The Winston Churchill Memorial Trust of Australia

Report by Judy Therese SABA
2010 Churchill Fellow

To study and compare diversity skills training and human rights integration in policing organisations with particular reference to investigative interviewing, and community engagement -New York, Washington DC, Quantico Virginia, Dubai UAE, Beirut Lebanon and London

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Signed................................................................. Dated..................................................
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Introduction

Have been involved in Diversity training for over 20 years and have explored, developed delivered and evaluated the purpose and impact of it in a variety of contexts. Through the privilege of working with many of the Guru’s of Multiculturalism in Australia - Mary Kalantzis, Bill Cope, Maria Dimopoulos, Joanne Travaglia, Bill White, Kay Moechtar, Pauline Gibbons, to name a few, I have been able to forge a style and passion embedded in solid practice, that I bring to my current work. Further, the opportunity to dialogue and learn from international experts and in particular Professor Anthony Marsella, I have had the unquestionably inspiring opportunity to meld my professional area of Cross Cultural Psychology with the delivery of Diversity training within the fields of primary and secondary education, Adult learning, Community development, Health, International Business, and for the last 7 years Policing.

For as long as human interaction has been possible, there has been a place for diversity capability. Within the context of policing and in particular NSW Police. I have had the opportunity over the last seven and a half years to hold the role of Workplace Diversity trainer. Through the incredible foresight of the Cultural Diversity team headed at the time by Chitrira Mukerjee and David Evanian-Thomas, the position was created to be flexible and responsive to work within policing and with diversity issues both in a planned and systematic way as well as in a responsive manner as issues unfolded within a context - policing - that in itself is consistently changing.

I will be forever indebted to the Winston Churchill Memorial trust for the opportunity to have such a transformational experience. To be actually able to explore diversity training, human rights integration and community engagement in other policing organisations, to be able to measure our strategies against theirs, to critically reflect on the work of many years and to come closer to a true benchmark of how diversity training can be. Through the opportunity provided by The Churchill Trust and support of NSW Police Force, I was able to visit, learn, observe and reflect in police Services in New York, Washington, Quantico VA, Dubai, Beirut Lebanon and London.

In addition I would like to also acknowledge a number of key people who are as much a part of this experience as I am:

My two referees, Maria Dimopoulos of MYRIAD Consultants, and David Evanian-Thomas whose constant encouragement to do this, alongside their whose words on paper, contributed I am sure, to my opportunity to have this experience.

Deputy Commissioner NSW Police Force, Naguib Kaldas whose mentorship, inspiration and encouragement was pivotal in believing that this project was not only “worth it”, but essential. Thank you for sharing not only your contacts but your wealth of operational and strategic experience. You epitomise the ”Diversity Capable” Leader.
Loren (Renn) Canon, FBI Assistant Legal Attache in Sydney. Thank you for seeing through my hazy vision for this project, understanding the potential value and opening the pathway to the FBI. That first meeting with you was the beginning of the journey.

My colleagues, The Cultural Diversity Team NSW Police Force who did everything possible to support me throughout the preparation and whilst I was travelling. Veronica Millar, Juliana Nkumah, EzelJupiter Shab Tavakol, Yasmin Hunter and more recently Samadhi. Thanks also to Paul Grech, Helen Begg, Robyn Auld and Sue who supported my race to the deadlines both pre and post travelling, and to Superintendent Adam Whyte who jokingly planted the thought for this a long while ago. I now know you were not joking.

My husband Charlie hand in hand and friends Helen Chiha, Dianne Masri, Geoff Steer Joe Wakim, Glen Kalem and Jamal Rifi and Anita Saba who put up with my late late night discussions, last minute assurances and kept reminding me that this chance of a lifetime is to be enjoyed ...."and all is well."

Finally this whole process could not have been possible if not for the amazing and generous people whom I met, interviewed and walked with overseas. In particular the staff of NYPD and FBI office New York, Hate Crimes Unit Nassau County; The Australian Federal Police Personnel in Washington Beirut and London, The HR Training and Human Rights staff of the Dubai Police; the staff of the London Metropolitan Police and the Diversity and investigation specialists in the FBI in Quantico and New York...you truly are the best of the best !! And last but definitely not least The Director General Ashraf RIFI and staff of the Internal Security Forces in Beirut who were not only generous in time and information but who epitomise the true sense of Lebanese hospitality and ensured that I had transport, accommodation, lots of coffee and 24 hour support in all aspects of my stay in Lebanon. A special thanks also to Detective Lieutenant Gary Shapiro, Special Agent Joanne M. Payne-Preyor, General Mounir Chaaban, Detective Johnny Sweidy and Officer Rony Bittar, whose support was beyond expectation.

In every city there were also the unexpected and wonderful people that I met along the way and through whom the cities came to life. John, Joanne, Kamal, Rabih, Zeina, Christine, Gary, Roberta, Nancy, Professor Bashrui, Jacqueline all of whom do amazing things every day that contribute to a more humanitarian world

(PS Thanks Patrick, Ben and Andrew - the technical support team, and friends to the technologically challenged. Tiana and 'Ants' - just because you are you and fill me with warm "Great aunty" hugs)
Executive Summary

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To study and compare diversity skills training and human rights integration in policing organisations with particular reference to investigative interviewing, and community engagement -New York, Washington DC, Quantico Virginia, Dubai UAE, Beirut Lebanon and London

Highlights:

- Absolutely everything including:
- One on one with some of the world's leading investigators - Special Agents John Anticev, Joanne M. Peyne-Preyor ,Doug Merel
- A day in the life of Bias Crime Coordinator - Detective Lieutenant Gary Shapiro
- FBI training Academy in Quantico
- Time with the Internal Security Forces in Lebanon, participating in training and meeting with the Director General Ashraf Rifai.
- Discussing Human Rights with reference to Human trafficking and visiting the Human trafficking Unit
- London -Observing the police working and participating with community on the day of the royal wedding
- Chance meetings with real people in all places and attending the Miracle Corners of the World's Fortunes 300 Fundraiser in New York.

Recommendations

1. That NSWPF consider an international dialogue / forum on Diversity training in Policing organisations in order to identify and set world benchmarks for effective Diversity awareness ,knowledge and skills training.
2. That NSWPF consider facilitation of an international dialogue on Community Engagement in Policing
3. That NSWP and in particular Community Contact Unit Counter Terrorism and Cultural Diversity team Operational programs, and Youth and crime prevention teams, consider further liaising with NYPD Community Affairs Bureau re projects and strategies
4. Information to be shared with recruitment branch of police jurisdictions re “Youth Police Academy” and “Explorers” programs and their contribution to recruitment.
5. That consideration be given to not only the recruitment and retention of a diverse workforce but also to the strategies policing organisations develop to enhance the skills and abilities that are recruited for representation alone does not work.
6. That Special Agent John Anticev (FBI,NY)given his extensive experience both nationally and internationally and his successes in a number of high profile cases, be considered as a valuable contact and possible guest speaker on NSWPF Advanced Investigators, Detective and Human Source Management training programs
7. That follow-up occur in partnership with NSWPF specialist trainers, to access diversity training and other relevant material.
8. Further development of the diversity session in the Investigative interviewing training NSWPF to include training in empathy, and to further develop the cross-cultural skills of the questionless interview and the triad model of interviewer training.
9. That consideration be given to engaging Detective Lieutenant Gary Shapiro Commanding Officer, Community Affairs, Department Bias Crimes Coordinator, in any strategic planning of NSWP Hate crimes position strategy and training agenda.
10. That an integrated training model such as the one proposed in NSWP be ongoing, and supplemented with a community education strategy that will run in parallel.
11. That we take the opportunity to look at the Police Explorer Program (New York) more closely re its relevance and alignment to current youth/recruit activities in Australian Jurisdictions.
12. That NSWPF follow up the request to share our Working with Interpreters training module and consider contributing to the development of a tailored program for use in New York Law Enforcement and judicial contexts.
13. NSWP Cultural Diversity team consider and explore the use of hearing devices to assist in use of interpreters in Police settings.
14. NSWPF through the Workplace Diversity Training Program further develop and extend access to assumptions training, self awareness training and considerations of bias in decision making.
15. Further contact is made with the FBI training academy in partnership with our Investigations, human source management, recruitment and counter-terrorism training bodies to further access training materials.
16. That NSWPF Human trafficking experts consider liaising with Dubai Police Human trafficking Unit to share resources and training opportunities.
17. That NSWP consider further opportunities to liaise with the Community Policing sector of the Internal Security Forces, Lebanon and share materials for Diversity training and Human Rights training for police.
18. That Lebanon be considered in any dialogue around setting benchmarks for diversity training and integration of human rights in Policing.
19. That consideration be given to exchange programs for diversity trainers from Lebanon to Australia and Australia to Lebanon to enhance shared understandings.
20. That NSWPF Workplace Diversity training program in collaboration with Education Services continue to develop a train the trainer program aimed at current trainers in policing organisation as part of the integrated model of Diversity training.
21. That Diversity training, as written in the Multicultural Policy and Services Plan and the Workplace Diversity training Plan be articulated in response to organisational Goals.
22. That forums for sharing the research occur within and beyond NSWPF.
23. That links are made with previous NSWPF Churchill Fellows Megan Webster and Steven Dodd who both conducted research regarding specific areas of training in Police that overlap with those considered in this study.

Implementation and Dissemination

- Present findings to a NSWPF Forum on Diversity training (August/September)
- Present Findings to Australian Federal Police Forums (June and ongoing)
- Integrate learnings in to diversity training programs
- Use of internal media for publishing article and executive summary
- Speak at Human Rights “Conversations” group (August)
- Actively share report with all other policing jurisdictions in Australia.
### Programme

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<td>• New York Police Department&lt;br&gt;• Community Affairs Bureau NYPD&lt;br&gt;• FBI New York Investigations and training&lt;br&gt;• NY District Court Interpreter Unit and District Court Judges Office&lt;br&gt;• Nassau County Police Dept Mineola, New York - Hate Crimes Unit&lt;br&gt;• Centre for Prejudice Reduction&lt;br&gt;• Miracle Corners of the World - Fundraising body</td>
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<td>• Prof Anthony Marsella&lt;br&gt;• City of Atlanta Police</td>
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<td>Dubai UAE</td>
<td>• Dubai Police Training academy&lt;br&gt;• Dubai Police headquarters - Human Rights Unit and Human trafficking Unit&lt;br&gt;• Dubai Police Academy - Dean of Local&lt;br&gt;• Gen Dept Legal and Disciplinary Control - Head of Human Rights&lt;br&gt;• Head of Human Trafficking - Crimes Monitor Centre, Victim care and Community Engagement</td>
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<td>- Deputy Contingent Commander Lebanon Police Program (from US Training contingent)</td>
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<td>- Police Human Rights Coordinator In Office of Police Minister</td>
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<td>- AFP Office Beirut - Investigative Assistant/Translator/Interpreter Middle East and North Africa</td>
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<td>- Discussion workshop with film maker and drama therapist Zeina Daccashe - &quot;12 Angry Lebanese&quot;(violent offenders in prison)</td>
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<td>- Senior Operational development Consultant - Diversity Specialist Police Headquarters</td>
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<td>- Senior lecturer Crime Academy - Investigative Interviewing training</td>
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<td>- Recruit trainers - Diversity - Police Academy</td>
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<td>- Participated in Training Session - rights in police interviews</td>
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<td>- Informal observation of police community engagement strategies during royal wedding and subsequent discussions</td>
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Main Body

To begin this reflective analysis with a number of clear facts is crucial. First, there is a basic well known fact that migration, movement of people and population diversity is the way of the world - people have and always will in one way or another, move from place to place. Second Australia is the second most diverse place in the world especially when the key factors of cultural linguistic and religious diversity are considered in tandem. Third, Policing is known to be the considered one of the top 3 most challenging and stressful professions . Within this context the responsibility to equip officers to manage working in a consistently changing environment is an imperative.

'Today, there are approximately 22 million Australians, speaking almost 400 languages, including Indigenous languages , identifying with more than 270 ancestries and observing a wide variety of cultural and religious traditions. Australia remains a socially stable country, not despite its cultural diversity, but because of the acceptance of it and the firm belief that diversity is one of the country’s enduring strengths.'¹

It is important also to mention at the outset the consideration of Human Rights. Unlike the US which has embedded a Bill of Rights, Australia operates without one yet the principle are very much alive in our policies and processes. Countries from around the world deal with the issue of human rights violations and in many those violations are at the hands of people in power including law enforcement operatives. 

To consider diversity training in Law enforcement agencies brings with it the need to consider the human rights of not only communities and individuals within them but of the officers and law enforcement agents as well. Human rights, as defined in the United Nations Universal Declaration of Human Rights, are guaranteed to every living person from their time of birth, irrespective of distinction of any kind, ‘including race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status’. Whether a person lives in an impoverished nation or a developed country, they are granted these rights to an unobstructed life under international law.

Under the jurisdiction of the one hundred ninety-two nation member-states of the United Nations:

‘No distinction shall be made on the basis of political, jurisdictional or international status of the country or territory to which a person belongs, whether it be independent, trust, non-self-governing or under any other limitation of sovereignty. No one shall be subjected to torture or to cruel, inhuman or degrading treatment. Everyone has the right to a standard of living adequate for the health and well-being of himself and of his family, including food, clothing, housing and medical care and necessary social services, and the right to security in the event of circumstances beyond his control.’

Although human rights are defined thoroughly in both social and legal perspectives, it is often difficult to ensure that human rights are not violated in countries with tumultuous or

¹ Australian Bureau of Statistics(2009 - 10) "Australia's Cultural and Linguistic Diversity" Year Book Australia
uncooperative governments, where war and civil unrest is the norm or also where power relationships are so pronounced that the will of individuals and communities are broken and the awareness that they have rights diminishes.

The focus on diversity as a strength or as Productive diversity is the entry point for a dialogue on diversity training in policing. What is the value added of training officers in diversity awareness knowledge and skills? How does an organisation like NSWP Force demonstrate in real terms its diversity capability.

The Diversity Training Landscape of NSW Police Force

This opportunity provided by the Churchill fellowship to explore diversity training in policing has at its core four key components that were central to all of the dialogue conducted:

1. Exploring and researching the models and methods used by other policing jurisdictions with respect to providing staff with cultural diversity training

2. Focusing specifically on investigative interviewing techniques that are used with offenders and witnesses from diverse cultural, linguistic and religious backgrounds and how investigators are equipped to modify and enhance their interviewing techniques for better results

3. Examining how human rights principles are integrated into these processes or where opportunities lie to use human rights principles to enhance training and operational skills

4. Assessing different models, processes and understandings of community engagement that are used by police, particularly in terms of working with marginalised or small and emerging communities

An integrated approach to skills development in the context of diversity training and community engagement is unparalleled in Australia and the Fellowship has to an extent allowed me to consider the extent to which this approach works in comparison to other models and how it can be improved by taking form the experiences and learning’s of other policing jurisdictions. The Fellowship provided me with the opportunity to observe the practices of police jurisdictions in Dubai, Beirut, London, New York and the FBI Training Academy in Washington.

