

Committee minutes

Policing Principles Review Committee

Date	25 – 26 April 2022
Location	Ryton
Chair	CC Richard Lewis

Day one

Welcome

The chair welcomed everyone to the meeting and thanked the committee members for attending. The chair outlined the purpose of the meeting. The committee members introduced themselves, highlighting their role, experience and interest in the Code of Ethics Review. The College Development team introduced themselves.

Overview of the Code of Ethics Review

The College Development team gave an overview of the current Code of Ethics, including its background and development. The issues of conflation between the current Code of Ethics and the Standards of Professional Behaviour were highlighted.

The College Development team presented the format of the revised Code of Ethics, which will consist of three separate products:

- Ethical Policing Principles
- Guidance for Professional Behaviour in Policing
- Code of Practice for Ethical and Professional Policing

The purpose, audience, committee, process, responsibilities and scope for each product was outlined. The principles review committee members were advised that a second

committee consisting of stakeholders is assisting the College with the development of the Guidance for Professional Behaviour and the Code of Practice. Both committees will be kept up to date regarding the progress of the other committee.

Overview of the next two days

The College Development team provided an overview of the next two days. The role of the committee was outlined, to consider the evidence and agree what the revised principles should be. An update was provided on the work done by the College's Development team since the first principles review committee meeting held in October 2021. The stages of development were presented and it was noted that timescales may change if further work is required, although public consultation is anticipated for later in 2022. The agenda and administration for the committee meeting were outlined.

The committee members were given the opportunity to ask any initial questions and the College's Development team responded with the following points.

- Any issues raised by the committee that relate to the Guidance for Professional Behaviour and the Code of Practice will be fed back to the other committee.
- Although there will be three separate documents, synergy is needed between them. Both committees will be asked to help the College Development team achieve that.
- The purpose of each document will be clearly defined.
- The Home Office will decide whether to update their guidance that refers to the Standards of Professional Behaviour.

Presentation of evidence

The College Development team presented the evidence they had gathered. This included a summary of the practitioner work, an overview of important philosophical frameworks and the results of the rapid evidence assessment.

Thoughts on evidence

The committee members were asked to read through the evidence packs, which had been sent out via email the previous week, and to begin thinking about the principles in detail.

The chair asked the committee members to feed back their initial thoughts on the evidence presented and the following points were raised.

-
- The presentation and evidence packs were a helpful consolidation and presentation of the research.
 - Implementation will be central to ensuring that forces embed the revised Code of Ethics and that it is used in the correct way.
 - The Code of Ethics should act as a shield, rather than a sword or a stick.
 - Behaviours and actions that are ethical may not always be reflected in conduct regulations.
 - The Code of Ethics should be separate from the Standards of Professional Behaviour and professional standards departments should not refer to breaches of the Code of Ethics in conduct processes.
 - The policing principles should be aspirational and align with the function of the police.
 - The policing principles should be used as a decision-making tool.
 - The Code of Ethics should be applicable to everyone in policing: officers, staff and volunteers. It could also apply to external organisations that forces outsource work to.
 - The five perspectives of ethics differ and using one perspective in isolation may not be effective – a blend of perspectives could be more effective. There should be awareness of the strengths and weaknesses of each of the perspectives.
 - The policing principles could be a starting point for ethical discussions.
 - Consideration is needed, as some forces have acronyms for their own values.
 - Forces can have limited resources and capacity for training on ethics.

The committee members considered what principles were missing from the current Code of Ethics and suggested the following.

- Reflection, reflective practice and learning from experience.
- Social media and online activity.
- Transparency and duty of candour.
- Emotions, trauma, wellbeing, empathy, compassion and humanity. There was significant emphasis on these elements in the literature and practice reviews.
- Moral and physical courage.
- Cooperation and support, both internally with colleagues and externally with partners.

Developing the introductory text to the principles

Attendees were divided into three groups and were asked to consider the introductory text to the principles and to discuss the following question.

What are the key themes that the narrative needs to cover?

