retention, and progression, and therefore concentrates on the employment relationship — employees are the target. Another example is positive action training, which aims to provide knowledge and skills to a particular subset of staff, those from black and minority ethnic groups.

Lastly, at the level of **aims and objectives**, training can aim to provide information; to increase knowledge, awareness and understanding about particular groups; to challenge and change assumptions, beliefs and attitudes (often coupled with other initiatives to improve self awareness); or to change behaviour (including setting standards of acceptable behaviour) by providing practical skills and tools; and/or change culture. For example, information training purely provides information and knowledge, which is hoped will indirectly lead to changes in behaviour, whilst racism awareness training works to affect the

attitudes of participants usually in a very emotive way, and equalities training or anti-racism training work on the accepted behaviour of individuals.

By understanding the key dimensions of training in this way, we can begin to understand the considerable variety of approaches in use. The greater the spread of each of the dimensions involved, the more ambitious the training attempts to be.

2.2 The history of training provision

Looking at the way training provision has developed, provides another way to understand racism awareness and valuing cultural diversity. Organisations in both the private sector, and particularly the public sector, have a long history of providing race training. The literature, and our discussions with race and sector experts, enabled us to understand the changes in the approach and design of training in the last 20 years or so.

A pattern can be detected when looking at the style of training and its corresponding underpinning philosophy. We have moved from:

- reformist approaches emerging from the political activist movement in the US, based on understanding the history of racism and tackling the personal prejudices and attitudes of individuals
- approaches dominated by the drive for assimilation and acculturation, based on bringing everyone into the dominant culture and then ensuring no difference of treatment through application of legislation and ensuring appropriate behaviours
- pluralist approaches driven by the need to tackle ignorance and misunderstanding, ensuring that individuals benefit from learning about other cultures
- transformist approaches, which recognise that racism is embedded in power structures in society, culture and organisations, and that imbalances in power, that privilege and dominance, and that oppression should be tackled, and that the way in which culture and attitudes operate and pervade should be understood.

It would appear that organisations have moved from race activities in the 1980s, to equality activities in the 1990s, with a current trend towards diversity. Race issues have gradually been subsumed within a broader agenda that has moved from provision of equality of opportunity with the emphasis on the diminishment of difference, to a diversity approach with an explicit recognition of difference and trying to meet particular needs of different groups.

Training activities mirror these trends. The training activities in the 1980s were specific to race and often delivered under the banner of racism awareness training. These were often confrontational and described as uncomfortable events and, in many organisations, the approach was eventually discredited. New training programmes emerged in the 1990s as organisations called for broader training to encompass disability and gender as well as race. Much of this training was provided under the equal opportunities banner. Equal opportunities training or equality training tended to have the legislation on gender and race discrimination at its centre. Currently, training in race issues is increasingly being delivered under the banner of diversity or cultural awareness, which is considered more inclusive than race alone, a less emotive and charged way to approach the issue of race, and a more modern term than equalities.

This training is viewed by some as building upon, rather than rejecting, the principles of equality training; acknowledging the need to build from policies and activities that support equality in order to celebrate diversity and cultural differences. Thus training has moved from the negative (what are you/we doing wrong) to the positive (celebrating difference). Newer programmes have moved from the confrontational style used in the 1980s to challenge and change attitudes; through a period focusing on providing legislative information and information about appropriate behaviour; to a more practically based, action oriented approach to effect changes in behaviour. Further changes in terms of method and content are expected, such as increasing use of computer based training, a greater demand for legislative content (as the amount and complexity of legislation increases) and training that organisations can deliver themselves.

2.2.1 Sectoral differences

Local government

Sector experts believed that training was once prevalent in the sector, which was at the forefront of race equality work, but became gradually less popular as councils tried to get rid of their 'looney left' image and cope with budget cuts. There is now a concern that local government has lost its way in the last ten years, and that race has been squeezed from the agenda with little monitoring of equal opportunities. Many councils, particularly those serving smaller black and minority ethnic populations, are not responding to sector initiatives and recommendations, and until recently there has been little information available about training activities in the sector. There is a feeling that authorities are increasingly moving towards mainstreaming equalities, which is something the sector generally commends, although some argue it can lead to the demise of equality due to diluted responsibility.

The NHS

As in local government, there was a view that the NHS had once been at the forefront of equality awareness but that it had tended to fall behind in the political climate of the 1980s. However, recently there has been a huge push towards raising cultural awareness, but this has not been without its critics for being too narrowly focused and isolated. Some organisations have also been criticised for being more concerned with rooting out individual perpetrators of harassment than with tackling the problem at an institutional level.

Central government

Diversity is now at the forefront of the activity in this sector, within which race or ethnicity is just one of many dimensions. However, experts note that the findings of the report of the Stephen Lawrence Inquiry (Macpherson, 1999) has made race a high priority for action.

Criminal justice

Sector reports noted that race training delivered in the sector, particularly in the Probation Service, in the 1980s had caused anxiety to attendees without creating understanding, and had left staff feeling unsure of what was expected. The current push calls for higher priority, more resources, commitment from senior staff, and for training to be delivered to all staff. This has been aided by establishing Race Relations Officers and teams to deal with race issues. Results from our survey of organisations would indicate that this sector is now at the forefront of training activities.

2.3 Drivers for change

The literature and expert opinion indicate that training in racism awareness and valuing cultural diversity incorporates a wide variety of approaches and has been developing over time. But what has been driving the take-up of training within organisations, particularly within the public sector, and the change in approach? To try to answer this question we surveyed a range of organisations across the four key areas of the public sector, and turned to the race and sector experts to enable us to understand the range of factors driving the development initiatives on race, equalities and diversity.¹

¹ The sector experts included Senior Policy Officers in governmental departments and local authorities, as well as Directors of Human Resources and Employee Relations Officers in the four sectors included in this study.

Sector experts considered the factors to include national programmes such as the CRE Standards, introduced in 1995, which have effected change in both the public and the private sector, and the Modernising Government agenda, which has brought about new thinking across the public sector. The CRE Standards provide a range of measures against which organisations can assess their performance on racial equality. The 'modernising government' agenda acknowledges that there is no such thing as a typical citizen and that the needs of all groups of society should be recognised, considered and acted upon. It calls for inclusive policies and sensitive public services, and places diversity firmly onto the public agenda.

Other factors described included legislative changes. For example, the newly enacted Race Relations (Amendment) Act 2000 places duties on public authorities not only to eliminate unlawful discrimination, but to promote race equality and good race relations.

However, change could also emanate from major events. One highly visible potential driving factor, particularly for public sector organisations, was the report of the Stephen Lawrence Inquiry (Macpherson, 1999). This concluded that the Metropolitan Police Force was guilty of institutional racism. The Inquiry and its aftermath have brought a focus on the activities of organisations, and led to greater scrutiny of public service organisations. Experts also highlighted the importance of the general change in ethics and moral duties in both the private and the public sector to provide a fair service. Organisations may be driven by both a business need and a moral duty.

Findings from our survey of organisations were consistent with the views of the race and sector experts consulted, that the major drivers for training were: the CRE Code of Practice; government policy, such as White Papers; and the report of the Stephen Lawrence Inquiry (Macpherson, 1999).

Pressure from staff, unions or customers was much less likely than other factors to be cited as a key motivation for training. However, organisations currently providing training (or planning to provide training in the near future) most commonly indicated that training was provided as part of their long-term racism/diversity awareness strategy (66 per cent). However, this is not consistent with the view of sector experts, who tended to consider organisational (or indeed sectoral) strategies, around the issues of diversity to be under-developed, which thus could lead to a 'sheep dip' mentality which would be very likely to fail.

The organisations, which do not currently provide training nor plan to do so in the near future (16 per cent of the sample), were not driven by the same considerations. More than half (55 per cent) of this group felt that training of this nature was not a

priority or a concern for them, because they had only a small black and minority ethnic client population; or that they already had a good level of cultural awareness; or that such training could and would be provided elsewhere by other organisations (*ie* not their responsibility). A small number noted structural barriers to providing training, such as their small size or lack of resources. The indicators are perhaps that for some organisations, whilst the motivation to undertake training exists, the means to do so does not.

Sectoral drivers

The organisation survey findings and discussions with experts indicated that the four sectors are differently influenced by the various pressures, and that they are also influenced by a range of sector specific initiatives and drivers (see Figure 2.1).

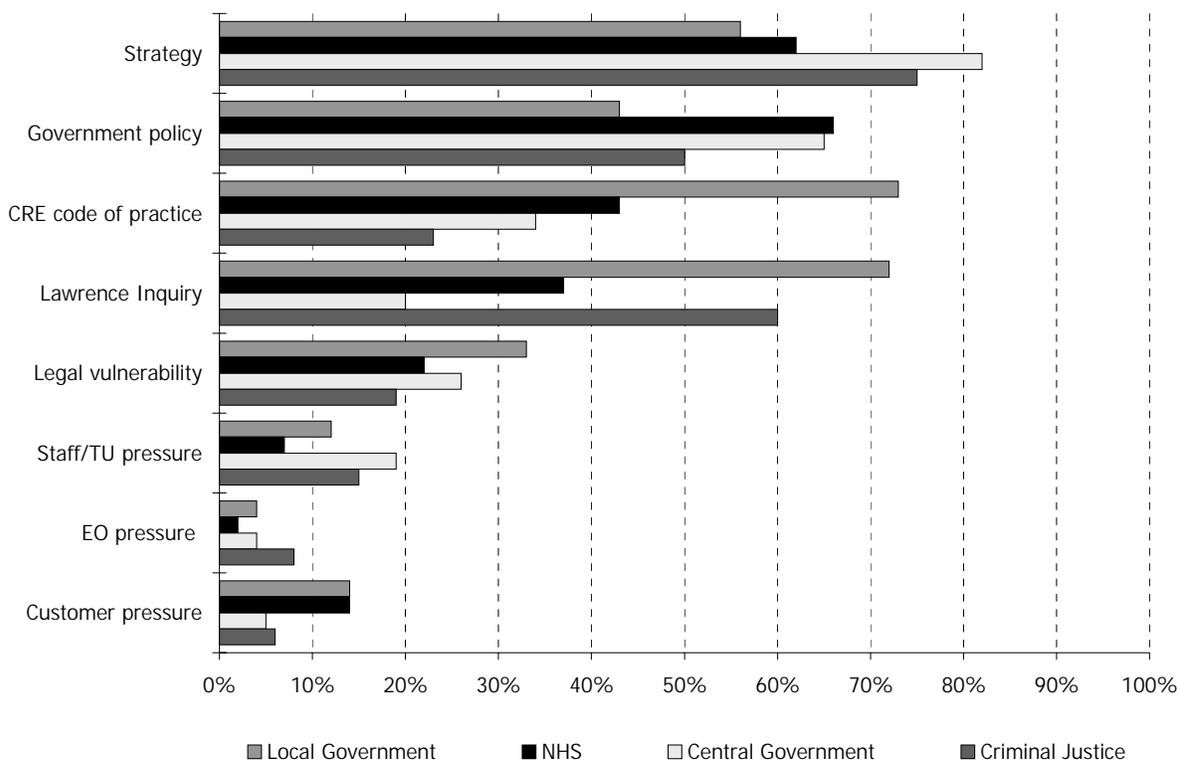
Local government

Our expert interviewees noted the importance of the modernising agenda and the introduction of the 'best value' process that evaluates both internal and external service provision. Support is provided particularly by the Local Authorities Race Relations Information Exchange (LARRIE), which is a source of information on race equality policy development and service provision, helps organisations in the sector to learn from each other, and makes recommendations as to best practice. The CRE Standard is also considered a key driver, as are the Audit Commission Performance Indicators which require authorities to assess themselves against the CRE Standard. Our organisation survey results support these views. Actual or planned training provision was heavily influenced by the CRE Code of Practice (73 per cent), the report of the Stephen Lawrence Inquiry (72 per cent) and by Audit Commission Performance Indicators (51 per cent). However, only one-quarter of organisations felt that LARRIE recommendations led to their providing training, and these tended to be the larger councils such as London Borough Councils. Organisations in this sector were also more likely to be concerned about legal vulnerability (33 per cent), and marginally more likely to be motivated by customer pressure (14 per cent), than those in other sectors.

The NHS

Experts point to a range of sector specific publications and initiatives as influencing change, with increased focus on external issues such as access to public health services, promoting the health of black and minority ethnic groups, and equipping the workforce to deliver appropriate and responsive services to diverse client groups. The 'modernising government' agenda has also affected the sector and has led to the establishment of bodies

Figure 2.1: Drivers for change



Source: IES Survey, 2001

to ensure best treatment for all, a firmer commitment towards equality and fairness, and to the development of targets for increasing representation of black and minority ethnic staff in senior posts. Out of this agenda, further sector initiatives have emerged, including the NHS Equality Awards; and The Vital Connection (equalities framework) which calls for training in anti-harassment (which is considered by some as endemic in the sector), equal opportunities in recruitment, cultural awareness and health promotion for disadvantaged communities. The survey of organisations showed that the sector organisations that delivered training were heavily influenced by government policy (66 per cent) but were also marginally more likely than other organisations to be motivated by customer pressure (14 per cent). They were, however, less likely than other organisations to be driven by staff, trade union or employer organisation pressure. Also, fewer organisations in this sector (37 per cent) compared to those in other sectors had been influenced to make changes as a result of the report of the Stephen Lawrence Inquiry (Macpherson, 1999). This is largely explained by the minimal impact of the Inquiry on PCGs, only 26 per cent of which considered the results relevant.

Central government

Unsurprisingly, central government was reported to be heavily influenced by the government’s modernising programme and civil service reform. These initiatives call for the sector to bring

about a dramatic improvement in diversity, to open up to people and ideas through targets to increase representation of black and minority ethnic staff in senior posts, to equality proof HR processes, to introduce action plans to raise diversity awareness across all organisations, and to develop plans to project a modern image in order to challenge stereotypes of the civil service. The survey of organisations shows that across the sector, organisations were generally heavily influenced by their long-term strategy (82 per cent) and unsurprisingly, government policy (65 per cent), as predicted by the experts. However, organisations were less likely than others to cite the influence of the report of the Stephen Lawrence Inquiry (20 per cent). This may be due to the fact that government departments see themselves less as providers of direct services to the public, which was an important consideration for the Inquiry.

Criminal justice

The report of the Stephen Lawrence Inquiry has renewed interest in the policies and training provided by organisations in the sector, not just the police force. Consequently, a range of new reports, policies, training programmes, and staffing targets have emerged. The Criminal Justice Consultative Council's (CJCC) race sub-group was re-established; it held a major conference and produced a report in order to maintain the momentum for change that the Inquiry had started. Also, the National Association for the Care and Re-settlement of Offenders' (NACRO) Race Issues Advisory Committee made a series of recommendations about race equality training.

Our survey of organisations indicated that organisations were heavily influenced by strategy (75 per cent) and the report of the Stephen Lawrence Inquiry (60 per cent). However, this sector was least likely of all the sectors studied to report the influence of the CRE Code of Practice (23 per cent) or concern for legal vulnerability (19 per cent) as influencing their decision to provide training.

2.4 Responding to new challenges

Organisations are responding to these new challenges in a range of ways and the findings from both stage one (the literature and expert and practitioner opinion) and stage two (quantitative evidence of organisational activity) provide a clear picture of policy and practice across the public sector.