Given the past seven and a half years of developing, delivering and assessing various applications of diversity training within NSW Police Force, yet having always been mindful of the ongoing challenge of accessing officers and the challenge of getting them into the training room, there has had to be necessary process based on flexibility and responsiveness. There has been the constant need to ensure at all levels, diversity training is continually intersecting and drawing its source from the operational context. If its relevant then its relevant. In embarking on a diversity training agenda it had to be not only
multidimensional but also specific and had to repair and reconstruct previous attempts in the past that not only were based on a punishment model but that had left police with a checklist of cultural do's and don't that were stereotypical and destined to fail. It had also become an imperative to reflect on the growth in the current programme from 2003 to 2011 again global strategies and trends.

Having worked in Diversity training in the areas Psychology, in education, health, and private sector, my transition into the context of policing in 2003 was a steep learning curve. It became apparent very soon that this was far greater than the need for a few one off sessions and that what was required was process that would transition diversity from an exotic session on the graveyard shift of a course to an understanding that it had become so vital that it had the potential to be both an underpinning and an active component of every training program that NSW Police conducted. That policing per se because of our diversity of language culture sexuality gender ethnicity ability and religions, could in its entirety, be viewed through the lens of diversity. In this light and being positioned within a team of people that had solid ethical and contextual knowledge, the Workplace Diversity training program of NSW Police Force began a process of long term cultural dissonance in order to move toward cultural change. The process we engaged and are still progressing (see diag below) was designed to be multidimensional and to include:

- applied diversity training sessions into all core police training programs
- tailored operationally relevant diversity training at the request of local area commands
- a plan to enhance the capacity of all NSWP trainers including local education and development officers, to understand, and deliver from a diversity framework.
- inclusion of diversity components in all leadership development programs
- To tailor diversity perspectives to identified specialist courses e.g. Human Source management, Mental Health etc.
- development of a number of longitudinal models which resulted in the flagship diversity in the investigative interview session which is integral to the detectives training program and the focussed work in Coffs Harbour that was a localised tailored program of community engagement and police capacity building.

But the process couldn't begin until we navigated the culture of NSW Police and earned credibility as trainers within it. To embark on an integrated model was not intended to "mainstream" diversity training, *but rather to embed it.*

"It makes sense to deal with diversity as integrated, even synthesised into all that a police officer might learn about the business of policing. Indeed more than just making sense, it is argued, it goes to show that diversity is not regarded as a mere optional extra but is something that goes to the heart of the training curriculum."²

The diagram below shows that training is only one arm of developing the organisations capacity and capability as well as an underpinning of all aspects of the organisation.

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Figure 1 NSWPF Integrated Diversity Training Approach (Judy Saba and Sgt Geoff Ster)
Training for Culturally Diverse Workplaces

If it is not ‘enough’ to provide diversity training, diversity training is still an important part in an overall organisational strategy for diversity management. However the type (approach) of the training, and the content of the training have to be appropriate, and effective. As Stoner and Russell-Chapin state (1997, p7):

"Traditional training perspectives that focus on disseminating information must be extended. Training must truly become an ‘activating experience’ An activating experience is any training intervention that challenges the established thinking of participants and moves them to seriously consider alternative views and perspectives. In other words, knowledge and skills are not enough. Training needs to seriously address the attitudes of the participants, in order for them to be able to make full and ongoing use of their skills and knowledge, and in order to maintain an ethical position. Further, the organisation must endeavour to support training initiatives and reflect its understanding of diversity in all of its activities"\(^3\)

Miller\(^4\) (1994, p23) identifies seven key aspects of training for organisations and individuals on diversity issues:

- Valuing of diversity
- Educational development for cultural literacy
- Incorporation of diversity within corporate[organisational] culture
- Global perspective
- Individual self-development[awareness] and interpersonal effectiveness
- Specialised programs addressing the nature of prejudice and stereotypic bias
- Periodic assessment of training and education effort

The Corporate Diversity Council (in Toohey, 1995) includes the following training programs and initiatives:

- Education and Training - the incorporation of a diversity component in all the company's management and training programs;
- Communication [and the skills and tools required];
- Executive action (that is, building executive commitment to the business rationale and to all dimensions of diversity- demonstrated and articulated);
- Employee Involvement (every employee is committed to diversity and aware of its benefits).
- Employee Career Development and Planning [particularly in aiming for a more culturally diverse workforce and an organisation that responds to that change];
- Management Style (ensuring that leaders are able to manage a diverse group of people); Flexibility and responsiveness to a diverse work team

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• Human Resource Policies, Compensation and Benefits (and the acknowledgement of the benefits of skills and attributes based recruitment)
• Commitment to the Business Rationale (making resources available for diversity as a priority);
• Developing Ongoing Assessment Tools (including regular progress reports).\(^5\)

As clearly articulated in the position paper developed by the NSW Police Force Cultural Diversity team\(^6\), there are a number of fundamental elements of effective diversity practice that are aligned both locally and internationally when considering diversity training and these provide an underpinning to the analysis conducted:

\((a)\) *It's all about context.* As with any effective diversity training, context will always be the starting point. In NSW Police we have attempted to consider the context of diversity itself, as well as the context of policing. Global, national and local demographics as well as the internal workforce diversity has continually provided a launch pad for responding to the question "What's diversity got to do with it?" Yet, the issues that identify cultural diversity in Australia are not the same as the UK or the US where much of the discourse on diversity has been ignited by anti-racism and issues of perceived lack of social integration. Even further the policing jurisdictions in the Middle East have begun from a need for social cohesion even in post war cultures where a realignment of peace is the goal. Australia’s cultural linguistic and religious diversity when matched with the diversity in Aboriginal languages and cultures, is unparalleled and as previously mentioned, had the potential to set world benchmarks in working with diversity.

The decision to visit both western and middle eastern policing jurisdictions was to delve into different social, and political contexts and glean how this influences what is considered to be diversity capability.

\((b)\) *Information or Skills focus.* In Australia we have had a distant history where the perception was that if one was given a cultural checklist of do's and don'ts then a trainee would have all they needed to work with that cultural group. It did not take long to dispel that approach as not only ineffective but within a policing context, dangerous. The approach sought to be embedded through our program in NSW Police is one that engages a three tiered model of awareness, knowledge in context and for a purpose, and skills. The development of capability across all three areas is what contributes to an individual and organisational capacity to be culturally and contextually responsive. Throughout this study tour, I constantly considered what I was experiencing in the light of "is this training, or education or information and is the value added to the operational imperative?" What became apparent and reinforced the NSWP approach, was that any form of training or education required a commitment to the "doing".

'If intercultural or race relations training is not skilfully designed and facilitated it may backfire and actually perpetuate, reinforce of increase the level of


\(^6\) Developments in Police cultural Diversity training (2006) Mukerjee, C; Evanian-Thomas, D; et al
stereotyping, prejudice, discrimination and racism that occurs within an organisation...”

(c) Is the goal Cultural training (learning about culture) or Diversity training (learning about more effective policing through understanding the context in which police are working and developing the self awareness, knowledge and skills to match)?

Since the inception of the Workplace Diversity training program in NSWPF, the focus has definitely been the latter. For example, a local area command may feel that they would be assisted in learning the cultural practices of the Sudanese refugees that have settled in area. However a session providing just information on basic cultural and religious practices in isolation, we know will achieve little in equipping the officers to feel capable and confident in policing and working with this new community. A more effective and relevant approach would be to understand who are the community and how they came to be here but more importantly to consider and analyse the strategies that may or may not have worked through real scenario/ case reflection and investigations, and to deliver training that will enhance the skill of the officers to deal with those situations and interactions. Learning effective questioning techniques when interviewing survivors of torture and trauma is one such area of skills development that I had the opportunity to test and gain feedback on whilst visiting overseas jurisdictions. It also builds on former NSWPF Churchill recipients and the work they have submitted around intelligence training and Human Source management.

(d) Lecturing or training?

In all policing organisations the ideal was articulated as a well planned approach to education that includes at all levels a clear combination of both lecturing and training:

Lecturing in its rudimentary form involves information delivery, knowledge focussed, often didactic. In its true sense it often involves the learner in passively receiving information with little opportunity to actively reflect on it within the face to face learning process

Training on the other hand is interactive, experiential engagement of participants in a learning process, responsive to issues, where information does not stand alone but rather is applied through skills development.

I was keen as part of this experience to assess against other jurisdictions the what has been at the centre of our approach and that is the critical nature of an effective process not just effective content. It is this aspect solely that sets apart diversity training from nearly all other

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8 Megan Webster - 2007 Churchill fellow Donald MacKay Churchill Fellowship to review field based criminal intelligence training
Steve Dodd - Churchill fellowship 2009 - Operational training and education of Law enforcement personnel in Human Source management in USA, Canada, UK and Ireland
training programs in NSW Police. I am not referring here to merely a session plan with activities but rather the fundamental process of a skilled facilitator that is able to deal with not only the key objectives of a program but the human processes that are triggered around self awareness, identity, bias and the human factors of interpersonal interactions that are at the core of policing. This too has implications for how diversity trainers are themselves taught. The standard competency based frameworks fall far short of enhancing responsive capability.

It is well known that to develop diversity capability, enhance skills and engage head and heart, the mode of delivery is training. As stated in Clements (2009) effective diversity training involves a combination of the **objects** (purpose which may change as training develops) of diversity training as well as the **act** (process) of diversity training.

**Cultural capability is the focus – competence is not enough**

‘Diversity’ can impact on NSW Police staff in many ways. Managed well diversity increases people’s motivation, satisfaction and productivity. The organisation also benefits in terms of the impact on workplace culture, community responsiveness and the degree to which the organisation can innovate and change.

The 21st century Police context is increasingly aware of the diversity characterizing workplace environments and community experiences. The contextually aware officer understands that managing and leading diversity is **not just about ethnicity or culture**:

- It is about recognising and respecting the differences and similarities that individuals bring into the workplace to create a mosaic of talent and creative problem solving.
- It is about creating an environment that enables diverse perspectives and ideas to surface and in doing so an increase in problem solving and solution outcomes.
- It is about channelling a broad array of talents and perspectives into accomplishing overarching collective organizational objectives.
- It's about having more than one way of responding to the myriad of contexts that they are faced with and recognising that my way is only one of many ways and that at its core every interaction at some point is a cross cultural one....

Diversity in Policing is about vision, being strategic, understanding the big picture and setting directions for the future. It is equally about knowing what to "do" when context is unfamiliar. Cultural Diversity in particular recognises the place of Culture, ethnicity, language and religion but notwithstanding the holistic imperative that integrates all aspects of human diversity. It must demonstrate genuine mutual respect, recognise cultural and social

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10 ibid, Page 191
diversity, value people and build relationships between NSW Police and the communities we serve. These attributes are essential to our professional identity. It also identifies that every individual brings with them a perspective that adds to the talent pool.

Learning how to lead and manage diversity, with all its facets and nuances, is critical for leaders who want to build sustained success and ensure ongoing growth and development for themselves and for NSW Police. Further it identifies that leadership is a responsibility and a role of all NSW employees not just those designated with rank or the task.

We often come from the perspective of Culturally capable (competent) policing. Often Capability = Competence + Capacity. There is and has been a growing recognition that competence although critical does not go far enough. In terms it refers to the notion that:

Capability is the confident and mindful application of both current(competence) and potential(capacity) ability and values within varied and changing situations to formulate problems and actively work towards solutions as part of a learning process (p.9, Cairns, 1997a).

**Competence** referring to all of the personal characteristics that together enable competent performance

**Competent** - Possessing the attributes necessary to perform a job to the appropriate standard

So is there a difference between Capability and Diversity Capability?

**Diversity Capability**

- Refers to the professional and personal characteristics both current and potential which allow an individual, organization or system to respond with respect, professionalism and accuracy to all individuals…

- A culturally capable police employee has the ability to practice in a critically reflective (thinks about things), congruent (in harmony with core policing objectives), and proactive (anticipates diversity) manner. A process which recognizes, affirms and values their own culture and individual differences as well as those of their clients… so as to provide accurate, appropriate, effective and quality services.\(^{11}\)

The critical difference between providing information alone and enhancing capability is underpinned by the philosophy of Diversity training that insists that Cultural awareness training is not a standalone and forms only a small part of diversity training which focuses on enhancing police capability to better police in an ever changing environment.

\(^{11}\) Taken from Diversity training Materials adapted for NSWPF. Original source is recognised but unknown.
For example, police in say the Middle East Organised Crime Squad may feel that they will benefit from understanding more about the Islamic faith. However, there are a number of factors to consider:

- Not all people from the Middle East are Muslim, and in fact the Middle East is comprised of a range of Eastern Rite Catholic, Christian and Muslim faiths.

- Understanding the Islamic faith may fall very short of understanding the culture of criminality which may be primary and which far outweigh religion in assisting police to effectively do their jobs.

- Information alone outlining the key tenets of the faith will achieve little by way of enhancing their confidence in policing Islamic communities. A more constructive alternative would be to analyse the strategies police are using with reference to actual cases/situations/investigations, identify strengths and weaknesses, establish gaps in information or understanding of local communities and then weave this into the training program with the view to building greater police capacity. In doing this the process places Islam (hence religion) as one of the many considerations, not the only one, in managing crime.¹²

To set about comparing the current approach of the NSW Police Force to diversity training and community engagement that have been developed over several years by the Workplace Diversity Training and Cultural Diversity Teams with findings in the jurisdictions visited is truly "a dream come true". The approach I have engaged in this is unique in its integration of experiences across a range of diversity considerations with an application to core workplace skills and capabilities. Operational realities and the needs of officers on the job are always the starting point for designing diversity training using this model. The parallel aspects of community engagement, human rights integration with a microscope on the investigative interview are, in essence the core of this report. The additional aspects of workforce enhancement and the place of effective recruitment of a diverse workforce brings it the obligation to utilise the skills that individuals bring which may by far surpass the initial language skill attraction. The greatest challenge is how will policing organisations change the way they do business in order to utilise the new and necessary skill sets that are recruited when we attempt to make "our workforce more diverse".

Following is the compilation of 6 transformational weeks where my awareness, knowledge and skills were energised and tested.

¹² NSWPF Draft Multicultural Policy and Services plan (MPSP) 2011
The New York Experience

The highlights in New York spanned discussions around community engagement, crime prevention, youth programs and diverse populations as well as the place of human rights in the investigation process and in particular the investigative interview. The opportunity to then review with judges in the District Court their experience of the use of interpreters in the legal process and to test our interpreter training approach. And if that wasn't enough the opportunity to participate in a crime prevention session, meet with the Hate Crimes Specialists and attend a fundraiser aimed at supporting refugee communities were also highlights.

