



Thematic review of race and diversity in the Metropolitan Police Service

Final Report (Final Draft)

March 2004

Sponsor:

Sir John Stevens, Commissioner, MPS

Lead:

Tarique Ghaffur, Assistant Commissioner Specialist Crime, MPS



**METROPOLITAN
POLICE**

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EXECUTIVE SUMMARY

Background

The Metropolitan Police Service (MPS), one of London's largest organisations, provides policing services to a multiplicity of communities in one of the world's great capital cities. In this context, London is diversifying rapidly in terms of its range of cultures and peoples. The MPS has a particular responsibility to deliver services and conduct its external and internal workings with an unequivocal and demonstrable commitment to fairness and diversity. This is both in terms of the implementation of policy, via employment legislation, and the delivery of effective policing services by way of engendering the support and inclusion of all London's communities.

The importance of diversity

There is a moral, legal and business case for valuing diversity. The benefits of valuing diversity include improved understanding of communities, an enhanced reputation and cost savings through increased retention of staff and improved recruitment. As the MPS becomes more diverse and increasingly represents the communities of London, the organisation will have a greater ability to understand the communities it serves and polices.

Diversity covers a variety of elements, for example, race/ethnicity, religion/faith, sexual orientation, social status, poverty, physical disability, learning disabilities, mental health, age, gender/sex, new communities, non-English speaking groups, the unemployed and political beliefs. This list is not exhaustive but does show the extent of the challenges facing the MPS as it seeks to meet the policing needs and expectations of London's diverse communities. Diversity is a much wider concept than equal opportunities and presents a greater challenge for the organisation to achieve successfully.

In seeking to meet this challenge, the MPS, under the leadership of Sir John Stevens, has sought to demonstrate its commitment to race and diversity at policy level for a number of years¹. However, experience has shown that implementation of any change initiatives within an organisation of the scale and complexity of the MPS is not easy.

The impact of recent national and MPS events

These difficulties have been brought into sharper focus by a series of recent events, some of them on a national level such as the screening by the British Broadcasting Corporation (BBC) of the 'Secret Policeman' documentary, which portrayed overt racism at a police training establishment. Other events are localised to the MPS, for example the investigation of Superintendent Ali Dizaei, which led to widespread coverage in the national media on the grounds of disproportionality of treatment for minority officers. This was

¹ Particularly in the post-Lawrence Inquiry era

followed by critical public pronouncements by the MPS Black Police Association (BPA) about the perceived commitment of the Service to implement race and diversity policy at an operational level.

The MPS thematic review

In view of the concerns, and following recent meetings with the MPS BPA, the Independent Advisory Group (IAG) and the MPA, Sir John Stevens appointed Assistant Commissioner Tarique Ghaffur, QPM, (Specialist Crime Directorate), to conduct **a thematic and cross cutting review** of race and diversity issues in the MPS.

Whilst a range of diversity issues are reflected in this report, the author acknowledges that the focus of the review is on race and police officers, given the background of the Commissioner's request for the review.

This high level review has no legal status and is for strategic management purposes only. It does not seek to criticise individuals, or directorates, either explicitly or implicitly, but rather focuses on race and diversity policy and its implementation. The review focused on the following areas:

- Service delivery to London's diverse communities
- Internal workings, most particularly in relation to:
 - a. Recruitment
 - b. Recruit training at Hendon
 - c. Retention and progression of ethnic minority officers and staff
 - d. Career development
 - e. Complaints, grievance handling and fairness at work
- The MPS approach to the implementation of race and diversity legislation.
- Progress by the MPS on various internal and external reports on race and diversity.

Underpinning all of the above was a critical examination of leadership at all levels within the MPS.

A range of approaches were used to collate quantitative and qualitative information for the review including desk-top research, visits to relevant units, a critical review of policies, procedures and systems, one-to-one interviews and focus groups.

Findings and Conclusions

The findings of the review demonstrate that the MPS has made huge progress in recent years in providing a tailored, first-class service to London's

diverse communities. However, significant problems still face the MPS, particularly under-representation of officers throughout the organisation and the aspects of disproportionality demonstrated in this report.

The same level of vigour must be applied to improving the organisation's internal processes. The MPS approach must:

- Value individuality and difference to a far greater extent.
- Be more person-centred and less procedural.
- Focus on creating and developing strong leaders, for whom diversity is a central tenet.
- Be more dynamic in finding creative, innovative, staff-friendly, 'diversity-proofed' solutions to problems.

The recommendations in the report provide avenues for both short-term improvements and longer-term advances. Ultimately, the benefits derived from undertaking the review will only be realised if the recommendations are considered seriously by relevant stakeholders and actioned in a co-ordinated manner.

We should not lose sight of the advances made by the MPS since the public inquiry into the death of Stephen Lawrence. However, an organisation as important and high-profile as the MPS can never become complacent if it hopes to achieve its ambitions of making London the safest major city in the world.

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1. INTRODUCTION

1.1 Background

The Metropolitan Police Service (MPS), one of London's largest organisations, provides policing services to a multiplicity of communities in one of the world's great capital cities. In this context, London is diversifying rapidly in terms of its range of cultures and peoples. Two of the main contributing factors are the globalisation of business practices and European integration. Furthermore, geopolitical conflicts throughout East Asia, Africa and the Middle East have displaced many helpless victims who seek economic stability and reassurance in the West. As a consequence of these significant but turbulent historical processes, London's population becomes ever more diverse and its policing challenges ever more complex.

The MPS has a particular responsibility to deliver services and conduct its external and internal workings with an unequivocal and demonstrable commitment to fairness and diversity. This is both in terms of the implementation of policy, via employment legislation, and the delivery of effective policing services by way of engendering the support and inclusion of all London's communities.

1.2 The case for diversity

Under these circumstances, the moral and legal case for valuing race and diversity is compelling and there is also a fundamental and irrefutable 'business case' for this approach. The business benefits of diversity have been outlined recently in Her Majesty's Inspectorate of Constabulary's (HMIC) report 'Diversity Matters' (2003). These include improved understanding of communities, an enhanced reputation and cost savings through increased retention of staff and improved recruitment. As the MPS becomes more diverse and increasingly represents the communities of London, the organisation will have a greater ability to understand the communities it serves and polices.

This business case is supported at all levels of government, central and local, the Metropolitan Police Authority (MPA) and the Mayor of London. The business benefits of diversity are also highlighted in the management and organisational literature. These include improved ideas generation, enhanced creativity and innovation and improved understanding of customer and client needs.

Diversity covers a variety of elements, for example, race/ethnicity, religion/faith, sexual orientation, social status, poverty, physical disability, learning disabilities, mental health, age, gender/sex, new communities, non-English speaking groups, the unemployed and political beliefs. This list is not exhaustive but does show the extent, and the complex nature, of the challenges facing the MPS as it seeks to meet the policing needs and

expectations of London's diverse communities. Diversity is a much wider concept than equal opportunities and presents a greater challenge for the organisation to achieve successfully.

In seeking to meet this challenge, the MPS, under the leadership of Sir John Stevens, has sought to demonstrate its commitment to race and diversity at policy level for a number of years² by way of a range of policies, strategies and initiatives. However, experience has shown that implementation of any change initiatives within an organisation of the scale and complexity of the MPS, together with a demanding operational culture, is not easy. This difficulty is readily acknowledged by Sir John Stevens and the members of his Management Board.

1.3 The impact of recent national and MPS events

These difficulties have been brought into sharper focus by a series of recent events, some of them on a national level such as the screening by the British Broadcasting Corporation (BBC) of the 'Secret Policeman' documentary, which portrayed overt racism at a police training establishment.

Other events are localised to the MPS, for example the investigation of Superintendent Ali Dizaei, which led to widespread coverage in the national media on the grounds of disproportionality of treatment for minority officers. This was followed by critical public pronouncements by the MPS Black Police Association (BPA) about the perceived commitment of the Service to implement race and diversity policy at an operational level. The BPA also produced a confidential report, which was submitted to Sir John Stevens, outlining specific concerns about the treatment of ethnic minority staff. The report, entitled '*What is happening to our ethnic minorities?*', leaves no doubt about the dissatisfaction of some MPS staff from ethnic minorities and their perceptions of unfair treatment and a lack of equality of opportunity within the MPS. The withdrawal of recruitment support by the BPA and its planned march in central London added focus to the need to confront these complex issues. In short, the evidence suggests that if sustained improvements are not made there is the potential for a crisis of confidence within areas of service delivery, recruitment, retention and the career development of ethnic minority staff.

These events gave rise to political concerns which in turn have led to an independent inquiry commissioned by the Metropolitan Police Authority (MPA) and the announcement by Trevor Philips that the Commission for Racial Equality would use its statutory powers to investigate police training.

Whatever the outcome of these inquiries and other parallel investigations being carried out by the Association of Chief Police Officers (ACPO) nationally, it is quite apparent that unease remains high within certain minority communities and significant challenges still face the MPS.

² Particularly in the post-Lawrence Inquiry era

2. THE MPS THEMATIC REVIEW

2.1 The purpose of the review

In view of the concerns, and following recent meetings with the MPS BPA, the Independent Advisory Group (IAG) and the MPA, Sir John Stevens appointed Assistant Commissioner Tarique Ghaffur, QPM, (Specialist Crime Directorate), to conduct **a thematic and cross cutting review** of race and diversity issues in the MPS. In turn, AC Ghaffur set up a small working group, led by Commander Ian Carter, to conduct the review.

Whilst a range of diversity issues are reflected in this report, the author acknowledges that the focus of the review is on race and police officers, given the background of the Commissioner's request for the review.

This high level review has no legal status and is for strategic management purposes only. It does not seek to criticise individuals, or directorates, either explicitly or implicitly, but rather focuses on race and diversity policy and its implementation: the processes, systems and procedures within which the MPS operates and the organisational issues which affect provision of policing services to London's diverse communities.

The review focused on the following areas:

- Service delivery to London's diverse communities
- Internal workings, most particularly in relation to:
 - f. Recruitment
 - g. Recruit training at Hendon
 - h. Retention and progression of ethnic minority officers and staff
 - i. Career development
 - j. Complaints, grievance handling and fairness at work
- The MPS approach to the implementation of race and diversity legislation.
- Progress by the MPS on various internal and external reports on race and diversity.

Underpinning all of the above was a critical examination of leadership at all levels within the MPS. Sustained clear leadership and commitment from the top of the organisation to race and diversity issues are vital for the success of any activity aimed at improving operational performance and in delivering cultural change.

2.2 Methodology

The following is an overview of the methodology used to conduct the review:

- A comprehensive desktop review of relevant documents relating to the areas under examination.
- Personal visits to relevant units and a 'walk through' of related processes conducted by Assistant Commissioner Ghaffur, Commander Ian Carter and members of the working group.
- Collection and critique of policy, procedures, systems, initiatives, issues raised by various staff and representative organisations.
- Examination of the 'Secret Policeman' programme, to look at the issues raised in the context of learning for the MPS.
- Debriefing of key managers and staff within the Human Resources, Diversity and Professional Standards Directorate.
- Focus groups with various representative groups and borough Commanders.
- Re-examination of all previous reports and their recommendations relating to race and diversity.

2.3 Acknowledgements

The members of the working group would like to place on record their appreciation of the assistance given, and contribution made, by the following people in connection with this review:

- Martin Tiplady, Director of Human Resources.
- Commander Steve Allen, Head of the Metropolitan Police Service Diversity Directorate.
- John Azah, Chair Independent Advisory Group.
- Denise Milani, Director of the Development and Organisational Improvement Team.
- Deputy Assistant Commissioner Steve Roberts, Detective Chief Superintendent Shaun Sawyer and Detective Superintendent Maxine De Brunner, Directorate of Professional Standards.
- Commander Shabir Hussein, Director for Training Development and T/Commander Steve Grainger.
- Chief Inspector Leroy Logan, Chair MPS BPA. (Pre-report consultation)
- Representatives from MPS Staff Associations and Network Groups. (Pre-report consultation)
- Neil Jacobs, Principal Consultant, Internal Consultancy Group.

2.4 Consultation

The first draft of this report was forwarded to the Commissioner, Sir John Stevens and the Deputy Commissioner, Sir Ian Blair. It was then circulated to Management Board, senior police officers and police staff, Staff Associations and other network groups. It was also circulated to the Metropolitan Police Authority, Commission for Racial Equality, the Home Office, the Association of Chief Police Officers (ACPO) and the Independent Advisory Group for comment.

The responses to the report have been considered, and many of the responses have drawn attention to the lack of consultation prior to its submission to the Commissioner. Other feedback varied from general praise to expressions of concern regarding the lack of attention paid to the other axes of diversity apart from race, as well as broad statements of disagreement with the main conclusions and recommendations made within the report. This serves to emphasize the complexities of the issues the report has sought to address. Where appropriate this draft has been altered to reflect some of the feedback.

3. SETTING THE CONTEXT

Before outlining the findings of the review, this section aims to set the context for the findings by describing the changing profile of London, the historical and organisational context of policing and the MPS's main achievements to date in the arena of race and diversity.

3.1 The changing profile of London

London is home to an increasingly diverse mix of people and cultures. Members of ethnic minority groups make a huge contribution to the economic, social and professional life of London. The government and the most informed social and fiscal commentators now accept the net profit that immigration has brought to the UK and London. They are arguing explicitly for a proactive immigration policy based on the acquisition of key skills to sustain and develop the British economy in the future.

Within the foreseeable future it is anticipated that over 50% of London's population will be from ethnic minorities. The diverse nature of London's boroughs is reflected in recent census information, for example the majority of residents within the boroughs of Newham and Brent are from self-defined ethnic groups other than white British. When looking at younger age groups in the same London boroughs, the statistics show a significantly higher population of ethnic minority people of school and working age.

The arrival of new communities has an associated impact upon central and local government policy *per se*, including the areas of immigration, social policy and policing. New immigration, whether economic or otherwise, is putting pressure upon the local government infrastructure in the areas of housing, social services, employment and education. If these sensitive areas of public policy are not properly planned for, resourced and evaluated, community relations within London's neighbourhoods could become destabilised. Consequently, this could lead to increased demand for police services. In addition, lack of co-ordination of these services will leave some new communities vulnerable and open to exploitation by organised crime from within and outside those communities.

These factors are compounded by the emerging but well researched phenomenon of disaffected young men, from minority groups in particular, facing what can be described as a 'quadruple disadvantage': unemployment, deprivation, lack of role models and discrimination/racial stereotyping. These very factors often mean that these young men are disproportionately represented within policing and criminal justice statistics.

3.2 The historical and organisational context of the MPS

The historical basis of policing has many virtues and the MPS has a worldwide reputation in terms of policing style and structure. In recent years it has received national and international acclaim for the manner in which it has

policed events such as the Queen’s Jubilee, the Notting Hill Carnival and a range of protest marches.

However, a series of critical and tragic incidents over a number of years has not reflected well on the MPS. The Brixton riots in the 1980s caused significant economic damage to London and exposed the gap between the black community and the police. The consequence for policing was immense and led to the Scarman Report in 1983. Furthermore, the Stephen Lawrence Inquiry report (1999) found the MPS to be institutionally racist and was the catalyst for major change in the organisation.

Policing within London presents huge challenges. Within the Metropolitan Police district, the diverse community profiles are unique and extremely complex creating a volatile operational context. The presence of strong national political institutions and the international media presence in London add further to the policing challenge. Furthermore, the presence of ideological and interest groups makes the MPS’s actions subject to constant scrutiny and levels of operational accountability not present elsewhere in this country. Terrorism, serious crime and large-scale public disorder are a constant threat. Whilst the monolithic nature of the organisation is still a factor, the intensity and volume of ‘local’ crime and incidents are greater than anywhere else in the country.

History has left a cultural and organisational legacy on the MPS. The Service was formed on the basis of classical, hierarchical, bureaucratic and militaristic procedures and deference to rank and position. This approach to the provision and delivery of public and policing services has led to several internal and external led programmes, the most recent being the Police Reform programme initiated by the Government.

On appointment as the Commissioner of the Metropolis, Sir John Stevens initiated a radical programme of change. Mission, Vision and Values for the MPS were identified (see Figure 1).

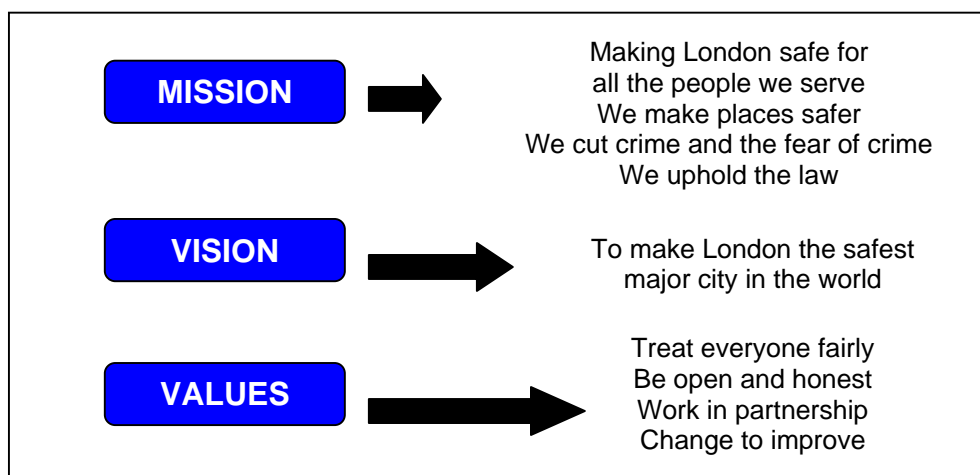


Figure 1: MPS Mission, Vision and Values

Borough-based policing was put at the heart of service delivery. In quick time, 64 divisions were collapsed into 32 boroughs plus Heathrow. This change was supplemented with the creation of a single Territorial Policing Command that incorporates a cluster of Commanders and Pan London operational support units.

At the strategic level, functions were collectively grouped to support territorial policing, crime support and corporate development with the centralisation of a number of functions including media, inspection and review, complaints and murder investigation. Resources allocated to deal with strategic areas relating to integrity, diversity and murder investigations were increased. Arrangements were put in place to support the assimilation of police staff into the MPS and the new Police Authority for London was created.

Corporate governance and development frameworks were put in place to deal with Performance Management, Policy Development, Bureaucracy, Information Technology, Personnel and Resource Management. These are summarised in the MPS 10 points Agenda for Action (see Figure 2).

- | MPS - 10 POINTS AGENDA FOR ACTION | |
|--|--|
| 1. | Cut crime and fear of crime |
| 2. | Concentrate on policing at a local level |
| 3. | Gain confidence of all sections of the community by listening, understanding and meeting their needs |
| 4. | Work with all our partners to meet those needs |
| 5. | Lead and support our professional staff to deliver a truly professional service |
| 6. | Be performance led |
| 7. | Operate clear standards and achieve best value from our resources |
| 8. | Be open, honest and transparent |
| 9. | Make best use of technology |
| 10. | Recognise the need to embrace change to improve our performance |

Figure 2: MPS 10 points agenda for action

The MPS has continued the momentum for change. The Step Change programme, led by Deputy Commissioner Sir Ian Blair, seeks to provide ward based policing comprising teams of police officers and police community support officers to be more visible, responsive and aware of the needs of local communities. More specifically, these changes should allow for a more tailored range of services for diverse communities, rather than the 'old approach' that the community is the recipient of a 'one size fits all' service.