2.4.1 Policy on diversity

The vast majority of organisations across the sectors had policy statements on equalities. Indeed, the survey of organisations found that 94 per cent of respondents had formal, written policies

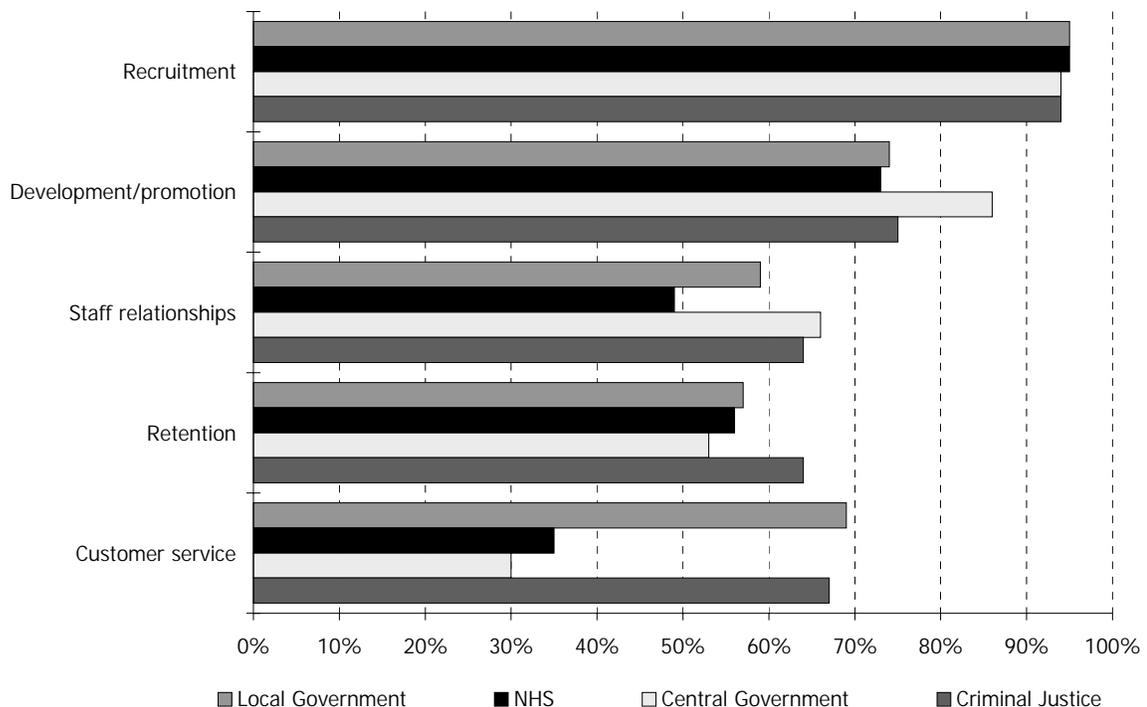
governing equal opportunities or diversity. Smaller organisations were less likely to have such a policy (84 per cent).

The most common areas covered in these statements were the ‘big three’ — race, gender, and disability. This is not surprising, as these are also the areas where legislation exists to outlaw possible discrimination. There are also high profile bodies to provide advice and guidance in these areas — for example, the Commission for Racial Equality, the Equal Opportunities Commission, and the Disability Rights Commission. This also ties in with the finding from the survey that the most common motivation across all sectors for developing equality policies was to comply with legislation.

Some organisations (at least two-thirds of those responding) also included other factors in their policies such as religion, sexual orientation, age, and nationality. These tended to be larger organisations, and those with a larger black and minority ethnic customer base and workforce. This broader coverage of factors is indicative of the more recent move towards diversity.

The most common activities governed by equality or diversity policies were internal processes such as recruitment, promotion and progression, managing staff relationships, and retention (see Figure 2.2). Over half of the responding organisations had policies that covered these internal processes. This fits closely with the main reported objectives for policy development: to comply with legislation (reported by 91 per cent of organisations); to be fair and just to staff (also reported by 91 per cent); and to create a diverse working environment (80 per cent) (see Figure 2.3). However, this

Figure 2.2: Activities covered in equality/diversity policies

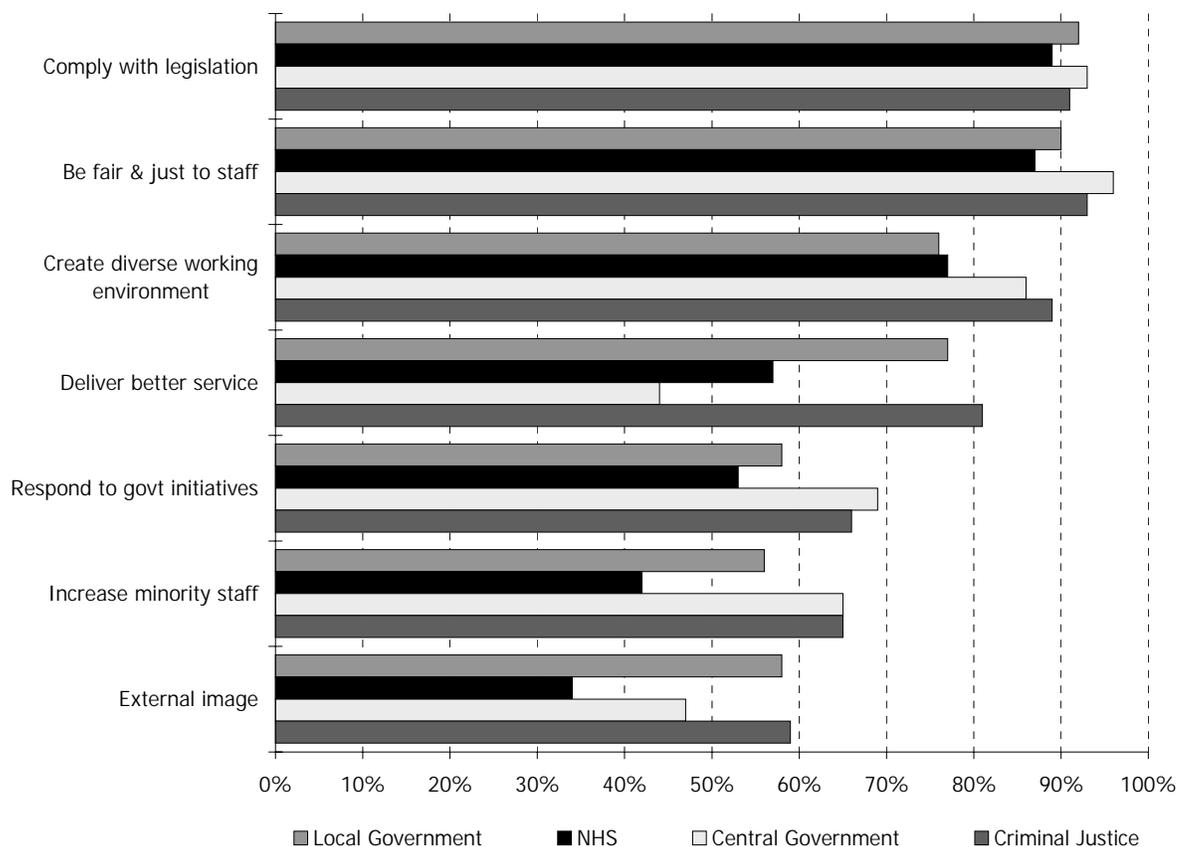


Source: IES Survey, 2001

may just reflect the fact that in the majority of organisations, responsibility for taking the lead on race, equality and diversity issues is placed on HR departments (see below). This finding is also very interesting given the associated finding that only a little more than half the organisations surveyed (53 per cent) reported that they collected any information at all about the ethnic composition of their workforce. This infers that organisations will have difficulties measuring the impact of their policies on their staff.

In contrast, just under half (49 per cent) of the surveyed organisations aimed their policies at external processes such as customer service. Relatively fewer organisations reported that improved service delivery was a key objective (64 per cent). Organisations serving a higher proportion of clients from black and minority ethnic groups were more likely than other organisations to cite customer service activities and aims in their policies. Other aims, reported by less than three-fifths of organisations, included the need to respond to government initiatives (which as indicated above was considered by sector experts to be a key driver for diversity activities), to increase minority staff and to enhance external image (see Figure 2.3).

Figure 2.3: Aims of equality/diversity policies



Source: IES Survey, 2001

Sectoral differences

Local government

Local government policies were more likely than policies in other sectors to mention age specifically. Indeed, policies in this sector were generally more likely than others to include wider aspects other than those relating to race, disability, gender and age. Local government policies were also more likely than those in other sectors to specifically mention customer service activities. In fact, the majority of organisations considered delivering a better service to be a key objective of their policy (77 per cent). Conversely, policies in this sector were less likely than in others to aim to create a diverse working environment, or to increase minority group representation among staff, perhaps because local government organisations may perceive themselves as having already achieved a great deal of diversity through their previous equalities activities (see above).

The NHS

Our initial interviews with race and sector experts indicated a concern regarding the lack of good policies and user consultation. The survey of organisations showed that in the health sector, organisations were slightly less likely (88 per cent) than those in other sectors to have formal written policies, but that this was due to the lower use of such policies in Primary Care Groups (PCGs) (84 per cent), compared with Trusts (97 per cent). Where there were policies, they were more likely to cover age, but less likely to cover customer service activities or to aim to deliver a better service than found across other sectors. This is surprising, given the range of sector initiatives that focus on services. Organisations in this sector were the least likely to be trying to increase numbers of minority staff with their policies, but this may be a reflection of the relatively higher proportions of black and minority ethnic staff (see above); and hence organisations may feel less under pressure to increase representation.

Central government

Fewer departments and agencies in this sector placed an emphasis on customer service, either in terms of activities covered or objectives, than in other sectors. This is not surprising as many departments and agencies do not have an easily identifiable customer group, and may see themselves as somewhat removed from their clients, although the Race Relations (Amendment) Act 2000 may have an effect on changing this lack of external emphasis. A greater proportion of policies here than in other sectors tended to cover career development activities, which perhaps reflects the greater mobility of staff. Key motivators for equality policies in the sector were the need to be fair and just to

staff, to increase representation of minority staff, and to respond to government initiatives.

Criminal justice

Policies in this sector were more likely than in others to cover customer service activities and aim to bring about better delivery of services.

2.4.2 Training strategy

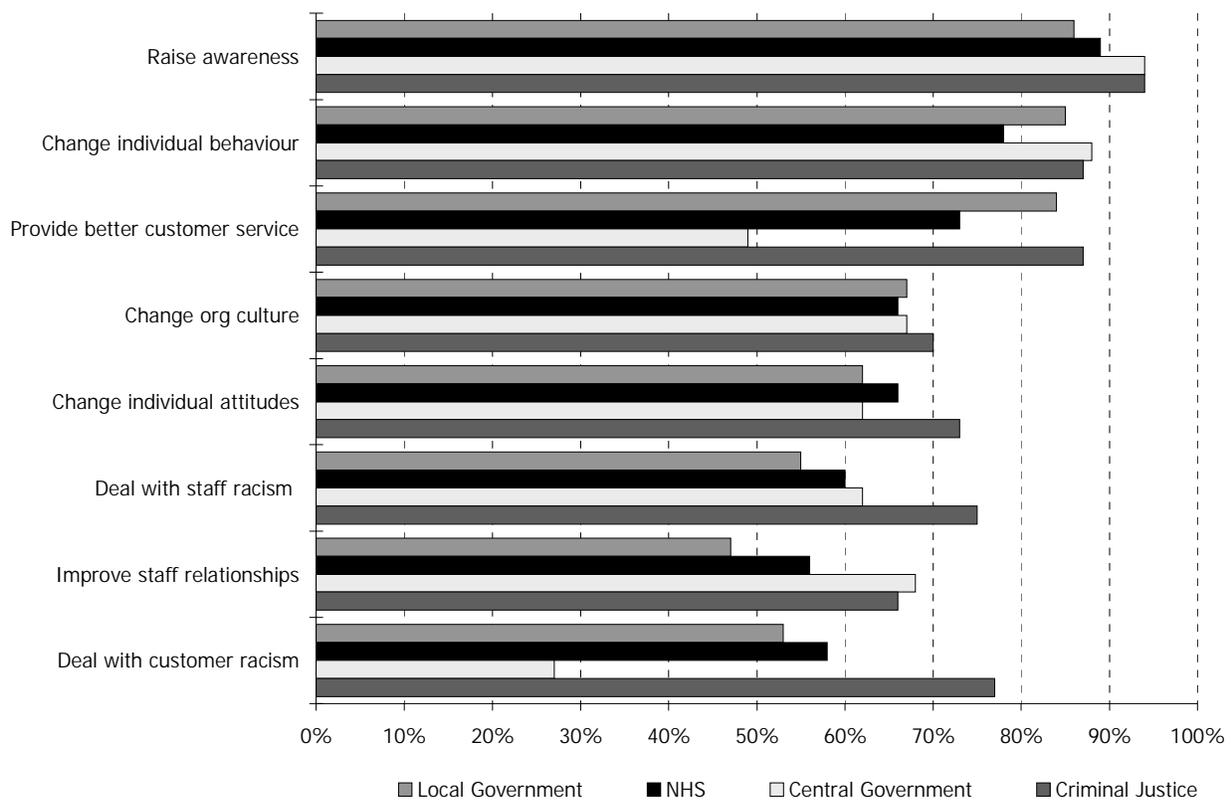
We now move on from policy to practice, and look to the findings from the survey of organisations regarding training aims and objectives. These findings point towards the gains that organisations across the sectors hope to realise from their racism awareness and valuing cultural diversity training activities.

The most common objectives or purposes of training given in response to the organisation survey were to raise awareness and understanding of cultural differences (reported by 89 per cent of organisations), followed closely by the desire to change behaviour of individuals in the organisation in order to eliminate discrimination (reported by 84 per cent) (see Figure 2.4). These were also most frequently noted as being *the most important* objectives of training. Another popular objective for training was to improve customer service (reported by 75 per cent of organisations) which is somewhat at odds with the policy objectives explored above. Policy activities and aims often place relatively less importance on customer service than on the working environment, yet it is often considered a key objective of training. Other popular training aims include a desire to effect an attitudinal change at the individual level and a cultural change at the organisation level (reported by 65 and 67 per cent of organisations respectively). Just over half of the organisations reported more pragmatic objectives for the training, such as equipping staff with a range of practical strategies, either to deal with racism in the workplace (61 per cent), to improve staff relationships (56 per cent), or to deal with racist behaviour from clients (53 per cent).

When organisations were asked to describe the priority given to their training, four out of ten considered their racism awareness and valuing cultural diversity training to have a high or fairly high priority. However, two in ten considered it to be either fairly low or very low. Encouragingly, the majority of organisations (67 per cent) felt that priority given to training in racism awareness and valuing cultural diversity was increasing over time, compared to other aspects of training.

Responsibility for taking the lead on race and diversity issues was most commonly placed on HR departments (in 46 per cent of

Figure 2.4: Training objectives



Source: IES Survey, 2001

organisations) although, in others, senior management such as a chief executive assumed the responsibility (33 per cent).