New York Police Department (NYPD)

Following an extensive briefing with John Murad my New York Police Department host, we visited the Special Projects and Training Unit of the Community Affairs Bureau. Given that New York has approximately 35,000 police officers and a population tipping 8.5 million, there still exists numerous challenges for a police department that is facing resource and personnel cuts. The Overall Community Affairs Bureau covers 76 precincts, 9 Police service areas(PSA’s) and 8 patrol Burroughs. The Special Projects and Training Unit headed, by Deputy Inspector Amin Kosseim liaises with all groups defined as in need of support. It is situated as one of the program areas under Community Affairs Bureau. The structure is as follows:

13 Eight Patrol Burroughs - Manhattan North; Manhattan South; Queens North and Queens South; Brooklyn North and Brooklyn South; The Bronx; Staten Island
Chief of Community Affairs Bureau

Commanding Officer - School Safety Division

Community Affairs Bureau
- Inspector - Executive Officer
- Deputy Inspector - Crime Prevention
- Deputy Inspector - Special Projects/Training
  - Community Participation Programs
  - Ride along Program
  - Civilian cop observation patrol
  - Blockwatch
  - Clergy Liaison Program (300 clergy)
  - Soccer and Cricket with Muslim communities
  - 'Commanding Officer for an Evening' Program
  - Commanding Officer for a day - competition - a day with the police commissioner
  - Police Explorer Program (14-20 yo)
  - Youth Mini Police Academy (10-17 yo)
  - Numerous local presentations workshops and crime prevention initiatives

School Safety Division
- Deputy Chief - Executive Officer
- Inspector - Adjutant
- Inspector - Zone Commander (Bk, Qns, S.I) School Safety Uniform Task Force
- Deputy Inspector - Zone Commander (Man, Bx) School Safety Uniform Task Force
- Deputy Inspector - Commanding Officer (Bk, Qns, S.I) School Safety Uniform Task Force
- Captain - Commanding Officer (Bk, Qns, S.I) School Safety Uniform Task Force
I had the opportunity to meet with Deputy inspector Kosseim and members of his team including Jamel Hodges, Sgt Adele Rane, Officer Dion Harris and Detective Michael Theogene. The Special projects/training unit comprises a significant number of community affairs officers and at any point in time a minimum of three will scheduled into each shift. They receive extensive training which comprises a host of skills including communication and engagement skills. Unlike NSW Police force Multicultural Liaison Officers but similar to the Community Contact Unit, the community Affairs officers are sworn and cover a team that work out of police headquarters as well as seventy-six precincts with a minimum of two community affairs officers at each precinct, with most also having a sergeant as supervisor.

The extent of the community participation programs (ref prev diagram) is evident and when asked about working with new and emerging communities, I was informed about the New Immigrant Outreach Unit, which was established purely to deal with new immigrant communities and the issues they face regarding policing and the law. There also is in existence specific Community partnership programs which appear to be in response to some of the international and local terrorism threats. Such groups exist for Muslim communities(Arab) and Pakistani communities. There is also discussions re a Muslim Advisory Council to be established at the request of the community.

The sheer size and commitment that NYPD has made to Community Affairs is testament to the principle that effective policing can only continue if it is in partnership with the communities it seeks to serve. In the spirit of the principle that diversity approaches underpin all aspects of policing there was confirmation in the discussions held with the Unit that across all programs and projects working with diverse communities was an imperative. The context of NY post September11 has made valid the need to build relationships with Muslim communities and to actively and proactively work at all levels in community engagement, crime prevention and information sharing.

Specific information regarding the extensive Police Explorer program and the Youth Police Academy is available and I will commit to ensuring that youth commands are given the findings.

In addition I had the opportunity to explore with the team the four tiered model of engagement that we are using as part of the diversity training program for NSWPF. NSW Police force has launched a Community Engagement protocol and we have aligned the practical model with the principles in the protocol. It involves four tiers or stages towards engagement including information, communication, participation and engagement (see figure 3).
There was an extremely positive response that confirmed for me that any model of engagement must define what it means by engagement and that our model is quite unique in defining community engagement as a process and not solely as a product or end result. Any community engagement model within the policing context must not be confined to a series of isolated activities or "cups of coffee and information sessions" but must engage in a proactive and responsive series of activities that build the communities capacity to partner police in reducing crime and increasing safety and enhance the police understanding and confidence in the communities they police. Within a planned and integrated community engagement process, "cups of coffee" have a real and valued place and are no longer baseline tokenistic tick box activities. As will be discussed further in this report, the context of community will also define the way the engagement model develops.

The time with NYPD took me also to the Bronx in New York where I had the opportunity to participate in a crime prevention session conducted by two Community Affairs officers. It was held for community college students. The reality of the Bronx became evident in the extent of the issues that were discussed. I found it not only interesting but very strategic that one of the Officers was a well experienced detective and the other a highly capable police officer. It certainly supported the importance of crime prevention that someone senior would be in the role of Community Affairs officer. There was a recognition of the human rights in policing as much of the dialogue in the session centred on how police had treated individuals. Both Detective Williams and Officer Valez demonstrated high level cultural capability as well as distinctive facilitation skills.
The focus on relationships was evident in their non defensive approach to a barrage of challenges. This personal attribute is often neglected in training programs and yet is essential to any officer that has community engagement or education in their role. Equally as important is to ensure that the local police are clear on the education and engagement strategies and are committed to them otherwise communities may not feel that strategies are any more than talk. In real terms, if a session is conducted on 'reporting crime' then community members need to know that what the complex nature of the Bronx, coupled with low socio economic housing and high levels of unemployment and a history of poor relations with Police has seen this area become a focus for extensive relationship and engagement strategies. When asked as to how much training officers receive to be in this role, it was clear that training occurs in both the academy and at the precincts. It focuses on community engagement and partnership training as well as what was termed 'respect' training which focuses on relationship and communication strategies. One of the key skills that is central to the training I conduct within NSWPF is assumptions training and this generated a high level of interest with these trainers as with the FBI which will be discussed in another section of this report.

**Findings:**

Community Engagement in NYPD context is resourced and seen as a critical component of Policing. It filters through the Youth, crime prevention, community policing and investigation and recruitment units of NYPD

NSWPF community Engagement model was received with interest and supported as a model that extends current community engagement processes in policing

Community engagement strategies at the local level must be developed and in tandem with the awareness and skills development of officers both art management and front line level.

Knowing whether community engagement is pro-active or reactive and whether strategies are relationship driven or intelligence driven is necessary.

**Recommendation:**

That NSWP and in particular Community Contact Unit Counter Terrorism and Cultural Diversity team Operational programs, and Youth and crime prevention teams, further liaise with NYPD Community Affairs Bureau re projects and strategies

Information to be shared with recruitment branch of police jurisdictions re "Youth Police Academy" and "Explorers" programs and their contribution to recruitment.

That NSWPF consider facilitation of an international dialogue on Community Engagement in Policing
The Federal Bureau of Investigations (FBI) New York Office

One of the many highlights of this Churchill experience had to be the time spent with the New York Office of the FBI. I had wondered how I would be taken given that I am not a sworn police officer. With the ongoing support and encouragement from the Assistant Legal Attaché for the FBI in Australia, Loren(Ren) Cannon I was given the opportunity to spend some time with some of the leading investigators and trainers. Prior to my departure a long discussion with Renn for which I am eternally grateful, reinforced for me that there would be value in discussing with skilled agents, the diversity training strategies that we had been using here in NSW. It was further inspiring to learn that the FBI too had moved from a purely culture specific mode of training to a more diversity approach that is in line with the underpinning philosophy of the Workplace Diversity training Unit in NSWPF. Renn clearly outlined that FBI Agents unlike operational police are focussed on investigations and are recruited for a range of skills and attributes that can add value to the investigative process and I was humbled to hear that he thought they too might benefit from some of the techniques that I was using in investigative interviewing training in NSWPF. I was keen to discuss the investigative interviewing training and the diversity skills and awareness that are included. My Contact Special Agent Joanne M. Payne -Preyor was not only a great inspiration but was extremely helpful in assisting me to understand the FBI Landscape. A well known special agent in her own right Joanne has herself a wealth of experiences in working with diversity in the areas of Child protection, Counter terrorism, as well as time in Kosovo, Kenya, Nigeria and the Victims identification process post September 11, which had a profound impact on how engaging with communities became an imperative.

In addition to Joanne, also present at the discussion were Special Agent John.M.Anticev, a renowned investigator and Human Source handler, who trains agents in his craft; Special Agent Edward C. Yeung (Diversity trainer); Special Agent Tim Chapman, Principal Training relief supervisor. It became quite apparent that John Anticev was pivotal in intelligence gathering and source handling many high profile alleged terrorists and he also became the principal subject of a movie made about the bombing of the World trade centre in the 90's.14The dialogue with John turned out to be certainly the highlight and I still do not believe I was interviewing and recording the Agent who through his ability to read context and work cross culturally managed to be pivotal in solving the New Yorks first attack on the World trade centre and also unlocking one of the major terror cells headed at the time by the person known as the "Blind Sheik". Now was an opportunity to distil what was it that made him able to do what he does. and are these skills awareness's and knowledge learnable and trainable.

When asked, 'what is the place of diversity capability in the investigative interview', John answered quickly and affirmingly. " When we are dealing with people we are dealing with diversity. The days are gone when we can strongarm our way through an interview. In developing the right kind of (information) sources and getting out in to the community if you don't know diversity, if you don't know how to use it, you lose.."15When asked further to describe what is the key factor in training investigators from his perspective, John clearly articulated what I believe to be the fundamental skills in working with diversity. He said the

14 "Path to Paradise” 1997
15Recorded Interview with Special Agent John Anticev; FBI New York April 4 22011
key factor is Empathy. "You need to find that point of empathy, see them as human in order to engage at a level where trust can be built and information can be extracted" He walked me through his 10 days of interviewing the survived suicide bomber responsible for the US Embassy bombing in Kenya. Having developed a training process for the "questionless interview" I was on the lookout throughout John’s recount, for indicators of when and how he used actual questions as opposed to dialogue and silence. It progressed as follows:

- First to attempt to understand the psyche of the person you are interviewing and the context you are in. "If a person believes that you know everything about them then they won’t talk, why should they, enquire with them. At first this surviving bomber was denying involvement even though his injuries were telling.
- John Anticev’s process for developing rapport involved 9 days of getting to know him and 1 day of questioning around the attack.
- Started with assumptions around his Muslim faith "did you get a chance to pray today; Tell me more about your Faith; Are you considered brave for what you have done?"
- Then over time the suicide bomber just began to talk - Talked about family, about his dreams, about his belief that he had done good in the attack...It was getting insight into the psyche of this suicide bomber. John also shared information in response to what he raised and included questions that stemmed from it.
- Discussed his studies, who he shared accommodation with, who were the people he admired; and allowed the conversations to go on tangents and did away with formal interview techniques.
- John also had insight into who the key players were in Al Qaeda and put names in to the conversation and engaged him on this.
- At the end of this process the person who was eventually convicted of the bombings, had handed over 95 names of Al Qaeda operatives.

The key skills of building rapport, empathy, communication skills, use of silence and mindfulness and respect are critical factors in any investigative interview or development of human sources. In addition the ability to be fully present, to read context, to work with one's own assumptions, reframe them and use them as valuable questions to check accuracy and to have the ability to use interpreters in the process are the value added skills that diversity capability brings. To have the opportunity to receive feedback and endorsement on the training in these skills that I have developed for NSWP is a true highlight of the experience.

Further discussions with special agents Yeung and Chapman highlighted that although diversity training is heavily on the agenda, since September 11 it has been driven by the anti-terrorism imperative and focuses largely on Muslim communities. The presence of this in all the interviews with FBI Agents was palpable. Diversity Training is often separate and within FBI NY is a 2 day program. In Training at the NY Police Academy it is a two day course and within in-service training a further 2 - 3 days. Within the FBI, There exists a training Squad, and under this squad there sits Training, community outreach,liaison and recruitment. The training arm of this trains in firearms, defensive tactics, new agents training, NY Police training. There is sometimes a perception that if you are doing diversity training then you are being punished. With over 20 years experience Special Agent Yeung remembers a time when there were only five Asian officers in the whole police force in New York. He was
treated as though it was a joke that he would be coming in to the service. Changing demographics has made a workforce that reflects the communities it polices an imperative. But having officers that are from a variety of ethnic and cultural backgrounds is not enough.

"When I start teaching cultural diversity I begin with speaking about myself...yes it is a culturally specific starting point, but I then take them on a path to explore their perceptions of me...I have an advantage because I have done the job that they are doing. Credibility is there....the skills are important...when I go in to someone's house I may inadvertently insult them." There was a clear sense that what Agent Yeung was focusing on was cultural practices and although he was clear that they try not to stereotype these behaviours, in relation to the training we conduct in NSW it would be termed culturally specific training. "As a trainer. I need to build rapport with the class in the same way as we try to teach them to build rapport with the communities we engage. ...I focus on making their job easier...I use as much of my personal law enforcement experience as possible." 16

I proceeded to describe our context in NSW and our approach to diversity training which is scenario based, operationally relevant and tailored to the needs of the recipients and is not culturally specific training and does not attempt to codify culture into a series of customs and practices that can be observed and adhered to. It became clear that the fundamental difference in why our approaches had the same aim but different applications was context. The US, and in particular New York has a large but definable population whereas NSW has and Australia has over 240 language and cultural groups. There was a concession that even in New York one cannot expect officers to know everything about all cultures. In NYC there is diversity training at the recruit level and then at the in-service level. As Agent Chapman proceeded to describe, the Training Squad which he assists in managing covers the areas of training, community Outreach, Liaison and Recruitment. I particular the Community Outreach training conducted by the FBI is kept very distinct in content and role from Intelligence gathering. and at no point do community outreach staff actively seek or collect intelligence.

The Community outreach is responsible for a number of community engagement experiential programs including the FBI Citizens Academy. This, similar to NSWPF CAP Program, engages leaders and interested members of communities one night per week for 10 weeks to learn what the FBI does and to dispel myths as to who the FBI is and what they do. In particular trying to rebuild relationships with e.g. Muslim communities and this contributes to that. Dealing with the broader distrust that exists of Law enforcement per se. "Diversity training is a two way street...as one learns how to do it better the other is experiencing a different way of being treated" 17

The opportunity to walk the FBI trainers through the scenario based approach that I have worked with over the last seven years was a vital opportunity to seek feedback, reflect on our practice and explore the rationale that underpins our process. Further it was inspiring to receive confirmation of a number of key principles that if Diversity training is to be effective it (a) must first be operationally relevant and responsive to the context in which it is delivered,(b)be relevant and add value to the day to day work of the officers or Agents, (c)be delivered by a unique quality of trainers that not only understand context and content but who are able to process attitudes, assumptions, biases and skills and (d)have the full

16 Special Agent Edward C. Yeung; Recorded Interview; FBI New York, April 4, 2011
17 Special Agent Tim Chapman; Recorded Interview; FBI New York, April 5, 2011
support of not only the leadership in the organisation but also be embedded in the key policies and protocols.