The committee members suggested it should:

- be aspirational
- be a tool to support ethical decision making
- be a tool for reflection and self-examination – it could be used in professional development programmes
- be positively framed throughout and should not sound negative
- be inward-facing but accessible to the public
- use inclusive language to reflect that the principles apply to everyone in policing – it should not exclude staff or volunteers
- use simple language to ensure accessibility
- include what the mission of policing is, why that is the mission and how to achieve it
- include on-duty and off-duty behaviours – although not necessarily in the introductory text
- engender pride
- avoid the word 'must', which can be interpreted as patronising or presumptuous
- not include the word 'legitimacy', as understanding of the term is limited
- not reference examples of ethical failings
- not focus on what happens if people do not meet the policing principles
- acknowledge what has changed in the principles and who has been involved in their development

The committee members raised these additional points during the discussion.

- This is an opportunity to go beyond individual behaviour and speak to police culture.
- Police, staff and volunteers could be asked to sign up to follow the Code of Ethics, although there could be challenges with implementing that nationally.

- Forces could incorporate the Code of Ethics into their annual integrity health checks.

Reflections and close

The committee members were advised that the College's Development team would develop a draft introductory text overnight, based on the key themes identified. The draft would then be presented to the committee members the following day for feedback.

The committee members were asked to start thinking about the principles that should be included and to submit suggestions to a word cloud, which would support discussions the next day.

The College Development team thanked the committee members for their contributions and the meeting was closed for the day.

Day two

Reflections from day one

The chair welcomed everyone to the meeting. Introductions were provided by a new committee member.

The College Development team presented the draft introductory text for the principles that had been produced. The committee members were asked to provide their initial thoughts. Committee members thought that the text was effective, and that the overall message and what it was trying to achieve was good.

However, the committee members raised the following points.

- The text was too long. It should be short and punchy, including the key messages.
- As the principles should be aspirational, a more active verb such as 'will' should be used instead of 'aim'.
- Some of the wording needs development.
- It should be clear who the principles are for.

The College Development team advised that the introductory text would be circulated to the committee members after considering their initial comments, to allow further feedback to be provided via email.

The College Development team presented the word cloud, populated by the committee members with suggested principles.

Identifying key principles

Attendees were divided into three groups and asked to discuss the **key principles** that should be included in a revised Code of Ethics.

The committee members suggested the following.

- **Honesty and integrity** – a degree of discussion occurred about having honesty and integrity as a standalone principle. It was suggested that they could be incorporated within other principles to avoid duplication and conflation with the Standards of Professional Behaviour (which includes honesty and integrity as a heading). It was suggested that integrity is implicit in the principles and that candour could be more suitable than honesty, although understanding of candour can be limited.
- **Honourable** – was identified as acting with distinction. Discussion occurred about the negative connotations associated with the word 'honourable' and the text supporting the principle would need to clarify the meaning. This could be an opportunity to reclaim the word.
- **Courage** – was suggested as a principle by all the groups. Courage applies to all. It can take courage to do something and to not do something. It was suggested the principle could be courage and responsibility, to make it more applicable to everyone in policing.
- **Empathy** – was identified by all three groups as an important principle. Empathy was understood to mean showing kindness and compassion towards self and others (and included the concept of wellbeing).
- **Caring** – one group suggested caring, considerate and thoughtful as a principle. Caring was chosen as an alternative to empathy, due to the potential considerations for people who have a neurodiversity.
- **Supportive** – collaborative, supportive of self and others, internally and externally with community, supporting wellbeing. It was suggested there was overlap to some extent with empathy. The committee members agreed that one of the principles should be about being supportive, empathetic and caring, and a name for the principle needs to be decided.

- **Reflection** – learning from mistakes, continuous self-improvement and development, candour, openness, transparency, identifying opportunities and threats. All three groups identified reflection as a principle.
- **Role model** – professionalism, commitment, leadership. This would capture some of the principles from the current Code of Ethics and avoid duplication with the Standards of Professional Behaviour. These elements were similar to what the group that suggested the word ‘honourable’ were trying to capture. The term ‘role model’ could be included in the introductory text, rather than be a standalone principle.
- **Cooperative** – working with partners, confidence building in community.
- **Candour and transparency** – being open, honest and transparent. Not all committee members felt candour should be a principle, as understanding of the word ‘candour’ can be varied and limited. The Home Office is also undertaking work on a duty of candour.
- **Impartiality** – balanced, unbiased, fair, objective, evidence-based. This is important for the public perception of principles, procedural justice and fairness. One group suggested impartiality as a principle instead of honourable.
- **Respect** – one group suggested respect as a principle, with fairness and objectivity in the supplementary text. This could also incorporate integrity and empathy.