Sectoral differences

Local government

Organisations in this sector were less likely than in other sectors to use training pragmatically, *ie* to help employees to deal with racism in the workplace or improve internal staff relationships, but were more likely to aim to provide a better customer service, which fits with their policy emphasis. Training was less likely than in other sectors to be considered a high priority, but many organisations felt that its priority was increasing. Organisations were more likely to have a race/diversity or equalities expert with responsibilities for race issues than found in other sectors, and this may well reflect, or indeed enable, their greater propensity for an external focus to their policies and training.

The NHS

Compared to other sectors, organisations were less likely to rely on external sources of advice or guidance (with the exception of the NHS Executive and the Department of Health) and were more

likely to consult staff and community representatives. Training was less likely to be considered a high priority than in other sectors, but again, this is primarily due to the low priority afforded by PCGs. Organisations were particularly likely to place responsibility for race issues on HR departments.

Central government

Organisations in central government were much less likely than those in other sectors to consider providing better customer service, or helping employees to cope with racist customers or clients as objectives of their training, than in other sectors. Similarly, they were much less likely to consult community representatives when developing training programmes. Work in the case study organisations indicated that this was the case, as there were not really any community or client groups available to them (that they were aware of) to consult. Generally, these results reflect the more remote position of central government organisations in relation to their client groups, with generally less direct or front line contact. Organisations in the sector were more likely than in others to give training a high priority, and were more likely to have a race/diversity or equalities expert.

Criminal justice

Organisations here were more likely than in other sectors to have a wide range of objectives for their training, and to want to help employees deal with racism from colleagues or clients. They were less likely, however, than other sector organisations to rely on their own equality or diversity experts, but more likely to consult professional bodies. As in central government, they were also more likely to consider training a high priority. Organisations were also more likely than found in other sectors to place responsibility for race issues on senior management (including chief executives).

2.4.3 Training in practice

From our discussions with the sector experts, there seemed to be a general lack of information and opinion as to what training activity was actually taking place. At best, training provision could be described as varied, with individual organisations responsible for developing their own initiatives and programmes to deal with equality and diversity issues in their own way — despite the indications that much of the drive for action has been from outside organisations, at a national and public sector wide level. There was concern expressed by the race and sector experts (see above) that there are still unacceptably high numbers of organisations that are failing to act and implement any of the national and sectoral recommended initiatives. Indeed, sectoral bodies reported having a hard task convincing some

organisations, particularly those with few staff or clients from black and minority ethnic groups, to see equality and diversity as relevant to their activities.

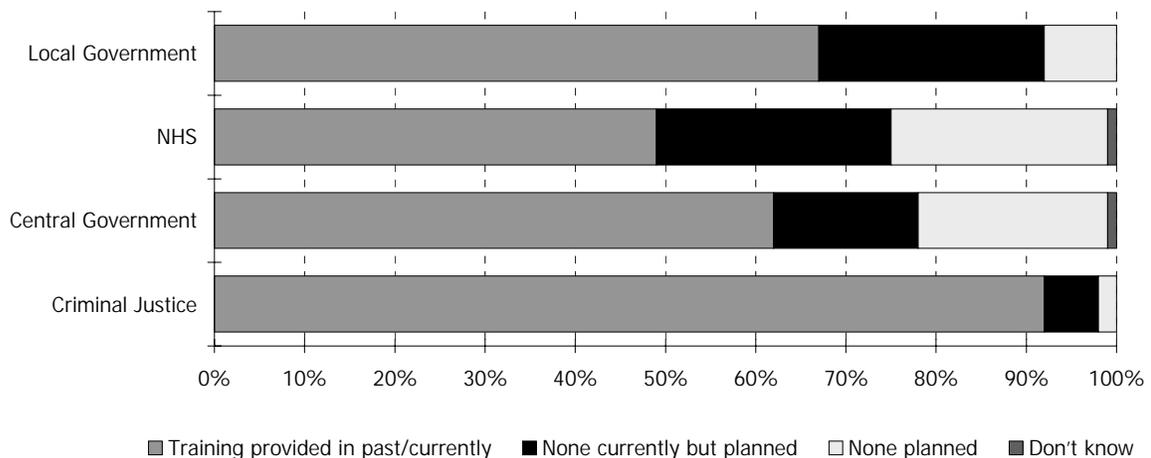
Our survey of organisations provided some indication of activity: three out of five organisations (62 per cent) had either delivered racism awareness and valuing cultural diversity training in the past, or were currently providing such training. These tended to be larger organisations, and organisations with a greater proportion of black or minority ethnic staff and clients. More than one-third of those who had, particularly organisations with a larger proportion of staff or clients from black and minority ethnic groups, were found to have been providing training for more than five years. In contrast, 13 per cent of organisations had only started their training provision in the last year.

Some organisations (31 per cent of the whole responding sample) reported that they had never provided training. Of these, just under half (45 per cent) were planning to introduce training within the year. However, two-fifths (42 per cent) of those who had never provided training noted that they had no plans at present to do so. This group represents (as noted above) 16 per cent of the whole sample of responding organisations (see Figure 2.5 for a breakdown of training activity by sector).

Delivery issues

Among those who had provided training in the past or currently, a pattern of training activities could be detected. Almost half (48 per cent) of this group offered standalone courses to address issues specific to race, whilst a very similar proportion (49 per cent) preferred to embed racism awareness and valuing cultural diversity training within other forms of training. Just under one-third (31 per cent) of all organisations providing training

Figure 2.5: Pattern of training activity



Source: IES Survey, 2001

embedded it within other equality or diversity courses, and a further 18 per cent embedded it within general training such as induction or management training. Embedded training was more common among organisations with few staff or clients from black and minority ethnic groups.

The survey of organisations indicated a noticeable shift in the training recipient group over time. Those with the longest history of training were more likely to have targeted the training towards management and HR personnel. Current training was more uniformly distributed among different staff types, and planned training tended to be targeted towards front line staff and staff from black and minority ethnic groups. This may indicate that training moves through the organisation in waves, starting with HR and management (reflecting their greater responsibilities for leading race and diversity issues) and, over time, moving to groups with more specific needs.

A range of techniques or delivery methods were reported by responding organisations, the most common being verbal information, group discussion and written information. Each of these delivery modes were reported by more than four in five organisations. Far fewer organisations used either TV or video presentations (45 per cent), role play (28 per cent), team building exercises (22 per cent) or acting/theatre presentation (nine per cent). Just under one-third reported using cascade training.

Much of the training provided appeared to be either compulsory or strongly encouraged, although a minority of the responding organisations reported that attendance was compulsory for only some groups of staff. Organisations seemed to prefer to use a mix of external and internal trainers to deliver the courses, with more than half (54 per cent) doing so. However, some (27 per cent) used only external trainers, generally for their experience; and some used only internal trainers (15 per cent), principally to minimise costs. One in ten also noted having a preference for mixed teams of trainers from both white and black and minority ethnic groups.

Sectoral differences

Local government

There were concerns expressed by sector experts that the sector was not training as much as it should. Similarly, the CRE in 2000 reported that take up of their Standard in the sector was low. Our initial 'expert' interviews suggested that the sector had reduced its activity in the 1980s in response to criticisms of high levels of spending on 'politically correct' causes.

In response to a recent push to collect examples of training programmes and information about training in the sector,

LARRIE¹ are finding more and more examples of good practice. For example: flexible provision targeted towards different groups of staff and linked with HR systems to support real development; community involvement in the development and delivery of training; and examples of embedding elements of equalities and race within core training (which LARRIE commends). The survey of organisations indicated that local government organisations were more likely to embed training within other equalities training, and were also more likely to provide training to front line staff than found in other sectors.

The NHS

Generally, experts considered training in the sector to be diverse, and provided by a wide array of suppliers, but mainly focused on service delivery. Training providers noted a move towards more compulsory training, which has created some antagonism among attendees.

The survey of organisations indicated that less than half of the organisations in this sector provided training, a high proportion being PCGs. Far fewer organisations in the sector reported having a long track record in training than in other sectors, despite the belief noted above that the NHS had once been at the forefront of equality awareness in the public sector. Organisations here were more likely than in other sectors to embed race in general training. The average cost of training appeared to be higher in this sector than in the others, perhaps indicating the greater need to tailor training to job functions and activities. There was also a greater reliance upon internal trainers.

Central government

Sector reports and reviews indicate that many organisations are in the process of developing their equal opportunity or diversity training programmes. Some are only in the planning stages, either to introduce training or to widen it to encompass a broader range of staff or activities. Others are reviewing and overhauling their existing training to introduce new material, and to utilise new technologies and techniques such as video and theatre. Generally, departments are considered to have quite different approaches to training and delivery. However, the survey indicated a greater reliance on internal trainers than found in other sectors.

Criminal justice

A review by NACRO in the early 1990s found a very piecemeal approach to training, and a more recent review by the CJCC race sub-group found considerable variation in training strategy and

¹ Now DIALOG.

focus. Training providers noted that many organisations in the sector use external providers to assist in the design and delivery of courses, that training tends to focus on the standards of behaviour expected, and the training itself is interactive and participative.

Our survey of organisations indicated that criminal justice sector organisations were the most likely to provide training than in any of the other sectors, and were more likely to have provided training for at least five years. These organisations were particularly likely to provide specific standalone courses (50 per cent). They were also more likely than in other sectors to have provided training to all staff groups, and tended to be ahead of other sectors in their provision of training for front line staff. Organisations generally reported a higher usage of the range of delivery methods, and were more likely to use role play, team building exercises, group discussion and theatre presentations than the other sectors.

2.5 Conclusions and summary of current practice

Our evidence indicates that racism awareness and valuing cultural diversity training involves a range of different approaches and activities. Like all complex human interactions, success is as much a product of the subtleties of the social system as of the deliberate actions made within it. Having explored so many different and unique approaches both in theory (using the body of literature and advice of race and sector experts) and in practice with surveys of organisations and staff, and in-depth studies of organisations, we suggest that training can be defined by a set of key dimensions of difference. These include the guiding philosophy, the focus of strategy, the level at which change is expected, who is expected to benefit from the changes, and how the changes will be effected (aims and objectives); and also includes the degree to which training is delivered as a single isolated event.

Here we bring together evidence from all aspects of our research to present an overview of emerging themes and a picture of current practice, before moving on to present good practice pointers in the next chapter.

2.5.1 Extent of training

We found that the majority of organisations studied, 62 per cent, had delivered some form of training in racism awareness and valuing cultural diversity, and many of these had a long history of providing such training. A further 22 per cent planned to introduce training. However, 16 per cent had never introduced such training and had no plans to do so. This group tended to feel that training of this nature was not a concern for them often, as they only served small black and minority ethnic populations or

staff bases, or that such training was provided by other organisations. However, twice as many organisations considered training in racism awareness and valuing cultural diversity as a high priority than considered it a low priority, and we found that the priority given to such training generally seems to be increasing.

2.5.2 Philosophy

Much of the training activity of organisations is accompanied by policy statements, an indicator of the philosophy and the organisation's values with regard to diversity. Virtually all of the organisations contacted during the research had policies regarding equality, which at the very least covered gender, disability and race, either in one policy statement or in a range of policies. Some organisations covered other factors such as religion, sexual orientation and age, and this broader coverage of factors indicates a move away from equality (which is about equal treatment and fairness) towards diversity (which concerns recognising and celebrating differences and similarities).

The policies tended in the main to cover internal processes such as recruitment and progression, which could be due to the heavy involvement of the HR function in race issues across many of the organisations studied, or due to the influence of equality legislation considered a key driver for policy development. A policy focus on external functions, such as customer service, was more likely to be found in organisations providing services to a larger black and minority ethnic client group than in smaller organisations or those with less contact with the black and minority ethnic community.

2.5.3 Strategy

Both diversity and equal opportunities are broad focused approaches and can cover all the areas of disadvantage. In determining strategy, organisations can choose to structure their approach at this broad level or they can focus on the elements of disadvantage individually, *ie* with specific initiatives and training on race or gender or disability *etc*.

This research is focused on the impact of racism awareness and cultural diversity training, but we were interested in whether this was being dealt with as unique and separate events or as part of a more embracing and inclusive approach within organisations. Our expert interviews suggested that there had been a move away from a specific focus on race. This move is a complex one. They suggested organisations have used diversity as a means of positively addressing race issues. There is some evidence that diversity is seen as a less contentious term and therefore could be construed as a dilution of the real issues. However, this is coupled with a groundswell of opinion that tackling issues on racism

awareness from a cognitive approach is not likely to engender long-term change. On the contrary, long-term change has to be underpinned by training that affects the way people think and relate to issues of discrimination in general. As a consequence, there is an increasing preference for the concept of diversity, in which racism and other forms of discrimination interact with each other; and it is difficult or counterproductive to concentrate on one to the exclusion of the others.

2.5.4 Aims and objectives

The survey of organisations found that training in the area tended to be aimed at raising awareness and changing behaviour, and had moved away from seeking to change attitudes (which was also reflected in the literature and comments made by the sector experts). The case studies, however, indicated a move from raising employee awareness of the issues, originally considered an aim of the training, towards a much greater emphasis on employee behaviour in the design and delivery of training. This move may reflect the views of our race and sector experts who suggested that concentrating on raising awareness was an indirect method of tackling issues, that it was regarded as difficult to focus and hard to assess, and was not particularly welcomed by staff. Experts now regarded policy direction as moving away from discussing the issues and raising awareness, towards enabling staff to have the tools to act appropriately. Tackling racial harassment was seen as a key element in this thinking, though a minority felt that current thinking in the field was, or should be, swinging back towards getting to the root cause of the problem and looking at attitudes first rather than behaviour. However, staff surveyed within the case study organisations indicated that the main objective of training was still perceived to be about raising awareness and sensitivity of the issues.

The survey of organisations found that improving customer service was often viewed as a key purpose of the training. This is somewhat at odds with the policy focus, which tends towards internal relationships. The case studies also indicated the growing importance of customer service, finding that although many organisations in the public sector have their main focus on employment issues, those who have the greatest client contact are seeing diversity as being a service delivery issue too.

2.5.5 Making connections

As noted above, we were interested in whether racism awareness and valuing cultural diversity training was being dealt with as a unique and separate event, or as part of a more embracing and inclusive approach within organisations.

The results of the survey of organisations shows no pertinently favoured approach. The survey found a fairly even split between

the numbers of organisations providing standalone courses and those embedding racism awareness and valuing cultural diversity aspects within other forms of training. Among the organisations taking a more inclusive approach, most commonly the training was embedded in equality and diversity courses — thus dealing with issues of race alongside gender and disability; but it was also found to be embedded within more general training such as management training or induction. However, the majority (74 per cent) of staff surveyed within the case study organisations reported experiencing training which focused on several different aspects of diversity, such as race, gender, sexuality, age, disability, nationality and religion and so forth, rather than race alone.

There are also those dimensions that are predominantly about how the training is delivered. We identified two dimensions that determine the degree to which the training event is an isolated incident:

- repetition — in the majority of case studies the diversity training was delivered as a one-off, *ie* a single event. In a few, the development was delivered over time with an initial event and some kind of follow-up a little while later, and in fewer still the training was part of a coherent programme of events. We also saw examples of management development in diversity that included several events spaced in time.
- isolation — the degree to which the diversity/race training messages are also embedded within other non-training initiatives, processes and practices.

Some expert interviewees had concerns that although diversity training may be widespread among organisations, some may be merely ‘sheep dipping’ staff and that the benefits may be unclear. There were quite strong views expressed by key experts in all parts of the public sector that a more considered and strategic approach to the issues around race diversity will be essential to bring about real change.