One of the most revealing insight was that there is no protocol for using professional Interpreters and further the acceptance of the use of colleagues and volunteers is common. What the FBI does have are employees called Linguists and they sit under the intelligence division. This is not new but now they are more likely to take a linguist with then for example in recruiting sources and this brings with it the responsibility to protect them. What also became apparent is that there is no formal training for FBI agents or even police officers in how to effectively use interpreters. It is clearly an opportunity for collaboration to share with NYPD and FBI NY our NSWOF use of interpreter training programme.

Findings

In the words of Special Agent John Anticev, the investigative interview is based on finding a point of commonality and building empathy - two skills that are pivotal."

Diversity is a critical component of every interaction and the complexity is created when we bring together the self awareness, knowledge and skills

Most Law enforcement and investigative agencies know how to conduct an interview, what makes an interview or managing a source effective cross culturally is the ability to be self aware, read context, to be flexible, to engage good communication skills, not be locked into one way of working and to find a point where Empathy is possible. (Human rights acknowledgement)

Undoubtable affirmation that NSWPF Diversity training approach is by far a benchmark for diversity training in law enforcement and has by its approach begun a focus on Human Rights in Law enforcement.

There was expressed interest in the opportunity for collaboration and to share with FBI and NYPD our training on Use of interpreters, the questionless interview and the "triad" model of assumptions and interview training.

Recommendations:

That Special Agent John Anticev given his extensive experience both nationally and internationally and his success in a number of high profile cases, be considered as a valuable contact and possible guest speaker on NSWPF advanced Investigators, Detective and Human Source Management training programs

That follow up occur in partnership with NSWPF specialist trainers, to access diversity training and other relevant material

Further development of the diversity session in the Investigative interviewing training NSWPF to include training in empathy, and to further develop the cross cultural skills of the questionless interview and the triad model of interviewer training.
Hate Crimes Unit, Nassau County, New York

Through the well established relationship between NSW Police Sergeant Geoff Steer and the Nassau County Police department, I had the opportunity to spend time with this Bias crimes unit which is often referred to as the epicentre of good practice in Policing hate crimes. Given the partnership developed and the proposed reinstatement of a specialist position in Hate crimes for NSW Police it was a rare opportunity to explore the training and education that has been developed through Nassau County. In my capacity, the contribution to the development of a training strategy inclusive of community engagement imperatives, has seen a diversity framework underpin what may well become the NSW Police response to identifying, recording reporting and training in Hate Crimes.

Detective Lieutenant Gary Shapiro Commanding Officer, Community Affairs-Department Bias Crime Coordinator, was not only a welcoming host but his wealth of knowledge and enthusiasm was captivating. There were a number of framing questions that I hoped would facilitate my learning of the Nassau County context. Fundamentally I was curious as to how diversity awareness, knowledge and skills are taught within a Bias crime framework and is the diversity lens through which all human interaction is measured, consciously applied.

Shapiro, highlighted that training per se in policing organisations is a challenge. It is getting harder and harder to get officers off the streets for the purpose of being in the training room. There is a real place as described by Gary to have Police Force that reflects the communities they serve. There was a clear endorsement that we are challenged to change our thinking and to extend our approach from recruitment on the basis of ethnicity, to considering ethnicity as one of the many factors in the recruitment of the skills that are required by law enforcement agencies today.

Nassau County has a population that has a mix of communities but there is much more of an integration and Gary believes that there are more issues of identity as opposed to difficulties posed by language. There was a clear separation of the context of hate crimes where there is some...

Training is a tough call as cops listen more to their peers and there was acknowledgement that in any diversity training program there is a level of bristle in response to even the word diversity, and what is required is an understanding of what diversity actually is and that it is relevant to all. In addition to that to have the trust of the community and have their buy in then our job as police is easier. When we go the step further and look at hate crimes then "work with community in our investigative process it is not a weakness or that we simply need them but rather a sign of being progressive and effective"\(^\text{18}\).

\(^{18}\) Gary Shapiro - Detective Lieutenant, Commanding Officer, Community Affairs - Department Bias Crime Coordinator. Nassau County Police Department New York. Interview 30/03/2011
Recording has and is continually becoming a critical feature in the hate crimes battle...In Nassau any case in which there is any bias (name calling, feels they are targeted for who they are) we use a BI (Bias Incident) code. If it's found to be a hate crime within the laws, it becomes a BC (Bias Crime) code and a code and this gets loaded up to New York State and in turn those numbers are passed on to FBI. The development of systems to track and follow up data was essential. The program was built to meet the need that was critical and that is to map what is going on in the County and then correlate this with the NY State reporting categories. For example, the program allows Nassau County, which is divided into 8 precincts, to call up the numbers and categories for individual precincts in order to map and analyse trends as well as numbers. It can correlate hate crimes with the diversity dimensions of age ethnicity gender, sexuality, disability or religion as the presenting target. It also presents year to year tallies which are beneficial in prediction and prevention.

In relation to the interface between disability and hate crimes Gary Shapiro was of the opinion that there is not nearly enough presentations. The disability intersection although having always been present, became a major agenda with the targeting of individuals because of the whole AIDS crisis many years ago where people with HIV were victimised because of a perception or reality that they were HIV positive. The cross cultural analysis of the intersection between disability and hate crimes must consider the many cultural and historic belief systems that may fuel targeting behaviours not only between groups or communities but within them.

Homeless not listed as a separate class in analysis of Hate crimes, but we know and consider that as a factor in the investigative process.

In NY State only certain crimes can be considered hate crime and are considered as Specified offences - sec 485.05 of NY State penal law. Part of this section lists what are "specified Offences" when considering hate crimes. So it includes the regular crimes e.g. assault, menacing, stalking, unlawful imprisonment, rape sodomy, coercion to name a few. Gary clearly highlighted that what they left out were the significant areas of "making graffiti" and "gang assaults", which happen to be two major crimes that are dealt with under Hate/bias crimes portfolios. As Gary states: *"So it makes it quite complex. If we have a case that is graffiti in nature we then need to go with criminal mischief or aggravated harassment with a strong focus on the intent and the message. Its not that we try to make hate crimes exist, we are dealing with the problem as it is. It is important to name it and to ensure that all suspected cases are investigated to the best of our ability.... Education is by far the first step for both officers and community. The message that Hate crimes won't be tolerated and the fact that the law reflects this is crucial. You can hate ..people like and dislike..but you cannot act out on it."*¹⁹

¹⁹ Gary Shapiro - Detective Lieutenant, Commanding Officer, Community Affairs - Department Bias Crime Coordinator. Nassau County Police Department New York. Interview 30/03/2011
Training around this is complex and it is a layering of charges and this is where there is a critical need to have some officers that are specialised in this in order to assist in the analysis as well as supporting officers on the street record and investigate accordingly.

In the investigative process, good investigation skills are core and primary. Gary was clear on hearing what is said and using what is said as the starting point. If it appears as a hate crime, then what is said, words spoken at the scene, need to be recorded. The way that a victim reports an incident, the motivation of an incident needs to be heard, recorded and investigated.

In terms of training it cannot be a one off. It needs to be refiltered through training at a number of levels. Once that officer is in the patrol car then their chances of ongoing training diminishes. Have we really prepared officers for what they will face. Further the need for an organisational understanding of the value added in getting it right requires leadership and not a shying away from what is often termed the "H" word.

The opportunity to share with Gary, a draft integrated model for training in hate crimes under a diversity framework, led to encouragement and endorsement in principle of the approach. The learning from this is that NSW Police in replicating a multidimensional approach as in Fig 1 to integrating hate crimes into NSWP Force internal training and external community engagement processes.

Another key factor to effectively managing and responding to hate crimes is the development of partnerships with key stakeholders. The development of partnerships by the Nassau county police department was evident. I had the opportunity with Gary Shapiro to meet with Roberta Ritchin the executive Director of the Council for Prejudice Reduction. They work closely with the Police department in teaching young offenders of hate crimes how to choose the right thing. "We all hate something, and we are in the 7/11 category..we make 7 assumptions in 11 seconds ...If we are wired for pre judging then how do we challenge our initial assumptions, how do we make sure that the words we use and the actions we choose make us good citizens...

It is this level of assumptions training that I was keen to explore. Certainly the level at which this is touched on in NSW Police Diversity training is again comparable in the emphasis given to it.

Impulse control is rooted in optimism and optimism is the base of emotional intelligence.

Roberta pioneered a recovery program called "Connecting character to Conduct" which affords young people who have been involved in hate incidents, the opportunity to reframe their sense of self and the behaviours they choose to engage in. The Council for prejudice reduction which services the 120 miles of Long Island, works with schools that cater from 20 students to 14,000 students in a multitude of districts. It exists to create common ground so that long island can become a world class community that has the world in it. It makes good business sense. The discussion of a range of scenarios that had culture and ethnicity as dimensions to the presenting issue of a hate/bias crime, only reinforced the relationship between this dialogue and my reflection on the issues in NSW relating to international students. It highlighted some alarming parallels.

20 Roberta Ritchin; Council for Prejudice reduction, New York Interview 30/3/2011
Acts of hate impact not only the individual, but the group, the community, the nation. In the same way context influences conduct and policy influences behaviour. Creating scapegoats create a distraction and leveraging hate to distract from what governments are really focussing on. Certain hate crimes with a direct correlation with over hateful of county executives and the hate crimes happening with youth in the back of the library.

The relationship between Nassau and Roberta is that she has crossed the bridge and is able to work with cops. This was a clear parallel in terms of civilian conducting training for police and again the support and endorsement and even introductions by senior officers, sends a message to law enforcement officers that this is value added. My own parallels here were alarming and again once credibility is established it is much easier to get on with the job. This however does not counteract the value placed on building the capacity of sworn officers to champion all aspects of diversity training as it applies to core policing. Hate crimes demonstrates this.

The discussion followed and a viewing of the award winning resource developed by Nassau County called "Crossing the Line" which has real applicability to the Australian context and which was a collaboration between key stakeholders and Nassau County police Department. A clear recommendation is that this and other resources be considered as part of the internal training around Hate crimes as well as for use or adaptation by NSWPF for use in community education and crime prevention activities.

The opportunity to spend a day in the patrol car was invaluable and to observe some of the skills that had been discussed was an extraordinary experience. I had the privilege of observing how day to day policing, as seen through the lens of awareness demonstrated how a partnership with community is a key to effective policing. On a one day "ride along" I witnessed a call out to a local high school; a stand in at a local insurance office, a critical response to an elderly woman who had fallen in a shopping premises and an experience if in car technology that allows an officer to lodge a report whilst still on the road. In relation to the brawl at a high school, I witnessed firsthand the respectful and professional manner in which the attending officers in assessing the information presented were including analysis questions that were inadvertently clarifying their own assumptions about what the incident was. It was evident that the skill was in assessing and integrating the following:

the presenting incident involved youth; one of the youth was Hispanic; one was less fluent in English; one had an injury; one appeared more fearful and anxious than the rest and this was a school were some hate incidents had occurred in the past. All of this whilst trying to build rapport in the first instance in order to glean accurate information and build some trust.

On the surface this may just appear to be good policing response, but an understanding of the context through the lens of hate crime analysis not only influences the approach but is value added in any case.

The matching of Diversity training in its essence as the ability to work in an ever changing context, with its application to core content areas of investigations, information and situational analysis, interviewing techniques and community engagement, is undoubtedly a blueprint for an effective integration approach to diversity training in Policing.
The final few hours in Nassau County was spent attending the St Baldrick's fundraiser and the opportunity to witness the community policing and the work of the graduates of the Police Explorer program. The impact of "Police Explorer" on the young graduates had them bursting at the seams to sign up as NYPD recruits. It would be highly recommended that we take the opportunity to look at the Police Explorer program more closely re its relevance and alignment to current youth/ recruit activities in Australian Jurisdictions.

Findings

Training in specialist areas, in this case, bias (or hate)motivated crime is challenging for law enforcement agencies, require creative and value added strategies and need to be linked to not only effective policing but also community engagement.

The integrated model of diversity training in NSW Police in discussion received acknowledgement as a solid and efficient way to rollout specialist training content (in this case hate crimes training)

The imperative of Community Policing at all levels and in particular at the engagement level is articulated through the partnerships with key stakeholders. The Nassau experience with Council for Prejudice Reduction sees police and the council work together to not only crack down on crime but to work with young offenders in a restorative model, and in turn to train police in these approaches.

Policies regarding human rights with respect to hate crimes need to be understood, aligned with training, and be reflected in the day to day interactions as witnessed in this experience.

Partnerships with key stakeholders are crucial in working effectively with bias and hate crimes

Recommendations:

That consideration be given to engaging Detective Lieutenant Gary Shapiro in any strategic planning of NSWP Hate crimes position strategy and training agenda

That an integrated training model such as the one proposed in NSWP be ongoing, and supplemented with a community education strategy that will run in parallel

That we take the opportunity to look at the Police Explorer program more closely re its relevance and alignment to current youth/ recruit activities in Australian Jurisdictions.
Interpreters and the Law - New York Style

An area of interest both in my work as a trainer and as a cross cultural psychologist has always been the use of interpreters across a host of disciplines. I had met Nancy Festinger briefly when I delivered a session at an international interpreters conference in Sydney in 2005. Nancy had communicated with me and expressed a deep interest in how as a police force we had integrated the skills in working with interpreters in to core police programs. I had the opportunity to meet with Nancy and she in turn facilitated a meeting with a senior district court judge. In my meetings with NYPD I had come to understand that there was no formal or compulsory policy to use accredited interpreters in police processes and I was curious as to how this impacted the accuracy and integrity of what was ultimately placed before the courts. Given that the implications of not using accredited/professional interpreters in police processes can at worst render information inadmissible in NSW this was an area of interest.

At nearly all contact points in policing there is not only a human right but a necessity to ensure that all interactions with the law are understood. From a front counter inquiry, taking a report, the custody process or the investigative interview, accuracy is an imperative. As stated previously NYPD encourage bilingual officers to use their language and in fact are used to assist when and where required. The fact that in New York there are a handful of languages that standout and well accounted for(Spanish, Italian, Arabic), the growing number of refugees, migrants and tourists has inevitably increased the need to access a further variety of languages and these are sourced as required.

Nancy walked me through the process of interpreters in the courts. As residents within the district court premises, interpreters are accessible and available. They work in tandem with the judges and utilise hearing devices that are worn by the interpreter and the person before the court. This means that simultaneous interpreting is the preferred mode and everything is interpreted for all parties. There is also wide usage of video conferencing as a strategy to access interpreters via video link.