3.3 Race and diversity: achievements to date

The Stephen Lawrence Inquiry Report (1999) labelled the MPS as an institutionally racist organisation. This led to critical self-examination of its approach to race and diversity issues. Since then significant improvements have been implemented, some of which have received national and international recognition. A summary of these is presented in **Appendix A**. The initiatives have fostered an atmosphere of unprecedented openness and transparency, showing a willingness to learn from the lessons of recent years.

Whilst the MPS has not carried out a comprehensive, formal evaluation of key results and outcomes arising from race and diversity initiatives delivered to date, some examples of progress made by the MPS have been summarised under McKinsey's 7-S framework³:

Strategy

- Comprehensive Diversity Strategy in place
- Significant buy in to the Diversity Strategy by external stakeholders
- Independent oversight of the MPS by representative advisory groups

Style

- MPS is more open and transparent in delivery of services
- MPS consults more widely with London's communities
- MPS is moving towards becoming an inclusive and learning organisation

Shared values

- MPS has a greater understanding of the policing needs and expectations of London's diverse communities
- MPS values the need for partnership working with diverse communities
- MPS recognises the importance of creating a diverse workforce

Structure

- Community Safety Units provide specialist response to Hate Crime
- Diversity Directorate focuses on sustaining the Diversity Agenda
- Positive Action Team proactively manages recruitment initiatives

Systems

- Process in place to monitor Diversity Strategy progress
- System in place to monitor ethnic minority statistics in key areas
- Systematic approach towards management of critical incidents and hate crime

Skills

- Majority of MPS staff have received diversity training
- Managers have received training to deal with critical incidents involving vulnerable communities
- Leadership development programmes implemented by the DOIT team

Staff

- MPS has attracted a record number of ethnic minority police officer applicants
- Police Community Support Officers are a beacon for minority representation
- Increased participation of Staff Associations and network groups

³ From In Search of Excellence by Thomas J Peters and Robert H Waterman Jr (1982).

When combined together, the improvements made by the MPS in recent years have put the organisation at the forefront of providing a quality, tailored service to the diverse communities of London. This has been achieved primarily through an open and transparent approach, together with a much more sophisticated understanding of the communities that the MPS serves. The MPS is also now more accountable for the policing functions it provides and the way it operates since the introduction of the MPA and the London Mayor. Whilst acknowledging the huge organisational improvements in recent years, the events mentioned previously demonstrate there is still much more to be done.

4. FINDINGS: INITIAL ACTIONS IN RESPONSE TO THE SECRET POLICEMAN

The filming of the BBC documentary 'Secret Policeman' generated a significant amount of negative publicity for the police service. It was an important priority for the working group to conduct a comprehensive risk assessment of the current environment under which the Recruit Training School at Hendon operated. The working group conducted a risk assessment of the relevant issues and through a weekly HR action group chaired by Mr Martin Tiplady, Director of Human Resources, an action plan was immediately put in place. The action plan is shown in **Appendix B**.

The following is the summary of main actions implemented:

- The requirement for recruits to sign up to a 'principle of behaviour' agreement and to enhance the emphasis on reporting of wrongdoing.
- Referees are now asked to provide comments regarding candidates' appreciation of diversity issues.
- The introduction of a telephone number on application forms to enable referees to provide anonymous and confidential information regarding candidates.
- Support of national requirements to provide a central database for all unsuccessful candidates against national recruitment standards.
- The introduction of monthly focus groups between training school managers and ethnic minority recruits.
- Exploration of the introduction of potential recruit home visits and contracts of employment.

The next step for the working group was to critically examine the progress made by the MPS in relation to race and diversity under a number of distinct areas:

- a) Effectiveness of service delivery to London's diverse communities.
- b) Appropriateness and inclusiveness of internal processes namely recruitment, recruit training, career development, retention, grievance and complaints handling.
- c) Leadership approaches and style.
- d) Response towards meeting legal responsibilities.
- e) Status with regard to the implementation of previous reviews and inspection reports on race and diversity.

This approach allowed the review to consider race and diversity issues across the whole of the MPS in addition to examining specific issues in more detail.

5. FINDINGS: EFFECTIVENESS OF SERVICE DELIVERY

The working group critically examined the way in which the MPS delivers its policing services to London's diverse communities and its effectiveness including future challenges.

The British policing ethos has long been one of 'policing by consent' and providing a 'quality of service' to meet community expectations. This approach is not just about the need to deliver good quality services. It is about the overarching need for individuals and communities to help to 'police themselves' and to co-operate with the professional police to this end. The police have long recognised that most information that leads to arrests and detentions, or the prevention and disruption of crime emanates from within communities. It is critical that the police have the confidence of the communities they serve or the overall effectiveness of policing diminishes.

As highlighted previously, the demographic and racial profile of those who consent to be policed in London has changed radically. Many of those now policed come from different cultural backgrounds and the task becomes ever more difficult to achieve good community relations that in turn feed the process of intelligence development, detection and prevention. Given the changing complexity of serious crime in London in past decades, and the ever present threat of terrorism, the 'consent' of communities is now as important as it has ever been if British policing is to meet the challenges of the 21st century.

The borough based policing approach, superimposed with specialist teams and change initiatives such as the Step Change programme, are key drivers in meeting the policing expectations of London's diverse communities. The MPS should justifiably be proud of its achievements in the post Lawrence era (summarised in Appendix A).

Public confidence in the way that the MPS delivers its services remains comparatively high. One of the contributing factors to this is the specific response that the MPS has introduced to tackling race hate crimes through the Diversity Directorate. As part of its response, the MPS periodically conducts proactive operations targeting race hate crimes. However, the MPS recognises the need to improve its clear up rate for race hate crimes, which currently stands at 22.2%.

Notwithstanding the significant achievements, in the opinion of the working group a number of challenges remain for the MPS in the arena of service delivery.

5.1 Stop and search

Stop and search is still a contentious issue. There has been a huge amount of examination, the most recent being the MPA scrutiny of stop and search and the Stephen Lawrence Inquiry Report. In summary, there are mixed reviews

of the outcomes in terms of its operational effectiveness, its disproportionality and the problems of data capture and recording.

Recent developments have included implementation sites in Hackney and Tower Hamlets with the introduction of the MacPherson Inquiry's Recommendation 61 (the recording of all stops regardless of whether the encounter results in a search) and the introduction of mobile data terminals to provide immediate records for those subjected to the use of such powers.

However, for minority communities, particularly black and Asian communities, it remains a massively contentious issue that intrudes in the quality of daily life. There also remains confusion about the MPS's position on random stops and searches.

Despite these developments there is an urgent need for the MPS to clarify its position. In doing so consideration could be given to emerging approaches such as the notion of accrediting stop and search, i.e. only officers who have been trained to a certain standard and accredited should be allowed to perform stop and search functions. Alternatively, stop and search could be treated as an intrusive activity, which requires authority levels from first line supervisors, or limiting stops to intelligence-led approaches only. The outcomes of the MPA scrutiny are central to this, but the current position is not sustainable.

Recommendation 1: The Diversity Directorate clarifies the MPS's position and approach in respect of stop and search.

5.2 Quality of service issues

Diverse communities have differing needs and expectations of policing services. It is accepted that not all needs and expectations can be met but the quality of service could be enhanced by not what we do but how we do it.

In this context it is not sufficient to provide the same service to everyone. The MPS has successfully introduced a bespoke approach in the manner with which hate crime is delivered. Borough based Community Safety Units (CSUs) were launched in 1999 to offer support and protection to anyone targeted due to their race, colour, religion, sexual orientation, disability, or to anyone who has experienced domestic violence. CSUs, which fall under the remit of the Diversity Directorate, offer a full range of services to those suffering the hurt of hate crime. Specially trained staff on the units provide a full multi-agency support network for victims, while providing a guaranteed standard of service across London. The introduction of third-party reporting schemes make it easier for victims of hate crime to report offences through routes in which they are more comfortable and confident.

Another success that demonstrates the MPS's unique tailored approach to serving London's diverse communities is Operation Trident. Operation Trident has established itself as a major force for tackling shootings within the black community and now has a London-wide, national and international

reputation. This is indicative of the MPS's commitment to fighting crime in London and providing an effective, community-oriented service.

Notwithstanding the above, one continues to hear complaints regarding call handling, counter services and information provision after crimes have been reported. Some communities such as small businesses, for example shops, chemists and off licences and professions, such as GPs in inner city areas, work in an environment where the risk of racial attacks is greater. They require more of a tailored service such as quicker response to 999 calls. The MPS has not been sufficiently proactive in keeping victims informed about the progress of investigations. However, as more officers from diverse communities join the organisation, there should be an increase in the levels of empathy due to similar life experiences that individuals will bring to their role as police officers.

Most Londoners, when asked, hold their police in high regard and with levels of respect comparable with other professions. Rather worryingly the level of satisfaction often declines after contact. It is evident that the expectation of what can be achieved in terms of crime detection is often realistic but courtesy and empathy at the point of contact is crucial in gaining public support and confidence.

The working group is of the opinion that due to differing needs, varying levels of knowledge of police services and vulnerability, the MPS must clearly specify and communicate its minimum and maximum standards of service delivery in respect to call handling, crime management, counter services and victim care.

Recommendation 2: Consideration should be given by the Deputy Commissioner's Command to the development of service standards to meet the needs and expectations of London's diverse communities. Standards for call handling, crime management, counter services and victim care should be devised.

5.3 New communities, new challenges

There continues to be an insatiable demand for police officers on the beat. The recent increases in officer establishment are extremely welcome and the Step Change programme has the political support to see 35,000 police officers and community support officers in a ward-based, problem-orientated and intelligence-led approach for all London boroughs in the medium term.

Due to economic migration, asylum and increased freedom of movement, significant increases in new communities from Africa, South and East Asia, Eastern Europe have settled in London, changing the demographic make-up of the capital. The migration is also providing huge opportunities for organised criminals. We have seen massive growth in immigration-related crime such as human trafficking and exploitation. Many communities have no community and partnership structures and criminals are exploiting their vulnerability.

The work of the MPS's Specialist Crime Directorate has identified source countries that impact on corresponding community patterns in London. One example is the identification of victims and perpetrators coming from the same communities. To illustrate this, the MPS has recently been involved in an operation where Chinese criminals were smuggling Chinese Nationals into London for unlawful purposes. The MPS has also experienced a significant increase in the instances of kidnapping involving Eastern European communities in London.

The MPS's successes in initiatives such as Operation Trident have been due to robust enforcement, community involvement and partnerships with law enforcement agencies and other partners. Similarly, the MPS needs to reach out to new communities and establish links to support enforcement and partnership initiatives.

Recommendation 3: The Step Change team should clarify how serious and organised crime will be closely aligned with ward-based and borough teams tasked with providing policing to the diverse communities of London.

Continued success is also reliant on the ongoing involvement and development of independent advisory groups (IAGs). A number of these groups have been set up in the MPS including the Trident IAG, the Operation Sapphire IAG, the Safeguarding Children IAG and the Lesbian, Gay, Bisexual and Transgender Advisory Group. This investment has provided the MPS with a process for independent scrutiny, advice and the provision of expert knowledge. However, both central and local IAGs need to be developed further to ensure a wider, more diverse representation and to be more inclusive.

Recommendation 4: Corporate and local IAGs need to be more representative of London's new communities. The MPS should also create an IAG database.

To enable the MPS to continue to serve London's diverse communities effectively, a more detailed classification system needs to be used to record both the ethnicity of officers and staff as well as victims, perpetrators and members of the public that come into contact with the police, for example through Stop and Search. The classification system should allow for newer communities in London to be represented and should be wider than the current '16+1' system. Such a system would provide much richer management information to improve decision-making.

Recommendation 5: Introduce a wider, more detailed classification system for ethnicity to represent London's new communities as well as existing communities .

5.4 Future proofing: The importance of young people

Whilst this report focuses primarily on race issues, the importance of winning the trust and support of our young people, who represent London's future, is critical to the success of the MPS. In recognition of this, the MPS's five-year Youth Strategy was launched by Territorial Policing on 7th March 2003. The strategy sets out the MPS's policy to reduce youth crime and youth victimisation, emphasising the importance of a partnership approach. The strategy is based on the MPS policing model (intelligence, investigation, diversion, problem solving, forensics and targeting) and its primary aim is to reduce, as far as possible, the chances of young people becoming involved in crime. Delivery of the strategy will be achieved through a yearly action plan produced by the MPS Community Safety and Partnership Unit.

The MPS strongly recognises the need to future proof its approach to race and diversity by taking an inclusive approach to understanding and working with young people from a range of diverse backgrounds and ethnic minority communities. Initiatives to achieve this are progressing through the introduction of the youth volunteers' scheme and the BPA's leadership scheme in Paddington, which is both visionary and exciting. The scheme is part of the BPA's 'A New Life for Paddington' initiative and consists of a six-day residential leadership programme run at Hendon. The objective of the course is to develop the confidence and leadership skills of young black people. Innovative techniques such as video conferencing with peer groups in the USA, South Africa and Jamaica help to ensure that the scheme meets its aims.

A more recent initiative is the formation of the Met Youth Advisory Group (MYAG), which was introduced into the MPS in 2003. The idea of the MYAG was conceived by the MPA's lead on youth matters, Cecile Wright. Since the first workshops held in April 2003, attended by over 100 14-18 year olds, the MYAG has elected its own chair and committee members and has been consulted on a variety of issues including:

- Gun crime.
- The use of sniffer dogs in schools.
- Stop and search.
- The 'Safer Surfing' campaign.

However, the fact remains that:

- A high proportion of young people become victims of crime.
- A greater number of young people are reflected in the Criminal Justice System.
- A higher proportion of young people from ethnic minority groups fall in the category of disadvantaged.

- More and more young people are disassociating themselves from mainstream activities.

Whilst the MPS has developed a Youth Strategy focused on crime, it does not have a coherent approach to youth involvement or building for the future. The MPS needs to become more proactive in engaging the young people from London's diverse communities. We need to start building confidence in the police in young people and recognise that today's children are our future police officers and police staff. As mentioned previously in this report, initiatives should be tailored specifically to meet the needs and interests of our different communities.

Some ideas for inclusion in this strategy are:

- The re-introduction of full-time cadets complementing Voluntary Cadet Corps.
- Youth placement schemes.
- Building on the success of the BPA's leadership scheme for other communities.
- Working in partnership with relevant agencies, particularly education, to develop training packages and access course for young people.
- Rewarding our own employees for developing local initiatives for young people in their own communities.
- Scholarship and sponsorship programmes for young people.

Recommendation 6: The MPS should develop a coherent strategy on youth involvement within the MPS including recruitment, placement schemes, crime prevention and volunteerism. This strategy should be developed through consultation with the Met. Youth Advisory Group and London's young people.

6. FINDINGS: APPROPRIATENESS AND INCLUSIVENESS OF INTERNAL PROCESSES

6.1 Recruitment

In forward-looking organisations, recruitment of staff is considered a dynamic, mainstream activity that acts as a showcase to get a strong flow of talent into the organisation. A quality recruitment experience ensures the reputation of the organisation is enhanced and therefore provides impetus upon which others follow suit and staff are retained.

In terms of race and diversity the process should be open, transparent and flexible enough to attract the most gifted and skilled candidates from visible ethnic minority groups, sought by other private and public sector organisations. The MPS operates in a competitive market for such candidates and thus its recruitment processes must be streamlined and effective at identifying those with the best potential and fair. We also need to ensure that we can attract officers and staff from a range of economic backgrounds and communities.

The working group conducted an analysis of the recruitment trends for visible ethnic minorities within the last five years and an examination of the statistics for the last twelve months was undertaken.

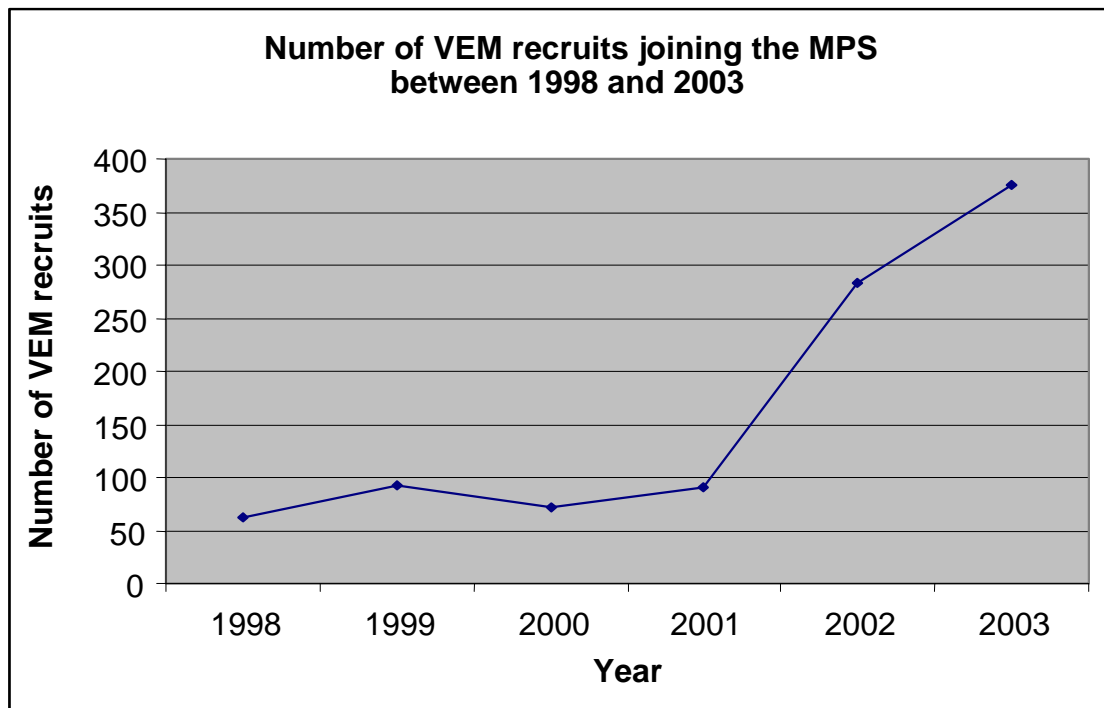


Figure 3: Number of VEM officers joining the MPS between 1998 and 2003

As Figure 3 shows, the number of visible ethnic minority officers joining the MPS has grown significantly over the last five years. However, the overall

percentage of visible ethnic minority officers currently serving in the MPS is only 6.18%. As of 12th January 2004 there were 29,842 police officers in the MPS of which 1,845 were from visible ethnic minorities. The proportion of visible ethnic minority officers continues to grow and encouragingly, in the December 2003 recruit intake of officers, 29.4% were from visible ethnic minorities.