The training providers consulted for this study also varied considerably in their attitudes towards their role. Some would be willing to take on any request, on the basis that a little is better than none, whereas others were much more determined to only accept training commissions that they personally felt would be likely to lead to some kind of cultural or behavioural change. Such providers stressed the need for a culturally embedded, wide ranging, systems approach. Such an approach demands clear objectives and repetitive, long-term actions. The ‘sheep dip’ mentality, they would argue, is doomed to failure.

The staff surveys from the case studies give some indication of the frequency of training experienced. The surveys were of individuals selected by the organisations from their staff members who were known to have undergone training in the previous three years

(nonetheless 15 per cent of the respondents reported that they had not actually had any such training). Over half (58 per cent) had undertaken one training course, 18 per cent had attended two courses, five per cent had attended three courses, and three per cent had attended four or more similar courses over the three year period.

Respondents were also questioned about a number of organisational initiatives that they may, or may not, be aware of in their workplace, covering for example such initiatives as: diversity policies, harassment procedures, support networks, competencies on diversity, community group involvement, race/diversity experts, provision of interpreters, production of materials in other languages, and similar. The number of organisational initiatives ranged from 0 to 12, with a mean of 5.3. What is interesting to note, however, is the relationship between the number of initiatives that respondents were aware of (which is not necessarily the same as the number that actually exist) and the individual's perception of whether or not their organisation is committed to tackling racism and valuing cultural diversity. Respondents who felt that there was a demonstrable commitment reported an average of 6.2 initiatives, in comparison with those who felt a demonstrable commitment was lacking, who reported an average of 3.6 initiatives.

2.5.6 Level

The survey of organisations shows that training would seem to be moving through organisations, starting with HR and management and progressing towards frontline staff, which would fit closely with the reported aims to change behaviours. It also charts planned training moving more towards being aimed at black and minority ethnic staff, which indicates organisations are planning to take a more positive (action) approach to training.

2.5.7 Delivery

The survey of organisations shows that much of the training involves the delivery of verbal information and written information, but also involves group discussion, and in some cases TV and video presentations and role play. Organisations tend to prefer a mix of external and internal training providers, and in some cases mixed teams of trainers from both white and black and minority ethnic groups. Much of the training reported appears to be either compulsory or strongly encouraged.

3. A Model of Good Practice

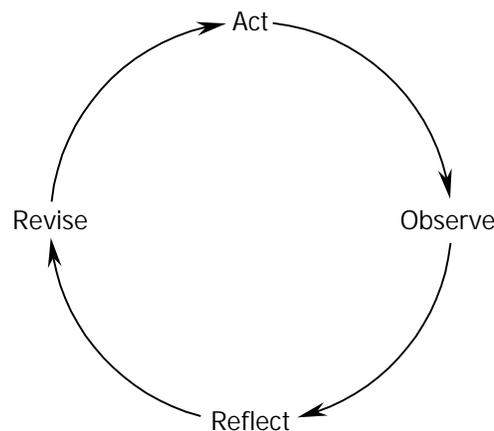
What is clear from all the evidence is that implementing effective training and development on racism awareness or raising cultural diversity is a complex initiative. There is no ‘one size fits all’ solution. This should come as no surprise, as organisations vary enormously in their structure, their culture and their employee or client diversity.

There are, however, some clear pointers to processes that impact on effectiveness, and practices that help ensure that whatever initiatives are adopted are sensitive to the organisational context. Organisations should embed the approach to training within a wider diversity strategy and treat that in the way they would any HR process. There are many models for approaching organisational change, and one of the most popular is the action learning, continuous improvement cycle (Figure 3.1) which we have adapted for diversity (see Figure 3.2).

This can be used to structure clear initiatives that either act directly to bring about such change, or which help reduce the barriers to change that all organisations experience. The key steps in the process are:

1. **Planning** — What are you trying to achieve? At the highest level this is about the philosophy with regard to diversity/equal opportunities, but it is also about what the

Figure 3.1: The experiential learning cycle — Kolb



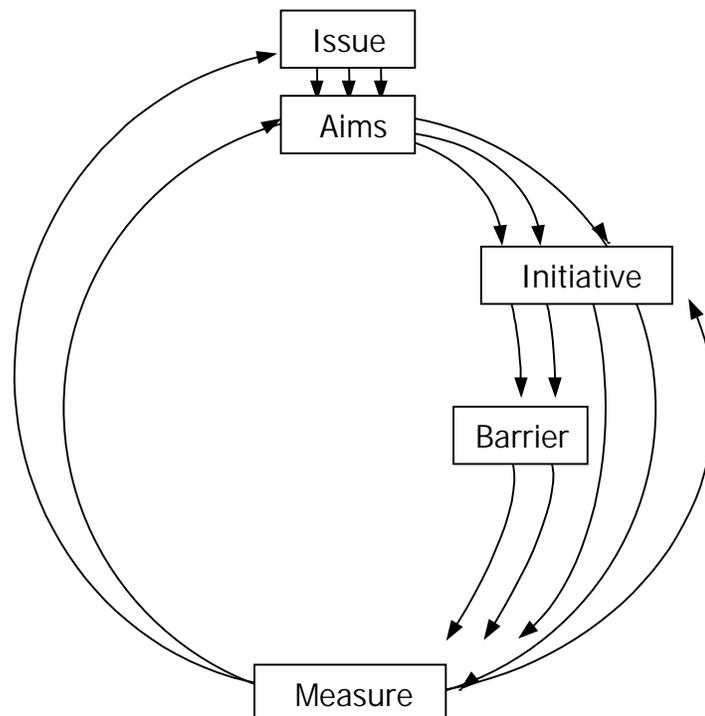
Source: Kolb, Rubin and McIntyre, 1984

organisation needs to happen. Change should be embedded in two things:

- a business challenge that the organisation is attempting to address, with specific regard to diversity issues. It is also vital that organisations are open about the problems they wish to confront
 - a clear sense of what the organisation is hoping to achieve, *ie* its aims or objectives for change. Disadvantage specifically requires dealing with power structures.
2. **Doing** — What is likely to get you there and what might stop you? The progression and maintenance of culture change means:
 - introducing initiatives to change individual behaviour and organisational systems
 - dealing with resistance
 - offering support to individuals
 - ensuring leaders are ‘on side’, and all other policies and processes are congruent.
 3. **Reviewing** — How will you know where you are? Setting up indicators of progress, feedback mechanisms and expectation of evaluation and reassessment of what you are trying to achieve.

Using this framework and pulling on the experiences of our case study organisations, we present clear lessons for good practice.

Figure 3.2: Diversity change process



Source: IES, 2001

We pose key questions that organisations should be asking themselves, and we then provide some examples and some good practice tips for each of the stages.

3.1 Building a philosophy

Key questions: What values drive us? Why do we want to engage with these issues?

The organisation needs to decide the approach it wishes to adopt towards diversity issues; is it about ensuring people are treated the same or is it about celebrating difference?

The approach of many organisations could be characterised as *'Diversity is unarguably a good thing, and organisations and their staff should embrace it'*. Unfortunately, this can lead to an overly simplistic appreciation of what diversity really is or what it means for organisations. Rather like some other HR concepts such as empowerment, diversity can gain acceptance without understanding, and in doing so the real power of the concept completely passes people by. Not only that, but people are also then surprised when the implementation is harder than anticipated or when staff respond badly. Organisations need to be aware that diversity is not 'more of the same but better'; it is about being different. Difference is challenging and uncomfortable. For those who are acclimatised to the existing culture, and even more so for those who helped create it, it will feel worse before it gets better (if it feels better at all).

Understanding the complexity of diversity is even more crucial as changes in legislation through the Race Relations (Amendment) Act 2000 place a general duty on public authorities to work towards the elimination of unlawful discrimination and promote equality of opportunity and good relations between persons of different racial groups. This means that much of the public sector will be coping with the implications of the act and their responsibilities to implement it.

Many organisations are surprised that achieving a culture in which diversity is fully embedded can feel more difficult the more diverse the organisation becomes. Some of the organisations that are doing most, and that have a considerable population of black and minority ethnic employees, experience greatest dissatisfaction from those staff. It may be that greater representation means greater confidence and willingness to be heard. It may be because the experiences of individuals is magnified into a collective voice in a way that is much more difficult in organisations with smaller numbers of black and minority ethnic individuals. This magnification may also mean that for each individual, they find their own experience repeated in the experiences of others, and therefore they may shift perceptually to interpreting negative

collective experiences as the result of ethnicity. It may also be that despite the obvious successes of such organisations, their failures are also very visible. The lack of progress of individuals or the lack of representation at a senior level will be more anomalous.

For example, **Leicester City Council** is seen as a best practice organisation within local government, and has wide ranging initiatives and yet feels that more needs to be done. Within the organisation, there are concerns at the high rates of internal complaints and employment tribunal cases, and messages emerging from internal discussions that black and minority ethnic staff feel disenfranchised from the council.

In contrast, one of our **NHS case studies** had both a low black and minority ethnic population and low numbers of black and minority ethnic staff. They had some policies with regard to equality issues but on the whole these were *ad hoc* and relatively basic. A combination of relatively low numbers of black and minority ethnic staff and patients means that in general, ethnicity is not seen as a major issue. Discussions with staff and union representatives confirmed that the trust did not experience problems to do with ethnicity.

Good practice tips:

- Decide on the philosophical approach — diversity or equal opportunities.
- Accept that success will mean change and that this will be uncomfortable for some.
- Be prepared for the long term.

3.2 Setting the strategy

3.2.1 Acknowledge the problem

Key questions: What issue are we confronting? Are there particular problems we would like to resolve?

The reality for most organisations is that they are not as diverse as they would like to be, and those in positions of power are even less diverse than the rest of the organisation. Clarifying what changes are necessary is crucial in moving forward. In terms of diversity, it nearly always involves the uncomfortable recognition that the organisation is not as it should be. The first step is to acknowledge that there are difficulties with equalities and these are likely to be due to racism, sexism or stereotyping, either consciously or unconsciously, either individually or organisationally. This first step is an uncomfortable one, and many organisations avoid actually stating that they have a problem or acknowledging that the problem is potentially one of attitude or systems and culture. Without doing so, it may leave disadvantaged groups feeling that the disadvantage is of their

own making, or that the organisation is not serious in its intention to tackle it.

Different people will have different perceptions, and organisations should take soundings from different viewpoints. This is especially important in diversity for two reasons: firstly, those in positions of power may have a unique and relatively non-diverse perspective, and secondly, the involvement and collaboration with people who will be part of the change process will be crucial to any change initiative.

Derbyshire Probation Service has a strong sense of what issue it is trying to confront. Home Office research across the service as a whole concluded that probation offices were discomfited by race-related issues, provided poor service to their client groups and stereotyped their minority ethnic staff. In response, Derbyshire has developed a policy on diversity which seeks to increase the organisation's understanding of diversity issues and take forward some of the thematic issues emerging from the report of the Stephen Lawrence Inquiry. Derbyshire has also an equal opportunities strategy group attended by the Chief Executive and which includes representatives from the black officers' association, and which explores how the organisation's aims can be put into practice.

The **Prison Service** is another organisation that has shown remarkable courage in acknowledging that it had clear issues to tackle with regard to diversity. The Director General made a statement:

'I accept that the Prison Service is institutionally racist, and I would go even further than the current Commissioner of Police for the Met (who only recognises the existence of institutional racism with the Police force) and say that there are deep malicious pockets of racism in the service. ... We have accepted this and not only have we set up RESPOND but we have also started to take immediate action to rectify the situation.'

Martin Narey, Director General

Good practice tip:

- Understand the issues in your organisation and be explicit about them.

3.2.2 Clarify what you want to change

Key questions: What are you trying to achieve? What would you like to be different?

The biggest problem we encountered in this research was an absence of clear purpose on diversity/equal opportunities. Most organisations do not have a clear understanding about why they are doing something or what they are hoping to achieve through the various initiatives that they have in place. That is not to say that they have no idea, although we fear that may be true for

some, but they lack a clarity of purpose and the ability to translate it into measurable initiatives that can make a difference in the direction anticipated.

To paraphrase the Cheshire Cat from Alice in Wonderland: *'if you don't know where you are going, any road will take you there'*.

In **Devon and Cornwall Probation Service** there is a strong focus on ensuring that there is:

'no racial discrimination against any person in recruitment, training, allocation of work, promotion or any other way. No applicant for a post, or employee, is to receive less favourable treatment on grounds of colour, race, nationality, ethnic or national origins, nor is he or she to be put at a disadvantage by conditions or requirements which cannot be shown to be justifiable'.

Similarly, **Portsmouth City Council** has an equalities policy that calls for the fair treatment of all its employees, volunteers, and members of the community (clients).

There was confusion among staff at one of the **central government** case studies about the purpose of the diversity programme. Focus group participants noted:

'No real picture was drawn in terms of the destination that the programme was supposed to take us. We have a great deal written on paper and use the term "diversity" a lot, but not sure what has really changed. We have no idea where the organisation is going with diversity.'

Good practice tips:

- Articulate aims and objectives.
- Clarify what success will look like.

3.2.3 Deal with power

Key questions: Who might resist change? Where might institutional racism reside?

Sir William Macpherson defines institutional 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'. We suggested that there were several elements to the effective development of diversity, that organisations needed to be clear what they were trying to change and what they were going to do. They need to scrutinise processes, attitudes and behaviour and as part of this they needed to be open about the problems and confront any issues of power.

At the heart of disadvantage are issues of power. Disadvantage is embedded in individual and organisational power structures, and it is critical to understand where the power is in the organisation and where those with power are likely to gain or lose from any diversity initiatives. The initiatives themselves should seek to take into account power relationships.

Because of this power issue, the support and positive engagement of the top team will, to a large extent, determine the culture of the organisation and the extent to which it can successfully embody change. Willingness to tackle those who do not embody change is key, and there needs to be commitment to tough action to resolve this, otherwise continued resistance that is not confronted will undermine any attempts to shift the culture.

Good practice tip:

- Organisations need to be clear about where resistance is likely, and ensure that systems and procedures take account of this *eg* ensuring that recruitment panels are balanced, that reward and promotion systems take account of diversity issues, and that managers' roles are clearly spelt out.

3.2.4 Targeting

Key question: Where are you going to focus?

Within both the diversity and equal opportunities paradigms, there is a choice whether to keep attention broad and use all forms of disadvantage to drive the point home, or to focus on a particular issue to ensure it receives sufficient attention. Some organisations deliberately utilise the interplay between different expressions of disadvantage to make points with which nearly everyone in the organisation can identify. Others believe that it is only in focusing organisational attention on specific issues, that it can really be dealt with effectively. In spreading attention to all forms of difference, the result is a dilution of some of the most acutely felt sources of disadvantage such as race or gender. Even once this focus is decided, there is further fine tuning that can be made. For example, an organisation may decide to give concerted attention to race issues and then produce a generic training programme that covers all aspects of racial difference: cultural diversity, stereotyping, harassment, dealing with racism. Alternatively, it can make a decision to cover each of these in separate and more focused development activities and supporting policies.

Good practice tips:

- Ensure your focus aligns with your identified issues, and aims and objectives.

- Use a diversity approach to embed people's understanding of disadvantage in their own experiences.
- Highlight areas if you are experiencing particular problems.