All the groups suggested six or fewer principles. The committee members highlighted that the supplementary text for the principles would be important for clarifying the meaning of the principle.

The committee members were thanked for their feedback.

Unpacking the principles and drafting supplementary text

Based on the discussions and with agreement from the committee members, four principles were identified for initial discussion. These were: empathy, honourable, courage and reflection.

Attendees were divided into three groups and were asked to consider each principle in turn and to suggest draft text to supplement these. Discussion focused on the following.

- Empathy is about:
 - caring for self and the community
 - being cooperative

-
- working with partners
 - respect
 - dignity
 - kindness
 - compassion
 - understanding cause and effect
 - considering equality and diversity
 - showing awareness of different learning styles
 - being thoughtful and considerate
 - Courage is about:
 - taking responsibility for actions
 - identifying behaviours and areas to challenge
 - senior leaders voicing challenge
 - stepping up and owning up
 - not being influenced by peer pressure
 - being an active bystander
 - acting with equality and impartiality
 - making brave decisions
 - culture-setting, both internally and externally
 - Reflection is about:
 - learning and reflecting from the actions of oneself and others to help personal improvement
 - growing and learning from others individually and as an organisation
 - being honest and candid about mistakes
 - listening
 - paying attention to one's own fitness and wellbeing
 - having awareness of personal competence
 - learning from communities to understand root causes

- organisational, strategic, individual and public reflection
- Many committee members disliked honourable as a principle and two of the groups did not draft supplementary text for the principle. The committee members suggested that it puts policing on a pedestal and they disliked the synonyms associated with the word 'honourable'.

The College Development team outlined potential options for how the principles could be presented and asked the committee members for their ideas. The committee members suggested that the principles could be presented in a bullet-point format to distinguish from the introductory text and could use visuals and infographics. The committee members recommended that the principles should not include positive and negative indicators or examples, as they could be exclusionary and date the principles.

When asked how the principles should be implemented, the committee members made the following suggestions.

- Implementation should be College-led. This could be an opportunity to explain the role that the College plays in policing.
- The College could produce a standardised structure and guidance for implementation that allows forces to adapt it to their local needs.
- The principles could be presented on posters.
- The College could hold a conference, with breakout sessions on each principle.
- Training packages could be developed.
- Train the trainer events could be held.
- Video presentations could be produced. These could be delivered by a marketing expert to help gain buy-in from forces.
- This is an opportunity to build a new implementation strategy based on what works for forces.
- Investment will be required for learning and development.

Reflections, next steps and close

The chair thanked the committee members for their attendance and contributions.

The College's Development team outlined the next steps. This included drafting the principles and exploring formats for presenting the principles, for which feedback will be sought from the committee members. The College's Development team reiterated that the draft introductory text would be shared with the committee members to provide further feedback on. It was highlighted that there is ongoing research regarding implementation and that the College's Development team would consider the potential documents required to support implementation.

The College's Development team thanked the committee members for their attendance and support with the development of the policing principles.