6.1.1 Police recruitment eligibility requirements

The MPS's current recruitment process adopts the eligibility criteria and practices linked to the National Recruitment Standards (Home Office Circular 48/2001). The process was fully implemented by the MPS in September 2003 and encourages applications from potential candidates between 18 and 55 years old. They must be a British or European Union national or a Commonwealth or foreign national resident in the United Kingdom and free of restrictions in terms of rights of residence and work, a right which requires a five year period of residence. Potential candidates should be free of criminal convictions although, in practice, discretion on a case by case basis is made for spent minor convictions. Additionally candidates must not be bankrupt, the subject of county court judgements or excessive personal debt.

Currently, the HR Directorate does not routinely collect statistics showing the precise ethnic breakdown of all police officer or police staff applicants. In light of this, the working group is unable to reach any definitive conclusion on race and diversity issues. However, the working group proposes that the application criteria, in particular residence requirements, could become a constraining factor in attracting sufficient candidates from diverse communities who may not meet the eligibility criteria.

A number of other public sector organisations, including the health service and education, are now recruiting staff from a range of other countries. They have been able to do this by using the 'work permit' system. The MPS has an opportunity to broaden the diverse make-up of the organisation through this route. The MPS should also target London's new communities to market the organisation and to attract candidates. To do so, it needs better source information on new communities in London.

Recommendation 7: Consideration should be given to bring about changes in police regulations to allow police officers to be recruited from a wider range of communities for example by issuing immigration-approved work permits.

6.1.2 Pre-recruitment procedures and application forms

The working group critically examined the MPS's pre-recruitment procedures and application forms with a view to ascertaining their suitability from a race and diversity perspective. The findings are summarised as follows:

- Police recruitment adverts are well planned and represented. They are placed over a large spectrum of the minority press including Asian Voice, Black Heritage, Muslim News, Zone East and Sing Tao.

- Recent campaigns have included the use of close family members highlighting their pride in relatives that have joined the MPS. Role models have been used in selected advertisements. These campaigns are compiled after consultation with the Staff Associations and advice has recently been provided by the BPA for a salon media campaign aimed at 90 hair studios across London, although this is primarily an anti-drugs and gun crime theme campaign. The working group considers this to be good practice. This is backed up by the awards that the MPS has received for its advertising. In addition, there are other innovative schemes that are to be applauded, such as the Christian Police Association's securing of significant promotional radio air time promoting community confidence and trust in the MPS to an increasingly diverse audience.

Recommendation 8: Minority press advertising should continue and appropriate funding should be provided to extend the campaigns to minority radio and television channels.

- The application stages for entry into the service are thorough and well organised. Application packs can be obtained from a number of sources including police stations, the Internet and by calling a dedicated telephone number at Hendon.
- Respect for race and diversity is one of the seven key elements within the national competency framework for constables. Within the initial application form applicants are asked to provide written evidence of four life experiences, one of them under the heading 'Respect for Race and Diversity'. This is marked by accredited assessors against a structured scoring matrix. The matrix allows for the identification of 'concerns' and only success at this stage allows progression to the next. The working group considers there is ample opportunity within the application form for the applicant to evidence commitment to diversity and therefore recommends no change.
- Pre-entry inductions are considered to be especially helpful for would-be applicants from some minority groups, i.e. those who may not have the same level of knowledge and experience of the organisation as applicants with families that have lived in the United Kingdom for generations and who may also have friends or family members in the Service.

Recommendation 9: Consideration should be given to increasing pre-entry familiarisation visits to the MPS for applicants who do not have historical or current knowledge of the workings of the MPS. Consideration could also be given to designing a virtual tour available through the Internet.

- At the pre-entry stage there should be a presentation that sets out the MPS's Mission, Vision and Values, and states exactly what the MPS expects in terms of performance and behaviour.

Recommendation 10: Consideration should be given to making the video on recruit training available on the MPS website, for the benefit of potential candidates and members of the community.

- The initial application stage presents us with a unique opportunity to collect a wide range of personal data including languages and life skills. This should then become the embryonic stage of an MPS employee's personal file.

Recommendation 11: The HR Directorate should design an additional section to insert into the application form to capture a wider range of personal skills and experience.

6.1.3 Selection process

In September 2003, the MPS moved to the National Recruit Standards. The first stage of the selection process is a competency-based application form, where candidates are required to provide written evidence of performance against a number of job-related competencies from the National Competency Framework. Candidates who are successful at the application stage go on to attend a selection centre at Hendon. The MPS now uses the National Recruit Selection Centre process to assess candidates. This comprises sub-tests 3 (numeric reasoning) and 4 (verbal logical reasoning) of the Police Initial Recruitment Test (PIRT), two written tests, interactive role-plays and a structured interview. Candidates are also required to complete a medical and physical examination and provide fingerprints. Ultimate selection is dependent on security vetting, financial and business interests and reference checks for candidates who have been successful at the selection centre.

Early data from the new selection process indicates the following:

- Overall, roughly equal proportions of visible ethnic minority and white candidates are successful at the application stage of the process, although visible ethnic minority males generally perform poorest on the application form.
- The failure rates of visible ethnic minority candidates are disproportionately higher than for white candidates at the selection centre. The disparity in pass rates between visible ethnic minority candidates and white candidates is no better under the new system compared to the previous selection process.
- There is a higher drop-out rate during the selection process amongst visible ethnic minority candidates compared to white candidates, particularly amongst visible ethnic minority females.
- Female visible ethnic minority candidates tend to have the lowest success rate on Day 1 of the National Recruit Selection Centre.

Currently, the MPS is not meeting the industry guideline accepted by the Commission for Racial Equality. The guideline indicates that the success rate

of candidates selected from a minority group should be at least 80% of the success rate of candidates selected from the majority group. This is known as the **4/5th Rule**. However, the data emerging from the MPS National Recruit Selection Centre suggests that the MPS is falling short of this guideline. This indicates that there is a situation of adverse impact against visible ethnic minority applicants. At a time when the MPS is trying to increase the diversity of its workforce to be more reflective of London, this is not a desirable situation. The higher failure rate amongst visible ethnic minority candidates may also have a knock-on effect of undermining community confidence when unsuccessful candidates go back into their communities.

More generally, it is anticipated that roughly 75% of all candidates applying to join the MPS will not get through the new selection process. This represents a high percentage of candidates being screened out. The impact on candidates, who prior to going through the selection process saw the police in a positive light, must be considered and the impact evaluated.

It should be noted that these are initial results from a relatively new process that may require further development and amendments as more data becomes available. However, the situation must be monitored closely and at some point in the near future a decision made about the continued use of the National Recruit Selection Centre.

Recommendation 12: As requested by the MPA co-ordination and policing committee the HR Directorate and DOIT team should commission a research study, using sound, recognised methodologies, to investigate why candidates, particularly those from visible ethnic minorities, drop out during the recruitment process.

Recommendation 13: The new recruitment process must be closely monitored and levels of adverse impact analysed to inform a decision over the continued use of the National Recruit Selection Centre.

It is disappointing that the National Recruit Selection Centre has retained the PIRT, the psychometric measure of verbal and numeric ability in the process. A number of research studies have shown that the PIRT creates adverse impact against ethnic minority candidates. Whilst the PIRT is not being used as a pass/fail tool in the new National Recruit Selection Centre, the two sub-tests will continue to create a disparity in performance between white and visible ethnic minority candidates. The effect is now masked in the way that overall performance at the centre is calculated.

A wealth of research in the psychology literature has found that most psychometric measures of ability create a differential in performance between white and certain groups of visible ethnic minority test-takers. However, the literature is less definitive over the reasoning for these differences. A number of steps can be taken to provide candidates with the best opportunity to perform at their maximum level. These include the use of practice leaflets in advance of the testing session, creating a comfortable testing environment to reduce test anxiety and providing clear testing instructions. Well-designed

psychometric tests of ability have been shown to be good predictors of performance and hence have a place in the selection process.

New information technology allows for a range of different ways of testing candidates' abilities. Testing can be conducted over the Internet and also, using computer based technology, could be conducted locally in community centres and schools. The MPS should build on the Intromet initiative. Intromet is a new-style recruitment roadshow aimed at getting greater numbers of ethnic minority recruits into the MPS. The roadshow provides candidates with the opportunity to take PIRT in a more informal, relaxed environment.

Additionally, ability tests could be developed in candidates' first language. Given that there are other measures of English language skills in the selection process, we need to ensure that candidates are provided with every opportunity to demonstrate their innate ability and reasoning skills.

Recommendation 14: Consideration should be given to exploring alternative options for testing ability and to developing a suite of tests that could be used for the selection of both police officers and police staff. This could comprise measures of general and specific, job-related abilities or skills.

The working group recognise that psychometric test development is a long and costly process. However making the right decisions at the selection stage is critical. Ultimately an effective psychometric tool, designed to meet the needs of the MPS, will provide long-term gains for the organisation.

6.1.4 Vetting process

At the request of Assistant Commissioner Tarique Ghaffur, the MPS Inspectorate carried out a review of the recruit vetting procedure, during which over 40 files were dip sampled. The Inspectorate report is included in **Appendix C**.

The Inspectorate findings are summarised in this section of the report. With the increased number of recruits and Police Community Support Officers (PCSOs) joining the MPS, the number of individuals requiring vetting has increased significantly. Although the vetting process has improved since it moved to the Directorate of Professional Standards, staff in the vetting unit have to cope with extreme volumes of work and the unit has a high turnover. There is confusion over the links with Special Branch's role in security clearance, which can lead to delays and duplication of effort. There is a lack of quality assurance measures, with a perception of the unit operating remotely, as well as a lack of intrusive line management supervision.

The dip-sampling exercise completed by the Inspectorate reveals that despite the efforts made by the Superintendent in the Vetting unit to improve the process, it still presents itself as a considerable risk for the organisation.

Recommendation 15: The Inspectorate's findings should feed into the Service Improvement Review of Security Clearance Processes which has been approved by Management Board and the MPA for FY04/05.

6.1.5 Post selection issues

Whilst waiting times between successfully completing the selection process and starting at Training School vary, a candidate can currently wait up to nine months for a place at Hendon. Initiatives have recently been implemented to keep candidates engaged during this period such as the offer of alternative employment. The MPS's Internal Consultancy Group has been tasked by the HR Directorate to scope such initiatives. These could include trainees-in-waiting completing e-based learning packages or being employed as police staff. This would provide new recruits with an opportunity to familiarise themselves with the organisation and particular departments and should enhance retention.

Another option could include splitting the recruit training course so that the classroom based academic/legislative elements are delivered by local colleges in the form of an access course. This proposal has been explored already by the HR Directorate with Tower Hamlets College for Further Education.

The delays in the post selection process can result in individuals having to be re-vetted if their waiting time is greater than six months. Although the reasons for this requirement are clear, it creates additional workload and further delays.

A key aim for the MPS is to make its workforce representative of the population of London. To achieve this, there is a need to attract a greater number of female and ethnic minority officers and staff into the organisation. As such, the argument for fast-tracking successful minority candidates into the organisation post-selection is a persuasive one. However, this is illegal as it constitutes positive discrimination. In turn, this puts the MPS at risk of litigation. Whilst the motive is laudable in terms of trying to make the MPS more representative and to meet quantitative indicators, the backlash of positive discrimination cannot be ignored. The MPS must avoid a situation whereby ethnic minority recruits at Hendon feel de-valued and that their success is due to positive discrimination rather than ability. This would also cause resentment amongst white officers.

6.1.6 Positive action

Affirmative action, such as quota systems, is illegal in the United Kingdom. Instead, a system of positive action should be adopted. This creates a 'level playing field' for sufficient number of applicants from under represented groups to be able to compete for police posts. The MPS initiatives on positive action are led and co-ordinated by an established team known as the Positive Action Central Team.

The Positive Action Central Team has produced a comprehensive action plan with distinct strands to:

- Take activity to the heart of high visible ethnic minority populations.
- Work with business and religious groups to deliver the message that the MPS is a great place to work.
- Focus generic advertising on minority recruitment and provide positive support to candidates.
- Work with youth through education and direct contact.

The action plan is attached in **Appendix D** and is considered a positive example of good practice.

Another initiative introduced recently by the MPS is the use of community assessors in the selection process. Currently there are 15 community assessors, of whom four are from visible ethnic minorities. This is recognised as good practice and consideration should be given to increasing both their representation and their level of input at all stages of the process.

6.1.7 Additional suggestions

With respect to recruitment and selection, three other suggestions are made by the working group:

- The application form for the MPS should be expanded to include information about life skills, experiences and areas of specialist knowledge. This would be useful to feed into the Cultural and Communities Resource Unit (CCRU) database for successful recruits who want to become CCRU volunteers.
- Staff working in the areas of recruitment and selection in the MPS should be compelled to report any abuse, threats or inappropriate behaviour they receive from candidates or the families or friends of candidates.
- Greater emphasis should be placed on providing advice and help to potential applicants on the selection process. This must be prior to candidates entering the selection system to avoid positive discrimination. The HR Directorate must monitor the content and advice provided on websites set up by external companies to coach candidates.

6.1.8 Overall impressions of the recruitment process

The organisation and management of the recruitment process in the MPS is conducted across three directorates: HR, Professional Standards and Specialist Operations. This creates a very long procedural chain, which slows down the process and makes it more bureaucratic. There is also a lack of diversity at senior levels within the recruiting process and a lack of local involvement from both a borough police perspective and the local community

Given the MPS's improved relationship with minority communities post-Lawrence and the introduction of the Step Change programme, it may be an appropriate time to consider a radical change in a recruitment process which is historical, archaic by modern standards and expensive.

The working group recommends that accountability for recruiting should lie with Borough Commanders and front line deliverers such as beat officers. Community opinion formers should also have a real say in the identification of recruitment talent from local communities. This information could then feed into a HR clearing house or outsourced supplier.

An example of this system working in practice is the British Army's response to initial selection. The British Army has a local approach to recruiting whereby individuals interested in joining visit an Army Career's Information Office. There are a large number of such offices around the country. Potential recruits are provided with careers information and take a computer-based general ability test in the local office. These terminals are networked to a central database, which captures detailed recruit, selection and training data. Based on the results of the test and additional careers guidance, potential recruits decide on their preferred trade or role.

The benefits of such an approach include the early identification and mentoring of suitable candidates, future proofing, succession planning, maximising on local knowledge and empowering local communities to select their own officers and thereby complementing the local recruitment targets already provided to boroughs.

Recommendation 16: Assistant Commissioner HR to commission a feasibility study into developing community-centric recruitment processes.

The MPS has separate recruitment process for police officers, police staff, PCSOs and for the Special Constabulary. Not only is this expensive but it can often be self-perpetuating and can cause separatism.

Recommendation 17: Supporting the rationale behind recommendations 10 and 13, Assistant Commissioner HR should actively explore the single employer concept including a unified recruitment process for the Metropolitan Police Service.

This would embrace the concept of the 'whole employer ethos' being featured currently in police recruiting advertisements. The process would enable candidates to be matched to the jobs to which they are most suited, based on their skills and experience. For example, individuals who have chosen the police as a career but who are unsuccessful in the police officer selection process could then be matched to other police staff positions in the MPS. The process would provide greater flexibility in the deployment of our human resources. Consideration should also be given to enabling specialist units to recruit directly.

As part of the process to future-proof recruitment and selection, the MPS should ensure it keeps up to date with research about the different factors that attract applicants from diverse communities to jobs and track new officers and staff through their careers to determine whether their expectations have been met and how their perceptions of the organisation change. The Police Service of Northern Ireland (PSNI) has already embarked on a three year longitudinal study tracking new recruits.

6.2 Recruit training

6.2.1 Setting the context for recruit training

Recruit training aims to ensure that probationary constables are adequately equipped to deliver their operational responsibilities in the policing of London's diverse communities in accordance with the style and ethos of the MPS.

Probationers form the 'backbone' of the day-to-day policing effort with some boroughs having 36% of their 24 hours, 'front line' staff as probationers. This puts a strong onus on MPS managers and first-line supervisors. They need to ensure recruits are adequately equipped with the knowledge and skills to meet policing challenges and act as ambassadors for policing.

The average age of recruits is 28 years. Whilst this dispels the myth that the bulk of recruits are recent schools leavers, it presents a challenge for the MPS. Between the ages of 18 and 28, potential applicants are making a range of other career choices. As such, the HR Directorate should be commended for its ability to bring such a high volume of new recruits into the organisation.

Hendon delivers the initial recruit training programme for the MPS. In order to complete this task there are 180 police officers (32.2% female and 4.4% from ethnic minority groups) and 5 police staff (1 ethnic minority member) employed at Recruit Training School by the Directorate of Training and Development. In spite of these numbers, training is often stretched because of chronic staff shortages.

The MPS's customised programme of recruit training consists of an 18-week residential course based at Hendon. This contrasts with national arrangements in which Centrex delivers a 15-week residential programme from six major sites around the United Kingdom.

The working group did not aim to conduct a major review or critique of the MPS training school as three major reviews have been completed recently. These are the 2001 review conducted by Her Majesty's Inspectorate of Constabulary (HMIC) 'Training Matters', the 2003 Internal Audit and the internal HR Directorate of Training and Development review. Based on the findings of these reviews, improvements are ongoing at Hendon.

6.2.2 Pre recruit training commencement stage

The provision of pre-read packages, underscored with the thread of diversity, together with pre-entry familiarisation visits are considered to be particularly helpful to those recruits who do not have any knowledge of the MPS.

When recruits join the MPS, their very first day is a Sunday, when they are introduced to course staff and fellow trainees. The first day in a new organisation provides the opportunity to influence positive or negative perceptions, and is seen by course staff as being a critical phase in a new recruits' development. Effective induction provides direction and context, building on positive experiences and demonstrates that every new police officer is highly valued by the Service. It is also a crucial element in ensuring that people who are new to the organisation are made to feel welcome.

On arrival, the recruits are allocated to classes. A buffet meal on the Sunday provides networking opportunities in an informal atmosphere, which is balanced by recruits signing a behavioural contract, setting the standards from the very start of their careers.

Best practice has shown that an early personal tutorial between recruit and trainer is essential to give and receive feedback on the experiences of the recruitment process and to identify individual requirements. This process is a key initiative to keep both recruits and training staff on the 'front foot', enhancing commitment and stopping many examples of recruits becoming disillusioned.

Recommendation 18: In addition to the two tutorials recruits currently receive the training school should introduce personal tutorials at the start of the 18 week course.

Another key initiative introduced at Hendon has been to raise the visibility of leadership. The effect of this has been particularly successful in reassuring staff who may be feeling vulnerable. The senior management themselves have been particularly active in becoming more visible and have introduced a particularly good practice in establishing a monthly focus group for ethnic minority recruits.

6.2.3 Recruit training stage

All new recruits start training from a common point on the first day of the intensive 18 week programme. Recruits essentially go through a test-based approach seeking to enhance their knowledge and build practical policing skills within a finite time.

Following the day of induction on Sunday, recruits start the syllabus. The process of training is based on a golden thread system throughout the course. This is front-loaded with case studies, practical testing and frequent checks of knowledge using traditional written tests such as multiple-choice papers.