3.2.5 Aims and objectives of training

Key question: What do you hope will be the specific outcome of training?

In arriving at a methodology for racism awareness training, four broad approaches have been proposed in the literature.

- **Knowledge raising** — cross-cultural training which seeks to raise knowledge and understanding of different lifestyles, values and beliefs. Its goal is to give the knowledge to dispel prejudice and increase sensitivity. This includes knowledge based and attitudinal training.
- **Changing attitudes** — attempts to tackle more directly the roots of racist conduct, *ie* beliefs and assumptions that are often subconscious. It attempts to show how subtle forms of historical beliefs pervade cultures and systems in which people work. This includes racism awareness training, which traditionally assumes that white people need to be made aware of their own racism as a precondition of being able to tackle the problem in their own lives.
- **Changing behaviour** — this model seeks to equip trainees with the skills to recognise and correct actions that exclude or discriminate against black and ethnic minorities. It develops critical thinking and problem solving techniques to prevent racist conduct or to cope with racist behaviours.
- **Changing culture** — this model seeks to move beyond the individual to influence organisational culture and practice. It often involves aspects of attitudinal and behavioural change.

The experience of this research is that organisations find it difficult to be this precise or detailed about exactly what they are trying to do and the approach they are taking. Our model attempts to simplify some of these definitions and to provide a framework to consider the content of the training against the organisation's aims (see Table 3.1). We suggest organisations use this framework to shape their discussions and to decide what are the key characteristics of the training they require to meet their needs.

Table 3.1: Framework of dimensions of race/diversity training

Philosophy	Level	Target	Aims and Objectives
Racism Equality Diversity	Individual Group Organisation Sector	Subordinates Colleagues Clients Community	Information Awareness Attitudes Behaviour Culture

Source: IES, 2002

In reality, all too many organisations say they are trying to raise awareness, but with little clarity of what they would like to be different. Because the purpose is not clear, then organisations are often not able to articulate well the training they need, and hence they tend to rely on suppliers to make suggestions. This may work well if the supplier has considerable experience and understands the organisation, or it may be that the training misses the real need. Many of our case studies arrived at their racism awareness/cultural diversity training through the suggestions of their suppliers rather than having a clear view of what kind of training they wanted or what they wanted the training to do.

This shows some accord with the results of our organisational survey, where 'to raise awareness' was the most frequent response when asked what was the main objective of the training. But whereas the survey also indicated considerable proportions of case studies seeking to change behaviour or attitudes, and indeed to equip staff with practical strategies to deal with racism, these were not echoed in the unprompted discussions in the case studies. It may be that being faced with alternatives in the survey creates a confidence on objectives that is not there unprompted.

In some cases, organisations have a clear view of the training, seeing it as one of several initiatives, building to a comprehensive package of solutions and policies. This, however, is not always communicated clearly to staff, who may not realise that a particular programme is an instalment.

At **Portsmouth City Council**, focus group participants highlighted the potential confusion that results from the lack of a clear understanding of the aim and objectives of diversity training. Some staff thought the courses were trying to increase understanding and awareness of the issues faced by different groups, and how staff behaviour may be interpreted by particular clients. Others felt that the courses were about developing areas for practical action, whilst yet others believed the courses could be a way to shift potential blame from the council to individuals, if an incident arose.

Although there is a great deal of emphasis on identifying training need in one of our **criminal justice system case studies**, it was not obvious whether at the organisational level there is an equally clear idea of the aim of training. For example, participants in a focus group

had all attended a course on managing minority ethnic staff, which they found very valuable, and a good starting place for raising awareness. But managers were not sure how they were expected to use that in their work.

Despite evidence of good practice at **Leicester City Council**, the complexity of the organisation can make it difficult to set clear central objectives for training. This makes corporate evaluation much more difficult. With a strong departmental culture, training is inevitably fragmented along departmental lines. For example, the Housing Department has conducted training into the needs of asylum seekers and the needs of local black and minority ethnic communities. The Education Department has its own strategy, as does Social Services.

In **Devon & Cornwall Probation Service**, the training in racism awareness and cultural diversity was well received on the whole. However, there were some reservations about the suitability of the focus on 'raising awareness', particularly among those who felt they had a good level of awareness already, and those who wanted specific guidance for their job role. Where this link was not apparent, there was concern that racism awareness training had been introduced mainly in response to meeting targets set by central government, and thus with 'tick box' mentality. Some staff had reservations about attending events they felt they did not need, when they had other more important work pressures to deal with.

Good practice tips:

- Ensure the training is designed to meet the organisation's needs for change.
- When trying to engage staff interest and support for race and/or diversity training, it may be helpful to keep staff regularly informed about the whole training strategy. If they are not aware that a particular element of training is part of a longer-term strategy, they can become disillusioned with what is being provided at any given moment.
- If possible, diversity training should be ongoing, in response to individual and organisational need.

3.3 Putting strategy into action

In our model of good practice, we suggested that there were three essential elements to implementing diversity strategy. They were:

- to change individual behaviours
- to deal with barriers by providing individual and organisational support
- to ensure congruence.

The first of these is the essence of diversity training delivery, the second and third are about overcoming barriers; the degree to which organisations embed diversity in other initiatives, support

the training, and win the support and commitment of leaders and others within the organisation.

'Change means doing things differently. To get people to do things differently means tackling the thought processes and barriers we all create in our minds. Staying in our comfort zones is a major preoccupation.'

Managing Best Practice, Industrial Society

Initiatives should be developed to change individual behaviour (*ie* the ways in which individuals at every level of the organisation can behave to make diversity a reality) and organisational systems (the ways in which policies and procedures can be revised to enhance diversity). Training cannot be successful by itself, and thinking through the other changes to the organisation in order to support behavioural shifts is essential.

So what makes good practice in training delivery? We identified a range of factors that seem to make the training more positively received by individuals:

- tailoring to need
- maximising credibility
- ensuring quality content
- maximising attendance
- being client focused.

3.3.1 Tailoring to need

Key questions: Do you understand the needs of staff and clients with regard to training? Is the training going to be able to meet these needs?

Individuals prefer training that they believe to be applicable to their work context and relevant to their personal understanding and need for information, or which changes their awareness. We saw an example of the same training, delivered in the same organisation, but to different locations, that was received very differently. This was because in one location their client base had a sizeable black and minority ethnic representation, whilst in the other there were very few black and minority ethnic individuals encountered. Those who had little experience directly felt the training was very helpful, whereas more experienced staff believed it to be too simplistic.

At **Bradford Hospitals NHS Trust**, a great deal of effort has been put into prioritising diversity training. Given the wide range of issues that needed to be tackled, the Training Adviser spent a period of six months carrying out a needs analysis. This was then followed by consultations with managers, staff and patients to determine priorities. Two major demands emerged from the process — a general programme of cultural awareness about different faiths, and information about Asian naming systems.

Greater Manchester Probation service is providing a range of training courses for staff at different levels. Middle managers can choose from three options: a formal training day, action learning sets, or individual coaching support. Senior managers have a specific course, and there is another programme that specifically deals with inappropriate behaviours and which focuses on one-to-one support to work through difficulties and issues.

Portsmouth City Council used to provide a course that took a narrow and corrective approach to equalities with an emphasis on the dangers of stereotyping and the importance of the roles and legal responsibilities of individuals. This caused some resistance – *'this approach didn't work, it just drives people into a corner'*. Now the council offers a range of courses covering different aspects of equalities such as harassment, institutional racism and cultural diversity, and targeted at different groups of staff. The courses take a layered approach, building gradually to allow attendees to put their learning into action. However, this means that staff need to attend the entire course to fully benefit rather than dip in and out. The courses are flexible, in that they can be tailored to suit the needs of the participants and can evolve over time through experience and feedback.

The **DTI** provides training courses structured around individual skills, departmental systems, and varying levels of responsibilities. The courses tend to be targeted towards certain grades but participation is not restricted.

Similarly, **West Hampshire NHS Trust** has developed a programme that drew on an initial audit of existing practice in all the constituent organisations, and discussions with the black and minority ethnic community on the key issues for them with regard to the health service, what they felt about provision, and how they wished to be treated. *'The beauty of this approach was that at the centre of this was the people's voice. ...What we did was talk to staff, who expressed their concern about their lack of knowledge of the minority ethnic community, thus leading to what could be perceived as offensive behaviour; and to the community, who expressed concern that staff did not understand them, and in a way that could be construed as racist.'*

On the whole, training is better received where it is delivered in small, homogeneous groups. This enables the trainer to cover individual issues more carefully and to deal with any resistance that arises. Delivering to groups who perform the same or similar roles, also means that training can be tailored to context far more easily. We also heard from some organisations that training delivered in the work environment can also be positive in that it enables the culture to be fully taken into account.

From the findings from surveys of staff within case study organisations, most respondents felt that the training they had received was relevant to their work setting, with 48 per cent feeling it was *'fully relevant'*, and a further 47 per cent finding it *'moderately relevant'*. The small group of remaining respondents had found it *'not at all relevant'*, and this proportion was roughly consistent across different groups of staff. Although the numbers

in the data were rather small, there was a suggestion that those who had attended groups made up from people in similar jobs from across the organisation, or only staff from their own department, were less likely to find the training irrelevant (0 per cent in both cases), than those whose training group consisted of more generic groups of mixed grades and jobs.

In **Devon & Cornwall Probation Service**, training in racism awareness was considered to be more effective when conducted in small groups of no more than 15 people. Training within homogeneous function and role was also perceived to be more successful than mixed grade and function groups. In particular, homogeneous groups enabled the trainer to relate the training to individuals' roles, duties and responsibilities. This also helped secure staff commitment to training. Without this, staff could feel they were not being taught something that would be useful in their work.

In **Derbyshire Probation Service**, trainers were returning to work teams around six months after the original diversity training, to help them work through how to apply diversity in the workplace. This was specifically in response to comments that diversity wasn't always easy to apply in practice.

At **West Hampshire NHS Trust**, training involves a minimum of presenting information through lectures. Indeed, most of the training involves people working in groups and in case studies facilitated by experienced internal trainers. Underlying all training is the notion that individuals are better encouraged to think through issues to try and find their own answers to potential problems around those issues. As the Race Equality Adviser noted:

'It works best, and people get most out of it, when they are discussing and debating actual situations that they are experiencing themselves, rather than using a prescriptive format. It is true facilitators work to a structure, but it is the in-built flexibility to take account of what participants themselves identify which is considered more effective in adding value, as one theme is often likely to give rise to several related issues.'

The persistent message is that training needs to clearly meet need or expectation.

In some organisations, training is viewed as too generic or too boring, *ie* blanket training delivered in an un-engaged style. We have seen an example of this in the delivery of in-house trainers who had little in-depth expertise of equalities issues and where time allowed for the training was constrained by operational demands. Interactive discussions were sacrificed for a faster 'chalk and talk' method, but with concurrent loss of enthusiasm and interest. Similarly, training that is felt to be too generic can also fail to meet needs or expectations. Recipients can complain that they do not know what they are meant to do differently as a result of the training.

The experience of **St Albans District Council** shows that getting training right for the organisation at its current development point is a difficult balance. Over the years, the Council has tried various forms of training which have not always been able to match individual and organisational needs. The Authority has, however, recognised that training is an on-going requirement. The Authority first provided a course ten years ago, another four years ago, and is currently in the process of rolling out a new one. Ten years ago the staff were reluctant to engage in training for which they saw no need. By the second phase, staff were beginning to accept the need for training particularly due to the increased importance of legislation, but were unhappy with the level of personal challenge that the training required. Therefore, although the programme had support from senior managers, the risk of it being counter-productive was felt to be too great.

For many organisations, the various pressures on them to do something on diversity has led to a 'do anything as long as it's something' approach. This has meant that the entire organisation may have been through some kind of one-day or half-day programme, which inevitably can only touch the surface of the issues. For large organisations, the sheer logistics of delivering such a large scale programme can mean that there is not spare resource to consider what follows, or how the programme might be supported. All too often, too little training is delivered in too little time. Our staff survey results (within case studies) are of value here. One-quarter (25 per cent) of survey respondents reported that their training had lasted for half a day or less, almost three-quarters (73 per cent) had experienced training that had lasted one to two days, with the remainder participating in training that exceeded three days. Examining the data separately for each of these groups revealed differences in two areas: satisfaction with length of the training, and the overall impact of the training,¹ both of which increased with the amount of time spent on the training itself. Satisfaction with the length of training rose from a score of 3.6 for short courses (half a day or less), to 3.7 for average length courses (one to two days), and peaked at 4.5 for long courses (three days or more). Similarly with impact, the impact became more positive with a score of 3.4 for short courses, rising to 3.6 for average length courses, and peaking at 4.3 for long courses.

Time and budgetary constraints were identified as significant constraints on the effectiveness of training at **Devon & Cornwall Probation Service**. Interviewees and participants in focus group discussions viewed a recent day of training as insufficient to address the deficit in understanding which they felt existed throughout the Service. They felt that, at present, there is a need to address a wider range of issues than could be dealt with in one day and follow-up training is currently being discussed.

¹ Satisfaction and impact are both measured on a five point scale. The scale goes from one – very dissatisfied, or little or no impact, to five – very satisfied or considerable impact.

Similar sentiments were expressed by staff in a **central government department**, about whether a one day training course was sufficient to tackle in any depth the difficult issues that the diversity programme seeks to address. The view of some was that it was not possible to address deeply-rooted issues such as prejudice and stereotype in one day.

Sometimes the style of training is wrong for where the organisation is, at the point in time it is delivered. We saw some training that was felt to be too simplistic for the existing knowledge of the organisation, and some that was felt to be patronising or overly accusatory. We had two examples of anti-racism training that had made recipients feel under attack. As a consequence they had become defensive and angry, and the training was felt to have hindered relationships within the organisation.

Both **Derbyshire** and **Manchester Probation Services** spoke of previous racism awareness training that had taken place and which had had quite a negative effect on their organisations. This initial training had been quite confrontational and had left people feeling insecure and lacking in confidence regarding race. Current training takes a much more supportive approach.

Good practice tips

- Training is better received where it is delivered in small, homogeneous groups.
- Training needs to clearly meet individual and organisational need or expectation.
- Tailor training to address specific work issues, find out what people want or need.
- Make sure you are clear what you intend to cover and what will happen next.
- Be sensitive to culture, challenge rather than confront.
- Training can take many forms: general awareness courses aimed at all staff, as well as specific issues tailored and targeted to particular groups, to provide practical job-related behaviours.

3.3.2 Maximising credibility

Key questions: How will you win over those who are not committed? Can you deliver in-house credibly? Will external trainers know enough about the organisation to tailor effectively? How sophisticated are your staff already?

Individuals do not always approach training in diversity, equal opportunities or race issues with commitment and enthusiasm. Some do not feel that they need such training; they may not feel

that it is relevant to them or their role and they may feel that they have better things to do with their time. In these circumstances, maximising credibility is critical. Credibility is partly gained by understanding the issues; external trainers are frequently more experienced here, but it also comes from understanding the organisation increasingly important where the culture of the organisation is very strong or unique. It is often internal trainers that can do better in such cultures. In the prison service, uniformed trainers generally have greater credibility than non-uniformed, but do not have sufficient expertise in diversity issues to train with complete confidence. One solution is to ensure uniformed trainers are themselves the recipients of in-depth training from external providers. The police service has faced similar dilemmas. Several organisations faced with this difficulty have found that mixed teams of internal and external trainers can be best received.