Appendix: Presentation – Day one



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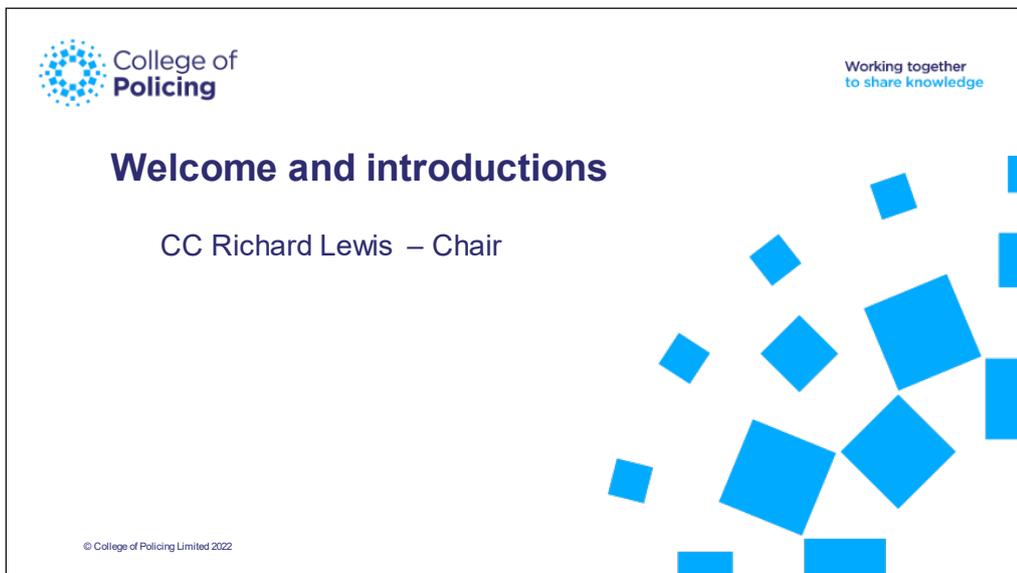
Review of the Policing Principles

April 25-26th 2022

Committee Meeting 2

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Welcome and introductions

CC Richard Lewis – Chair

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The Code of Ethics Review updates

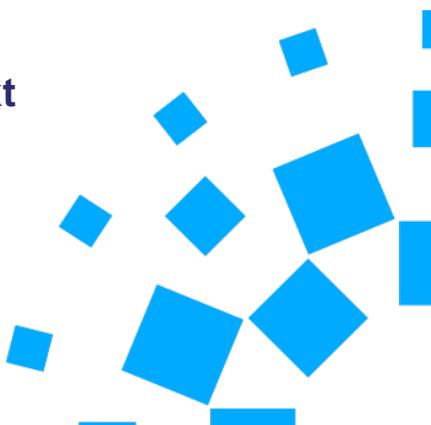
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General overview of the next two days



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General overview of the next two days

- Role of committee
- What we have been doing since GC1
- Timescales – where we are in the process
- Agenda and plans for the next 2 days
- Administration / Questions

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The Committee is being asked to...

- Consider the evidence
- Discuss any uncertainty
- Decide whether there is sufficient evidence to make guidelines considering:
 - Standard
 - Relevance
 - Whether benefits outweigh harm
 - Feasibility
 - Ethical/equality issues



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What we have been doing since the last meeting?

- The Development Team has...
 - Conducted a rapid evidence assessment
 - Conducted interviews with officers, staff and volunteers
 - Reviewed Codes of Ethics from other countries and organisations
 - Produced a number of evidence summaries
- The Guideline Committee Role now...
 - To take into account the evidence
 - Collectively agree what the revised principles should be

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Stages of guideline development

It is anticipated that there will be a few more steps in between writing and consultation for Code of Ethics as we may wish to do some sense-checking or language translation activities before going out for full public consultation

Development Team draws up and consults on draft scope
Development Team recruits and invites committee members
GC1 – Agree scope and review questions
Identify, review, build consensus & synthesise evidence
GC2 – Review evidence, agree individual guidelines' focus draft guidelines
Consult on draft of guideline
GC3 – Agree final guideline post consultation
Refine guideline post GC3/QA
Publish final guideline

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Agenda

No.	Item
1	10:00 Welcome, introductions and declaration of interest
2	Overview of the Code of Ethics Review
3	Overview of the next 2 days
4	Presentation of evidence
5	Principles of drafting based on the evidence-based guideline approach
6	12:00-14:00 Reading time and lunch
7	Plenary discussion and initial thoughts on evidence presented
8	Breakout session 1: Developing the core narrative
9	Comfort break
10	Plenary discussion about core narrative
11	Reflections from day 1 and delivery of homework
12	17:00 Close

No.	Item
1	09:00 Reflections from yesterday
2	Breakout session 2: identifying key principles
3	Comfort break
4	Plenary discussion and theming of principles
5	12:30-14:00 Lunch and initial drafting
6	Breakout session 3: unpacking the principles and drafting supplementary text
7	Plenary discussion on first drafts and reflections
8	16:00 What happens next and close

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Admin

- Covid
- Confidentiality undertaking
- Expenses
- Accommodation and Refreshments
- Communications and plans after event