In weeks 2 to 6 for instance, recruits engage in a theft scenario, from beginning to end. Other scenarios include burglary, robbery and domestic

violence. The recruits work to MPS standards, rather than the national curriculum. The MPS system is more orientated to testing than identifying life skills. Recruits who have been out of education for a long time or who are not used to formal testing processes and examinations may be less well equipped to deal with the stresses and pressures of such systems. As a result, we may be losing potentially strong recruits with useful life skills. Additionally skills development to meet rapid changes in the operational environment may not be delivered.

Recommendation 19: The HR Directorate should re-evaluate the ways in which performance is assessed during training

6.2.4 Recruit training stage: Diversity issues

Diversity training is a common thread throughout the curriculum from pre-induction until the end of the training course. In spite of the regime of constant assessment and testing that is built into the recruits training programme, it is surprising therefore that diversity is taught but never assessed.

The competence of the majority of trainers to deliver diversity training and deal with difficult issues is limited by the training they themselves receive. This is only two weeks in the first instance, with one week top-up modules. This situation has left a significant number of trainers feeling unsupported and exposed.

Recommendation 20: A programme of enhanced training, aligned to NVQs, should be introduced for trainers in order that the delivery of diversity training is kept at the fore. It is further recommended that a mutual support group for trainers should be established to allow further learning and network support to take place.

Delivery of diversity training is not the only area in which trainers feel exposed. The whole issue of the levels of support provided to recruits during the training stage has increased pressure on the trainers themselves. Having only one personnel officer for the whole of Hendon for an extended period of time has spoken volumes about the scant regard given to the system of support to recruits and staff themselves.

In spite of the best intentions of senior management at Hendon recently to introduce support mechanisms for recruits, such as early tutorials and focus groups for ethnic minority recruits, trainers have found themselves increasingly having to perform a multiplicity of other roles such as mentors, counsellors, mediators, and problem solvers. These are specialist roles for which the trainers have not been trained. In turn, this has led to role ambiguity.

In fact there are a number of unhelpful detractors for ethnic minority recruits, which seem to be a recurring theme, and have been allowed to persist without any positive action being taken. The lack of a home-to-home environment for instance is one such detractor that has a negative impact on ethnic minority recruits. Another issue is the culture at Hendon. The residential course

concentrates large numbers of predominantly young people, where the consumption of alcohol is often central to off-duty socialising. This can often be to the exclusion and alienation of others. Recruits also raised concern about being labelled under the heading 'Visible Ethnic Minority' on joining training school. Such terms can lead to feelings of isolation and segregation.

The BPA's report '*What is happening to our ethnic minorities?*,' provides additional information about the experiences and perceptions of officers who have been through the MPS selection and training process. It is unfortunate that the subsequent press leak and correction of the figures detracted attention from the underlying themes in the report. At a more general level, a closer relationship needs to be established between management at training school and the Staff Associations. By working together and taking on board the advice from Staff Associations, further improvements can be made at training school.

Recommendation 21: The HR Directorate should revisit the BPA report to pick up the key themes and to identify areas for improvement.

Recommendation 22: The HR Directorate should continue to expand and evaluate its innovative, non-residential training programmes, which provide greater flexibility and a more family-friendly approach.

Recommendation 23: The HR Directorate should continue to develop training in line with the Home Office Probationer Modernisation Programme. This includes more community involvement, a greater emphasis on diversity and using more progressive approaches to learning.

The present management want to promote Hendon as the foundation of the MPS, and for every person passing through the school to reflect their learning throughout their career. Linking training to the workplace and joining recruitment with training will do much to connect Hendon with mainstream policing activity again. The ethos of continuous learning may also do much to link training to the workplace.

Furthermore, the management now take immediate action on diversity issues, as soon as they arise. This is aimed at local resolution, and the establishment of a new pastoral care unit. A Staff Association room will do much to resolve diversity problems as they arise. Sunbury training centre is piloting a new style of diversity training, which is tested as a competency area during practical exercises, in support of bringing diversity to the front of the agenda.

As a final comment, the management team recognise that pro-activity in making training more relevant and flexible to modern needs will open up a world of opportunity to really make a difference. This is very much in line with the Probationers Modernisation Programme, which is considered good practice.

6.2.5 Post recruit training stage

After completing the 18 week course at Hendon, probationer training continues throughout the remainder of the probation period. The theoretical learning is delivered by the MPS's five continuation training centres, which serve groups of boroughs. Their development is controlled in a personal development portfolio, as part of the national Probationer Modernisation Programme. There is a helpdesk, which supports both probation and supervisory staff on boroughs. E-learning packages are also available to assist in probationers' development. Probationers are required to complete six exams as part of their continuation training.

Practical learning for probationers should initially be achieved through the completion of a 10 week street duty course immediately after leaving Hendon. However, there is no consistency across the 32 boroughs. Some boroughs do not run the street duty course and compromise the system, potentially leaving gaps in probationers' experience and skills development. This causes tension between Territorial Policing and the HR Directorate. A further problem has arisen when Borough Commanders allow probationers who have not completed the six exams to be 'confirmed'. This highlights the fact that the current system is not holistic throughout weeks 1 to 104 as the HR Directorate loses control of recruits to Territorial Policing in week 19.

Recommendation 24: As identified in the recent internal audit report, HR Directorate needs to exercise its responsibility for training standards and re-establish control of probationer training and ensure corporate standards are met by boroughs.

On a positive note, an ethnic minority mentoring scheme has been introduced on boroughs throughout the MPS to support recruits during their probation and beyond. Mentors are drawn from experienced staff not attached to the same boroughs as those being mentored. They provide extra support, advice and nurturing on a regular basis. The recent proposal for DOIT team to be involved in the Pastoral Care Unit should be supported.

6.2.6 Overall impressions

The 'Secret Policeman' programme has put recruit training at Hendon very much under focus. Following the screening of the programme, a risk assessment was conducted focusing on training school and an action plan was prepared. A limited integrity testing process provided Hendon with a 'clean bill of health' in terms of diversity issues although the process raised some concerns over security issues.

A great deal of good work is done at the recruit training school and we must not lose sight of the fact that huge numbers of recruits are trained without massive problems. The high quality and calibre of recruit that pass out of Hendon underpins our renown as a world-class organisation. Some of the recent achievements of the training school are included in Appendix A.

The recruit training school has been awarded the prestigious "Investors in People" award and is internationally acknowledged for being creative and

Metropolitan Police Service - Thematic Report on Race and Diversity

Assistant Commissioner Tarique Ghaffur, Specialist Crime Directorate, MPS

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innovative in its approach. However, we must acknowledge that the common start, training delivery, and the finish of training is not yet conducive with meeting the needs of a diverse workforce.

More sophistication, flexibility and speed are required to join up training with recruitment. The high standards set by the organisation must be achieved during recruitment and training. Training school must keep up to date with advances and reforms to policing to ensure new recruits leave Hendon knowing about key changes such as the National Intelligence Model and the Step Change programme.

The MPS needs to give support by putting operational and diversity champions within the training environment to ensure experiential learning takes place quicker, and in the same way life skills of recruits need to be incorporated in systems to benefit the MPS. Furthermore, collective working is needed with Staff Associations, and more consideration needs to be given to active participation of communities, so that our recruits have the best start possible to their working careers.

Recommendation 25: Consideration should be given to establishing a Training IAG to advise on diversity issues and help make training more relevant and flexible to modern needs.

6.3 Retention and career development

When reflecting on retention and career development, the working group has considered both lateral and upwards progression across and through the organisation. The model presented in Figure 4 shows how career development should be managed in the MPS.

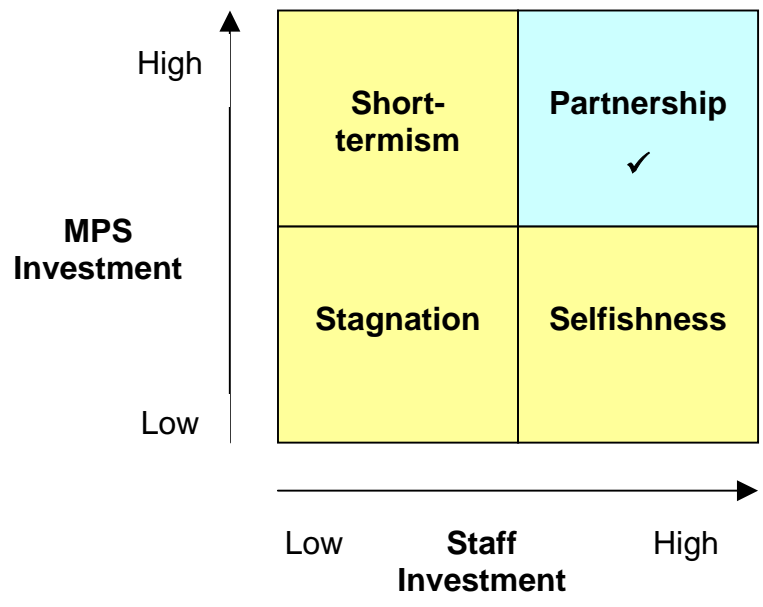


Figure 4: Managing career development in the MPS

The ideal position is a partnership approach whereby both the organisation and the individual take responsibility for career development and there is a high investment from both the organisation and the individual. Within this scenario, the responsibility for career development is placed on the individual who must:

- Know the requirements and demands of their job.
- Know what skills and competencies are required to perform effectively in the role.
- Keep up to date with relevant local and organisational developments and engage in continual personal development.

The HR directorate is required to provide the tools to support individual development including:

- The provision of clear role descriptions and person specifications.
- Skill and competency profiles.
- Access to learning materials and facilities within the workplace for continual development.

Whilst there are pockets of good practice in the MPS applying this approach, it is not widespread throughout the organisation. The organisation must pave the way for individuals to take responsibility for their own development. Correspondingly, first line managers and ultimately Borough/Operational Unit Commanders must support and facilitate the development of their officers and staff. The role of the HR Directorate is to create the framework and processes to enable the effective development of MPS staff.

There are several weaknesses in the MPS's current approach to career development:

- The majority of officers and staff still believe that the responsibility for their career development rests entirely with the MPS.
- Many jobs have no role description, person specification or skills profile. It should be recognised that the HR Directorate is progressing this as part of the new integrated competency framework and Performance Development Review (PDR) system.
- E-learning is not widely available or proliferated in the MPS.
- There are too many changes to the promotion system.
- No clarity on succession planning or job rotation.

The working group acknowledges the excellent progress made by the Development and Organisation Improvement Team (DOIT) who have introduced a range of innovative programmes to enhance development and retention. These include:

- The production of organisational strategies for the 6 main axes of diversity recognised by the Great London Assembly (GLA): EmBRACE, EnGENDER, EnABLE, FAITHful, EngAGE and EnLiGhTen.
- Mentoring schemes for MPS staff from minority groups and targeted leadership programmes.
- An active career development programme and female and ethnic minority detective training programmes.

Another example of an initiative that will contribute to career progression, both laterally and upwards, is the Cultural and Communities Resource Unit (CCRU). This is part of the Specialist Crime Directorate and was launched in February 2003. CCRU volunteers, who are all serving MPS police officers and staff⁴, register their life skills on a confidential database and can be called on to assist on a range of policing activities including investigations. This provides CCRU volunteers with an opportunity to gain experience of other parts of the organisation and to develop new skills.

6.3.1 Retention

Whilst recruitment itself shows an upward trend there still remains concern regarding the retention of staff from visible ethnic minorities. Figure 5 shows the breakdown of wastage of visible ethnic minority and white officers from the MPS over the last three financial years.

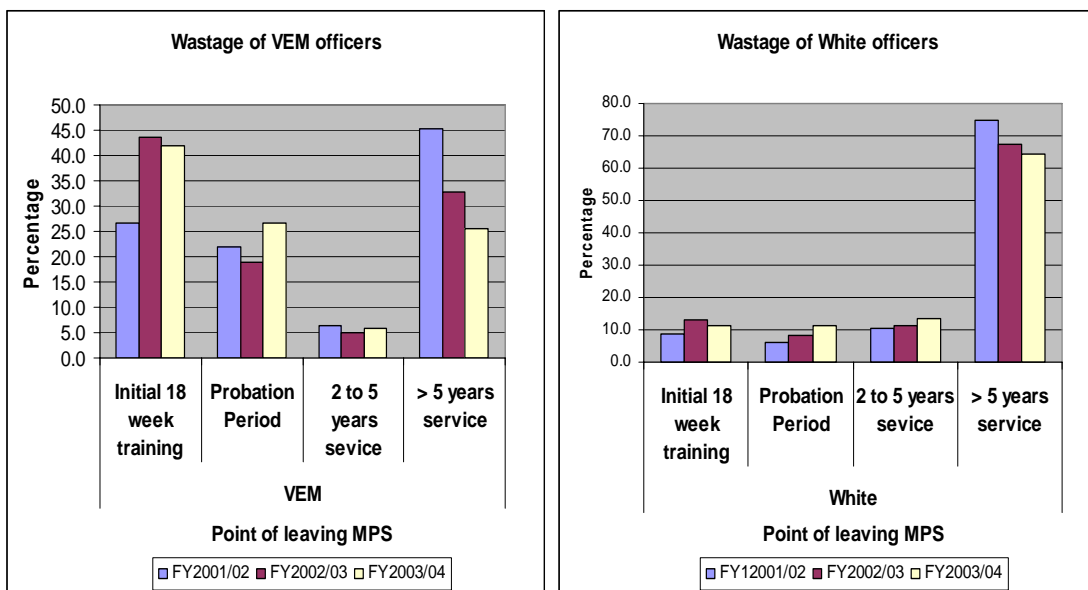


Figure 5: Breakdown of wastage for VEM and white officers⁵

⁴ Police staff will officially be able to become CCRU volunteers from 10th February 2004

⁵ Wastage figures for FY2003/04 include the period of 1st April 2003 to 31st December 2003

Although the proportions of visible ethnic minority and white officers leaving the MPS are similar, the time at which officers tend to leave the MPS differs for the two groups. Figure 5 clearly shows that of the visible ethnic minority officers leaving the MPS, the majority tend to leave either during the initial 18 week training course at Hendon or during their two-year probationary period. In the current financial year, 59 of the 86 visible ethnic minority officers who have left the MPS so far did so within their first two years of service. This equates to 68.6% of these officers. The equivalent figure for white officers is 22.4%.

Visible ethnic minority officers are less likely to complete training school or their probationary period. This is of grave concern for the MPS at a time when the organisation is trying to increase its representation within the Service. Losing such a high proportion of visible ethnic minority officers early in their careers will make it increasingly difficult for the MPS to have a more representative workforce at middle and senior management levels.

For those officers who have completed their probationary period, the reasons for leaving the MPS are similar for visible ethnic minority and white officers, according to available data from exit interviews. For both sets of officers the three main methods of leaving the MPS are (1) resignation, (2) joining another police service and (3) retirement. However, this may not paint the full picture. There may be other reasons for visible ethnic minorities leaving the organisation that are not voiced during exit interviews. Negative messages are then fed back into communities by disaffected staff. This does nothing to enhance the image of the MPS as an employer of choice.

Based on the available data, the MPS should focus its resources at developing programmes to retain those at most risk of leaving the organisation. Currently, the highest risk group is visible ethnic minority officers during their initial training and probationary period. In recognition of this the DOIT team recently extended its mentoring programme to support those at Hendon. Additional resources are required if the benefits of this are to be realised. Well-designed, meaningful exit interviews are also critical to understanding the reasons why individuals leave the MPS. The HR Directorate is currently outsourcing the MPS exit process. This is being progressed in collaboration with the DOIT team who are engaged to ensure that issues of equality feature and are addressed throughout.

6.3.2 Lateral career development

Surprisingly, no corporate data is collected or available in respect of the lateral career development of visible ethnic minority officers and staff. However, the organisation does collect data on the make-up of individual business groups. Figure 6 demonstrates that the highest percentage of visible ethnic minority officers work on boroughs. As of December 2003, 6.84% of officers on MPS boroughs were from visible ethnic minorities. This is roughly double most of the other business groups, where between 3% and 4% of officers are from visible ethnic minorities.

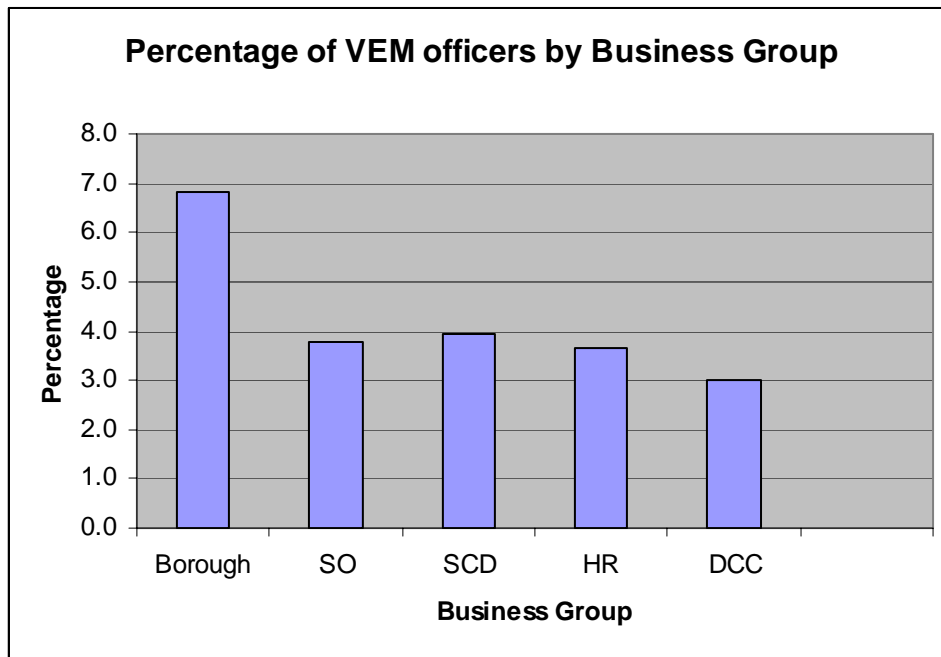


Figure 6: Percentage of VEM officers by business groups⁶ (as of 31st December 2003)

Figure 6 suggests that there is a lack of career progression from boroughs to other business groups for visible ethnic minorities. However, it should be noted that a proportion of visible ethnic minority officers on boroughs represent more recent joiners and it will take time for these officers to progress to other business groups. Additionally, a number of specialist units have made significant efforts recently to break down barriers and make their units attractive to all members of staff. Examples of such initiatives include the introduction of a careers service in Specialist Operations and a Firearms Unit (SO19) open day for female officers. Again, it will take time to realise the benefit of these initiatives.

Looking at a more local level, Table 1 shows a breakdown of the percentage of VEM officers in a sample of MPS directorates and units. These units have been selected because of the impact of their activities on local communities from both a victim and offender perspective. As shown in Table 1, there is a wide variability in the proportion of visible ethnic minority officers in each of these units. Some specialist departments, such as Trident, have been relatively successful at attracting and recruiting officers from visible ethnic minorities. However, other departments such as Firearms and Child Protection have been less successful.