Our survey of staff within case study organisations found that the majority of respondents (69 per cent) reported that their training had been conducted by external trainers only. Fifteen per cent had been trained by internal trainers only, and 16 per cent by a combination of internal and external trainers.

The staff surveys also provide some support for mixing teams of trainers. Satisfaction with the quality of the trainer was ascertained by asking survey respondents to indicate their satisfaction or dissatisfaction on a five point scale, where 1 = very dissatisfied and 5 = very satisfied (*ie* the higher the score, the better). Overall, the scores were high, suggesting trainers of high quality had been selected. The survey revealed little difference in satisfaction levels according to the type of trainer, the satisfaction with external trainers was 4.0, and internal trainers were scored fractionally higher at 4.2. Highest, however were mixed teams of internal and external trainers, which scored 4.3. The survey findings also indicated that the overall impact of the training was related to the type of trainers used. Using a similar five point scale where 1 = little or no impact and 5 = considerable positive impact, the overall impact of internal trainers, and external trainers, were equal at 3.5. The impact of mixed trainers, however, was more positive with a score of 3.8.

At an **NHS case study**, the consensus within the training department was that racism awareness training was particularly effective when delivered by someone from outside the Trust. Staff who attended such training valued what they considered to be the practical experience of external trainers. It gave them a better understanding not only of the legal situation, but also helped them think about how diversity issues had an impact on the quality of service they provided.

The **Prison Service** uses in-house uniformed trainers, who tend to be received much more positively because they understand the culture of the service. This does mean that challenging and changing culture may be more difficult, as one interviewee noted; *'If you've got an*

organisation which is institutionally racist and uses ex-staff to deliver that training, then there's no surprise in terms of outcomes; all you're doing is reinforcing that core.'

This is also one of the few areas of training where 'who' you are is also of importance. White trainers may lack credibility, especially in organisations where there is a high proportion of black and minority ethnic staff, and assertive black and minority ethnic trainers may find that organisations with all, or nearly all, white staff, respond with defensiveness and have to deal with perceptions of accusing everyone of racism. Obviously, credibility is most strongly related to the approach of the trainer and being able both to demonstrate their expertise and also deal with the contextual issues in a sensitive manner is vitally important. In practice, mixed teams of black and minority ethnic trainers and white trainers can be well received.

At **Bradford Hospitals NHS Trust**, rather than have the views of other faiths presented by someone (internal trainer) who does not hold them, external trainers are provided by the Bradford Interfaith Education Centre. Similarly, external trainers teach a half day course on Asian naming protocols, which is useful for administration staff. These trainers are better able to explain the significance of particular Asian names. Staff noted, however, that the effectiveness of the trainer depended on their ability and style, not their religion or ethnic background.

In the past, **Portsmouth City Council** has tried running large training sessions with external trainers from black and minority ethnic groups. However, the council primarily looks for experience in facilitation rather than considerations of race and ethnicity when contracting trainers.

Leicester City Council developed policies for its front line staff through initiatives that were geared initially to tackling inequalities, before moving on to raising awareness. To ensure they engaged and carried their senior staff with them during the process, the Council hired top black barristers to give sessions on case law to a group of senior managers, recruiters and those employed in the employment chain.

The Greater Manchester Probation Service selected consultants who were interested in bringing about sustainable change in the culture of the organisation and who provided one black and one white trainer.

St Albans District Council has created a new training programme looking at issues of race and racism in service delivery. They are using external trainers, one of whom is from a black and minority ethnic group and the other has a severe disability, which they feel helps ensure the message comes from the heart.

Good practice tips

- Trainers must demonstrate an understanding of the issues set within the organisational context/culture.

- Consider a mixture of internal and external trainers to provide both organisational expertise, and diversity and training experience. There is evidence from the case studies of a greater participant satisfaction and training impact with mixed training teams. It is a good idea to provide participants with information about trainers' qualifications and experience.
- Internal and external trainers can provide an understanding of the real issues faced by staff, and in-depth subject expertise and the personal experience of equalities issues in the community.
- Ensure trainers are selected carefully, taking into account their personal experiences but also their training experience and their ability to enthuse.
- Consider using training teams from both white and black and minority ethnic backgrounds, as in practice these can be well received.

3.3.3 Ensuring quality

Key question: Is the training interesting, pitched at the right level, and sufficiently challenging?

Employees like training that is of high quality, *ie* which is innovative, interesting, well facilitated, delivered at an appropriate pace and with attention to context and need. Training that is embedded within the time and place of the organisation, which is knowledgeable, sensitive and which is challenging without being intimidating is essential in this kind of mixed climate. From the trainer's perspective it is very difficult trying to meet the needs of everyone, but we did hear of some examples where the training was simply misjudged. This may be due to a lack of clarity on the part of the organisation, a problem of information, of approach or of experience.

At one of our **criminal justice system** case studies, some staff found the informal and unstructured style of an external trainer, and the use of self-disclosure, off-putting. The trainer felt that many people in the sessions had a fear of being accused of being racists.

In **Derbyshire Probation Service**, previous racism training (delivered some years before) had been highly confrontational and damaging, with staff feeling less able to talk about, or deal with issues of race, than they had been previously. Subsequently, new training was introduced that was received much more positively.

In **Portsmouth City Council**, new training was viewed very positively. Staff appreciated the atmosphere of trust and sensitivity in which the sessions were held. They also appreciated the interactive nature of the training sessions, as one interviewee noted: *'you don't gain anything from being talked to and told this is acceptable, this isn't, here's the policy and now go away'*. The courses made use of group work and methods such as brainstorming, with case studies to stimulate discussion.

Good practice tips

- Be very specific when asking external consultants and trainers to submit tenders for work, particularly in terms of the level of detail expected from them in their bid.
- Maintain a flexible approach. Different training options targeted to different levels of need can be very helpful.
- Programmes should be piloted and feedback should be sought from participants to ensure the programmes are practical and relevant.
- Use a range of methods to encourage group work and open discussion.

Innovation

Energy is essential in cultural change attempts, and energy accompanies initiatives that are innovative and out of the ordinary. We saw some good examples of attempts to do something different, something that might engage people and which were fun. Such initiatives take what is learnt from a training programme, reinforce it and give it some momentum. We also saw some approaches that were impressive in their breadth. Such organisations engage on many fronts simultaneously, and make diversity a live and important issue in the organisation.

Greater Manchester Probation Service, with support from black staff organisations, recognised that progression of black and minority ethnic staff depends strongly on individual line managers, and the level of support they provide those staff, and that this had been: *'a bit of a lottery for many years'*. A new training programme seeks to address this, through intensive training and development of middle managers. This is a departure from the traditional approach of training senior managers at the top of the organisation first, and working down through the lower ranks of staff. The rationale was provided by the assistant chief officer:

'We discussed that, but we wanted to move quickly, and the staff who most urgently needed improved supervision and improved opportunities to develop were being managed by our middle managers. So we thought that if we improve the quality of supervision that our black staff got from our middle manager group, that would enable quite a lot of them to move into middle management; which would, in turn, we would hope, help them to come through to senior management.'

Good practice tips

- Quality control your training in terms of: facilitation, content, pace, sensitivity to issues and participants, and delivery method/style.
- Innovative approaches to training solutions are more successful in engaging staff and in achieving learning

outcomes. Try not to rehash old programmes, especially ones that have not worked in the past. Look at new ways to get the new message across but try to avoid gimmicks.

- Evidence from the case studies show that longer courses lead to greater participant satisfaction and perceived training impact. Consider how long it will realistically take a programme to deliver your training objectives.
- Avoid blanket training lectures — use interactive elements in your training programmes, such as discussions about real issues or working on cases studies facilitated by experienced and enthusiastic trainers in a 'safe' environment. These provide good value for time.

Transfer of skills

Dealing with equalities issues in one context might be expected to provide employees with the necessary skills to apply in a range of other contexts. But the experience of our case studies suggest that this is not always the case. We saw that some organisations had provided training on diversity to be applied in dealing with clients, but which was not equally applied in the context of dealing with colleagues. Managers, for example, were much less comfortable dealing with race issues with colleagues than they were with clients. This may be something to do with assuming a professional role, which is less clear cut within the workplace.

At **Derbyshire Probation Service**, there is a perception that diversity training has made greater impact on the relationship between staff and external client groups than on internal staff relationships. The difference was attributed to the different dynamics at work. There is a 'power' relationship with external clients, whereas with staff (colleagues) the power differentials are much more difficult to negotiate because they are not as clear-cut.

Good practice tip

- Working effectively and sensitively with different clients will require different skills and understanding, to working effectively and sensitively with colleagues. This needs to be recognised and addressed in any training programme. It should not be assumed that learning can be automatically transferred from one environment to another.

3.4 Overcoming barriers

In bringing individuals on board you need to overcome individual defensiveness. In any change there will be a minority of staff who will be fully behind the change, the majority will be neutral and open to suggestion but could also become negative, and another minority will be actively antagonistic. With diversity, the challenge is to bring on board the neutral majority and not

alienate them. If staff become defensive, they also become deaf to the message and all attempts to communicate will be wasted.

In bringing organisations on board, there is the wider challenge of organisational defensiveness. This not only makes organisations deaf, but also makes them mute. Organisations in this state cannot challenge what they do because the hierarchy acts to silence evidence — everyone knows something is wrong or not working but no-one will say, and when external evidence is presented, the organisation acts to dilute or suppress it.

Increasing diversity means increasing discomfort, difference keeps us on our toes and outside of our comfort zones. Difference makes disagreement more likely, and makes our traditional ways of thinking and acting less likely to work. Recognising this and helping people deal with greater discomfort is important.

3.4.1 Individual defensiveness

Key question: How will you ensure those that need the training attend?

Training initiatives need to take into account the people involved. They need to consider both the participants in the training and the target population for impact, *ie* whether the training is intended to affect the experiences of staff or of customers or clients. A key issue is that no matter how good the training, if the right people do not attend, it can have no impact.

Maximising attendance

Organisations need to understand that their efforts to increase attendance place them in a no-win situation. Organisations may find that despite making training compulsory, some staff (and sometimes substantial numbers) do not turn up. In some cases managers collude with this by allowing staff to book leave or change times of attendance. With senior managers, problems of finding the time to attend can disrupt the most carefully planned development event and have implications for budget *etc.* We had an example of theatre-based training for senior managers which took much longer than intended. Additional sessions had to be provided because of last minute operational difficulties, which meant managers could not attend their booked session. Experience showed that effective administrative support, checking attendance and giving people freedom to choose particular sessions, helped improve attendance levels.

Compulsory attendance inevitably means that there will be some who attend who resent being there, either because they believe they already understand the issues sufficiently, or because they are not sympathetic to the concept of diversity, or perhaps because they cannot see the point of the training in their position. This makes the job of the trainer much more difficult, and can

result in major problems unless any obvious resistance is dealt with. It does, however, give additional organisational reinforcement to the training as important, and mark the organisational commitment.

St Albans District Council has placed greater emphasis on training in equalities in recent months. The Authority provided a half day training course to its entire staff that covered race, disability and gender. The course was compulsory in order to underline the commitment and importance that the Council gives to equality of opportunity. It was not considered an issue which individual staff could opt out of.

Similarly, focus group participants at **Portsmouth City Council** argued that equalities training should be compulsory, especially training which involves difficult issues such as racial harassment. As one participant observed: *'you are taking them on a journey that they don't want to go on, so it should be compulsory'*.

OGCbuying.solutions have a course which is mandatory for all staff. Feedback about the training is very positive. Regardless of position within the organisation, or job role, evaluation sheets reveal a very high degree of satisfaction with the training amongst participants. Most staff strongly agree that the training met its objectives at a broad level, *eg* in terms of increasing understanding about equal opportunities, legislation, understanding harassment and bullying, and understanding the benefits of a positive approach to equalities. Participants were also extremely positive about the extent to which the course met the broader objectives of understanding why the organisation has an equal opportunities policy, and individuals' roles in ensuring that policy is implemented. Comments made on the evaluation sheets show that for some participants the course had resulted in personal insight and provided understanding.

The Prison Service has mandatory race and equality training and yet has low levels of attendance. In part this is because of the chronic staff shortages in some establishments and the need to maintain an operational service as the first priority. However, there were views that non-attendance was also culturally acceptable and the service is reviewing how greater importance can be placed on the training, which is being redesigned to make it more applicable.

Staff at **Bradford Hospitals NHS Trust** had mixed views as to whether training should be compulsory. Some considered that it should be mandatory, in the same way as health and safety or fire practices. Others feared that compulsory training 'gets the back up' among participants. Managers thought it possible to apply diplomatic, informal pressure to ensure that all staff attend training, without having to resort to describing it as compulsory and having sanctions for staff who do not attend.

Voluntary attendance has the advantages of greater individual interest, but may mean that those most in need of the training fail to attend. Staff who attend voluntary programmes and find it useful, also tend to feel that the training should be compulsory. There is, however, no evidence from our staff survey to suggest that the kind of attendance affects views on the quality of the

training — 61 per cent of survey respondents had attended training that was compulsory, 12 per cent voluntary, and 27 per cent not compulsory but where it was strongly encouraged. The views on overall impact of the training varied little by the type of attendance.

The DTI recently organised a diversity week of different activities. All those who participated in events agreed that the diversity week was a good start, and showed the DTI was going down the right route. Participants in the focus group discussions who had attended the diversity week emphasised that such a major event, which provided a great opportunity to challenge preconceived ideas about different aspects of diversity, should have been compulsory. The observation of one participant was instructive, that:

'Diversity is for everyone and nobody is exempt. The fact that some staff like those in Band A in some directorates were excluded, should be prevented in future.'

Good practice tips

- Consider whether compulsory attendance on training courses will cause resentment or will indicate organisational commitment. Alternative approaches to mandatory attendance would be to encourage attendance with: clear communication of how training differs from previous diversity/race/equal opportunities training; clear communication of the individual benefits to training; spread positive feedback; creating formal links between training and staff benefits and progression; attendance on courses by senior staff; line manager endorsement; and provide a comfortable training environment (perhaps with refreshments).
- Attendance rates can be improved with effective administrative support and by enabling participants to select convenient courses.

Being client focused

Key questions: Do you know enough about client/community experience to ensure the training will make a positive difference to service delivery? How can you best engage with minority clients/communities?

We also saw organisations committing considerable resources to reach out to their community or client base. This might be primarily to benefit the community/client group, *eg* to ensure services were aligned as closely as possible to need. Alternatively, the primary focus might be to help the organisation by increasing internal understanding by tapping into external expertise, or to raise awareness of the organisation as a possible employer.

Aligning services to community/client need can sometimes involve wide ranging initiatives. Some of these may be about

communication to black and minority ethnic communities whose first language is not English, or it may be to recognise and respond to particular cultural needs.

In his first statutory annual report in 1991, the Director of Public Health at **Southampton and South West Hampshire Health Authority** recommended that all staff within the health district should be trained in race and health. The managers charged with the responsibility talked first to staff to establish what training was in place, and to different black and minority ethnic communities for their views about the impact of migration into the area, their key issues about the health service as a whole, what they felt about provision for them as a community, and how they would expect to be treated by health service staff. The information gathered was used in the development of a training manual for the Trust.