Evidence summaries

Practice review - What we did

Desk research

- Reviewed existing documentation relating to the Code of Ethics
- Reviewed and analysed examples of Codes of Ethics from other sectors
- Reviewed and analysed IOPC inspection reports and 2019 PEEL inspection reports

Engagement activities

- Hosted a #WeCops chat around the ethical principles – 65 unique users, 257 tweets
- Conducted interviews with officers and staff about the current principles, and asking about their experience of ethical decision making and dealing with dilemmas



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Original Code of Ethics development

- Version 1 – as few core values as possible – based on Police Scotland model
 - **Integrity** – acting honourably, being honest, open and professional
 - **Fairness** – open minded, fairness, equality
 - **Respect** – pride, serving and protecting, inclusivity
- Version 2 – more emphasis on Human Rights requested
 - Integrity & human rights
 - Professionalism, fairness, respect, honesty, service
- Version 3 – Nolan principles + 2 based on research

- The Code is a tool to support professional activities, judgement and development, whether at an individual, supervisory, managerial or organisational level.

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Desk research

- Review of ~50+ existing codes of ethics, codes of conduct, codes of practice from Policing/ Law Enforcement, Health and Social Care, Law and Public Sector/ Civil Service, Accountancy
 - Predominantly focused on UK, but also USA, Canada & Australia
 - Most common principles/ values identified
- Review of existing models and frameworks in policing (integrity model, CVF, force values statements, NDM)
- Review of different decision making models / ethical frameworks
- Review of IOPC investigations since 2014

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Principles

- | | | | |
|-------------------------|-------------------------------------|--------------------------|---------------------|
| ▪ Accountability | ▪ Duty & public service/ uphold law | ▪ Lawful | ▪ Selflessness |
| ▪ Caring | ▪ Empathy | ▪ Leadership | ▪ Social justice |
| ▪ Commitment | ▪ Equality | ▪ Loyalty | ▪ Stewardship |
| ▪ Compassion | ▪ Excellence | ▪ Objectivity | ▪ Transparency |
| ▪ Competence | ▪ Fairness | ▪ Openness | ▪ Training & skills |
| ▪ Confidentiality | ▪ Flexibility | ▪ Pride | ▪ Trustworthiness |
| ▪ Cooperation | ▪ Honesty | ▪ Professionalism | |
| ▪ Courage | ▪ Honour | ▪ Promoting public good | |
| ▪ Dedication | ▪ Human rights | ▪ Resilience | |
| ▪ Dignity | ▪ Impartiality | ▪ Respect | |
| ▪ Diligence | ▪ Integrity | ▪ Responsibility | |
| ▪ Discipline | | ▪ Safety | |

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Structures of Codes of Ethics

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Practice findings

1. Principles were values used in every day life not just policing – people embody the principles rather than use them
2. Existing principles might better descriptions to reduce ambiguity of meaning/ interpretation
3. Possible additions to the policing principles
4. Practical/ tangible examples considered important
5. Implementation vital for effective embedding and uptake
6. Leading by example and setting the expectations for everyone was considered important to maintain integrity and public perception

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Their purpose

- Participants' beliefs about what the principles were intended to achieve varied
 - To provide clear explanation of role requirements
 - As basic human behaviours
 - Something to live by, linking with faith and moral values

“They’re my core values and those Nolan principles are what guide me through every part of my life really”(Sergeant, Lancashire Constabulary)

- Some participants had polarised views, such as the principles being a weapon vs a shield

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Transforming the principles

- The principles work, don't change them
- Focus on how they are delivered, understood, embedded and so on
- Some principles may be more important in some situations
- Some consensus that further expansion and explanation of the principles should be provided and that practical examples could be useful

"What the right thing is to one person might be not the right thing to another person, so I guess that needs to be maybe expanded a little bit more" (Constable, Norfolk Constabulary)

- Prevent conflation of the principles with the Standards

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New principles

- There were a variety of suggestions from participants for new principles
- Empathy and courage/bravery were the most frequently mentioned
- Empathy linked to compassion

"I think remembering this isn't just a reference number, that sort of thing. Somebody's life just fell apart there." (Police Staff, South Wales Police).