⁶ Resources is not shown in Figure 5 as there is currently only 1 VEM officer in the business group. This is meaningless expressed as a percentage.

	Total number of officers	Number of VEM officers	Percentage of VEM officers by directorate/unit
Territorial Support Group	804	34	4.23%
Homicide	968	28	2.89%
Trident	259	18	6.95%
Child Protection	415	11	2.65%
Anti-Terrorism	239	11	4.60%
Firearms	402	6	1.49%

Table 1: Percentage of VEM officers by directorate/unit (as of 31st December 2003)

From local data it is apparent that comparatively few officers from visible ethnic minorities apply for specialist posts and there is a perception by some that specialist roles or units are 'no go areas' for officers and staff from minority groups. Inflexible competency periods for particular positions can also disadvantage visible ethnic minority officers. Under-representation in these units is a major problem for the MPS. The organisation is in danger of creating a two-tier establishment whereby front-line policing becomes increasingly representative but specialist units, which attract kudos and significant exposure, are predominantly staffed by white officers.

Based on current legislation, the MPS cannot set quota systems for selection into specialist posts. This would constitute positive discrimination. However, the following positive action initiatives should be considered:

- Job shadowing and job rotations, which would provide an opportunity for officers to become more familiar with specialist posts.
- Short-term secondments.
- Development centres, providing attendees with action plans for development aligned to competency areas.
- Formalised succession planning in the shape of career pathways.
- Reduced competency periods.

Another approach would be to introduce compulsory short-listing of visible ethnic minority applicants. However, under current legislation this constitutes positive discrimination and may also result in a backlash against visible ethnic minority officers.

Recommendation 26: The HR Directorate should collect corporate data on the lateral career development of MPS officers and introduce positive action initiatives to increase the representation of visible ethnic minority officers in specialist units.

6.3.3 Upwards career development

Despite the MPS's recent success in increasing the diversity within the organisation, there continues to be under-representation of ethnic minority officers and staff in supervisory and senior management position as shown in Figure 7.

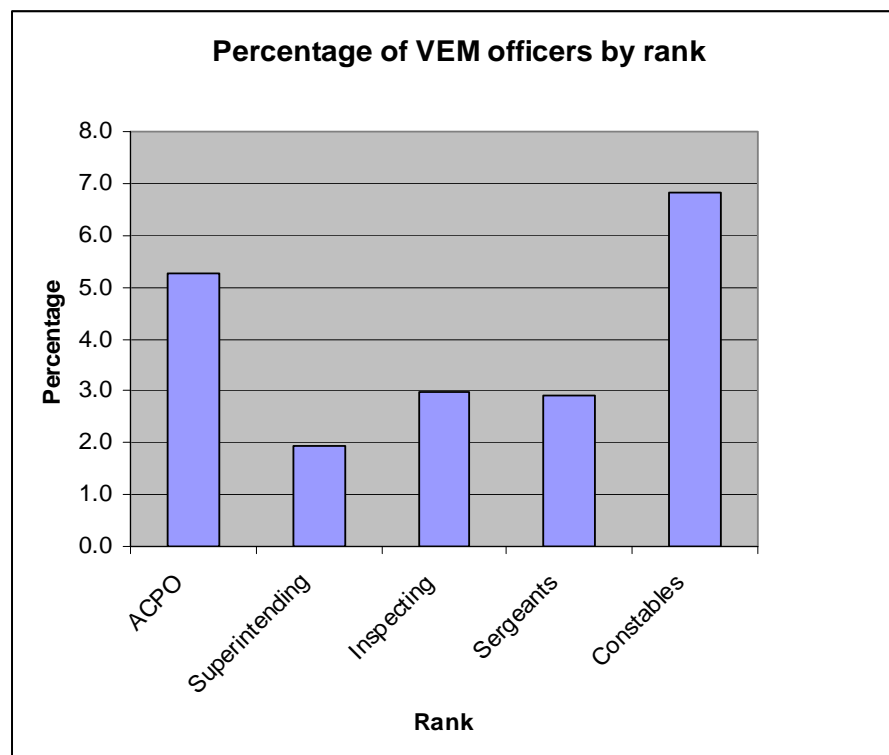


Figure 7: Percentage of VEM officers by rank (as of 31st December 2003)

The ACPO percentage should be treated with caution because of the low numbers involved. This figure accounts for one ACPO officer leaving the MPS at the end of December 2003. Part of the problem of the under-representation at more senior levels is the disproportionality in wastage rates amongst visible ethnic minority officers.

Table 2 shows the actual number of white and visible ethnic minorities by rank in the MPS.

Rank	White officers	VEM officers
ACPO	40	2
Superintending	275	6
Inspecting	1,904	59
Sergeants	4,189	127
Constables	21,630	1,657
Total	28,038	1,851

Table 2: Numbers of white and visible ethnic minority officers by rank (as of 31 December 2003)

The following conclusions can be drawn from the data in respect of upwards career progression:

- There is an acute under-representation of visible ethnic minorities at all ranks but particularly in middle and senior ranks.
- Currently, there is insufficient throughput of visible ethnic minority officers to meet future needs.

Table 3 shows that the trend of ethnic minority officers being under-represented at senior and middle ranks and more representative at junior ranks is consistent in the other metropolitan police forces.

Police Service	Rank					
	ACPO	Superintending	Inspecting	Sgts	PCs	% total officer strength
Greater Manchester	0	1	10	28	196	3.2%
Merseyside	0	2	2	6	52	1.5%
Northumbria	0	1	0	7	44	1.3%
South Yorkshire	0	0	3	13	64	2.5%
West Midlands	0	0	15	49	371	5.6%
West Yorkshire	0	0	7	22	134	3.2%

Table 3: Breakdown of ethnic minority officers in other metropolitan police forces (as of 31 March 2003).

By comparison, the overall proportion of visible ethnic minority officers in the MPS (6.84%) is higher than the other metropolitan police forces. Whilst this is

promising, it should be noted that the population of London is far more diverse than any other city in the UK. As such, visible ethnic minority targets for the MPS are more demanding than for other police services.

One of the benefits of having a hierarchical structure is that it allows for upwards career progression of officers. However, the lack of role models from visible ethnic minorities at more senior ranks, the absence of a more transparent posting system and the existence of disparate teams that develop their own 'like-minded' cultures can prevent the equal progression of officers from visible ethnic minorities. Although data from MPS promotion processes demonstrate that there is no adverse impact against visible ethnic minority candidates, the actual number of candidates from visible ethnic minorities applying for each promotion process is comparatively small.

This effect is further compounded by the high potential development scheme. This is a system by which suitable officers can be fast-tracked to more senior ranks. However, of the 74 officers in the MPS selected under the Home Office scheme, only two are from visible ethnic minorities. It is acknowledged that the MPA HR committee is currently considering an MPS specific high potential scheme to run along side the current arrangements.

Recommendation 27: DOIT team to work in collaboration with HR Directorate to further the concept of an MPS specific high potential development scheme.

As the MPS does not collate corporate data on the average time it takes for officers to progress through each rank, it was not possible to perform any analysis to determine whether there is any disparity in the time it takes for visible ethnic minority officers to progress upwards through the organisation. Anecdotal evidence from the MPS and research conducted in other government organisations indicates that it takes visible ethnic minority employees longer to progress upwards.

Recommendation 28: The MPS needs to monitor and collate data on the timescales for progression through ranks and bands. Qualitative and quantitative research must also be undertaken to investigate the upwards and lateral career progression of visible ethnic minority officers and staff in the MPS and the reasons for any disparity.

6.3.4 Barriers to career development and progression

A number of internal and external reviews⁷ have identified a series of common factors that act as barriers to the career development and progression of

⁷ Alban-Metcalf, J (2003). *Equality, diversity and the career progression of local government managers*. Leadership Research and Development Limited.

BPA report (2003). *What is happening to our ethnic minorities?*

Digger, K (2002). *Barriers to joining pan London TP units*. Internal Consultancy Group

Digger, K (2002). *Barriers to joining pan London Specialist Operations*. Internal Consultancy Group

visible ethnic minorities. The most common findings are presented below, together with examples shown in italics:

- **Discrimination.** *Failing to provide the same training or development opportunities to visible ethnic minority employees as those afforded to white employees.*
- **Biased appraisals.** *A supervisor unfairly marking down a visible ethnic minority employee for a failure that was someone else's responsibility or awarding a lower performance score to a visible ethnic minority employee who has not been provided with the same development opportunities as a white colleague.*
- **Informal appraisals.** *Visible ethnic minority employees receive positive ratings during formal appraisals but on applying for particular posts, judgements are based on informal discussions, anecdotal stories and 'whispering campaigns'.*
- **Selective inclusion and exclusion.** *Visible ethnic minority employees are able to gain access to work in particular areas of business such as HR and the Diversity Directorate. However, other specialist units are 'closed' to visible ethnic minorities. This leads to de-skilling and an unwillingness to apply for specialist posts where there are few visible ethnic minority role models.*
- **Lack of reward and recognition for good work.** *Visible ethnic minority employees do not receive equitable reward or recognition for the same achievements as white colleagues.*
- **Lack of peer and managerial support.** *Less interest shown by supervisors in the career goals and aspirations of visible ethnic minority employees.*
- **Lack of more senior role models.** *This can deter visible ethnic minority employees applying for more senior positions.*
- **Lack of inclusion in influential social networks.** *Visible ethnic minority employees are not part of the 'in-crowd' or the same informal social cliques as white colleagues. This can result in visible ethnic minority employees missing out on important discussions and informal conversations.*
- **Lack of appreciation of individuality and difference.** *This can manifest itself in visible ethnic minority employees feeling excluded or feeling under pressure to conform to the majority (white) culture.*
- **Language and behaviour.** *Creative, innovative or non-conventional ideas put forward by visible ethnic minority employees, based on their life experiences, are rejected by white counterparts. Also, visible ethnic*

Taylor, S, Ainsworth, N, Gallan, P (1990). *Recruitment and retention of officers from Black and Asian communities*. Analysis of data from the Bristol seminar, July 1990.

minority employees may be undervalued and 'written-off' if they don't speak English as a first language.

- **Informal succession planning and postings processes.** *Employees with 'useful' contacts create positions for themselves at the exclusion of others. The benefit of fair selection processes can be reduced by informal posting decisions made on the basis of 'who knows who' and 'reputation'.*
- **Selecting in the image of the dominant group.** *Managers, assessors and interviewers base their decisions on the basis of their own personal beliefs and thoughts of who will be effective in the role rather than making decisions based on sound, job related criteria.*
- **Trapped in jobs with no room for promotion.** *Visible ethnic minority employees remain in jobs that do not provide the opportunity to move upwards through the organisation.*
- **Tokenism.** *Visible ethnic minorities are rewarded or progress upwards through the organisation because of their ethnicity rather than their ability. This can damage self-esteem and sense of self worth.*
- **Lack of confidence and belief in abilities.** *Visible ethnic minority employees attribute their success to luck or help from others whereas white employees attribute their success to ability and effort.*
- **Fear and resistance of providing visible ethnic minority employees with negative feedback.** *The lack of constructive feedback, through fear of being accused of being racist, hinders the progress, personal learning and development of visible ethnic minority employees.*
- **Taking on leadership roles.** *Research has shown that white managers have a greater tendency to assume leadership roles when no leader has been identified than visible ethnic minority managers.*

It is interesting to note that despite these barriers, recent research conducted with managers in the public sector shows that visible ethnic minority managers tend to receive more positive ratings than white managers on 360 degree appraisals.

Having identified the main issues that impact on the career development and progression of ethnic minority employees, the MPS must introduce tailored initiatives and processes to address or prevent the barriers listed above. This is critical to the future success of the MPS.

6.3.5 Overall impressions

Although the MPS has managed to attract more visible ethnic minority officers, the organisation is still grossly under-represented at middle and senior management positions. Female visible ethnic minority officers are the most under-represented. Visible ethnic minority role models in senior positions and truly diverse management and command teams both contribute to the confidence of minority communities. Current processes for lateral and

upwards career progression and the high wastage of visible ethnic minority recruits mean that it will take years for the MPS to be representative at all levels of the organisation. The lack of visible ethnic minority officers to compete for available jobs at middle and senior management levels exacerbates this problem. This, combined with an increase in Employment Tribunals commenced by black and minority ethnic staff points to a worrying trend that needs to be addressed with some urgency.

The MPS's approach and ethos for developing and retaining its staff is far from cohesive. Different departments in different areas of the business work in isolation rather than in a joined-up manner. This leads to duplication of effort and inefficiency. Power struggles, parochialism and personal conflicts all hinder progress. The result of these issues is that officers and staff often feel directionless and are unaware of the best routes for lateral or upwards development.

If the MPS does not find ways of addressing these problems, then more radical options may be demanded by influential opinion formers. These include:

- Quota systems at junior, middle and senior management levels.
- Direct entry/recruitment into particular roles, ranks or police staff bands.

Recommendation 29: The MPS must implement a cohesive approach, supported by a clear policy, to career development, progression and retention.

Recommendation 30: The HR Directorate should initiate an urgent summit including IAGs, the MPA, the Mayor's office and other key stakeholders to examine ways in which the situation of career development, progression and retention for visible ethnic minorities can be improved.

7. COMPLAINTS, GRIEVANCE HANDLING AND DISCIPLINE

7.1 Background information

Complaints against police officers can be an emotive subject with sensationalist media reporting and misinformation affecting legitimacy both inside and outside the MPS. There is a reasonable expectation that the investigation of allegations made against police officers are undertaken in a timely and effective way. Ideally this would take place in every case with complainants and officers regularly updated about the current progress, with organisational standards maintained and the legitimacy of the MPS kept intact in the eyes of the community. It is also expected that the relationships with the Police Complaints Authority (PCA), the Metropolitan Police Authority (MPA) and the Staff Associations be maintained to ensure the whole process works and all parties involved have confidence in the process.

Complaints and discipline is effectively an accountability mechanism, which is designed to regulate internal integrity. External complaints follow a statutory process and take the form of complaints against police and civil actions. To reassure the public about the independence of complaints investigations, the Independent Police Complaints Commission (IPCC) will replace the PCA in April 2004. Internal processes revolve around allegations by staff against other staff. In May 2003, the Fairness at Work procedure was introduced in the MPS as a mechanism for reaching quicker resolutions to grievances. The MPS manages complaints and discipline through the Directorate of Professional Standards (DPS).

Officially launched in October 2000, the DPS brought together a number of units to provide an integrated approach to the prevention and investigation of unprofessional & unethical behaviour, complaints and discipline, civil actions, claims against the Commissioner and employment tribunal issues together with corruption and dishonesty. In December 2003 the directorate had 653 staff (11.43% being visible ethnic minorities) of which 446 are police officers (5.23% being visibly ethnic minorities).

The DPS provides a single, cohesive command with consistency in decision-making, accountability and transparency. This is intended to lead to greater confidence on the part of MPS staff and the public in the ability of the directorate to investigate matters in a fair, impartial, proportionate and timely way. The directorate aims to protect MPS staff from malicious and unfounded allegations and to demonstrate that the MPS is truly intolerant of unprofessional behaviour, malpractice, corruption and dishonesty.

The Anti-Corruption Command is recognised as a world-class unit and has made substantial in-roads into unlawful activity by police officers in the MPS. This is evidenced by the requests from authorities, both in the UK and abroad for assistance and advice. The command has found new and novel ways to infiltrate corrupt activity. Both before and after the screening of the 'Secret Policeman' the unit has undertaken various activities that have added

legitimacy to the advances in fighting racism made by the MPS since the Stephen Lawrence Inquiry Report. This view, however, is not shared by the Met. BPA who raise a number of concerns, including low conviction rates and complaints against the Directorate of Professional Standards themselves.

7.1.1 The MPA review

The working group acknowledges the forthcoming MPA review into police complaints led by Sir Bill Morris. Recognising that the MPA review will consider both the historical context of complaints and will provide a critical, in-depth assessment of complaints, the working group has constrained the scope of this thematic review. The working group has conducted a strategic level, critical overview of the complaints, grievance and discipline process. Hopefully, the information contained in this report will assist the forthcoming MPA review.

7.2 External complaints by the public

7.2.1 Reporting and recording processes

Members of the public can make a complaint against the police in writing, by phone or by going to a police station. The details of the complaint are recorded on standard forms and forwarded to DPS. Under certain circumstances such as an incident involving death or serious injury, a case can be referred to the PCA (which will be replaced by the IPCC on 1st April 2004).

Analysis of available data shows that, overall, there is a welcome decline in public complaint allegations, which continues to decline by 13% annually. The number of cases being investigated dropped by 24% between November 2002 and November 2003 and the number of investigations over 120 days old have more than halved. Falling complaints against the police can be perceived in a positive light particularly during a period when there has been a significant increase in probationers and workload. This should demonstrate to doubters that there has not been a drop in the standards or quality of new officers entering the organisation. However, the MPS needs to ensure that the reason for the drop in complaints is not due to a lack of confidence in the system for reporting and investigating complaints, particularly amongst ethnic minority communities.

Recommendation 31: DPS must make management information already available to borough and operational unit Commanders available to the public at large through the community consultative groups.

DPS accepts that there is still a need to reduce delays in the complaints investigation process. However, the Directorate should be commended for the significant progress it has made in reducing the overall time taken during the investigation phase. Rigorous management of on-going cases has contributed to this improvement.

In respect of complaints made by the public during financial year 2002/03, analysis of available data indicates that the proportion of complaints from members of the black community is significantly higher (statistically) than the proportion of complaints from white and Asian communities. This analysis takes into account the population sizes of these three communities. The reasons for this are the subject of current research. Additionally, a higher proportion of complaints were received against black officers than would be expected, taking into account the number of black officers in the MPS.

7.2.2 Investigation and resolution

A complaint can be progressed in the following ways:

- Complainant decides to withdraw the complaint.
- Complainant decides not to proceed with the complaint.
- Complainant consents to an informal resolution.
- A full investigation is undertaken by the DPS Internal Investigation Command. The PCA (and from 1st April 2004, the IPCC) will be involved in the most serious cases.

DPS have a significant concern that local managers on boroughs and operational command units are resistant to using the informal resolution route and too readily seek the support of DPS. This creates problems not only for DPS, in terms of workload, but also for the complainant and the officer against whom the complaint has been made. Failure to resolve appropriate cases at a local level leads to significant time delays whilst DPS conduct an investigation. In turn, this can cause frustration, dissatisfaction and a lack of confidence in the police on the part of the complainant. The long value chain involved in dealing with complaints, including the PCA, lawyers and the Crown Prosecution Service, exacerbate the sense of frustration experienced by the complainant.

A lack of knowledge around complaints and powers to resolve them or bring them to a swift conclusion contributes to the problem. When the officer subject to the complaint is from an ethnic minority group, managers are even more likely to forward the complaint to DPS. Both fear of accusations of racism and a lack of capability of managers may be relevant factors here.