Portsmouth City Council successfully involved black and minority ethnic groups in its work on diversity, in a recent project to investigate, communicate and promote cultural diversity. Community groups were consulted during the research stage of the production of the publication 'One city, many cultures', and facilitated a training event to celebrate diversity within the local community.

Bradford Hospitals NHS Trust recognises the need to ensure that its services are accessible, appropriate and responsive to the needs of all its users, and has developed a number of initiatives including:

Communication — overcoming the barriers. The Trust employs 16 liaison officers who can translate major Asian and other languages (Bengali, Gujarati, Hindi, Punjabi and Urdu).

Catering: The catering service provides vegetarian, halal and kosher food.

Religious and cultural needs: There are over 60 spiritual care volunteers from several faiths, and a multi-faith place of worship, where staff and patients may pray.

Community consultation: The Trust has an overall philosophy of working with service users to assess and improve service provision and delivery. The various ethnic groups within Bradford are actively engaged as partners around health care. The same communities can feed back their concerns about services the Trust provides. It is considered important that clients have a sense of 'ownership' of the policies. In reaching out to minority communities, it has sometimes been necessary to overcome prejudices dating back to circumstances many years ago, and to demonstrate that the Trust has changed and is now a lot more sensitive than it used to be.

In **Devon and Cornwall Probation Service**, much work has been undertaken to develop and maintain community partnerships for the purpose of promoting diversity within and beyond the organisation. Good links have been established with other local authority services and agencies, race equality councils, and local black and minority ethnic communities.

Similarly, **Portsmouth City Council** had developed extensive consultation exercises. The council were concerned about their ability

to tap into the concerns of the black and minority ethnic community, and this was reflected in the small number of respondents to the recent Best Value Postal Survey. The council has therefore been working hard to survey their local black and minority ethnic population, and in 1995 the council undertook a census survey update of the local Bangladeshi population. The survey showed Portsmouth's Bangladeshi population to have distinctive needs.

Good practice tips

- Consider the role of community groups in improving training content and credibility. A by-product of closer working with these groups may be improved relationships between the organisation and its clients, and a greater understanding of the pertinent issues of both sides.
- Where there is an emphasis on service delivery, ensure black and minority ethnic groups in the local community are actively consulted and involved through a variety of initiatives, in the formation and revision of policies.
- Consultations with the community need not be restricted to community spokespersons or heads/chairs of community groups, but can also engage with young people and service users.
- The driving force behind the apparent success of training in race awareness and valuing cultural diversity in one organisation is a training department which works closely with the organisation's Race Equality Adviser. Success is further achieved by training that acknowledges the personal experiences of individuals, and encourages individuals to think through issues and try to find their own answers to potential issues.

Several case studies were seeking to increase the number of job recruits from black and minority ethnic communities. Sometimes this might be successful in terms of the number of job applications, but often less so in terms of successful recruitment. It raises the issue of ensuring that processes match up, and that efforts to expand applications are accompanied by efforts to look at barriers to success.

Bradford Hospitals NHS Trust has been attempting to increase the proportion of black and minority ethnic staff, so that this more closely reflects the local community. In order to increase applications, links have been forged with seven local schools, whereby hospital staff visit to raise the profile of NHS work; and 17 careers teachers visited the Trust to learn more about the NHS. Forty pupils studying Advanced GNVQ in Health and Social Care gained work and study experience at the Trust. Trust staff also liaise with Leeds University and other training colleges, to increase the number of students from black and minority ethnic communities.

The Trust's job application form, which has the applicant's name removed, has been cited as an example of good practice by the local Racial Equality Council.

In order to help new staff from black and minority ethnic cultures to settle in, a trans-cultural mentoring scheme has been established, whereby staff are trained to 'buddy' cohorts of new staff from minority backgrounds. In addition, an intra-cultural scheme links those of similar cultural backgrounds.

There was concern at **OGCbuying.solutions** about the inability to recruit from local black and minority ethnic populations. Several initiatives have been undertaken to try and address this in recent years, including most recently a recruitment drive at Toxteth Jobcentre (in the heart of Liverpool's black community). Although these approaches have met with some limited success, the organisation is still concerned to try to increase the number of black and minority ethnic applicants. Current work is focusing on what the barriers might be to applicants from black and minority ethnic groups, and how they might be overcome.

All organisations can be affected by environmental events. Such events may be completely unexpected and yet have significant consequences for the organisation. Environmental events can provide a push to organisations to create progress, but they can also cause immense discomfort in the organisation, which needs to be handled sensitively.

It is clear that recent disturbances in Bradford had affected the views of staff at **Bradford Hospitals NHS Trust**. There were those who felt disillusioned that all the policies and initiatives put in place over the years had failed to prevent the overflow of anger by sections of the black and minority ethnic community. Training staff are aware of this, and are willing to address it openly, rather than attempt to deny or suppress it.

3.4.2 Organisational support

Key questions: Do you have the explicit support of the top team? How will this be demonstrated to the organisation? Are managers committed to diversity and they have the skills to implement it? Are other personnel processes and practices in alignment?

The second major set of factors that can potentially act as barriers are issues to do with the support organisations provide.

Support and commitment from the top

It is clear that management support is critical to any organisational change programme. Effective behaviours include setting an example. This requires leaders to have strong values based upon ethical principles and to set up systems such as individual support systems, regular monitoring and accountability, and reprimand and remedial action for those who do not conform. Leaders probably also need to be congruent

within themselves. Behavioural change without attitudinal underpinning is dangerous. People are often cynical about the motivations of those in power and highly sensitised to signs of integrity, and to say that which you do not believe is a difficult act to sustain.

In the case studies, senior managers were, on the whole, firmly committed to the aims of diversity or race awareness training. The staff surveys measured commitment of senior management, line management, front line staff, professional staff and support workers, and was largely consistent, with each group scoring between 3.8 and 3.9 (on a five point scale, where 1 = very uncommitted and 5 = very committed). This is consistent across sectors, with scores in the range of 3.8 to 3.9, although the NHS sector scores for senior management peaked at 4.2, and line management at 4.1 (all other groups in the NHS scored higher than average, ranging between 3.9 and 4.1). Professional staff in the criminal justice system sector were the only other group to score higher than average, with a score of 4.1.

Given the high profile afforded to the issues by this government, it would be surprising to find any public sector organisation where senior commitment was lacking. However, even among our best practice case studies, there were differences in the active support given by chief executives or other members of senior teams. In some case study organisations, the chief executive was personally leading various initiatives including action groups, or was meeting with members of black and minority ethnic support groups within the organisation. This level of involvement was helpful and gave strong messages to the organisation as to the level of commitment and personal expectations of organisational response. We might expect that the absence of support for diversity training or other diversity initiatives would be severely undermining in terms of their impact and success.

At **Derbyshire Probation Service**, there is strong support from the top of the organisation for the overall policy on diversity. The Chief Executive takes the lead on diversity, and there is expectation that senior managers would also engage with the issues. The shift in emphasis in this area has been welcomed by staff.

At **Leicester City Council**, the Chief Executive who heads the Race Equality Group has embraced the CRE Leadership Challenge, and gives strong leadership on equality. Because of the level of commitment, the council is now going for Beacon status.

A major feature of **Bradford Hospitals NHS Trust** is that the Chief Executive personally chairs the Equality Committee. He has accepted the CRE Leadership Challenge to ensure that equal opportunities are addressed within the organisation. The support of the Chief Executive is considered to be invaluable in ensuring that equality issues are not threatened by other pressing priorities within the NHS.

At **Greater Manchester Probation Service**, diversity is supported by commitment from the Chief Probation Officer at the top of the organisation. This is symbolically important both within and outside the service. Other officers hold key responsibilities to champion diversity across the organisation.

Devon and Cornwall Probation Service have similarly shown such leadership from their new Chief Probation Officer, who is committed to promoting fairness and addressing disadvantage across the service. She strongly believes that it is essential that diversity be led from the top of the organisation. Her approach was described as '*a breath of fresh air*' by a member of staff. The service has signed up to the CRE Leadership Challenge. At the time of the case study visit, she was due to meet with black and minority ethnic staff in the service to explore how she could best support them.

At **Portsmouth City Council**, the policies state that equality is the responsibility of all staff. However, internal equality is led by the HR department and equality in service delivery by the Equalities Team. The Equalities Team has officers in each service area to advise departments on equalities issues and '*to promote continuous improvement in access to services, monitor achievement and share good practice*' (Portsmouth City Council, Best Value Performance Plan p.92). Training which covers equality in selection and recruitment is provided by the HR department, and training relating to service delivery is provided or organised by the Equalities Team.

OGCbuying.solutions also subscribes to diversity being the responsibility of everyone within the organisation. However, it is acknowledged that the real champion for diversity is the Director. He has personally been involved in local initiatives, such as the mentoring scheme for black and minority ethnic students run by a local university, and works with the Training Manager and Personnel Officer to agree the training strategy on diversity issues and recruitment initiatives.

In the **DTI**, the main responsibility of diversity is taken on by the Equal Opportunities Unit, but equally important roles are shared between the Staff Development section of the Staff Policy and Pay Unit and the Personnel Training Service Consortium (PTSC). The Equal Opportunities Unit works very closely with the Advisory Groups to set up the action programmes and gets feedback from the departmental trade union. The Unit also has a co-ordinating role that involves recommending companies/consultants and speakers to be used for diagnostic work on diversity, or for the actual diversity events across the department.

In some organisations, the commitment of other managers was questioned, especially where they did not deal forcefully with inappropriate behaviour. We found that attendance at race training programmes was a difficult balance for senior people; not attending training programmes at all would be criticised, whilst introducing the programme and not staying was also sometimes seen as paying lip service. The presence of managers on training courses, where there might be some degree of cultural resistance, could be very helpful, as they could provide support to the trainers and make explicit the organisation's concerns in this area.

At the **DTI**, participants in the focus groups felt the top-level commitment that they considered 'a must' in valuing diversity was demonstrated by the presence and accessibility of those in senior positions. They felt that this visible commitment would trickle down in time. Consequently, it was even more important that any future diversity events should be made mandatory for all staff, as this would increase the level of commitment across the whole of the Department.

At one of our **criminal justice system** case studies, there was some evidence of the need to keep staff informed of the organisation's strategy and what might come next. In particular, when trying to engage staff interest and support for race and diversity training, staff felt it would have been helpful to keep them regularly informed about the whole training strategy, so they can see each element of training being provided in a wider context.

The Prison Service has had to confront some aspects of its culture that are quite antagonistic to diversity issues. It has done so forcefully at the very top of the organisation, but there were comments from some interviewees that not all managers were so courageous. Some examples of unacceptable behaviour went unchallenged by line managers or were dealt with too leniently.

Good practice tips

- Ensure visible and active support from senior management to give a strong message of organisational commitment and priority — this will include attendance at training events.
- The case studies support the need for active involvement right from the top. It makes a real difference where the chief executive takes personal responsibility for the strategy, and where diversity has high status.
- Involve managers in the training.
- Set objectives to ensure that training is delivered and policies implemented.

Support and commitment of others

In one or two of our case studies, representatives of black and minority ethnic employees had taken a very positive stance within the organisation, with a view to improving the culture and practice. These groups were often working closely and co-operatively with the organisation to make change happen. In one organisation (see below) the Black Officers' Network works closely with the chief executive to develop the diversity strategy and comment on new initiatives. In other organisations, similar groups were adopting a more critical stance, characterised by a more remote relationship and criticism, rather than co-operation.

In addition to its formal policies on diversity, **Derbyshire Probation Service** has adopted other initiatives to give further impetus to diversity. Black and minority ethnic staff have, through their Black

Officers' Association, been actively involved in the activities of the Equal Opportunities Strategy Group, which meets quarterly to examine service delivery and to better promote the service to the minority community as a whole.

In the **Greater Manchester Probation Service**, there are two relevant and very proactive groups within the service; the Association of Black Probation Officers (ABPO) and the Black Workers Forum (BWF). Representatives from these groups meet quarterly with the Assistant Chief Officer who has the diversity and training brief for the organisation, and the Equal Opportunities and Diversity Manager. ABPO and the BWF also meet regularly with the Chief Officer to raise and examine any issues of concern. In addition, there is the Towards Racial Equality Action Group, which includes senior staff and staff group representatives.

Good practice tips

- Consider the role of staff representatives in improving the content of training, and promoting training visibility and commitment, either by supporting or critiquing the process.
- Foster communication between staff at all levels.

Other policies and processes

One size does not fit all, and yet many organisations try and deliver off-the-shelf solutions to all. The case study experience implies that embedded solutions work best, *ie* training that is specific to the needs of the organisation and the people within it. Such solutions build on what the organisation has done before and the position it is in. They are intended to produce maximum change with just enough challenge to move people forward, and not so much that they become defensive and negative. Similarly, the organisation needs to ensure that any progress made through training programmes is completely supported by other initiatives that reinforce the messages and the changed behaviours. Such initiatives include appraisal systems that reward diversity, specific objectives for individuals and managers, and communication events and initiatives.

At **Derbyshire Probation Service**, a diversity competency has been included among the appraisal objectives of staff, particularly during their first year in the organisation. The change in emphasis is also considered by staff to be for the better; racism awareness and the valuing of cultural diversity are highlighted more in people's every day work than was the case in the past. The result is that diversity is now a core competency that is constantly on the agenda, and is discussed between managers and their staff at their regular supervision meetings.

In **Portsmouth City Council**, equalities was felt by participants to be embedded in all council activities and all levels of the hierarchy. This is reflected in the council's equality policy and their key corporate objectives: *'to provide services that satisfy people's needs and statutory requirements; and to ensure effective consultation and two-*

way communication with customers and stakeholders'. It is also particularly reflected in their key sub-objective: 'to make services equally accessible to all sections of the community and be an equal opportunities employer of well motivated and trained staff'.

The DTI launched an Action Programme for Racial Equality. The launch of the Action Programme for Racial Equality was followed by the formation of the Widening Opportunities for Women (WOW) which published their programme in 1999. The most recently launched Action Programme, in October 2000, is on disability. Although these programmes have certain similarities, each has slightly different emphasis. The current plan is to set up a fourth advisory group to focus on sexual orientation.

Diversity is currently being built into the staff appraisal process, using what is termed the *success profile*. This is a set of principles which sets out how the DTI would like staff to work together.

Good practice tips

- Training programme outcomes should be supported by other organisational initiatives and activities, such as appraisal and reward systems.
- Training programme outcomes should be consistent with the organisation's overall strategy (intentions).
- Confidential follow-up contacts should be provided for participants to enable them to talk through any remaining unresolved issues or emerging ones.

Resources

In all organisations, resources are inevitably restricted. Money may be a problem when it comes to paying for training and development, release time is problematic in many organisations but especially those with a strong operational element, and having people who can dedicate their time to the promotion of diversity initiatives is also under pressure. We have seen that organisations tend to favour in-house trainers because of cost advantages.

Bradford Hospitals NHS Trust provides training for all staff, and the organisation recognises that there is a huge amount of training possible and sought by staff. A major restriction is the financial budget and the problems of releasing staff when the organisation is already stretched. As a consequence, sometimes one person is sent and cascades the training afterwards, although some of those interviewed felt this worked less well than direct training for all staff. Middle managers especially, can find themselves so pressured by other issues, that diversity is pushed down the agenda.