- Courage/bravery in its many forms
- Use the principles to form collective responsibility for policing as a profession

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Principles and the individual

- For some participants, who they are as a person rules the way they use the principles and make ethical decisions
- The principles link to their identity and/or help to shape the identity of a 'good cop'
- Inherently linked to personal values or virtues
- They should be engrained, unconscious
 - People often do not consult the Code of Ethics or principles (guided by tacit knowledge)

"I've never been able to sit and recite them, but I'm confident enough that they sit close enough to my personal values that I can talk around them" (Sergeant, Avon & Somerset Police).

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Wellbeing

- Emotional strain of being motivated by strong values but overwhelming demands thwarting these
- Compromising their own values
- Highlights 'selflessness' as an inherent source of tension

"But the majority of officers I work with, especially in my department ... have, and hold all those core values because we do care, and we genuinely do care, and it is so frustrating that sometimes we're not able to utilise them"
(Constable, Norfolk Constabulary)

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Implementation

- Embedded in a continuous process

"For me, it's about regular input, regular reminders around what the Code of Ethics is and how it fits into daily decision-making. That's personal as well as line manager responsibility on a regular basis"(Senior Officer, Bedfordshire Police)

- Recognise positive practice for a cultural shift
- Remove inconsistencies

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Rapid Evidence Assessment (REA)

How officers, staff and volunteers – in practice – identify, approach and resolve ethical issues in policing

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What is a rapid evidence assessment?

- Not a traditional literature review
- Follows a systematic and structured process
- Aims to be transparent, reduce bias and enable replication
- Not completely exhaustive
- Limits placed on the review process to deliver results 'rapidly'

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REA – flow of literature

Phase	Initial Count	Excluded/Removed	Final Count
Search	4,899 studies identified	1,268 duplicates	3,631 abstracts screened (9 new studies identified)
Screening	3,631 abstracts screened (9 new studies identified)	3,448 studies excluded	192 studies fully screened
Review	192 studies fully screened	136 studies excluded	56 studies included