There is also an organisational tendency to formalise complaints with the end result often being delays in resolutions for both the complainant and the officer against whom a complaint is being made. This is evident through the near exclusive submission of all matters at training school, no matter how minor, to DPS.

The MPS is committed to borough-based policing and is continuing to devolve responsibility for finance and other functions to local managers. The Step-Change programme will move the MPS even further forward to localised policing.

Boroughs and specialist units have developed a strong understanding of their local communities and, as such, should have responsibility for dealing with complaints, using a standardised framework.

Recommendation 32: The whole process of informal resolution should be structurally devolved to borough/command unit level with DPS maintaining an administrative overview. Local managers should be trained so that they are sufficiently knowledgeable and confident to apply the process.

DPS needs to consider its own practices. As the directorate has become more intelligence-led and developed more sophisticated covert techniques to tackle the serious incidents of corruption and wrongdoing, the tendency to use these measures for routine investigations has also increased. DPS needs to ensure that methods for investigation are proportionate to the nature of a complaint. This is a major issue arising from a number of high profile cases involving visible ethnic minority officers and a perception of the BPA who support and advise officers. Clearly, the reputation of the MPS amongst ethnic minority communities is linked to the actual treatment of ethnic minority officers involved in internal investigations or employment tribunals and the way such cases are portrayed by the media.

Another issue is the length of service of officers in DPS. There is a danger that officers staying too long in DPS become removed from day-to-day policing. This can lead to the directorate becoming too insular and over zealous in its approach to investigating complaints.

Recommendation 33: The MPS should introduce a job rotation system whereby a proportion of all borough and operational command unit Inspectors complete a six month secondment in DPS and DPS Inspectors work in other departments and boroughs for the same time period.

7.3 Internal complaints

7.3.1 Reporting and recording processes

Police officers are bound by the Police (Conduct) Regulations 1999. The regulations explicitly convey the type of behaviour that is and is not acceptable. The following areas are covered by the conduct regulations:

- Honesty and integrity
- Fairness and impartiality
- Politeness and tolerance
- Use of force and abuse of authority
- Performance of duties
- Lawful orders
- Confidentiality
- Criminal offences
- Property
- Sobriety
- Appearance
- General conduct

The MPS has developed its own policy in accordance with the Police (Conduct) Regulations, which provides information and factors for consideration if an officer is alleged to have breached any of the codes of conduct. There are a number of routes for reporting an internal complaint. These include local reporting verbally or in writing to a manager at borough/operational command unit level and the 'Rightline'. This is confidential internal answerphone facility for reporting perceived wrongdoings. The Police Federation, Superintendents' Association, police staff trade unions and staff associations also act as agents through which members can relay their concerns in a non-threatening environment. Matters that cannot be resolved locally will be forwarded to DPS to progress.

With regards to the analysis of internal complaints data, it is of considerable concern that black and Asian officers are one and a half to two times more likely to be the subject of internal investigations *and* written warnings. This finding is verified by the BPA report and through the evidence of other Staff Associations. Some of the reasons for this include a tendency for managers to initiate formal processes quickly, a lack of knowledge of how to resolve complaints locally, and a difference in the interpretation of the codes of conduct by diverse groups within the organisation.

Recommendation 34: DPS needs to continue in its efforts, through already commissioned research, to verify the reasons for the disproportionality of black and Asian officers subject to internal complaints.

7.3.2 Investigation and resolution

As with external complaints, the ideal solution is to resolve an allegation as expeditiously as possible, assuring proportionate levels of intervention and investigation. The issues raised previously regarding lack of knowledge of processes and fear of reprisals are relevant to the internal complaints process. The requirements for effective leadership and intrusive supervision are both critical to trying to prevent complaints arising and also in responding to and managing internal complaints.

Minor internal complaints often arise due to failure to comply with standards or mistakes made at a local level. The quickest and easiest way to respond to these breaches is at a local borough or command unit level, following a standardised framework. This approach will also enhance the transfer of learning.

Recommendation 35: All minor internal complaints should be managed at borough/command unit level. Appropriate advice and support should be given by DPS who would also maintain an administrative overview.

Internal incidents that are assessed as having serious implications for the MPS are often the subject of 'Gold Groups' where a panel of senior managers, sometimes with an independent element, consider the most appropriate way forward. This has taken good practice from operational policing into our internal working environment. If, however, there is to be

fairness and transparency the identity of Gold Group members should be available to interested parties. Additionally, the membership should be sufficiently diverse to comment on and address the issues for consideration.

Recommendation 36: The identity of Gold Group members should be disclosed to interested parties and panel members should be suitably representative to address the issues being managed. In addition the rationale for the creation of the group should be transparent.

Although the merits of this recommendation are clear, too many Gold Groups with too many members could diffuse and confuse accountability and the responsibilities of leaders.

7.4 Grievances

7.4.1 Reporting and recording processes

In May 2003, the new Fairness at Work (FAW) process for reporting and responding to internal grievances was introduced. The process aims to encourage staff, who are unhappy about the way they have been treated at work, to raise the matter without fear of recrimination and to explore ways to find an acceptable outcome. The process places a responsibility with managers to take action to resolve matters at an early stage. The FAW process offers all members of staff the opportunity to have their concerns reviewed by an objective, neutral advisor with appropriate knowledge, skills and experience in the subject matter. The benefit for staff is a process that can be relied upon to treat any concerns seriously and fairly and within a reasonable timescale.

Data generated to date under the new FAW process suggests that:

- There is no disproportionality in the number of grievances made by white and ethnic minority members of staff.
- There is no disproportionality in the number of grievances against white and ethnic minority members of staff.

It is interesting to note that the main categories of grievances are consistent amongst diverse groups within the MPS. The three most common types of grievances reported under the new FAW process between May 2003 and December 2003 are:

- Behaviour, actions or decisions of 1st line managers (23%).
- Behaviour, actions or decisions of 2nd line managers (8%).
- Behaviour or actions of colleagues (8%).

During this period there have been no grievances relating to sexual harassment and only 1% of the 155 grievances concern racial harassment. Whilst this information is promising in one respect, early data suggests that

there may be a situation of under-reporting by ethnic minority members of the organisation. This needs to be carefully monitored to determine if this is borne out with larger data sets. One of the reasons may be a lack of confidence in the system. Another reason is that grievances are referred to senior role models, including the author of this report, to resolve locally. This creates a burden for such officers and staff and prevents the grievance from being formally recorded for data monitoring purposes. Thirdly, grievances are referred to Staff Associations for advice and resolution.

7.4.2 Investigation and resolution

The FAW process should result in better, quicker and more localised resolution of grievances, whilst maintaining objectivity and fairness. Only time will tell whether this is the case and whether our staff have confidence in the system. Clearly, the organisation should focus on the prevention of behaviour that would lead to an individual taking out a grievance against another member of staff. This requires every member of the organisation to truly embrace diversity, to demonstrate strong leadership qualities, to appreciate individuality and difference and to respect colleagues.

When grievance cases do occur, resolving them at a local level to the satisfaction of all parties, has to be more desirable than progressing to an employment tribunal. Tribunals generate a high degree of fear, perpetuate a culture of relying on formal processes and often result in counter claims. They are also time consuming and costly for the organisation. Whilst Staff Associations are a source of critical advice and support, they can also become over-involved and heighten the levels of formality of resolution.

Recommendation 37: The MPS needs to make more effort to effectively implement and disseminate the learning from grievances.

Recommendation 38: Subject to the success of current pilot projects the MPS should formally introduce restorative justice systems to resolve grievances.

It is important that officers and staff who are involved in complaints, internal investigations, criminal investigations, disciplines, grievances or employment tribunals receive appropriate support from the MPS both during and after their involvement. The impact on the well-being of staff and their families involved in such cases should not be underestimated. Officers and staff can feel both stigmatised and isolated.

Recommendation 39: Support strategies should be put in place to provide appropriate assistance to officers and staff, including parties involved during a case and to help re-integrate them back into 'working life'.

The powers of responsibility and decision-making between managers and the Department of Legal Services (DLS) must also be more clearly promulgated. The organisation should learn from the model being implemented in the Directorate of Occupational Health, whereby doctors make clinical decisions

and senior HR managers make managerial decisions. There is a perception that this is not always the case with legal advice. The practise of appointing external counsel, with limited experience of diversity, other than from a legal and adversarial standpoint, needs to be addressed.

A large number of grievances currently following the employment tribunal route are historic, having accumulated over time. This impacts negatively on the MPS and does not reflect the progress made by the organisation. Since Commander Steve Allen of the Diversity Directorate took on the client role for these cases, a lot of historic grievances have been resolved. Whilst this is a positive step, the organisation must ensure that this does not reflect negatively on those originally making the grievance or DLS.

7.4.3 Overall impressions

There have been significant reductions in the timescales to investigate internal complaints, however DPS continues to attract negative perceptions from some officers and staff. They still believe that the directorate uses investigation techniques which are not proportionate to the nature of the complaint and take an age to complete.

The working group recommends that DPS should maintain responsibility for anti-corruption and the investigation of serious complaints. However, responsibility for the investigation and resolution of all other complaints should reside with local management teams. This will require officers and staff to be better skilled to respond to such a challenge and to understand better the system of informal resolutions. The MPS should also move to a system of involving community representatives in the resolution of complaints and grievances. This approach works successfully in schools where independent governors, drawn from local communities, sit on discipline hearings and preside over complaints.

Recommendation 40: The MPS should scope the feasibility of involving community representatives in the complaints and grievance process.

8. LEADERSHIP APPROACHES AND STYLES

In recent years, the primacy of 'leadership' over 'management' has been central to policing, with particular emphasis from the HMIC. It is now accepted organisational wisdom that 'sustained action' on race and diversity needs to be supported by leadership behaviours at all levels of the MPS.

The managerial approach, i.e. the 'passive' production of policy and its apparatus, including well-intentioned 'talking shops', is not enough. This is particularly true of those issues needing 'transformational change' such as diversity. For these reasons, the quality of leadership is a critical success factor in the implementation of race and diversity policy. This premise is supported in a recent scoping study conducted on behalf of the Director of the Development and Organisation and Improvement Team (DOIT), Denise Milani, to investigate the feasibility of setting up a Leadership and Diversity Academy in the MPS.⁸

Diversity should be a golden thread that is weaved into the toolkit of all leaders. The Deputy Commissioner demonstrates the commitment and criticality of diversity and leadership through the Diversity Board. The work of the Diversity Directorate, particularly the current Commander, Steve Allen, and Denise Milani must also be acknowledged for promoting the need for a symbiotic relationship between leadership and diversity. Such initiatives as the Commissioner's Leadership Programme, lead by the DOIT team, are helping the organisation to move forward in this journey by creating transformational leaders who can work in a transactional environment. However, the Programme needs to consider how to weave diversity more closely with leadership, given the interdependency of the two. More generally, the innovative and progressive work of the DOIT team requires greater acknowledgement by the MPS and should be better resourced, funded and supported.

The working group also acknowledges the impact of the MPA, the Greater London Assembly (GLA), the Commission for Racial Equality (CRE) and the Independent Advisory Groups for the critical oversight they bring to the MPS and the rigorous challenge they provide to move the organisation forward. The MPS must listen to and learn from such agencies. Their staff bring different professional and life experiences from which the MPS should learn. As such, their knowledge, advice and experience should be considered and, where appropriate, actioned.

There is little doubt that the ethnic minority officers and their network groups within the MPS believe that many supervisors and senior managers exhibit this approach and demonstrate effective leadership behaviours. However, there is a widespread appreciation that many others with senior leadership roles in the MPS must demonstrate stronger commitment to race and diversity, as well as understanding and sensitivity, if race and diversity issues

⁸ The scoping study was conducted by the MPS's Internal Consultancy Group

are to permeate the cultural obstacles described in this report. All leaders within the MPS need a strong emotional attachment to diversity, not just an administrative or procedural attachment. Leaders should 'live and breathe' diversity. The organisation needs to build its internal capability on the foundations of leadership and diversity.

The MPS has invested very heavily in the delivery of policing services to Londoners, particularly in the way that Borough Commanders and other Operational Unit Commanders interact and consult with diverse communities. It should be acknowledged that in these developments the MPS is a national and international leader in the field, particularly in the way we deal with critical incidents. One only has to see the impressive performance of Borough Commanders during community consultative meetings to appreciate their effectiveness and responsiveness towards diverse communities and opinion formers, delivered in a highly customised way. However, the investment in skills development and understanding of diverse communities in service delivery has not yet translated itself into the way many senior managers and leaders deal with internal issues facing diverse staff.

Evidence shows that perhaps because of a lack of confidence, lack of skills or fear, many middle and senior managers are quick to resort to formal systems and procedures as opposed to taking a more humanistic and pragmatic approach to these problems. This manifests itself in a myriad of ways, some of which are reflected in various cases quoted in this report.

Recent events have created a significant environment of fear and uncertainty over how to take a more customised approach within a highly bureaucratic and de-personalised system of HR, complaints and legal procedures. At times it almost seems as if common sense and initiative have been suspended by not taking a more pragmatic and less formal approach where people resolve issues between themselves. Perversely the myriad of HR, complaints and legal policies and procedures become a leviathan effectively strangling the organisation.

We need to:

- a) Soften the approach to HR to be more people-centred and less bureaucratic.
- b) Repeat the skills development of our staff to handle race and diversity issues as well internally as they do externally.
- c) Become a representative organisation with representative leadership teams, which can manage and deal with difference.
- d) Leaders need to celebrate, promote and welcome diversity, recognising the advantages of truly diverse workforce for the MPS.

Recommendation 41: The Diversity Board, chaired by the Deputy Commissioner, should review the way that internal capability building is achieved, on the foundations of leadership and diversity.

9. FINDINGS: MEETING LEGAL RESPONSIBILITIES

The MPS has to comply with a plethora of legislative requirements placed upon it by parliament. Recent legislation requirements in so far as they impact on race and diversity include the following:

- Race Relations (Amendment) Act (2000)
- Disability Discrimination Act 1995 (Amendment) Regulations (2003)
- Employment Equality (Sexual Orientation) Regulations (2003).
- Employment Equality (Religion or Belief) Regulations (2003)
- Freedom of Information Act (2000)
- Human Rights Act (1998)

The working group carried out an evaluation of the methods used by the MPS to meet its legal requirements and whether the implementation of the requirements has been sufficiently mainstreamed into the daily workings of the organisation. The findings are summarised as follows:

- To be compliant with the Race Relations (Amendment) Act 2000, the work is co-ordinated through a regularly updated 'action plan' that has been identified as 'good practice' by the Commission for Racial Equality (CRE). A new process for scrutinising policies has been devised with the adoption of a policy workbook and guide, monitored by a 'Policy Clearing House' for 1,800 internal policies that are seen as relevant to the Act at this time. Community and Race Relations Training (CRR1), which all staff will have completed by the end of this year, taught general awareness of the legislation and this has now been threaded into a variety of courses across the MPS. It is suggested that further training be incorporated into probationer, detective and diversity related courses as well as re-joiners. The Race Equality Scheme 2002/05 presents a challenging action plan for the MPS.
- The Strategic Disabilities Unit, formed in February 2003, takes the lead on disability discrimination. Work is continuing with the Home Office to prepare for the legislative changes in October 2004. Current programmes include assessing access to police stations and increasing the awareness of disability issues for all staff. The disability concept office was launched in August 2003, demonstrating the commitment of the MPS to creating further employment opportunities for people with disabilities.
- In response to the new regulations on sexual orientation and religion/belief, introduced in December 2003, both the DOIT team and the HR policy unit have run a number of events including a Lesbian, Gay, Bisexual and Transgender (LBGT) awareness training day for

middle and senior manager and two workshops to consider the implications of the new regulations for individuals and the organisation. The outcomes of these events are being followed up by the DOIT team and the HR policy unit respectively. Future initiatives could include voluntary data monitoring to record sexual orientation, religion and belief together with enhanced training on issues facing LGBT staff in the MPS.

- The Freedom of Information Act 2000 poses a significant challenge to an organisation the size of the MPS. We currently process over 7000 requests a month for personal data held by the MPS and this is likely to rise significantly with the enactment of the legislation in 2005. The publication scheme has been refined to ensure legislative compliance and current publications include aims, objectives and plans, MPS annual reports and policies, MPS guides and performance figures. All units are now required to review their working to add to the publications and minimise the need to individually address requests.
- MPS compliance to the Human Rights Act 2000 (HRA) has been addressed by a blanket audit of Service policies. This audit has led in some cases to adjustments in existing policy and has resulted in a new statement of policy in others. All members of MPS staff were sent a work book and schedule and allowed three hours to complete their training. All staff that come in contact with the public also received a full day training course delivered locally. Basic principles are contained in the mnemonic PLAN (Proportionality, Legality, Accountability & Necessity) and are re-enforced on posters and within the Evidence and Actions book. Special training by barristers was provided to both ACPO and Superintendent ranks and also to Chief Inspectors and trainers. Adoption of the HRA was welcomed by the Commissioner as “an ideal opportunity to demonstrate the ethical values that underpin our activities.”

The response to these legal changes has in many areas resulted in its wholesale adoption within operational activity. Breaches of The Human Rights Act for example can lead to lost criminal cases and the business case is easily identifiable to our workforce. The challenges lie in the adoption of other legislation, equally important, where the direct connection with law enforcement is not always evident to front line officers and staff facing confrontation and conflict on a daily basis. A more holistic approach needs to be developed when considering our responses to such legislative changes with research to evaluate its cost and likely impact if we are to avoid a ‘tick box’ mentality.

Recommendation 42: The MPS needs to introduce a programme to manage and incorporate new legislation into the organisation. The programme should include risk identification and assessment, progress, performance, compliance, and evaluation of the impact of new legislation and costs. The Deputy Commissioner’s Command should take the lead for this programme.

10. FINDINGS: ACTION ON RECOMMENDATIONS FROM PREVIOUS REPORTS

Over the last decade the MPS has been subjected to a number of internal and external reviews and scrutinies. In the context of this review it was considered to be appropriate for the working group to revisit the reports and ascertain whether the recommendations of the identified reports have been implemented within the MPS.

The working group reviewed the current status of work for the following: the Stephen Lawrence Inquiry Report, the Victoria Climbié Inquiry Report and the Gurpal Viridi Inquiry Report. All of the outstanding recommendations are in the process of being rationalised by a working group to co-ordinate and 'theme' their appropriate disposal.

- The Stephen Lawrence Inquiry Report made 70 recommendations of which 26 are regarded as embedded in working practices. Thirty-one of the recommendations were not seen as directly police-related. Of the 13 that remain outstanding, there are a number that could be said to be mainstreamed and await this final process. The overall lead for the implementation of the recommendations remains with the Diversity Directorate.
- The Victoria Climbié Inquiry Report has five recommendations that can be regarded as embedded with the remaining eight police-related actions being actively progressed and monitored through a programme of work.
- The Gurpal Viridi Inquiry Report has had eight recommendations embedded with two further in progress. Ownership with this rests with the Diversity Directorate. The only recommendation not to have yet been addressed is the consideration for disciplinary action, where appropriate, for officers that were deemed to have acted inappropriately. This recommendation awaits the decision by the Police Complaints Authority (PCA) now the South Wales Police Inquiry has concluded.