The district court judge identified her concerns when a person of non English speaking background is before her in court, she does attempt to identify what measures police have taken to meet the language needs of the individual prior to their presentation.

"As a judge, I am making the decision so I am mindful of the degree of interpreting, that it is simultaneous, that there may be a tendency for paraphrasing,...As a judge I simplify my language and I am constantly mindful if the answer given does not match the question asked..."

The combination of familiarity within interpreters and skills in identifying gaps in responses are two of the many skills that are part of training in the use of interpreters. There was a keen interest in sharing NSW Police module "Skills in Working with Interpreters" and contribution to the design and delivery of training for all district court judges particularly in checking techniques and clarification strategies when using an interpreter.
Findings

Skills in working with interpreters in law enforcement and in the judicial process continues to be an area for skills development

The use of hearing devices for interpreters in court is effective and valuable.

Recommendations:

That NSWPF follow up the request to share Working with Interpreters training module and consider contributing to the development of a tailored program for use in New York Law enforcement and judicial contexts.

NSWP Cultural Diversity team consider and explore the use of hearing devices to assist in use of interpreters in Police settings.

Just out of Interest.........

Before leaving New York I was invited by Roberta Richin, Council for Prejudice Reduction, to attend a fund raiser held by "Miracle Corners of the World" and attended by many of the leading corporations in the US. To witness the capacity of this organisation created ten years ago by two young 21 year olds was one of those rare unexpected moments. Miracle Corners of the World is a non-profit organization founded in 1999 with the vision: "Local Change through Global Exchange." Their mission is to empower youth to become positive agents of change in their communities. Based in New York, with affiliates in Africa, MCW offers the following programs: Leadership Training, Community Centres and Oral Healthcare, as well as Partner Initiatives (MCW Jacqueline’s Human Rights Corner and the Container Project). MCW’s core values include: integrity, compassion, accountability, responsibility and excellence

Here I am with the inspirational Jacqueline Murekatete, Survivor of the Rwanda genocide and who through the support of Miracle Corners of the World, has graduated with a Law degree and now runs...
Washington - the FBI Quantico experience

Arriving in Washington on the weekend of the Cherry Blossom festival as well as the weekend of one of the US major economic policy decisions, it became clear that I would have the chance to experience a moment in both the political and cultural life of this city. The hospitality of the Australian federal Police was again the starting point with an insightful briefing with Washington Liaison, Detective Superintendent Mick Kelsey. The insight of the AFP Liaison throughout the study trip was such a critical part of the local orientation. Superintendent Kelsey gave me a brief overview of the work of the AFP and provided me with the opportunity to outline the area of study and provided support for the importance of Diversity training at all levels. I am also grateful for his assistance in getting to Quantico for the FBI Academy visit.

As diversity perspectives are thought through in NSW Police I have currently had the opportunity to contribute to the redevelopment of the Human Source management training. Given the level of expertise and insight by a number of people including detective Senior Sergeant Paul Grech, the invitation to apply diversity perspectives to the vital area of Human Source management training was again an opportunity to apply the diversity framework to a core policing skill. Senior Sergeant Grech was also the initiator of my involvement back in 2004 in redeveloping the investigative interviewing training (part of the detectives Education program). That course has since become our flagship diversity session and has been showcased at conferences, in internal publications and in training discussions within and beyond NSWPFl.

In this spirit the opportunity to meet with Special Agent Michael Saar, FBI Trainer in ‘Source handling and Development of Confidential Sources’ was welcomed. As anticipated post September 11, the need for more refined and varied ways of gathering vital information and the increasing knowledge and skill in working within a terrorism framework has reignited the need to work within a myriad of diverse contexts. In its simplest form, developing information sources (as described by Special Agent John Anticev previously) requires the ability to work with diverse cultural, linguistic, religious and contextual difference.

The source Handling training program has been developed based on good practice models and is offered to a range of agents across the FBI Academy. The significant features of the course are, as requested by Special Agent Saar, not for publication due to the tactical and operationally confidential material, but the principles as he outlined to me, fit in to three areas:

1. The overarching focus on The key spheres of influence of a person who is seen to have information including the person directly involved in the issue; People on the fringe of what is being looked at; and the whole community that is not directly involved but may be impacted.

2. The actual training is a combination of theory, trade craft and practical applications. For example, The use of a series of table top exercises that involve problem analysis. Trainees are given profiles of a range of people ant through a process of shared dialogue and diverse opinions, the group decides who out of the array of profiles, may be a useful source of information. Based on the scenario, the
group must hear the reasoning of the others, become aware of their own bias and filters, and contribute their analysis in a way that is sound. Through a nominal process the group then moves toward a consensus as to who about of the array, might be a worthwhile target to source.

(3) the use of experienced operatives and trainers that have a sound knowledge of the craft as well as the ability to teach it. In addition there is the use of the Academy diversity trainer who delivers sessions on diversity which range from two hours to two days.21

As far as I was able to ascertain, without actually seeing it, it appears that diversity training in this program is still primarily based on the culture specific model outlined earlier in this report. The FBI academy conduct a two day training program on Middle Eastern Culture as one of an array of diversity programs which I hope to access in the future. Although I have presented as part of this report, strong arguments against the culture specific approach as a stand alone, and still hold true to that in relation to the Australian context, it is important to note that the experience of the US and in particular its developments over the last two decades has meant that certain cultural material has had its place. Post September 11 in the US it was important to develop skills awareness and knowledge around terrorist activity and that led to a need to learn about 'Middle Eastern Culture' and in turn the Muslim faith. Nevertheless I am still of the opinion that really what may be more beneficial is the training in terrorist activity and behaviour and how that is manifested within an ethnic, religious or criminal "culture" The key element being the interface between Acts of terrorism and the skills in investigation and not stopping at religion and culture, but rather considering them as two of the many factors that require investigation.

Another area of inquiry related to actual diversity skills in managing a source. I was particularly interested in the skill of Working with interpreters as outlined above, but in the specific context of recruiting, grooming and managing a human information source. Michael was of the opinion that it is very difficult to use an interpreter in the interview or conversations with a source. In fact he was clear on saying that it is hard enough to build rapport let alone do it with another person in the relationship. It was highlighted that if a source had no English then accessing the pool of agents who have another language would be a strategy. The difference between interpreting in the course of your own duties and the use of another person to interpret for you are clearly two different linguistic and operational skill sets. There is a need to further explore this whole area of use of interpreters in the area human source recruitment and management.

I further had the opportunity to meet with Special Agent Doug Merel, Deputy Unit Chief, Leadership Development Institute, who after 25 years with the FBI is currently teaching at the Academy in Ethics and leadership as well as input in to the well known ‘National Academy’. The connection between Human Rights and ethics goes unsaid and the time afforded to me by Mr Merel and the insights gained again were indicative of the value and critical nature of an understanding of diversity at the leadership level. With 35,000 employees, 14,00 FBI agents and 22,000 Professional Staff, the FBI agents are agents 24

21 Taken from interview (unrecorded) with Special Agent Michael Saar,FBI Training Academy, Quantico, VA 6th April 2011
hours a day. The cases worked in the FBI really go to the core of democracy, but since 9/11 this has shifted dramatically and the public expectation is alive.

the number one priority is to proactively stop the next terrorist attack; the second is proactively ensure against espionage and the third is to ensure we have cyber security e.g. to ensure no paedophiles, computer hacking and a host of others including drug trafficking etc. The culture of the FBI is rife..He talked about the so called diversity 25 years ago where the FBI was ALL white males from 50 stated. Doing business was difficult. "The imperative became crucial that the FBI has consciously continued to make the bureau internally more diverse, not only cultures, race religion and creed..It's not just good business it is an investigative and corporate business necessity..in addition there are incentives to individuals to rise up in the organisation because if you have all white males in leadership roles, then you loose major opportunity and talent.in order to do what our roles require..it is good business sense. now the average age of a new agent is 30 year old. thirty seven is the oldest age you can come in to the academy . they usually come with advanced degrees, over the last years we have started to see classes that reflect society. With our language analysts we hire is we hire not just for language but for the contextual understanding of the way language is spoken.We use and enhance the skills we employ. We haven't lowered our standards at all...in effect we have raised the bar.

The way we train is not just through information.in the training division there are over 500 staff both specialists and agents. As Doug carries a range of hats related to ethics he attempts to integrate a myriad of areas into the new agents training. He comes at his programs called Ethics and Leadership from the starting point that these people coming in to the academy at 30 years and above, already by the mere choice of profession and commitment to the not so attractive conditions of an FBI Agent , already have Ethics and already have some level of leadership. He focuses the 15 hours of training on awareness, accountability and authenticity and do this through scenarios and real life experiences. The ability to engender the self awareness again confirms this vital skill that I still pose is trainable.

New Agent training runs for about 20 weeks and recruitment is made up of not only the human dimensions of diversity in skills but also recruit engineers, lawyers, computer experts , linguists, accountants and technology experts. Recruiting for skills is what appears to make the agent recruitment of the FBI a true model of diversity recruitment. That ethnicity language and culture are not stand alone but go hand in hand with the expertise that people bring.

There was real interest in the level of diversity in NSW and what NSWPF is challenged to deal with. Doug had a file of research on NSW Police as well as on me as an individual. The professionalism and skill that was demonstrated by Agent Merel and the genuine interest in how NSWPF recruits and trains made for a valuable exchange. The vast areas we cover with just over 18,000 staff and in comparison to say New York which has approx 42,000 officers alone was a stark pint of contrast.

Understanding and knowing your area of responsibility brings with it a requirement and it is expected that special agents in charge and field officers will be at any time called on by the director of the FBI to report on who is your community, who are these groups. Engaging a community happens in many ways . The meet and greet is only one way. It is minor
operationally, but major in providing the communities with a face to the FBI. The purpose and role of the FBI changes. "Every officer is the face of the FBI - don't blow it. Communities are not only ethnic groups or religious groups they are also business groups, sporting groups, corporate individuals, ...as its not just from a terrorist perspective it is economic espionage and cyber security to name a few. We have more effectively increased our intelligence officer groups who are constantly scanning information and turning it into intelligence and sharing it across law enforcement agencies. The establishment of FIG (Field Intelligence Groups) which exist now with clear chains of command just for them and the accountability has been strengthened.

I was interested in the place of bias training and the impact this has on decision making. Doug described the Four hour block on ethics and awareness training and my question focussed on where in intelligence training is there a spot on bias training. Skills in developing their awareness of the lens through which they see the information in order to assess if it is worthy enough to be considered and analysed as intelligence. I had the opportunity with Doug as with John Anticev in New York, to again test the training which I have developed around assumptions and the triad model of training for the investigative interview. The skill in making assumptions, reframing them as questions and putting these questions to the person in context. He was very affirming of this approach and gave it strong endorsement. He asked me to consider that senior detectives would have a dozen ways to ask a question already and his feedback would be to include the assumptions training alongside the training in questioning techniques. There was also affirmation for our scenario based training with intelligence officers as with others in re working cases from a diversity framework that says 'what is it that we haven't seen?' He generosity with which Doug shared a number of cases in which we applied the diversity analysis and discussed the outcomes was such a valuable learning for me. The examples that highlighted as human beings we have prejudices and bias, but when you put on the investigative hat you better be able to take off the bias and look at all possibilities. ...It reminds me of what you say and that is that we must know how to teach then to know who "they " were interviewing"

The FBI also has what they call a New Age training Curriculum Committee that oversees training at all levels. A point of interest is that they too are responsible for follow up with the field to assess where and how learning's are applied and how the training has been used in the different disciplines." We need to teach a mindset and teach an understanding, not teach about Muslims as though they are criminal...criminals are the focus and learning about certain groups is often to be able to investigate within but also to keep them safe"

The only disappointment in the visit to Quantico was in not being able to meet with the Cultural Diversity trainer and the investigations trainer who was on leave. I am committed to making contact with both to further add to the insights gained.

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22 Taped Interview Special Agent Doug Merel; Deputy Unit Chief, Leadership Development Institute, FBI Training Academy, Quantico, VA 6th April 2011
Findings

Endorsement for the strategies used in the NSWPF diversity training approach applied in the investigative interviewing training.

Endorsement of the role of assumptions training, critical reflection and bias training and the impact that this has on decision making in the law enforcement and investigations areas.

The diversity training methods used here in NSWPF are unique and worth further development.

That recruitment strategies for developing a more diverse workforce need to consider the skill gap in the organisation as well as a way of utilising those skills post recruitment. For the FBI in its core business, the skill sets and expertise go far beyond policing to all areas of work life.

The vital role of intelligence training and that diversity frameworks and skills are an important component of intelligence training.

Community engagement goes hand in hand with investigative practice. "We need to know them before we need them, not just when we need them"

The existence of a New Age training Curriculum Committee who amongst many roles, is responsible for follow up in the field and assess how skills taught are actually used.

Recommendations:

NSWPF through the Workplace diversity training Program further develop and extend access to assumptions training, self awareness training and considerations of bias in decision making.

Further contact is made with the FBI training academy in partnership with our Investigations, human source management, recruitment and counter terrorism training bodies to further access training materials.

That NSWPF consider an international dialogue on Diversity training in Policing organisations in order to set world benchmarks for effective Diversity awareness, knowledge and skills training.
Diversity and the Dubai Experience

To move from the United States of America to the United Arab Emirates was bound to be a shift not only on the world map but a huge shift in policing context. The common purpose of law enforcement - to reduce crime and uphold public safety- is somewhat universal but as has been the core focus of this report, the distinguishing feature has always been in how we get there. Arriving in Dubai I was still not exactly sure as to where the planned activities might generate from. I had received no final itinerary and yet I knew that my reasons for suggesting Dubai as an area of study was important for a number of reasons. Firstly, the population of Dubai is extremely diverse, comprised of a vast majority of people from all over the world who come to work. There are over 202 nationalities that are represented in the workforce. There is also a proportion of the population that the officers described as not working class but are middle class from a myriad of countries and they live here out of choice. In addition Dubai has approximately 38 million visitors and transits through Dubai per year. The United Arab Emirates is itself only 39 years old. Only Arabs are allowed citizenship and all others are on visas of various kinds. In addition it is cast as relatively wealthy and the impact of this on programs and resources was of interest. Further I had been informed that Human Rights was a primary area of police training and I was interested in how this looked within the context of an Arab state. Given that many of the trainers and officers have gone abroad to study and learn, Dubai in a most simplistic analysis has both in its architecture and Police training, replicated and developed by drawing from the best across the world.