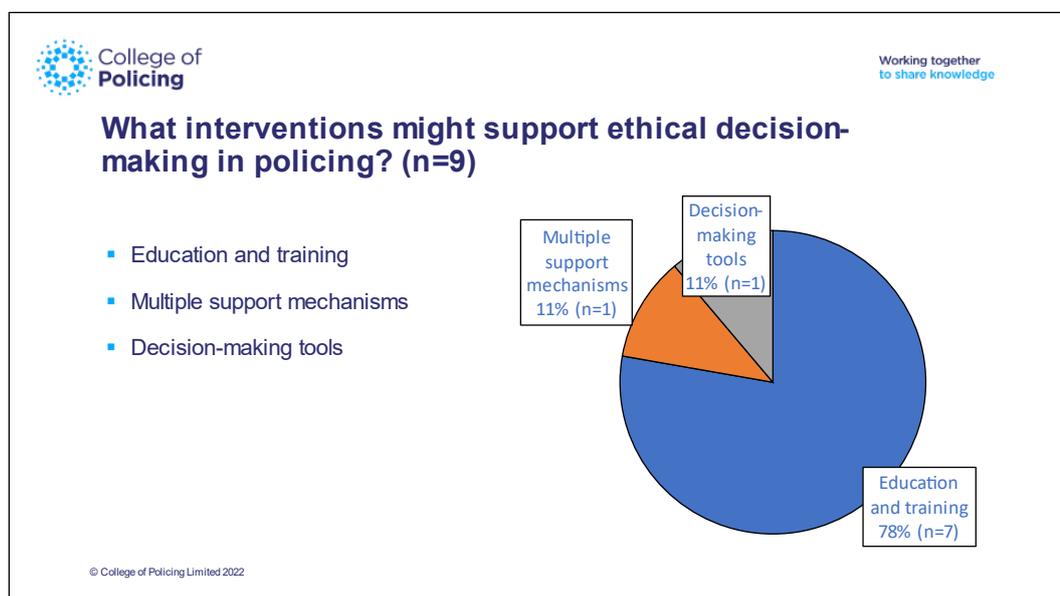
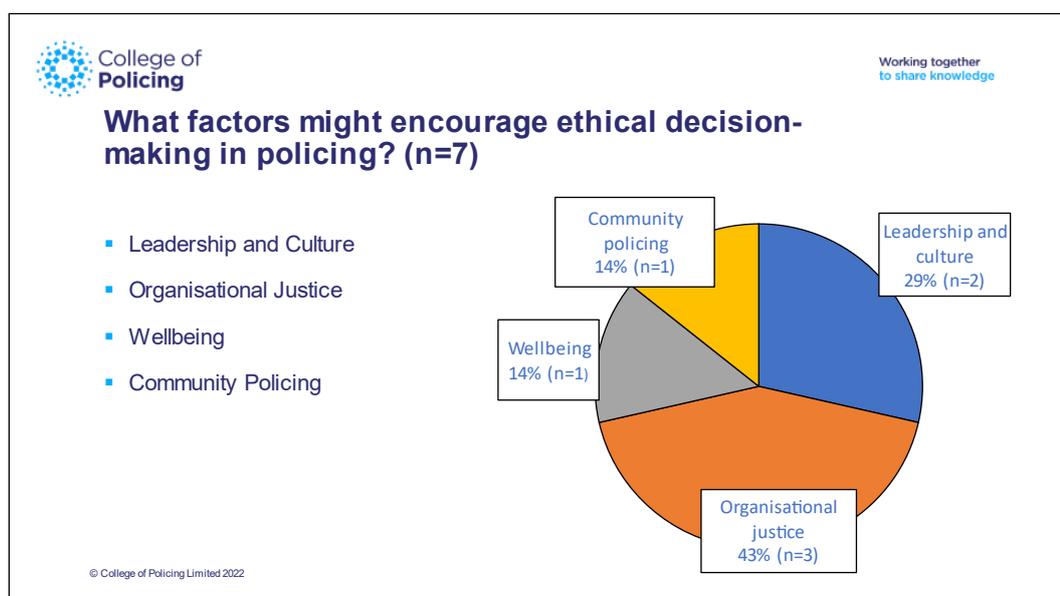
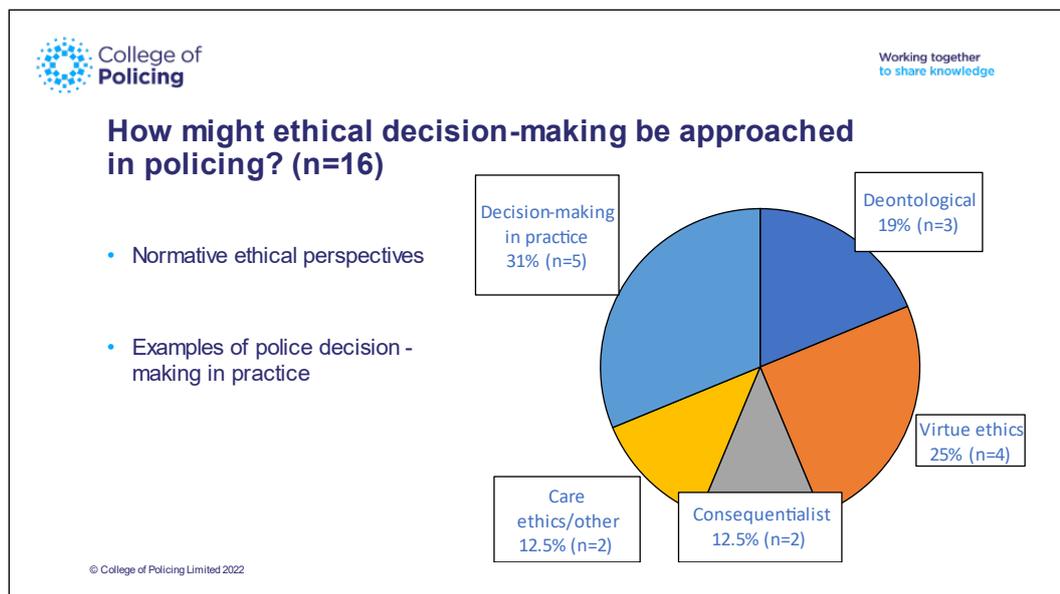
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What were the key themes?

- How might ethical decision-making be approached in policing?
- What factors might encourage ethical decision-making in policing?
- What interventions might support ethical decision-making in policing?
- What might encourage whistleblowing, peer reporting and active bystandership in policing?