Inquiries such as those above often provide detailed organisational learning. Failure to cost and conduct impact analysis on such recommendations diminishes the overall benefit from timely implementation.

11. OTHER ISSUES IDENTIFIED DURING THE REVIEW

11.1 Lessons from the Secret Policeman

It is far from an over-statement to suggest that the BBC documentary shook the world of policing. Despite all the improvements that have been made by police services across the country since the Stephen Lawrence Inquiry, the documentary reminded us that the scourge of racism in policing is still a reality.

When potential recruits apply to join the police, their beliefs, attitudes and value systems are already well developed through their life experiences, upbringing and environment. Particularly in the MPS, applicants come from a wide range of backgrounds. Some applicants may have come from homes and local communities built on generations of unchallenged racist beliefs and stereotypes and where applicants have had little direct contact with people of other races, nationalities or religions.

On a world-wide scale, psychologists and recruiters have consistently struggled to develop reliable measures of unacceptable attitudes such as racism and sexism. One of the main reasons for this is the transparency of such measures. Applicants are unlikely to openly admit or reveal racist attitudes during a selection process and are able to mask their beliefs. Although the competency of 'Respect for race and diversity' is assessed qualitatively through a number of selection exercises, it is still possible for applicants with racist beliefs to be recruited into the police. Even more worryingly, the documentary demonstrated that recruits with such beliefs were prepared to air their attitudes fairly openly and let their prejudices turn into actual discrimination during their probationary period.

Centrex, the Home Office, Greater Manchester Police and the MPS's Internal Consultancy Group are now all in correspondence to consider this problem. Whilst there may be some merit in trying to explore different approaches to measuring racist attitudes, the MPS also needs to develop more intrusive methods for evaluating applicants' attitudes towards race and diversity. These could include home visits and liaising with teachers or employees.

Given the abundance of applications to the MPS, the organisation should not take risks in recruiting candidates who perform poorly on the 'Respect for race and diversity' competency. In the absence of a reliable psychometric measure to screen out unsuitable candidates, 'Respect for race and diversity' should be a 'must-pass' competency.

Being realistic and recognising that no selection process is infallible, recruits must also be closely monitored during training and systems put in place to respond locally and dynamically. The issue of recruits holding the Office of Constable can hinder direct action being taken against recruits exhibiting overtly racist behaviour. Strong consideration should be given to recruits and officers holding regular employee status rather than the Office of Constable.

11.2 Initiative fatigue

The MPS has learned not to over-react to crises or issue on the public agenda such as the Secret Policemen documentary. There is natural reaction by many managers to come up with a list of initiatives to demonstrate their commitment in action. However, there is a danger that these initiatives, which aim to seek solutions rather than identify problems, are not properly evaluated as to their impact, can be hugely expensive and cause initiative fatigue. This can be counter-productive to the organisation keeping its eye upon its core purpose. The challenge is for the MPS to keep the race and diversity agenda as a core priority and sustain it over the longer term rather than taking a stop and start, tick box approach. This would also require a harmonisation of local, MPS and national initiatives. Fewer, higher quality initiatives may pay dividends more than a wide number of uncoordinated activities. This issue is being addressed as part of the wider Strategic Development programme led by Deputy Assistant Commissioner Richard Bryan.

11.3 Backlash

There are many diverse people within the organisation that feel that the high profile nature of race and diversity issues has a perverse or retarding effect rather than a positive or progressive impact.

This arises from the fact that usually when race and diversity issues are raised it is from a negative perspective when the organisation 'knee-jerks' or over-reacts. This puts ethnic minorities and other minorities constantly under the spot-light or under scrutiny, that others do not have to endure.

To some extent this is a product of the organisation moving through its 'learning curve' on race and diversity, where well-meaning supervisors and managers, sometimes thinking they are doing the 'right thing', are in effect over-reacting and thus creating pressure for the people they are trying to assist.

The negative side of this is the creation of unnecessary pressure upon many people in the organisation from minorities. Such individuals believe they cannot display their true potential because they feel under almost constant pressure to prove themselves. This in turn restricts their growth and development. These findings are not unique to the MPS and are well documented in other public sector organisations and academic research into the progression and perceptions of minority groups in organisations. Some of the themes that emerged during the review reflect issues raised in the BPA report. The MPS must create a truly diverse environment where people are treated according to their specific needs, rather than creating 'a special case' for particular groups or individuals.

Progress through the organisation should occur on the basis of their skills, abilities, experience and approach. The MPS should learn the lessons of the negative aspects of affirmative action, which are highly visible in both the US education system and other US organisations.

11.4 Separatism

The MPS has been forward thinking in enabling formal network associations to emerge beyond the formal staff associations and should be congratulated on its approach. This is a very positive step and provides a good support mechanism for members. Similarly the IAGs are working well and an excellent innovation, which are regarded as 'good practice' both within and outside the MPS. The recent approach for co-ordinating the activities of MPS Staff Associations, Samurai, has been effective.

The MPS must support and allow these groups to flourish but must also work with these organisations to avoid the danger of them becoming 'problem solving centres' in their own right, as their members take their concerns to these representative organisations. Secondly, there is a danger that they become ideologically oriented and radical rather than supporting the mainstream development and core mission, working towards achieving the purpose of the MPS.

There is a need to work with these groups to define their longer-term common purpose to help create an inclusive MPS. To achieve this, the Staff Associations and network groups require a corporate framework and a proper infrastructure, with the requisite support functions. Mechanisms need to be put in place to ensure that organisational issues arising from individual Staff Associations are fed into corporate units responsible for improvement such as planning, performance, the DOIT team and HR and that parity, in relation to their concerns, is demonstrably evident.

12. CONCLUSIONS

The Commissioner, Sir John Stevens, seized the opportunity to take positive steps following the screening of the 'Secret Policeman' documentary by appointing Assistant Commissioner Tarique Ghaffur to conduct a thematic review of race and diversity in the MPS.

Assistant Commissioner Ghaffur and his working group conducted a high level, strategic review of the effectiveness of the service we provide to the diverse people of London, the status of our internal processes and the quality of leadership within the organisation. The author acknowledges that the review and the ensuing report focuses on police officers and issues of race. However, many of the findings and recommendations are equally applicable to our police staff and the other main axes of diversity. As such, an inclusive approach should be taken when implementing the recommendations.

The findings of the review demonstrate, through quantitative data and qualitative information, that the MPS has made huge progress in recent years in providing a tailored, first-class service to London's diverse communities. However, significant problems still face the MPS, particularly under-representation of officers throughout the organisation and the aspects of disproportionality demonstrated in this report.

The same level of vigour must be applied to improving the organisation's internal processes. The MPS approach must:

- Value individuality and difference to a far greater extent.
- Be more person-centred and less procedural.
- Focus on creating and developing strong leaders, for whom diversity is a central tenet.
- Be more dynamic in finding creative, innovative, staff-friendly, 'diversity-proofed' solutions to problems.

The recommendations in the report provide avenues for both short-term improvements and longer-term advances. Ultimately, the benefits derived from undertaking the review will only be realised if the recommendations are considered seriously by relevant stakeholders and actioned in a co-ordinated manner.

We should not lose sight of the advances made by the MPS since the public inquiry into the death of Stephen Lawrence. However, an organisation as important and high-profile as the MPS can never become complacent if it hopes to achieve its ambitions of making London the safest major city in the world.

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Appendix B: Hendon action plan

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Appendix D: PACT action plan



Thematic review of race and diversity in the Metropolitan Police Service

Appendices (Final Draft)

March 2004

Sponsor:

Sir John Stevens, Commissioner, MPS

Lead:

Tarique Ghaffur, Assistant Commissioner Specialist Crime, MPS



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1. APPENDIX A: MPS ACHIEVEMENTS POST THE STEPHEN LAWRENCE INQUIRY

Appendix A provides a summary of some of the MPS's recent improvements in response to race and diversity issues.

- Implementation of a programme of diversity training (involving input from community representatives) for all MPS staff (98% of all staff, around 40,000 people, have now received such training).
- The setting up of a Directorate with specific responsibility for issues relating to diversity (the Diversity Directorate).
- The establishment of the Race and Violent Crime Task Force to tackle race hate crime.
- The production by the Diversity Directorate of a comprehensive Diversity Policy, subject to continuing review, and a Hate Crime Manual.
- Some months prior to the publication of the Stephen Lawrence Inquiry Report in February 1999, the Critical Incident Steering Group (CISG) was formed to oversee a programme to improve the MPS response to critical incidents. The group meet bi-monthly latterly with DAC Griffiths as chair.
- The programme was built around the requirement to respond at all levels to the agreed definition of a critical incident, viz:

“Any incident where the effectiveness of the police response is likely to have a significant impact on the confidence of the victim, their family and/or the community”
- This definition has been adopted by ACPO for the Service, as has much of the training design and methodology, e.g. Dr Crego's HYDRA system.
- Professionalisation of all critical incident training and the publication of the Critical Incident Training Manual.
- Skilled Internal Investigation staff from DPS have assisted local boroughs in the investigation of 'hate' crime.
- Use of innovative methods to establish contact with a range of 'hard to reach' groups. One example of this was the use of the Internet during Operation Whippingham.
- Introduction of suitably trained family liaison officers to support families who have been the victims of crime. FLOs contribute significantly to investigations. They are also able to explain police policies and procedures and generally facilitate dealings between families and the police.

- The setting up of Community Safety Units (CSUs) on boroughs. Their main role is to deal specifically with issues relating to hate crime.
- Positive action to recruit greater numbers of visible ethnic minority and female officers, to better reflect the make-up of London's population.
- Our performance around the investigating of hate crime and analysis of related intelligence has significantly improved. The MPS had a recent success in gaining High Court authority to re-open the inquest into the New Cross fire.
- Professionalisation of critical incident training and the publication of the Critical Incident Training Manual.
- The inception of the Cultural & Communities Resource Unit (CCRU), a groundbreaking initiative harnessing individual skills and life experiences from MPS staff to better serve London's diverse communities. An example of how CCRU has contributed to the success of an investigation was Operation Weare. In this case, CCRU provided a Turkish-speaking member officer to the enquiry team to ensure effective communication between the Senior Investigating Officer and the victim's family. Also during Operation Weare the services of a local Turkish councillor were utilised to liaise with the family and offer practical support regarding re-housing.
- The development of Homicide Assessment Teams to attend scenes and advise on 'golden hour' management.
- The development of a thorough murder review process of all unsuccessful investigations.
- Strategic Relationships Team that has led to constructive strategic partnerships with bodies such as the Muslim Safety Forum. The involvement of community representatives and Independent Advisory Group members in such initiatives is essential, and allows the MPS to benefit from their knowledge, skills and experience, thereby increasing confidence and cohesion.
- Operational debriefing of critical incidents impacting on the MPS.
- The introduction of DOIT, the Development and Organisational Improvement Team. DOIT have developed strategies for the main 6 axes of diversity recognised by the Greater London Assembly. New initiatives managed by DOIT include mentoring schemes for MPS staff from minority groups and targeted leadership programmes

In the aftermath of the Stephen Lawrence Inquiry Report, the MPS set up Independent Advisory Groups (IAGs). IAGs were established centrally via the Diversity Directorate and Metropolitan Police Authority, and locally at borough level (where in fact links with community representatives have been a feature of policing for a number of years). IAG members from a variety of

communities, interests and backgrounds. The IAGs have been actively consulted, and contributed to the following:

- The wording, content and launch of the Diversity Strategy and the Hate Crime Manual.
- An MPS Inspectorate inspection in 2000/01 into how racist incidents were dealt with in the Service when for the first time ever in an MPS an IAG member accompanied the inspection team during interviews, helped form recommendations, identified many areas of good practice, and agreed the final report.
- Over 370 critical incidents managed with members of IAGs actively integrated into the process.
- Significant improvements in numbers of ethnic minority police officers (822 in 1997 to 1575 in 2003; increase of 92%).
- Relatives campaign. This is a targeted campaign for ethnic minority recruitment following research which suggested that we may overcome barriers by having family members offer their thoughts about having relatives in the Service. The campaign was supported by coverage in the ethnic minority press (Muslim News, Notun Din, Bangla Mirror, Black Heritage Today, Ethnic Media Group, Asian Express, Pride, The Voice, Snoop, Desi).

Targeted recruitment campaigns, include:

- Hair Salons (African Caribbean females in over 50 hair salons across London)
- Fitness First gyms (female lockers across London).
- Premier Christian Radio (interviews and advertisements to the Christian community, a large proportion of which are from under represented groups).
- Bespoke advertisements for religious festivals (e.g. Chinese New Year, Eid and Diwali).
- Advertisements and editorials in media which primarily targets under represented groups, for example:
 - Gay and lesbian press.
 - 'Little black dress' campaign in Cosmopolitan and Company.
 - 'Rights and Wrongs' campaign in the Jewish Chronicle.
 - Feature in the Asian Music Awards brochure.

Attendance at cultural events, including:

- 2003 Pride festival in Hyde Park
- The Asian Champions Cup in October 2003.

Other initiatives implemented by the HR Directorate are:

- The Introduction of community assessors to the new National Recruit Selection Centre. To date, 15 community assessors have been selected (8 female and 4 ethnic minority assessors).
- Wide range of monitoring exercises to identify disproportionality in overall numbers, ranks/bands, locations, HR processes (recruitment, discipline, Fairness At Work cases).
- All HR policies were “proofed” during 2003 against potential discrimination.
- Introduction of a number of general policies to support diversity such as a carers’ policy and flexible working policy
- Introduction of a number of specific diversity/anti-discrimination policies, including:
 - Fairness At Work (5 May 2003).
 - Sexual Orientation, Religion and Faith (Employment Equality Regulations) (1 and 2 December 2003).
- Recognition and support to Staff Associations including a formal recognition of their status as representative and advisory bodies for particular groups, provision of practical facilities and facility time to assist their work and the creation of a formal forum for regular discussion with senior management. The number of Staff Associations has grown steadily. Currently there are 13 such associations:
 - Black Police Association
 - Metropolitan Police Greek Staff Association
 - Association of Muslim Police
 - Metropolitan Police Sikh Association
 - Christian Police Association
 - Association of Senior Women Officers
 - Gay Police Association
 - Jewish Police Association
 - Police Anglo Italian Staff Association
 - British Association of Women Police

- Metropolitan Police Hindu Association
- Metropolitan Police Turkish and Turkish Cypriot Association
- Disabled Staff Association.
- Appointment of a dedicated childcare co-ordinator to develop support for working parents across the MPS. A temporary post holder is in post and the selection process is underway. A substantive appointment will be made shortly.

Recent achievements at recruit training school include:

- Formal agreement has been reached to build a crèche facility at Hendon and work is currently underway to put this in place.
- Quiet Room. The recruit training school has been the first to introduce a quiet room for all faiths to use at Hendon for personal prayer, relaxation and reflection.
- Recognising cultural differences. In order to understand and recognise cultural differences, the recruit training school has addressed the issue of communal showers within the Tower Blocks accommodation and the gymnasium by providing individual cubicles.
- Passing Out Parades. In October 2003, the IAG raised the issue of Muslim officers and their families not being able to take prayers on a Friday lunchtime when involved in the Passing Out Parade. As a result, the senior management team at the recruit training school decided to split the Friday parade in two, introducing one parade in the morning and one in the afternoon, providing sufficient time during the midday period for prayer.
- Recruit training school responded positively with Catering Branch to accommodate the needs of recruits, introducing daily halal food.
- Tower Hamlets College for Further Education. Recruit training school has provided academic advice and support to a pre-Hendon access course and is currently exploring this partnership opportunity for future links with the college, for use of the premises as a non-residential site for foundation training.
- Independent advisors and community trainers. In recent years, the recruit training school has been successful in securing the use of a number of members of communities within London in attending lessons particularly diversity related for recruits.
- Informal Support System. Some of the ethnic minority recruit staff have been providing an informal support system for ethnic minority recruits prior to the implementation of the 0-5 years' service mentoring scheme.

- Rahkris (November 2003). The senior management team at Hendon has championed the issue of Hindus wearing rahkris during officer safety training as being at the forefront of diversity in an area where this has not arisen before.
- Market Place. On a frequent basis Hendon holds evening market places for the recruits where all Staff Associations are invited to attend with displays to meet and promote their association to all recruits. Equally there is a room set aside at Hendon, which is designated for Staff Associations to use to consult with any recruits as they wish.
- On a regular basis, the senior management team at Hendon meet with all recruits informally, particularly encouraging ethnic minority officers to discuss any issues they wish to raise.
- In the Spring of 2003, Territorial Policing requested the recruit training school to support the Safer Streets Campaign with High Visibility Patrols (HVP) in Westminster and Camden. This was a huge success and the recruit training school now supports Territorial Policing by sending 150 trainees every 5 weeks to boroughs for safer streets initiatives in week 17 of the 18-week course.
- Partnership with the London Borough of Barnet. The senior management team at recruit training school has developed partnership arrangements with the Barnet borough Commander and its partners by supporting the borough's crime hot spot areas with recruits for HVP in week 17. This has created a healthy relationship with the local community and hopefully will impact in time.
- Decentralising foundation training. By utilising current assets, the senior management team has developed a non-residential foundation course at Sunbury Training Centre. There were two reasons for this. One was to attract new training staff from a different part of the MPS to deliver foundation training in the South and secondly, an opportunity to pilot the main principles of the Home Office Modernisation project for Probationer Training¹. The main thrust of this is to prove we can deliver non-residential training away from Hendon, work closer to the communities the officers will serve and move away from the non-holistic approach at Hendon. This is proving to be a success and an additional site at Orpington Police Station is planned for April 2004.
- Personal Awareness Training (Diversity Training) 4 days. Following the successful trial of this training being delivered by diversity training school trainers at Sunbury in October 2003, it has been mainstreamed into training at Hendon. This is a significant change as previously diversity training was the responsibility of recruit trainers.

¹ HMIC "Training Matters"

- Positive response to discipline. Since the BBC Secret Policeman documentary, the senior management team at recruit training school, together with DPS, have taken a robust approach to allegations of race, sex and homophobic incidents occurring at Hendon and will continue to do so.