Once confirmation of my visit occurred I was given access to a vast array of senior officers and operational staff. My first meeting was with the Head of training, evaluation Colonel Mohamed El Asmawi who walked me through an overview of the Police service in Dubai. There was an immediate acknowledgement that there may be a perception that Dubai may not adhere to a Human rights framework, but this appeared to be far from the truth. Having established a robust Human Rights department what comes with that is ensuring that breaches of these rights have a due process and the establishment of a Complaints process ensued both internally and externally. Dubai Police have transformed its training and made it much more operationally focussed and practical in its assessment and application. There was endorsement for the use of role plays, scenario analysis lectures and workshops for discussion purposes. There exists a large number of investigation training programs that cover a wide spectrum,. When asked about the existence of hate crimes, there appeared to be no existence of crimes identified in this way. In the same vein when I asked about the existence of "gangs" I was informed that they just do not exist in Dubai. The colonels response was personal and he responded with 3 reasons why there are no such crimes in Dubai:

1) the majority of people that come to Dubai come to work and won't risk engaging in crime. As non Arabs do not get citizenship then to engage in crime means you will be sent home and as people make a lot of money there they wont risk it.

2) living with different people is the way it is in Dubai, so people who come here need to get along as it is the only way they survive here.

3) The security is very high and the consequences for breach of the law is very high.
In Dubai there still exists the death penalty, and how this fits with Human Rights is a question. The law is public, so lessons are learned. Murder still holds the death penalty yet the Ruler Sheik Mohammed id the only one who can endorse or overthrow the decision of the court. Often he will support the decision of the court and this in turn gives integrity to the evidence placed before the court by police.

I posed the issue of the dimensions of diversity and how does Dubai deal with gender, sexuality, and individual differences. If someone who is gay is arrested, then they will be arrested because they are gay. The response was that the law is aligned to Muslim religion and it is against the religion to be gay. The role of police in this instance is to arrest but they still have an imperative to treat that person with respect and to ensure their physical safety and needs are met when they are in custody. The internal diversity of Dubai police was also an insight as all sworn personnel are Muslim. The landscape of the organisation on this commonality alone sets a different starting point in the purpose and need for internal diversity training of staff. Alongside this description there are women who are sworn officers and they in keeping with Muslim tradition in Dubai wear hijab as part of the official uniform. When asked about safety issues and risks in women officers wearing head covering that could be used to hurt them, there have been no recorded events where a woman’s safety was compromised due to wearing hijab.

With respect to training, Dubai Police as with others, provides core training on a professional and large scale. All Major centres in Police have within them a training centre that caters for their own specific training needs as well as two distinct training centres at the Academy. One which covers recruit training, continuing in-service education, and offers over 160 courses. The other centre provides specialist training including human trafficking, drugs, forensics, intelligence training etc. There is a huge amount of input provided by bringing in expertise to deliver on the academy programs.

There is a large volunteer contingent in Dubai Police but it appears from the discussion that they are limited to more office duties and unlike NSW Police Volunteer program, they are not formalised or nor do they work directly in victim support or other police linked roles.

My interest in the strategies around training in Human Rights meant that I was given access to interview both Colonel/Dr Mohammed Abdalla Al Mur, Director general Dept of legal and Disciplinary control and Lieutenant Colonel/Dr. Sultan Al Jamal, Head of Human Trafficking Crimes Monitor Centre.

There was no information to access whilst I was there but the insight in to the application of Universal Human Rights principles are integrated into a range of courses and emphasis at present on protecting the rights of women. The trainer in this area was not available for consultation. With respect to the rights of the child the Dubai Police used to have a Family Safety Department but now this is the responsibility of the local police sectors in Dubai and all police are trained in the rights of the child.

There was great pride with the officers in discussing their Human trafficking strategy. Human trafficking is an old crime but it became an international spotlight more recently. There has been a significant investment in this area. In Dubai, people enter as workers and may then find themselves caught up as part of a human trafficking process. Not having migration into Dubai leaves them open to trafficking as individuals. Even though Dubai has only seen 38
cases of trafficking they have a widely developed strategy and impressive in relation to the emphasis being on prevention rather than just prosecution. The Human Trafficking initiative has five sections that make up the Unit:

(1) Victim Care - which looks after the physical and emotional care of victims

(2) Study and Analysis section - dealing with intelligence and developing knowledge about trafficking

(3) The training section that is responsible for developing and delivering training about trafficking

(4) The labour force section - That engages employers and workplaces and develops links with these employers and education around identification of trafficking.

(5) International Liaison section - which leases with other countries and exchanges information on a global level.

The cultural context of Dubai places a different perspective on the type of skills and abilities that are required to prevent, investigate and prosecute. A vast contrast occurs when prostitution for example is illegal in Dubai, and this makes it harder to "sell" sex and make money from it, so this is not one of the major areas where trafficking is explored. Often led in to this under the guise of making more money and then find themselves shifted from prostitution to a trafficking ring. When it is found the penalties are high and women and children who may be victims of trafficking are given a safe place. Dubai Police also have and manage a number of shelters that are made available and are protected. The biggest issue is that trafficking is an international crime and it is a process of mapping and investigating is specific. There are indicators that the officers discussed that assist in framing the authenticity of a victim of trafficking. Training investigators in the combination of indicators

- Length of stay in Dubai
- Number of countries before arriving in Dubai
- Level of language
- No form of communication e.g. no phone or laptop and no way of communicating
- Type of work engaged in
- Visa and whether it is valid or not

Human trafficking is also a vital area of community engagement and education. I had the opportunity to peruse a number of pamphlets and information brochures that were comprehensive as well as informative. Arabic being the major language, many of the officers are supported to learn another language and encouraged to use their languages where required.

Given that I did not have access to actual training sessions the insights gained were fundamental in concluding that context again dictates the way in which principles of effective policing in a diverse context are reached. There is credit that must be given in the way that Dubai Police Service has assigned a human rights approach and a focus on the area of Human Trafficking that is a global issue requiring international dialogue and collaboration. The team were really keen to make links with NSWPF specialist areas and in particular Human Trafficking Unit to share strategies and training opportunities.
Findings

The context of Dubai is crucial in understanding the role and direction of diversity training

Diversity training was less relevant in Dubai and even though they have over 202 nationalities represented in the workforce of the general population all sworn police officers are Arab.

There is a commitment to Human Rights and Dubai Police has a clear and distinctly documented Human Rights protocol

There is much pride in the proactive work conducted to establish a Human Trafficking Department that has clear prevention and investigation protocols and a comprehensive community education strategy. In addition Police have four shelters for victims of trafficking.

High level of interest in the diversity training conducted in NSWP around questioning techniques and diversity approaches to investigative interviewing

Recommendations:

That NSWPF Human trafficking experts consider liaising with Dubai Police Human trafficking Unit to share resources and training opportunities.
Lebanon - Diversity in Context

Flying in to Beirut, Lebanon was both an exciting and emotional experience. Being Australian born of Lebanese heritage, this was the second time I had been here. The first in 1995 was at the tail end of the civil war and most parts of Beirut were a no go zone. I had never considered in a million years that I would be here on a Churchill scholarship. I have been curious for a long time about how a country in civil war for so many years could ever recover its democracy, its identity and it will to survive. The purpose to explore diversity training and human rights integration within the context of policing in a country where civil unrest has been the norm was going to be a challenge. The Lebanon Civil war from 1975 till 1990 was followed by a short period of what may have been relative calm but for the Lebanese population the struggles were far from over. The assassination of the former Prime Minister Rafic Hariri in 2005 led to the United Nations investigation into the assassination as well as significant demonstrations by a population that had really had enough. This was followed by the 2006 Israeli-Lebanon conflict and in 2007 what became known as the Nahr-el-Bared conflict. 2008 saw a period of internal strife where demands for a power share deal were being fought over. In 2011 brought in the collapse of the national unity government after all ten appointed ministers and one presidential appointee resigned due to tensions stemming from the Special tribunal for Lebanon which was expected to indict Hezbollah members in the assassination of former president Hariri.

The population of Lebanon is made up of a range of religious groups, village groups, city and country populations as well as some Bedouins and gypsies that are present through the north within the culture east of Lebanon. The Lebanese diaspora is extensive with more Lebanese now living outside Lebanon than within.

Lebanese Hospitality which is unparalleled was my entre into Lebanon. The Internal Security Forces (ISF) had kindly arranged my accommodation and an officer to accompany and transport me to all of the proposed meetings and activities. Touching base with the Australian Federal Police in Beirut and a meeting with Faye Eid Investigative assistant and Interpreter, was insightful. My contact in Beirut and on behalf of The Director General of the Internal Security Forces was General Mounir Chaaban. After an extensive overview of the Internal security Forces, General Chaaban confirmed my assumption that policing post war is about starting from scratch. They have over the last 5 years grown from 13,000 staff to 24,000 and this in a short time has been a massive change. Although the military has women enlisted the Police service has no women police officers. 2011 will see the recruitment of its first female officers. It is about rebuilding community trust and building relationships. The summary organisational chart (see Fig. 4 below) is a simplified version of a complex organisation and some major differences in comparison to Police services in Australia. Lebanon having been a French mandate still operates with city police as well as regional gendarmerie which each have their own internal structure (More detailed charts of all units are available). One of the most identifying features has to be the fact that the ISF (police) are also responsible for the jails which continue to be an ongoing challenge not only from a management perspective but from a Human Rights perspective. The issues of overcrowding, poor facilities and constant rioting are evidence not only of the poor conditions, but the struggle faced by the ISF in accessing resources to impact change.
The crime types in Beirut are also indicative of post war recovery and poverty. The major crimes that take up most of Police time centre not on organised crime and the large scale issues but rather on stealing, car theft, building disputes, financial crime and a large amount of traffic related incidents. Much of Police time is also taken up in managing and servicing the prisons which are in dire straits and are under the jurisdiction of the ISF.

General Chaaban described a real commitment to community policing, explaining that 'Shurta al Mooshamahee" started out of the culture of Lebanon. In the mountains police were and are part of the community and they spend time visiting schools, having coffee with locals and participating in all levels of community activity. This is supported by training in how to communicate and deal with people. Community is paramount in Lebanon and the collectivist nature means that more often than not a whole community will take responsibility when one of the community has committed a crime. This approach to positive contact with police had also been introduced in Beirut and other areas of the coast. It seemed somewhat foreign to ask about community engagement in a country where collectivism is the norm and community involvement I policing is just how business happens.

The opportunity to meet with retired officer Hisham el Awar, ex Head of Forensic services was insightful as his candid and long term experience confirmed my assumption that many of the areas of policing that are routine in the western world, take on a very different perspective when set against a backdrop of civil unrest, war and financial and social
upheaval. I was interested in particular in the issue of cross cultural approaches to missing persons, victim identification and investigation. The concept of "missing" takes on a very different definition in a war context. My involvement with Margi Cunningham the AFP's research agenda on diversity analysis of Missing Persons had heightened my awareness of the different notions of "missingness". My input into that forum was to engage the researchers in considering the diversity of ways in which the concept of missing may influence the strategies police and investigative services approach the process of accessing, recording and acting on reports of missing persons. Mr Awar highlighted the complexity of missing persons. "Missing persons in war are really only investigated when bodies are found. It is complex as when someone is missing, unlike in a country where it is unusual, against a backdrop of war it happens every day. People go missing because they want to flee the country and seek refuge in a safer place, or they may be kidnapped for political reasons or financial gain or for bargaining power. They may have been innocently shot in crossfire What becomes important in this context is the reason. Here in Lebanon many families report loved ones missing and they direct us to look for them in Syrian Jails. It is like yes they ARE missing, but we KNOW where they are...It makes how we do business very complex."

Lebanon has also been a place where many people come to flee from criminal prosecution in other countries. The ISF works closely with other jurisdictions on international matters and the ISF under the direction of Ashraf Rifi has built strong ties with the Australian Federal Police as well as many others. When I met with Fay Eid from the AFP, this relationship was confirmed and she spoke with high regard for the ISF leadership especially in the current climate of Government unrest.

In describing the role of liaison officers such as NSWP Youth Liaison, Domestic Violence Liaison etc there was real interest in receiving information about these roles as they currently do not exist in Beirut. Specific interest also was expressed in the School Liaison Police as the schools in Lebanon provide a captive audience for police in their role of crime prevention and education.

The next experience was in meeting and attending the police training academy in Beirut. I was given the opportunity to meet with General Ibrahim Basbous Head of the ISF Academy as well as General Rouland Abdel Satir and Officer Tarek Mkanna. There have been shifts in the number of recruits because of the civil unrest and although in the 80's there would be approx 500 new recruits every six months, during the 90's this dropped dramatically. Over the last three years there have been recruitment of approx 300 new officers every year. In this period also there has been a partnership with the United States and they have in residence trainers from the US that are training across all tactical areas as well as a focus on community policing. Approximately over 200 officers have been specifically trained in Community policing. At present approximately 300 new recruits are trained every two months and this is continuous. As for Leadership training there is a class of about 20 more senior officers every 2 months and this is continuous. As for Leadership training there is a class of about 20 more senior officers every 2 months and this id to make up for the many years that there were no recruit training due to lack of resources and the context of civil war. There has also been contracted an American company called "PURSUE" that will evaluate the last 3 years of training.

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23 Taken from interview with retired Head of Forensics ISF, Mr Hisham El Awar 20th April 2011ISF Headquarters, Beirut Lebanon
training and access officers, community etc as a comprehensive look at the effectiveness of the new approach and partnership.

It was inspiring to see the level of resources that have been placed in supporting non Arabic speakers to deliver and train. Each Trainer is assisted full time, by two English / Arabic interpreters. I had the opportunity to participate in a Shooting skills and gun handling training session that was run bilingually. In the true spirit of experience I did the whole class and in the same spirit I participated in the practical which involved a target shooting exercise. To witness the accuracy of interpretation and the ease at which the trainers delivered the training through the interpreters was exceptional. In the same vein the interchange every 20 minutes if interpreters was not only seamless but effective. I was interested also from a Use of interpreter perspective, that the relationship between trainer and interpreters meant that even humour was being interpreted accurately. In the assessment exercise we had to fire eight shots in ten seconds at a target, using the skills we had been taught and in a situation where we were surrounded by noise and chaos. Having never held a hand gun let alone fired one, I was quite surprised that in fact I had topped the class in this exercise and shot seven out of the eight shots straight into the centre of the target.

I had the opportunity under the guidance of General Basbous and his staff to look at the course outlines for Diversity Awareness training and Human rights modules. The Lesson overview as per the ISF course notes stated:

This course is designed to provide students with the knowledge related to stereotyping, prejudice, discrimination, diversity and, particularly as they relate to basic concepts of policing within a democratic and professional police service.

As stated in the course notes the learning goal for diversity Awareness training was to:

"give students the opportunity to discuss different cultures, norms, and diversity in order to develop an awareness that professionalism begins with knowledge and acceptance of different groups within the culture. The students will understand how to facilitate a positive dialogue with and between different cultures in the context of Community policing."