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What might encourage whistleblowing, peer reporting and active bystandership in policing? (n=9)

Factors associated with intervening:

- Reporting
- Rewarding
- Punishing
- Communication

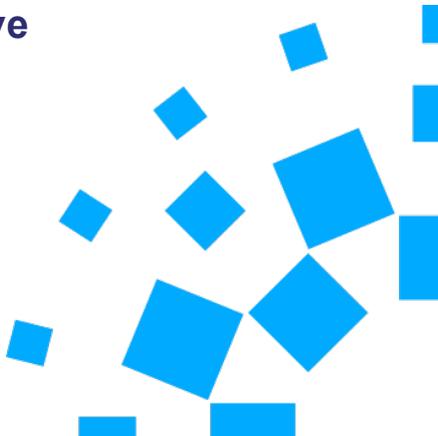


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An introduction to normative ethics

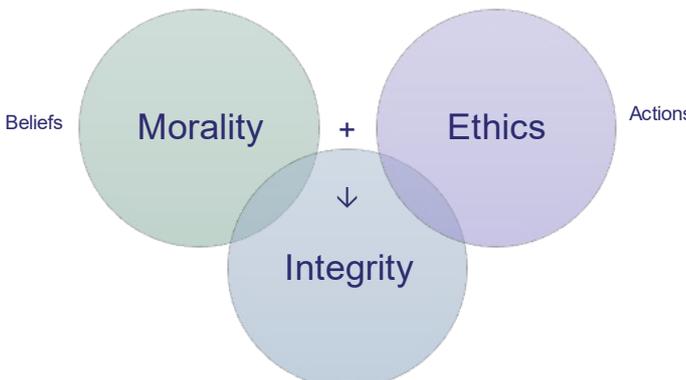


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Basic ideas



Beliefs Morality + Ethics Actions

↓

Integrity

Consistency between beliefs and actions

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1. The consequentialist perspective

- **Good outcomes:** The morality of a person's decision is based entirely on the consequences of that person's decision
- A rational cost-benefit assessment: 'the greatest good for the greatest number of people'
- Examples in policing:
 - Noble cause corruption
 - Harm reduction
 - What works
- Criticisms:
 - Prediction and mental arithmetic
 - 'Good'
 - Majority rule

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2. The deontological perspective

- **Good process:** The morality of a person's decision is based on whether that person followed 'the rules' they had an obligation to follow
- A duty to follow due process by applying 'universal laws' equally to everyone
- Examples in policing:
 - Rule of law
 - Oath of Attestation
- Criticisms:
 - Inconsistency
 - Consistency
 - Action
 - 'Administrative evil'

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3. The virtues perspective

- **Good character:** The morality of a person's decision is based on that person's character traits, and the extent to which those traits enabled them to achieve a particular end goal
- A competence in knowing what is 'good' and what characteristics are needed to be 'good'
- Examples in policing:
 - Policing Principles
 - Competency and Values Framework
- Criticisms:
 - 'Good'
 - Parameters
 - Differences
 - Similarities

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4. The justice perspective

- The morality of a person's decision is based on the fairness of the process the person used to make their decision, and the fairness of the outcome of that decision
- Criticisms:
 - 'Fairness'
 - Consistency
 - Inequalities

5. The care perspective

- The morality of a person's decision depends on the circumstances, and the extent to which that person has sought to be inclusive of and responsive to people's needs
- Criticisms:
 - Inconsistencies

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Any questions?

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The Policing Principles

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Afternoon agenda

- Initial reflections from reading
- Breakout session 1: developing the introductory text to the principles
- Plenary discussion and feedback
- Reflections from day 1

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Day two



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Review of the Policing Principles

April 25-26th 2022

Committee Meeting 2

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Day 2: What will we do today

- Reflections from yesterday
- Preliminary reflection of the introductory draft
- Consideration of next steps – development of principles
- Breakout sessions: 1) to identify key principles (using word cloud as starting point) and 2) unpacking those principles and drafting supplementary text

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Next steps

- Develop draft product
- Quality assurance of draft product
- Consultation
- Review of feedback
- **GC3**
- Publication process

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