Epsom and Ewell Borough Council has recently re-launched a programme of equalities training after a previous attempt failed through lack of funding and insufficient pressure to ensure organisational 'buy-in'. The new training was limited to half a day as it was felt to be the maximum staff would be able to give, due to pressure of work.

Good practice tips

- Be aware of your resource constraints such as time, opportunity costs and training budget, and consider ways to maximise value for time as well as value for money.

3.4.3 Cultures

Key questions: Are there sub-cultures within your organisation which will require specific attention? How open is the organisation to challenge? How will you ensure that the majority do not feel discriminated against?

Another set of factors potentially acting as a barrier to implementation, are those of organisational culture. We highlight:

- cultural problems
- staff backlash.

Training does not impact in isolation but is helped or hindered by the organisation's general culture towards diversity and other policy and practice responses. In our interviews and discussions we found a number of incidences of organisational culture that had positive or negative effects on the training and development they were offering.

Cultural problems

In some organisations, there is no single culture or approach to diversity that training can respond to. Instead there are fractured cultures, some of which are much more responsive to diversity than others. The difficulty for organisations is that this difference can lead to internal tensions as the contradictions become obvious. An even greater problem for some organisations is that some cultures can be antagonistic towards diversity, with some staff rejecting the concepts and the ethos of diversity. In some of our case studies, significant efforts were being made to tackle these issues, and this included acknowledging, where necessary, that there were pockets of racism within organisations.

Our surveys of staff within case study organisations showed that experience of negative behaviours is worryingly common for many. One in four (26 per cent) reported that they had experienced racism or some form of harassment from external customers or clients, and only slightly fewer (21 per cent) had experienced racism or some form of harassment from work colleagues. Respondents from black and minority ethnic or mixed groups were more than twice as likely to experience racism or some form of harassment from work colleagues (19 per cent of white respondents, 41 per cent black and minority ethnic or mixed), and were also more likely to experience racism or some form of harassment from clients, although the difference was less

marked (25 per cent of white respondents, 35 per cent of black and minority ethnic).

One of our **central government** case studies was made up of many different parts and units, each with its own individual culture. The more recently created units have more open and relaxed cultures, and appear to understand diversity more naturally. The more traditional constituents, on the other hand, are not perceived to be as naturally attuned to diversity.

For many years, there has been a strong organisational commitment to anti-discriminatory practice at **Greater Manchester Probation Service**. In the past, the service had felt that it was ahead of many other organisations with regard to race issues. There was a feeling that the organisation needed to be constantly aware of complacency, as although much good work had been done, there was still a long way to go. Senior staff in the organisation are aware that this can only be addressed if the issues are kept high on the agenda, and if there is a real commitment to looking at what institutional racism means and the mechanisms by which it occurs.

Some organisations, such as **St Albans District Council**, are beginning the journey towards being a more diverse or diversity aware organisation. The organisation's culture has changed from being formal, hierarchical and status conscious to being more relaxed, more diverse, with younger staff and more team working. One interviewee commented how the culture has become more open and participative and that staff now feel able to express ideas. General awareness and interest in equalities appears to be increasing, and evidence in reports and internal documentation points to an expression of commitment to equality.

Good practice tips

- Be aware of the culture of your organisation and its constituent parts, and consider whether it will support diversity initiatives such as training, or hinder these and therefore require programmes to effect cultural change.
- Programmes should take account of any recent/current environmental factors affecting diversity issues in the organisation.
- Race issues should be kept high on the organisation's agenda, but should not be separated from other diversity issues.
- Guard against complacency.
- For some organisations the dilemma is in trying to develop training for a largely non-minority ethnic workforce who have low levels of contact with black and minority ethnic clients. In these cases the need is to develop training that raises awareness of and sensitivity to the potential needs of all clients and colleagues, and at the same time ensure that the support system is in place to provide specialised and detailed knowledge when required.

- Where there is cultural resistance, strong measures and determined leadership will be needed to resolve it:
 - give clear messages on diversity
 - set clear behavioural expectations
 - brief managers as to their role
 - persist and be tough on those who resist change.

Backlash

In promoting diversity and creating initiatives that attempt to create a more diverse workforce responding to a diverse clientele, we run the risk of making some people feel that this is not about them, or worse that they are excluded. By changing the status quo there will be winners and losers. The winners are often those who are currently under represented and therefore supporters are likely to be few. The losers, however, are those who are all too present, and no matter how much organisations try to stress the positive aspects of diversity, some will feel themselves under attack. Individual grievances can become group grievance and lead to mistrust, and before long the actions of the organisation are being misrepresented.

A few staff from one of our **NHS case studies** commented that *'members of minority faiths need to know about Christianity, and also other faiths, as much as Christians need training in other faiths'*. The tendency is for diversity training to be seen as something for white Christians only, and a few group participants showed signs of a backlash against this. Partly, this is the result of having to prioritise the most salient issues. It is also the case that when a course on Christianity was organised, very few participants attended.

Good practice tips

- Be aware that any diversity initiative including training programmes may displease some of those in the organisation. Effective and positive two way communication may help, but in some ways it is inevitable: 'you cannot please all of the people, all of the time'.

3.5 Evaluation

Key questions: Has it worked? What needs to change?

Building diversity is a long-term initiative. It requires establishing a new culture and building trust, and this cannot be done through one or more short-term interventions. A key element of success is to perceive the process as one of action learning, involving a circle of activities of assessing, planning, doing, monitoring and evaluating. The act of monitoring and checking success is critical to re-energising the organisation and the initiatives.

The fundamental question is: does race/racism awareness and valuing cultural diversity training work? This is a difficult question because success can be measured at so many different levels. Do individuals like the training? Our research would indicate that on the whole they do (from our staff surveys in case study organisations); most individuals are positive about it. Do organisations think the training is worthwhile? Again most do — respondents to our survey thought the training had made a difference, and our case study participants (interviews and focus groups) felt the training had in most instances been useful. Are they better off than they would have been without it? For the majority this is a definite ‘yes’.

The bigger questions are: what difference does it make to the organisation? Have organisations succeeded in becoming more diverse? What is the aspirational end state on diversity?

These are difficult questions because, as we have made clear, different organisations require different solutions. Our study suggests there is a complex journey that organisations make. What drives them are two things. For some it will be their own success, which will mean they become increasingly diverse, and the more diverse they are the more the organisation has to change and grow in its understanding. For others, the drivers will come from outside the organisation. Government edicts or a more diverse client or employee population will force organisations to revisit their approach. These drivers provide the force to move them from simple activity to more difficult and complicated responses.

In this research, we have not seen any organisations that would claim to have fully succeeded. What we have seen is many that have started the process and are beginning to face the challenges. The one thing that more organisations could do, that would make an enormous difference, is to put more emphasis on wondering why they want to act in the first place and on learning from what they do.

In **Greater Manchester Probation Service**, the standard formal method of evaluation is through post-course ‘happy sheets’. Any low scores or unclear comments are followed up by the Training Unit to explore the underlying reasons. On a wider basis, the service has been trying to evaluate in the medium and long term whether training and development work is followed up in practice; whether it has meant anything to staff once they were back in their offices. This involves a two-way communication between all parties involved, *eg* participants, line managers and the Training Unit.

In **Portsmouth City Council**, there is a general feeling that the council is progressing well in terms of equalities and diversity, and that there is some hard objective evidence. Some interview participants felt that the council should pay particular attention to ensuring the views of black and minority ethnic groups are included (perhaps with greater targeting of surveys). As one person noted: *‘we think that the roads are done for everyone but maybe the ethnic communities say they*

need for example signposts to the mosques'. The council is training staff to increase monitoring abilities so that services can be accurately targeted.

The DTI has developed quite involved means to measure effectiveness. The participants' reactions to the Diversity Week were very encouraging. The key messages are that there are actions for everyone, and the aim is to engage all staff in these actions. The benchmarks that are set out for these actions are measured through the annual reports.

The staff surveys undertaken by the department also play an important part in exploring employees' perceptions of management performance and capability across the Department. The results revealed staff's personal experiences in training and communication as well as their views on management and diversity within the Department. Overall, the results of the staff survey are encouraging in terms of achieving diversity objectives in the organisation. A large majority of respondents have a Personal Achievement Plan (PAP), and 30 per cent of those with a PAP have a diversity objective to work towards.

Good practice tips

- There is a need for clear, measurable objectives, as these enable clear articulation of training need and identification of appropriate training solutions.
- Think of the evaluation and monitoring of the training as an integral part of it, and not as a separate 'add-on' activity.
- Feed results back into the design process.

3.6 Seeing diversity as a journey

Some case studies were exploring equal opportunities with staff, and some were embracing diversity. Some were providing blanket training for all, and some were tailoring solutions for different groups. What works best varies according to the organisation. It is not as simple as diversity being more effective than equal opportunities, or that multiple kinds of training are automatically better than a single format. Rather, there are levels of understanding and readiness that organisations achieve, and each level provides the platform for moving to another stage. There is a concept developed by the Soviet psychologists (*eg* Vygotsky) that might be helpful here. Predominately working with children, Vygotsky argued that looking at what a child can already do by his or her self is only to examine that which has already matured and ignores that which is potential. The key issue is that there is a level of development beyond the current attainment that can be moved into, but the scope is limited.

We suspect that this has resonance for organisations which have to build on where they are, and not attempt to move too far too quickly. This would, however, imply that organisations should

see themselves as being on a journey and see their employees as progressing in their understanding and approach to diversity; and then to be clear how they help that progress.

From this research we would identify some characteristics of this journey that we think might be usefully applied by organisations to their own circumstance to determine where they are in terms of their own sophistication (see Figure 3.3).

In essence, these dimensions can all be seen as a move from simplicity to complexity. Organisations will each be at a different point in their development; some will be tending towards the left hand side of each of the dimensions and others towards the right.

Good practice tips

- Ensure the training programme has clearly prioritised the key issues to deal with first, but remain aware of other issues to deal with as time and resources allow.
- The training needs to build on staff’s willingness to change, and encourage them to see the benefits to themselves of being sensitive to diversity issues.

3.6.1 The diversity helix: making the transition

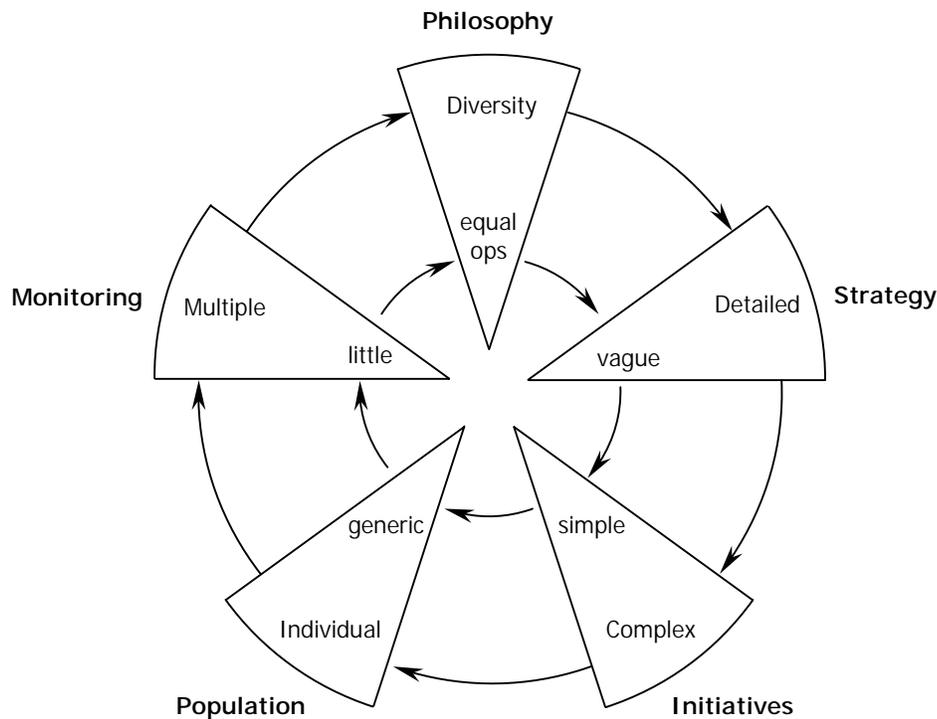
There are two key aspects to an organisation’s approach to diversity. There is the continuous circle of improvement and the dimensions of complexity illustrated in Figure 3.3. Putting these two together (Figure 3.4) we can see that organisations can progress round a circle of activity that at one level can be quite simple, *ie* the inner circle of relatively focused activity. Or they can travel the circle at greater levels of complexity and sophistication,

Figure 3.3: Dimensions of diversity complexity

Philosophy	equal opps (reactive) ← → diversity (proactive)
Strategy	vague ← → clearly articulated
Initiatives	standalone ← → embedded off the peg ← → bespoke single delivery ← → multiple delivery all issues ← → single issues
Population	everyone ← → targeted
Monitoring	none ← → multiple

Source: IES, 2002

Figure: 3.4: The virtual diversity cycle



Source: IES, 2002

illustrated by the outer circle. At this level, a deep understanding and philosophy of diversity drives a detailed strategy, and necessitates complex multiple initiatives tailored to individual need, requiring careful monitoring.

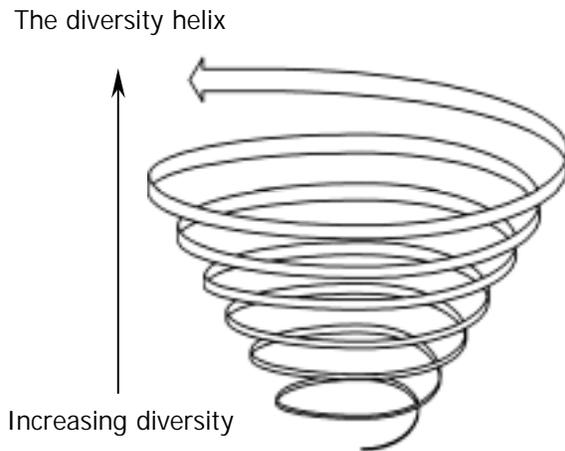
So what drives this journey? Over time, if organisations are successful, we suspect that they move outwards from the inner cycle of activity, gradually expanding their understanding and their approach and the number of initiatives they introduce. Diversity responses become more complex and multiple over time, moving from relatively focused simplicity to broad based complexity (see Figure 3.5).

3.7 Conclusions

We have seen a wealth of good practice in our case studies, and have received much good advice from our experts. The key messages emerging from our research are threefold.

1. Organisations should embed their activities firmly in a strategic model of culture change. They should consider what drives them and what they are hoping to achieve before they launch into activity.
2. Sadly there are no easy or cheap off-the-shelf solutions. What is right for the organisation and what will work is deeply contextual. Success takes account of existing progress and culture, it builds on it and pulls the organisation and its

Figure 3.5: The diversity helix



Source: IES, 2002

people a little further than they are already. It challenges the majority, encourages debate and brings people with it.

3. Diversity, and any associated training, is not a one-off but a journey of increasing sophistication, a developing realisation of the complexity of the subject and a growing appreciation of the benefits and some of the challenges of implementation. It is firmly grounded in evaluation and feedback, and a willingness to do things differently.

We have not found any organisation that embodies 'best' practice. All our organisations were still struggling with some seemingly intransigent problems. Disadvantage is deeply embedded and despite the best efforts of training programmes is not eradicated overnight. Good practice looks to move an organisation and its people forward, so that disadvantage is diminished with each step.

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