The discussion that followed with Glen Hartley, Deputy Contingent Commander (Community Policing) with the Lebanon Police program highlighted that there are currently 12 instructors in the community engagement training team that has been contracted from the US and they have involvement across approximately 40 training modules. It is a far step forward to have these modules as an integral part of the program but there was still very little evidence that the learning was filtering out to the police stations and police on the streets. This has been an ongoing challenge in diversity training across the board, to ensure that effective evaluation is planned and conducted. Likewise Deputy Commander Hartley was very keen to explore with NSWP the strategies for evaluation as well as the integration of Diversity training across courses rather than separate modules as is the current case. This again was support for NSWP and our integration of Diversity training into core programs.

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24 Lebanon Internal Security Forces; Training Modules; CP-6 Diversity Awareness. Provided at Meeting at Police Academy 21st April 2011
The ISF through the Community Policing Programme also run a two hour module on Human Rights. The Lesson overview for this program clearly states its aim in:

"ensuring that students develop a comprehensive understanding of National and International principles of human rights and to understand the relationship between human rights and the role of police service."²⁵

Exposure to the UN Declaration on Human Rights as well as dialogue as to the areas of policing this applies undoubtedly sets the framework for the integration across all areas of training. NSW is yet to formalise a Human Rights framework, but there is no denying that the mere essence of police work is embedded into a framework that is aligned at all levels. The challenge for NSW Police is to determine how to articulate this as the overarching framework.

I again had the opportunity to showcase how diversity training happens in NSWPF and to test it against the current programs here. Given that population and ethnic, cultural and linguistic diversity was not identified as a major dimension in Beirut, there was real interest in the training of diversity skills in investigative interviewing. Having conducted a mini session (in Arabic and English) to give the team a taster of our training in NSWP, the consensus was that our program goes beyond the scope currently delivered in Beirut. There is a recommendation from this to build a closer relationship and share material and strategies in the aim of building both organisations capacity in working with diversity and the applications of this in the Lebanon context. The benefit of this will go far beyond training and education and contribute to a more realistic stereotype of "where" our Lebanese migrants to Australia have come from. In Australia most often police interaction with Lebanese is around criminality. The current landscape has seen many major crime figures identified as Lebanese and the experience in Lebanon has reinforced that in fact and by far as a nation and as communities they are a resilient warm, law abiding, artistic and creative people and are desperate to reconnect with the psyche that has been so damaged by the aftermath of war.

As is so precious a part of the Churchill experience I had the opportunity to meet quite a number of locals. In my other life as a 'foodie' I had met a local Beirut chef Kamal Mazawak, when he was a guest here in Sydney at the International Food Expo. After a moment of reintroduction and a great meal at his restaurant Tawlet, in Beirut, I walked him through the purpose of my research. Within a few hours he had called in a number of people that he decided I needed to interview...and he was right !!! Writers, journalists, filmmakers, human rights activists and environmentalists. And so began a journey into the cultural, political and ecological side of this amazing country. Through these introductions I had the opportunity to meet Maura Connelly, American Ambassador to Lebanon, who was generous in sharing with me her experience of being in what she termed 'An amazing city'. I also had the opportunity to meet Nada Sardouk, Director General of the Ministry of Tourism. Nada highlighted the growth in tourism that is occurring and the steady rebuilding of Lebanon as a desired place to visit.

Through the informal channels and Kamal's get together, I was introduced to Commander Kaed Bey Ziad, a Commander of police who is the Human Rights Coordinator in the Office

²⁵ Ibid; CP-4 Human Rights
of the Minister of Police. The Minister of the Interior Ziad Baroud, came up in many conversations throughout my time in Lebanon and always with the highest regard. Considered a man of ethics and a Human Rights activist I was keen to speak with his staff.

The Human Rights department was established since 2008 because of the pressure that was placed on the government by NGO's to take up the issue of Human Rights. The key purpose was to extend the culture of the Human Rights to the Police area i.e. the ISF. Previously there was little interest even though Lebanon is a signatory to the Declaration and in fact the Lebanese Secretary of Foreign Affairs was part of the team that actually wrote the Human Rights Guidelines. As a small country Lebanon's involvement is critical. Current position of Commander Beys work is to relate to NGO's and build relationships and dialogue both in Lebanon and abroad.

2010 was the year of Human Rights for Lebanon and there were three key areas that were landmark:

(1) The visit to the Subcommittee on the Prevention of Torture (SPT)

(2) The engagement in the Universal periodic review - (UPR) and the ability to speak on two occasions as a member of the delegation in Geneva at the High Commission on Human Rights. Commander Ziad spoke on Human trafficking and Human Rights in the ISF and Torture and Police. This was a very important thing for Lebanon to speak at and a critical opportunity to place our commitment on an international platform

(3) The election of Ms Suzanne Jabbour as a member of the SPT (Subcommittee on the Prevention of Torture) and now she holds the position of secretary of the SPT.

The Human Rights department is established by decree so there is some protection for its existence. Under Minister Baroud, there is full support but in the event of him going there is some guarantee for the department remaining. There is also a strong relationship with the High Commissioner of Human Rights Mr Fadi Hassan in Lebanon. The partnership has resulted in the development of the code of conduct and ethics for the ISF that is aligned with the Human Rights principles. Now Lebanon is developing the implementation plan and the greatest challenge is with around 23,000 police officers, the challenge is how do you get to every officer. There is a heavy reliance on the use of external expertise and in this case from Northern Island and Canada. I had the opportunity with Commander Bey to walk him through our integrated model of rolling out diversity training and its applicability to Lebanon's plan to rollout its Human rights training. In alignment with the approach in NSWPFF, the focus need to be on building the capacity of others to deliver Human Rights training. "In Lebanon it is an issue of Culture, we need to change the culture of policing and the academy may it self be problem...it does not stop there it needs to be delivered at all levels in the organisation and to change the "Its Okay" culture and lift standards in line with our commitment." 26

There are a number of important insights about the context of Lebanon. The history of war and aggression also comes with unconscious language that has engendered a way of the past. In all communities there was a time where children at school were smacked with the

26 Recorded Interview with Commander Kaed Bey Ziad Police Juticiare, Liban Human Rights Coordinator in the Office of the Minister of the Interior. 26th April 2011
cane - that would not happen now. There was a time where a child would be locked in their room as punishment, now this does not happen..In the past one would never report domestic violence, but now this has changed. Culture change and the awareness comes with a relationship between Freedom and rights - Freedom to do what one wants..We still have a situation in Lebanon where for Human Rights to have a chance we must also focus on basic needs. Lebanon still has minimal access to electricity, warm water...basic rights post war are important."

Lebanon is still out on the question of Human Rights and sexuality. The issue of homosexuality being against the law in many parts of the Arab world, but Lebanon did not comment at the international convention. It is still generally against the law and people will be arrested for public displays of homosexuality yet there was a real acknowledgement of the existence and the gay community in Lebanon.

The death penalty is still present in Lebanon. At present there is a moratorium on the death penalty and the last reported case was in 1981. As with many Arab countries, the death penalty need the signature of the president in order to be actioned.

With regard to missing persons in Lebanon, as discussed previously the implications during and post the periods of war are critical. Lebanon has drawn its missing persons and victim identification processes from the lessons and strategies learned in Sarajevo. With over 7,000 reported missing persons in Lebanon there is an imperative to establish structures to allow for the investigation. This approach from a human rights framework was from a more strategic standpoint than the training process that are current. The development of a DNA bank and a missing persons institute are key recommendations that are awaiting discussion. The existence of many mass graves in Lebanon is common knowledge but there is still decisions that need to be made to at least protect the graves let alone identify the remains.

"The learning's from Sarajevo National Centre for Missing Persons are critical the level of respect we witnessed in even the tenderness in how remains are handled right through to the vested right for loved ones to get closure in knowing. Lebanon needs the truth to come out about a lot of atrocities and losses, the truth needs to be known so that people can reignite their faith in the system, in the law and in the police processes"27

As with every experience in Lebanon by chance or design I was introduced to Zeina Backache a drama therapist, well known comedian and filmmaker. Her work with inmates at Roumeih prison has led to an award winning documentary that featured at the Sydney Arab film festival as well as major festivals in the US, France and Middle East. Her documentary, 12 Angry Lebanese, follows the transformational journey of a group of serious offenders in Roumeih Prison and their 18 month experience through drama therapy to the creation of a performance that saw them perform to a packed theatre. This was an initiative that was supported by the ISF and the Director General and leaves the viewer as it did me, speechless. The work of Zeina and others at the coalface has begun to have a huge impact on how Human Rights are understood and implemented post war in Lebanon".

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27 Ibid: Recorded interview.
Findings

The complexities of diversity training and human rights integration into police practice are very much read within the cultural religious an political context of Lebanon.

The internal security forces is rapidly changing and the growth in officers from 13,000 to 24,000 in 5 years will see in 2011 the first female recruits.

In contrast to Australia the ISF is responsible for running and administering the jails in Lebanon, which are poorly overcrowded and seriously under resourced.

Training in Diversity awareness and human rights are core modules and delivered in the community policing program by a team of trainers from the United States as part of a partnership program. There are still challenges faced at all levels re implementation at the grass roots level.

NSWP Diversity training was demonstrated and received extremely positive feedback.

The Human Rights department in Lebanon has affiliated and holds positions within the High Commission in Geneva.

The existence of over 7000 missing persons in Lebanon it is a critical focus of the Human Rights strategies and the contextual definition of Missing-ness has implications for process and protocols.

Recommendations

That NSWP consider further opportunities to liaise with the Community Policing sector of the Internal Security Forces and share materials for Diversity training.

That Lebanon be considered in any dialogue around setting benchmarks for diversity training in Policing.

That consideration be given to exchange programs for diversity trainers from Lebanon to Australia and Australia to Lebanon to enhance shared understandings.
Just out of Interest...

Visiting Lebanon on this Churchill experience also meant that for only the second time in my life I was visiting the country of my heritage. Ongoing war, airport closures and other life commitments had prevented me from actually making the trip earlier. The opportunity to get a feel for Lebanon not as a visitor but as an inquirer was a dream. I had a longstanding wish and that was to spend a night in my grand mothers home perched on a hill overlooking the holy valley in the North of Lebanon...and I did..

Here is the view from grandma's veranda that took my breath away and reconnected me with my family’s story
Finally, The London Experience

Arriving in London the day before the royal wedding was something that I could not have planned if I had tried. But the surprise of having the opportunity to observe a whole range of police activities was a bonus I had not counted on. Given that our accommodation was a short walk from the Abbey I was able to observe security, street policing and community participation activities by police from a number of vantage points throughout the day. I did not know it then but the Royal wedding was one of the largest security and anti terrorism activities that London has ever had. The police presence was not only unobtrusive and effective given the low number of incidents, but I was able to witness some fantastic community interaction and crowd control by police.

On my second day in London I wandered the streets in the freezing cold soaking in this amazing city and either by destiny or chance I looked up and here I was alongside this statue of Winston Churchill. It had to be no less than a sign that all is well.

As was the case throughout the study tour, there were many unexpected changes. I had not anticipated the events surrounding the taking of Osama Bin Laden, which had meant that scheduled time with investigators in the counter terrorism Units were hampered and did not eventuate. Nevertheless the plan to meet with trainers at the Academy, in areas of investigations, custody and recruit training and time with the Diversity unit were still on the cards.

My first official engagement was with the Australian Federal Police senior liaison officer Keiran Miller who walked me through the 'London Policing Context'. The rapid change that is facing the Metropolitan Police as well as the upcoming Olympics and an imperative to rationalise resources has created a backdrop against any discussion of Diversity training is set.

Keiren Miller stated that in its most fundamental level there are three major things occurring currently in the UK: "... changes in the National Policing arrangements; the austerity measures that are currently occurring and the major significant security challenges that the UK currently faces. To be watching that unfold is quite extraordinary." 28

With approximately 37,000 staff, the London Metropolitan Police headed by Commissioner Sir Paul Stevens 29 there are current plans to change the structure and lines of accountability. Currently there are 43 constabularies, and in effect this is akin to 43 separate police services with 43 Chief constables. Each police force has a management board and it is anticipated that these will be abolished and replaced with a locally elected Commissioner for each of the 43 Constabularies. and in effect this will move the line of authority and accountability from a Board to a single person. If my understanding is accurate, this means that local issues will

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28 Interview with Kieran Miller Senior Liaison Officer, Australian Federal Police-London, Tue 4th May 2011
29 At the time of the research Paul Stevens was Commissioner of Police. He has since stood down from the position
become the focus of each Constabulary rather than National agenda. A two tiered approach with local policing dealing with local issues and national police dealing with relationships. The challenge this poses is in relation to the specialist units such as Counter terrorism in a country where the terror threat is so high it sits constantly at one rung below extreme.

Keiran shared with me some ideas that have been proposed. It is estimated that by 2013 there is a possibility of a new organisation being created which may be referred to as the National Crime Authority which will be a Law enforcement body with a Chief Constable at the helm. It is anticipated that it will comprise of four components: Serious and Organised crime, UK Border Authority, Child exploitation and economic crime with the possibility of Counter terrorism being added post the 2012 Olympic games.

![Figure 5 Proposed National crime Authority](image)

The continuing high alert re terror activities in the UK, were certainly a backdrop to the layered levels of security that were enforced around the royal wedding. Considerations such as the transportation of people by coach and not cars to minimise the number of vehicles to be protected; The utilisation of shorter routes for all aspects of the cavalcade; the layering of security including an outer security ring; the locking down of the city and the streets leading to and from venues; and the increase powers to stop and search for the period leading up to and during the wedding activities. All of these to the naked eye, were not intrusive or even noticeable. I was also interested in how the rules and regulations were conveyed to the community and the role of community in participating in crime prevention at the event. There had been extensive usage of the press to instil a mood of celebration as opposed to caution, but there were clear indicators of an increase in publicity shared responsibility to keep safe, and the encouragement to report incidents or concerns to Police.

In discussion regarding diversity training for officers in Counter terrorism, there was clear direction that all officers are given base line training identification of terrorist behaviours but it comes from a risk management approach. There was interest in and discussion around the
Hate crimes training and the place that has on the continuum of Terrorism as well as the place of training around stereotyping, bias and the impact these have on decision making at all levels including Intel analysis, crime prevention, community engagement and behaviour analysis. The opportunity again to reflect on the current content and strategies in Diversity training in NSWP led to confirmation that the Workplace Diversity training approach if an integrated model that goes beyond culture is not only valid but responsible.

**Police training Academy, Hendon**

After a one hour train ride from central London I arrived at The Hendon training Academy. As with most of the academies I have visited, Hendon had appeared to be the central wheel of an organisation that is often seen as a leader in all it does. The opportunity to meet with Officer Sam Gladman and Officer Richard Goodwin, both trainers and curriculum developers at the academy, gave me a welcome space to discuss the workings of diversity training.

It is worth noting that as I have ascertained at every level in this journey, that each new place will bring with it an overarching context that will frame what diversity training means and looks like. The UK as many other countries was greatly impacted by the events of September 11. Following, there were the series of London bombings the hate crime murder of Stephen Lawrence, the mistaken shooting of Menendez to name a few that have influenced the pitch and tone of skills development.

The time at Hendon Academy involved discussions with trainers, an insightful interview with the senior investigations trainer and the opportunity to sit in on a session of the "Investigative Interview for Suspects Course"

**Police Community Support Officers.** As I was interested in both Diversity skills development and Community Engagement, I was interested to hear about the Police Community Support Officers (PCSO's) who were brought in to the Police service as a direct result of September 11 and were funded by the Home office. Their role was defined as to act as the 'eyes and ears of police'. They were given limited powers and trained specifically as Community Support Officers not as Police. As unsworn staff CSO's are based at the police stations within the safer neighbourhood teams. Their work is within three key areas: Patrolling, Front counter duties within the station and working on transport. Their powers are limited and originally focussed on anti-social or suspicious behaviour. They have the power to issue tickets for drinking, they are able to seize alcohol, caution for unsafe cycling etc, but they do not carry a weapon or handcuffs. They have also a strong community contact role and are able to seek information which is then passed on to Police. Unlike our Multicultural Liaison Officers in NSWPF, the Community Support officers are neither ethno-specific nor limited to one area. There have recently been moves to develop a strategy for PCSO's to have a direct pathway in to becoming Police Constables (PC's) and the different roles and expectations that need to be managed for those who may choose to make the transition. One of the questions I posed had direct relevance to NSWPF and that is How do you encourage and develop the police officers to actually USE the PCSO's? The response was met with a knowing interest and acknowledgement that it is a challenge as although the PCSO's carry with them a card that states what they cannot do, there is still confusion as to their role and how to utilise them. Even with the best intentions in the past they were often placed in positions and used for a range of activities that were a risk. There have since been operational procedures written and this has helped in assisting local police stations to have
clarity around the role. It was inspiring to hear that there are efforts to re educate and support the police officers that PSCO's are sent out to work with in what the role of PCSO's are and to develop the usage of such an important role.

**Police Constable (recruit) Training.** The duration of Police Constable training(recruit) varies depending on a range of factors and can be anything from 18 weeks to 31 weeks and there have been times when the courses have been shortened further. It was inspiring to hear that Diversity training is weaved throughout the recruit training program through communication strands and community policing strands. There also appeared to be inclusion of culturally specific modules and again this has stemmed from the recent terrorist attacks and there appeared to be a tendency to continue that. The modes of delivery used included presentations, case studies as well as longer term projects that became the basis of peer to peer education. Again it appeared that these projects focused more on culturally specific learning's rather than how these learning's can be applied to day to day policing. Recruit are in addition given a project to go in to a borough and map the community landscape. This exercise appeared significant in that it is over a period of time where constant critical reflection is encouraged.

There had been a period of time where officers as part of a diversity training strategy, were taken through "Community Race relations training" which brought community individuals and police together in a bid to "talk out" their issues. It was reported that this went horribly wrong in many cases and in fact rather than increase harmony, it contributed to instilling more prejudice, bias and distance and often arguments were the result.

Upon reflection it was clear that again there is reinforcement for the fact that one of the key skills in delivering diversity training is the ability to "facilitate discomfort", to read context and ascertain when a particular approach or strategy may not work. In fact as it is stated previously in this report, discomfort is a critical part of self awareness and without it officers may never integrate learning's into lived practice. But the key is the skill of the diversity trainer to facilitate the shift from discomfort to self awareness.

Through dialogue with Officer Sam Gladman and officer Richard Goodwin I again had the opportunity to run the trainers through some examples of how we integrate diversity skills into recruit and in-service training and there was expressed interest in looking more closely at this.

There is always the challenge with Diversity training to consider what might be the most effective way to evaluate these training outcomes. I have over the years been plagued with the unique nature of diversity training that focuses on process not just content, yet the imperative to be able to demonstrate and even measure the value of such. Unlike all other areas of training Diversity training is not as clearly measurable. Often the outcomes of diversity learning are experienced as an outcome that links to "something else". For example:

- Lets say we have delivered an effective and valued session on diversity skills in the investigative interview. We have trained senior investigators in a technique called the questionless interview, which is extremely useful when interviewing survivors of torture and trauma. The officer uses this technique alongside his skills in building rapport, in planning for the interview, as well as his personal attributes of respect and
fairness. The interview goes well and desired information is accessed. Was it successful because of the diversity technique or was the successful because the diversity technique was another tool in the officer's toolbox that he chose to add in this interview, to his other skills and attributes. I am not for a minute suggesting that diversity outcomes are not measurable, but rather I am suggesting that it is the integration of diversity skills into core practice that comes together to produce an effective outcome.

The diversity training at Hendon Academy had in the past access to trainers and lecturers from the Metropolitan Police Diversity Directorate who were part of the delivery of diversity training. A combination of staff cuts and a direction to enhance the capacity of mainstream trainers to deliver the diversity sessions, meant that trainers such as Sam and Richard were now required to deliver the training, and the concern has eventuated that much of the training has dropped off not due to commitment to the principles but rather as a result of the lack of skills to deliver. Both Sam and Richard were strong in reinforcing that "delivery of diversity training in the policing context is very, very different to delivering other core content areas. The fear of getting it wrong has meant that many trainers here just don't do it...it is not enough to just have a package...what is needed is much more robust train the trainer programs".

Investigative Interviewing Training

My research prior to leaving for the study tour, had led me to the names of a number of prominent Law enforcement officers who had been lead investigators on high profile cases. One of these officers was Detective Inspector Roger Millburn who had been the lead investigator on Lord Jeffery Archer case, and again one of the highlights was that I had the opportunity to meet with him. Detective Inspector Millburn is based at the Crime Academy at Hendon and is involved in the Investigative Interviewing Training. With many years of experience it was apparent that the skills he brings to the training of new Detectives is a vital part of the experiential model. This was a wonderful opportunity yet again to critically reflect on the approaches we have developed in diversity perspectives to investigative interviewing training in NSW Police and get feedback from another skilled perspective. Throughout the exchange of a series of scenarios and the opportunity to contribute through applying a diversity analysis, there was what appeared to be genuine excitement about the extent to which we in NSW have extended the integration of diversity awareness skills and knowledge into the detectives training program. I again had confirmation that the direction we are taking in Diversity training in NSW Police is the best way forward.

With respect to the training programs around investigative interviewing there were a range of programs including:

1 week victim and witness course
1 week suspect course
2 week serious and complex cases course(victims, witnesses and suspects)

30 Recorded Interview; Officer Samantha Gladman and Richard Goodwin, Hendon Training Academy/ Wednesday 4th May 2011
3 week specialist course

Interview admissions course and the current development of an "assisting offenders" course

Another key area of learning was Detective Inspector Millburn's specialised interest in the international developments in recording interviews. Given DVDs often only last about 7 years there are technologies that he is examining, around how to upload ERISP interview tapes on to a mainframe. There have been a number of cold cases that when reopened, new evidence introduced and DVDs found to not work. The fact that paper records were kept convictions were made. There is an upcoming conference on this to be held in Japan and may be of relevance to follow up.

MY final activity at Hendon was to sit in on a session of the detectives training. This session focussed on cautioning and was an example of excellent interactive training. The two trainers Detective Sergeant Dave Clegg and Detective Sergeant Clare Burns had a very comfortable training area and with only 12 students at a time there was an intimate learning environment and personal attention. There was no apparent diversity components to the course and in discussions with both trainers, issues around suspects who are from Culturally and Linguistically Diverse Backgrounds and the risks of not understanding the caution were acknowledged but not addressed in the training. Again a wonderful opportunity to integrate key diversity skills such as use of interpreters in the cautioning process, into core programs. One of the key gems that was excellent in delivery was the "Six steps of Introduction in an investigative Interview" which goes as follows:

(1) Minor routines - date, time, place, roles

(2) FILA (Free and Independent legal advice) and Caution

(3) Reasons - why you are here

(4) Routines - exhibits etc (but no longer take exhibits in to interview)

(5) Expectations - rules of the interview, open and honest, explain

(6) Route Map - Where do we want to take them on the interview

As always, questions to self can be great starters....

(Further information on the content of programs is available from the writer)
Diversity Unit -London Metropolitan Police

Meeting David Maguire, Senior Organisational Development Consultant with the London MET. David had spent many years as the head of the diversity training strategy for the MET and was intrinsic in following up the training post the Stephen Lawrence Inquiry. He found that the diversity training at that time had fallen short in four key areas:

1. It was not linked
2. It was not integrated into other areas of diversity
3. It was not effective, and may have been counterproductive
4. The standard of trainers was far lower than required to perform in such training

David's assessment as to the changes in delivery of diversity training coincided with that expressed by the trainers in the Academy. The shift in reducing specialist trainers that emanated from the Diversity Unit and the expectation that generalist trainers at the academy would be able to "deliver" diversity training with minimal training themselves was a key barrier to the integration model. Throughout a robust discussion around the strengths and constraints of mainstreaming diversity, in theory at present the UK does not have diversity trainers anymore and the strategy behind this has not had the desired outcomes.

"The intention was to have the training integrated, but when you look for it now...it is not there." 31

This is a critical insight for NSWP and the key difference in my assessment is that a vital link, the ongoing long term capacity building of trainers, is part of the NSW PF plan. Further the need to embed the organisations commitment to Diversity training, in must be written in to the organisations performance agreements in order to have the business case to continue it.

As has often been said, Diversity is here to stay and our ability to work with it is the key to effective policing at a local, state, national and global level.

The last and definitely not least, visit was a drop in to the Churchill Trust Office in London. The opportunity to meet with the Director General, Major General Jamie Balfour and the staff was a wonderful ending to a transformational experience and a host of new beginnings.

Thank you.

31 Recorded interview, David Maguire, Senior Organisational Development Consultant, Metropolitan Police, London.
Conclusions

The Winston Churchill Fellowship has literally been the realisation of a dream. I would never have been able to travel, reflect, learn and explore had it not been for this opportunity. Through the short but precious time with each of the Law Enforcement agencies visited, I have become more and more aware that the direction so carefully carved for diversity training in NSW Police has not only the potential for development but is well on the way to becoming a blueprint for effective diversity training in policing contexts. In doing so we learn from the UK experience, that careful regard must be given to the ever present challenge of what happens in training and the translation of that into everyday practice. Further, training is not just in the classroom, but also in the day to day reflection on practice. The workplace is the training room.

Human Rights are core to Policing and the right to rights are evident at every point of contact both for Police themselves and the customers they come into contact with. This experience has heightened my resolve to ensure that it is again on the agenda and that dialogue occurs to consider that it become the underpinning to all processes and protocols in an obvious way.

With regard to Community Engagement the measure of a robust approach against a range of other methods has created even further insight into the imperative that community engagement and crime prevention go hand in hand and the engagement with diverse communities is an asset that must be nurtured.

Through the critical reflection and learning process I am both excited and confident that this incredible experience will elevate diversity training within law enforcement and with the dialogue now created, the outcomes will go far beyond the scope of the research and can only but benefit the wider Australian community as well as equipping police to work more effectively within a diverse society. This in turn will continue to building the public’s confidence in partnering police.

Dissemination Strategies

- Present findings to a NSWPF Forum on Diversity training (August/September)
- Present Findings to Australian Federal Police Forums (June and ongoing)
- Integrate leanings into diversity training programs
- Use of internal media for publishing article and executive summary
- Speak at Human Rights "Conversations" group (August)
- Actively share report with all other policing jurisdictions in Australia.
Recommendations

1. That NSWPF consider an international dialogue on Diversity training in Policing organisations in order to set world benchmarks for effective Diversity awareness, knowledge and skills training.

2. That NSWPF consider facilitation of an international dialogue on Community Engagement in Policing.

3. That NSWPF and in particular Community Contact Unit Counter Terrorism and Cultural Diversity team Operational programs, and Youth and crime prevention teams, consider further liaising with NYPD Community Affairs Bureau re projects and strategies.

4. Information to be shared with recruitment branch of police jurisdictions re "Youth Police Academy" and "Explorers" programs and their contribution to recruitment.

5. That Special Agent John Anticev (FBI,NY) given his extensive experience both nationally and internationally and his successes in a number of high profile cases, be considered as a valuable contact and possible guest speaker on NSWPF Advanced Investigators, Detective and Human Source Management training programs.

6. That follow up occur in partnership with NSWPF specialist trainers, to access diversity training and other relevant material.

7. Further development of the diversity session in the Investigative interviewing training NSWPF to include training in empathy, and to further develop the cross cultural skills of the questionless interview and the triad model of interviewer training.

8. That consideration be given to engaging Detective Lieutenant Gary Shapiro Commanding Officer, Community Affairs, Department Bias Crimes Coordinator, in any strategic planning of NSW Police Hate crimes position strategy and training agenda.

9. That an integrated training model such as the one proposed in NSWPF be ongoing, and supplemented with a community education strategy that will run in parallel.

10. That we take the opportunity to look at the Police Explorer Program (New York) more closely re its relevance and alignment to current youth/recruit activities in Australian Jurisdictions.

11. That NSWPF follow up the request to share Working with Interpreters training module and consider contributing to the development of a tailored program for use in New York Law Enforcement and judicial contexts.

12. NSWPF Cultural Diversity team consider and explore the use of hearing devices to assist in use of interpreters in Police settings.
13. NSWPF through the Workplace Diversity Training Program further develop and extend access to assumptions training, self awareness training and considerations of bias in decision making

14. Further contact is made with the FBI training academy in partnership with our Investigations, human source management, recruitment and counter terrorism training bodies to further access training materials

15. That NSWPF Human trafficking experts consider liaising with Dubai Police Human trafficking Unit to share resources and training opportunities.

16. That NSWP consider further opportunities to liaise with the Community Policing sector of the Internal Security Forces, Lebanon and share materials for Diversity training

17. That Lebanon be considered in any dialogue around setting benchmarks for diversity training and integration of human rights in Policing

18. That consideration be given to exchange programs for diversity trainers from Lebanon to Australia and Australia to Lebanon to enhance shared understandings

19. That NSWPF Workplace Diversity training program in collaboration with Education Services continue to develop a train the trainer program aimed at current trainers in policing organisation as part of the integrated model of Diversity training

20. That Diversity training, as written in the Multicultural Policy and Services Plan and the Workplace Diversity training Plan be articulated in response to organisational Goals

21. That forums for sharing this research occur within and beyond NSWPF.

22. That links are made with previous NSWPF Churchill Fellows Megan Webster and Steven Dodd who both conducted research regarding specific areas of training in Police that overlap with those considered in this study.

“We make a living by what we get, but we make a life by what we give”

Sir Winston Churchill 1874 - 1965