2. APPENDIX B: HENDON ACTION PLAN

Diversity Issue Identification / Action Plan

<u>Issue</u>	<u>Action Proposed/Planned - Immediate</u>	<u>Directorate</u>	<u>Lead</u>	<u>Introduced by -</u>	<u>Resources</u>	<u>Comments</u>
2.1.1 Hendon Recruit Training School (RTS)						
<u>1. Recruitment Integrity</u>	a) Introduction of new strengthened reference process to include diversity issues.	HR	Paul Hedington (Head of Recruitment)	Complete		New reference letter introduced which is focussed on inappropriate behavioural traits and provides examples to aid understanding by referee. 20 dip-sampled – satisfactory. (8/12//03)
	b) Introduction of arrangements for logging and exploring anonymous information as part of vetting process.	HR	Paul Hedington	Complete		Logging system already in place. Protocols now agreed and in place with DPS for actioning.

	c) Amendment of candidate declaration form introducing 'Principles of Conduct' form to be introduced at pre-recruitment stage.	HR	Paul Hedington	Complete		Current candidate declaration form is introduced at training stage. Introduction of this will include intake starting 19/1/04
	d) Introduction of new declaration form between recruitment and training intake date to update new information of changes in candidates' personal circumstances.	HR	Paul Hedington	Complete		Will include intake 19/1/04 as its first.
	e) Introduce photograph requirement at application stage to assist tracking of applicant / prevent dual applicant deception.	HR	Paul Hedington	Complete		Equipment purchased and process in place.
	f) Publicise applicant failures due to inappropriate behaviour or attitudes identified.	HR	Martin Tiplady	Complete.		Under new National Recruiting Standards (NRS) seven have failed in area so far.
	g) Call centre monitoring / recording equipment to be installed to cover calls between recruiters and applicants.	HR	Paul Hedington	Equipment purchased.		Awaits delivery. Implementation supported by ACSC & Director HR.

	h) Diversity training for all recruiting staff.	HR	Paul Hedington	Complete.		80% of staff trained to CRR1. Remaining 16 staff will have completed this training by end of December 2003.
	i) All recruits to bring photographic proof of identity on day 1.	HR	Paul Hedington	Complete		Now in place for December and January intakes.
	j) National database to identify failed applicants. (NRS satisfies this)	HR	Paul Hedington	Complete		We will not have details of applicants from GMP, N.Wales, Devon & Cornwall, Wiltshire, Herts, Essex, Lancs, Cheshire, Thames Valley who are rejected. Current example of failed MPS recruit who went part way through application process with Herts. (Cmdr Hussain). Update 8/12/03 – all forces will be NRS live by April 2004. All those applicants in system to have manual checks completed with home force only.
	k) High publication of failed applications due to inappropriate behaviour or attitudes.	HR	Paul Hedington	Complete		

	l) PSG to have a greater role in the referee checking.	DPS	John Clarke / Paul Hedington	Complete		Anonymous letters passed to PSG along with intelligence for appropriate research response.
2. Recruit Training School (RTS)	a) To complete MPS Inspection examining processes used by RTS for disposal of recruit constables during foundation training.	MPS Inspectorate	Acting Cmdr. Grainger	Complete		Inspection complete. Recommendations currently being actioned 1.4.04.
	b) Four weekly focus groups with RTS SMT, staff and recruits.	HR	A / Cmdr. Grainger	Complete		A / Cdr. Grainger & Shaun Kennedy meet with all recruits monthly. Dates already scheduled for 2004
	c) To review current selection process for all RTS staff and introduce new interview and assessment process for RTS staff in the future	HR	A / Cmdr. Grainger	Complete Jan 2004		Current selection under review. It is now intended to explore a complete professional overview through "PA Consulting". Following approval, a new Corporate DTD Selection Process will be used.
	d) Raise profile and appeal of RTS for prospective trainers to address staff shortage. (Presently 70 staff short)	HR	A / Cmdr. Grainger	Complete		Intranet message released on 3 / 11 / 03 generated in excess of 70 prospective applicants. DTD "Open Day" was held on 17 / 12 / 03 with presentations from all schools with current Trainer vacancies. Selection process follows.

	e) Re-emphasise 'Reporting of Wrong Doing' strategy.	DPS / HR	DCS Sawyer	Complete		All recruits addressed by staff and staff addressed by SMT and have discussed Intranet message from Commissioner. Re-distribution of posters within RTS has taken place.
	f) Pilot overt Professional Standards Compliance Officer within RTS.	HR	A / Cmdr. Grainger	Complete.		Not proceeded with. DPS will now be located on sight at Hendon from April 2004.
	g) Immediate Risk Assessment of RTS.	DCC Corporate Risk Assessment	Nicholas Chowns / David Wales	Complete		Identification of immediate risk reduction measures.
	h) RTS has changed 'Principles of Conduct' form that recruits are required to sign in week one to include an obligation to report unacceptable behaviour.	HR	A / Cmdr. Grainger	Complete (Inclusion within NRS awaits)		Current form obliges the <i>challenge</i> of inappropriate behaviour and now states <i>challenge and report</i> . Home Office is supportive and will include it within NRS.
	i) Develop menu of tactical options for pro-active response by DPS	DPS	Det. Supt. Maxine de Brunner	Complete		See separate confidential Action Plan.

	j) Review of recruit cohort that included PC Andrew Hall (One of the 'Secret Policeman' officers, ex-MPS) to examine complaint records and other intel.	DPS	Ch. Supt. Southcott	Complete		No irregularities identified.
	k) All RTS classes have discussed the letter from the Commissioner following 'Secret policeman'		A / Cmdr. Grainger	Complete		
	Short Term.					
3. Recruitment Integrity.	a) Re-vetting of 100 (Dip sampled) recruits, appointed over last 12 months.	DPS DCC	Supt. Dolden Andy Dunbar	Complete		Two irregularities identified. One officer has County Court judgements that he DID declare on application, which should have disqualified him. The other officer had not been security cleared. Both being actively managed and 'Risk Assessed.' Both evaluated as low risk at this stage.

	b) Amend NRS interview structure to enable assessor to move outside guidelines where issues of inappropriate behaviour / attitudes are identified.	HR	Bill Jordan	Complete		Agreed with Centrex.
	c) Establish system to randomly check validity or references and referees.	HR	Anne Roche	Complete		
	d) Confidential 'Intelligence Line' telephone number to be provided to referees.	PSG	John Clarke	Complete		Protocols agreed with DPS. Evaluation and possible installation of 'free phone' number after three months. Early information actioned.
	e) Consideration to be given to requiring candidates to identify a wider range of referees.	PSG	John Clarke	Complete		Introduced for those candidates where concerns exist or where HR requests additional research.
	f) Re-vetting of 100 current applicants within 'system.'	PSG	John Clarke	Complete		No irregularities identified.
	g) MPS Inspectorate to map vetting, critically assess and dip sample.	Inspectorate	Brenda Baxter	Complete		Report attached.

4. Recruit Training School	a) Improve informal support system for minority recruits during 18 weeks with assistance of minority RTS staff and 'First Contact' officers.	HR	A / Cmdr. Grainger	Complete		Two VEM trainers run present informal system operating within the RTS. This consists of 6 weekly meetings welcoming recruits. OCU SMT considering means of formalising this system by introducing a 'pastoral' care unit within the OCU, encompassing the role / function of a support system for all recruits. This will run alongside the existing First Contact Officer arrangements.
	b) To review 'First Steps in Policing Culture' with a view to re-naming and introducing diversity training provided at Sunbury pilot site (Current instruction 16hrs, new format is 24 hrs instruction)	HR	A / Cmdr. Grainger	Complete		Linked to 4(c) as recommendation extends to Diversity training delivery be provided by Diversity Training School (DTS) staff.
	c) DTS staff to deliver all diversity training to recruits	HR	A / Cmdr. Grainger	Complete		From 1/ 12 / 03 Diversity Trainer from the DCS (DOIT) will deliver the new 3-Day Diversity Programme, with the assistance of Recruit Trainers who have received a 2 day familiarisation Diversity Package. A decision will be made to ascertain if this

						system can be maintained in In the long term. Protocol in place with Cdr. Allen to be reviewed.
	d) Review current 18-week syllabus in relation to 'Values' aspect of MVV to ensure that integrity and related issues are covered.	HR	A / Cmdr. Grainger	12/12/03		New three day diversity programme covers the 'values' aspects of MVV and this theme is threaded through the remainder of the course.
	e) Increase Supt. And C/I Posts by 1 of each at RTS, re-defining roles to develop management processes.	HR	A / Cmdr. Grainger	Complete.		Second Superintendent in place 7.01.2004 to support OCU Commander. Chief Inspector post not considered at this point.
	f) Staff association day at RTS.	BPA et al	Alfred John	12/11/03		Initially BPA demonstrating support for minority recruits.
	g) Undertake review of culture and leadership issues at RTS	Diversity	Denise Milani	Underway		Inquiry embarked upon after 'What is happening to our ethnic minorities' by Al John
	h) RTS refurbishment project	Diversity / PSD / HR	Denise Milani A/Cmdr. Grainger	Underway		OCU Commander to lead. Work commenced 17/02/04.

	i) Design and implement testing regime around diversity modules.	HR	A / Cmdr. Grainger	On-going		Awaits update from Shaun Kennedy / Denise Milani.
5. ACPO Response	a) MPS to re-visit race equality scheme	Diversity	Cmdr. Allen Martin Tiplady	12/12/03		New diversity strategy due April 2004. HR review of Equal Opportunities Policy ready for Management Board consideration by end of 2003.
	b) Re-visit current state of diversity training (Inc. stop & search) – To accelerate where necessary.	HR	Cmdr. Allen A/Cmdr. Grainger	12/12/03		This needs to address MPS as a whole but priority must be given to RTS trainers.
	<u>Medium Term</u>					
6. Recruitment Integrity	a) Examine use of psychometric testing as part of NRS	HR	Paul Headington	6/2/03		Possibility of looking more deeply at issues of integrity and ethics. Consider national project. Consultation underway with Centrex and Home Office,
	b) Reinstatement of Home Visits for candidates	HR	Simon Hockley	8/12/03		As Below.
	c) Change of recruit status from Constable to Student.	HR	Simon Hockley	8/12/03		As Below, Police Staff for Contract for Recruits refers.
	d) Carry out vetting of 100 pre-July recruits.	DPS	Supt. Dolden	Complete		Complete, No issues discovered

	e) Carry out review of vetting process with a view to extending it to provide for diversity indices.	DPS	Supt. Dolden	Complete		Complete: Development of Priority Channel for those cases recognised as “ May suffer Delay in Pre-Vetting”
7. Recruit Training School	a) To implement recommendations from MPS Inspection into attrition/wastage rates for recruit constables	HR	A/Cmdr. Grainger	Ongoing		See immediate action 2(a).
	b) Personnel Manager for RTS to be appointed.	HR	A / Cmdr. Grainger	Complete		PM and 10 staff now solely dedicated to RTS and DTD, although still working within HR business group.
	c) RTS 2-week 'Trainer for Trainers' course' to incorporate diversity personal awareness module.	HR	A / Cmdr. Grainger	Ongoing		Following the Evaluation of the Diversity Training Course for Recruits by the TSU, consideration for the Medium Term of expanding the Induction process for Recruit Trainers. OCU Commander to progress in partnership with Diversity Training Staff.
	d) To develop the 0-2 mentoring scheme within RTS and promote the benefits amongst recruits.	HR	A / Cmdr. Grainger	Ongoing		OCU Commander to lead with Deniose Milani. Discussions in progress to incorporate this issue into the Terms of Reference for the new Pastoral Care Unit.

	e) Consideration to appointing CSU for RTS	Diversity	Cmdr. Allen	Complete		Business case not evident.
	f) Consider permanent DPS (team) presence within Peel Centre.	HR / DPS	A / Cmdr. Grainger	Complete		DPS to be located on sight at Hendon from April 2004.
	g) MIU for RTS	HR	A / Cmdr. Grainger	Awaits		Lack of management information highlighted by MPS Inspectorate during disproportionality related inspection. Staff advert current with start date approx. 1.04.04.
	h) To develop new recruit prospectus in conjunction with recruitment and selection.	HR/DTD	A / Cmdr. Grainger	Ongoing		Product similar to University Prospectus to be designed to include information such as joining instructions, Diversity Information,, 0-2 Support Services, Prayer Room facility, Staff associations and accommodation etc. This could also the multi-media induction CD welcoming all to the MPS. Project Team to be lead by Supt. Parker & Simon Marshall to be created under ICG incorporating other issues with RTS.

	<u>Long Term</u>					
	a) To recommend that DTS staff train incrementally RTS staff to deliver diversity training long-term.	HR	A/Cmdr. Grainger	TBC		Not yet considered.
	b) Decentralising of recruit training from Hendon.	HR / DTD	A/Cmdr. Grainger	Ongoing		Sunbury 1 ends 12/3/04 and evaluation will follow. Orpington 11 to start May 04. Non-residential, departure from Hendon 'culture.'
	c) Consider new 'posting criteria' for RTS staff.	HR	A/Cmdr. Grainger	Ongoing		In light of next years resourcing at RTS, it is envisaged that an informal BOCU – TP Posting will apply to some staff together with redeployment across the Directorate.
	d) Consideration to be given to removing drill.	DTD	A/Cmdr. Grainger	Ongoing		The Commissioner recently directed that all recruits would take part in the passing out parade at Hendon. No change to this Policy to date.
	e) Consider replacing uniformed staff with experienced staff from private sector	HR	Martin Tiplady / A/Cmdr. Grainger	Ongoing		Recent advertising and "Open day" tends to lean towards not requiring this action..

	f) Consider permanent OH / Welfare presence at RTS					Pastoral Care Unit encompasses this action.
	g) To pilot an overt 'professional standards' compliance officer for a period of two weeks within RTS	DTD		Complete		
Immediate / Short term						
.8. HR Activity	a) Review of MPS HR Policy for diversity considerations and impact on underrepresented groups e.g. minority ethnic staff, women, disabled staff, LGBT/Faith groups.	HR	Richard Callegari	Complete		Review complete and now being refreshed to include relevant legislation e.g. The Equality (Sexual Orientation and Religion & Faith Regulations 2003)
	b1) 'Fairness at Work' policy review / monitoring of cases from diversity perspective to identify disproportionality. B2) Monitor FAW cases with specific allegations of discrimination/harassment/ bullying or inappropriate behaviour.	HR	George McAnuff			Provisional analysis fails to 3 identify disproportionality. 14% of cases involve VEM staff (20% of work force. Awaits information PMs (reminders sent 5/12/03)
	c) Introduction of MPS 'Property Zone'	HR (Career Management & Retention Unit)	Martin Tiplady	Complete		Introduction at RTS. MPS wide anticipated Jan 2004.

	d) Retention Support & Project Officer	As 71		Jan 2004		Appointee will have strategic responsibility for retention of staff.
	e) National recruiting Standards	HR	Paul Headington	Complete		Adopted MPS 29/9/03. Evaluation awaits suitable number of candidates processed.
	f) Pilot Exit Survey Process	HR (Career Management & retention Unit)	Martin Tiplady	Dec 2003		External service provider to pilot new exit survey process in approx. 50% of boroughs. Pilot to commence Jan 2004 – evaluation July / Aug 2004
	g) Wastage Analysis	HR	Martin Tiplady	Complete		Initial activity complete. Process continues. Improvements to processes continue.
	h) Modernisation of Probationer Training	HR (Training & Development)	A / Cmdr. Grainger	April 2005		Implementation April 2005.
	i) Monthly review process for Police Staff Discipline	HR (Police Staff Discipline Unit)	Martin Tiplady	Complete		Individual cases tracked to ID emerging trends. Data provided to stakeholders.

	j) Equality Regulations 2003 (MPS response)	HR (Policy Development) DOIT	Martin Tiplady / Denise Milani	Jan 2004		Range of activities progressed jointly with DOIT and include Review mentioned at 7(a), Manager's guidance in respect of requests from staff based on religion or beliefs, undertaking personal data collection through MetHR identifying minority groups for disproportionality analysis.
	k) PCSO Discipline Disproportionality	HR (Employee Relations)	Met Inspectorate / Diversity Solutions	Oct. 2003 (Internal) Complete		Submitted to Cmdr. Paddick by 'Diversity Solutions.' Internal Inspectorate due Oct 2003. Anticipated that no disproportionality issues were identified. Cmdr. Carter to liaise with DAC Paddick re recommendations.
	l) Study of Police Staff discipline disproportionality.	HR	Paul Madge	Complete		Report to MPA 1/12/03.
	m) Diversity issues raised a monthly meeting between Denise Milani and Director HR.	HR	Martin Tiplady	Complete		
	n) Collation of all Police Staff discipline cases initiated or on-going after ¼/03 for	HR	Brian Gittins / Eleanor Ryan	Complete		All being collated via PMs as previously no central record was maintained of lower level

	review.					cases.
	o) Completion of discipline procedures review and consultation with Staff Associations and other stake holders	HR	Brian Gittins	Complete		First draft complete.
	p) Redefine and restate key stakeholders for consultation purposes in the development of new policy e.g. Staff Associations / Trade Unions	HR	Richard Callegari	Complete		HR Board agreed paper 11/1//03.
	q) Focus groups are being held for Staff Associations and IAG members in conjunction with DOIT to establish impact of Equality Regulations (Religion, Belief and Sexual Orientation.)	HR	Richard Callegari	Complete		Focus group days held 4/5 December with 40 attendees each facilitated by ICG.
	r) Refreshed Equal Opportunities Policy with specific personal responsibilities to be sent out for consultation.	HR	Richard Callegari	Complete		
	s) To explore the issue of Police Staff 'contracts' for recruits at RTS prior to attestation in week 17/18	HR	Simon Hockley	Draft paper published with proposed format of contract.		Awaits advice from Martin Tiplady (HR Director)
	t) To explore restoration of Home Visits as part of	HR	Andrew Dolden	Draft paper published.		A Pilot to be conducted on Intelligence led Home Visits

	recruiting process.					
	u) Continue to verify suspensions and all cases that could result in dismissal.	HR	Brian Gittins	Complete		Locally made decisions validated centrally.
	v) Complete discipline procedures review and consult Staff Associations and other interested parties.	HR	Brian Gittins	Complete		First draft completed. Some minor amendments and additions made.
	w) Devise scheme to ensure that outcome of all discipline cases referred to PSDU	HR	Brian Gittins	Ongoing		Letter to all PMs by 31/1/04 from AC Hogan-Howe.
	Medium Term a) Develop manager's guidance on how to deal with staff requests resulting from the Equality Regulations.	HR	Richard Callegari	Complete		Annex to draft EO policy.
	b) Publish transparent Competency framework based Police Staff Policy.	HR	Charles Phelps	Ongoing By April 2004		
	c) Set up monitoring of sexual orientation, religion/beliefs and disability on Met HR	HR	Simon Hockley	09/04		Next Working Party meeting 25/03/04
	d) Review dress code policy for religious consideration.	HR	Simon Hockley	03/04		Issues raised on policy file. Awaits response from DCC4.
	e) Explore high profile launch of new procedures	HR	Brian Gittins	Ongoing		

	f) Arrange and complete workshops for personnel managers on the revised police staff disciplinary procedures.	HR	Brian Gittins	Ongoing		
	g) Assess impact of the IPCC procedures when known.	HR	Brian Gittins	Ongoing		
	Long Term a) All policy workbooks to be published on internet outlining how HR policies do not have a negative impact or discriminate against under represented groups.	HR	Richard Callegari	Complete		
	b) Annual review of FAWP	HR	George McAnuff	Complete		
	c) Review revised police staff disciplinary process after 6 months to assess any issues of disproportionate application.					

10. DOIT	a) Internal Policing & Performance Plan	DOIT	Denise Milani	April 03 – Mar 04		EmbRACE EnGENDER EnABLE FAITHFul EnLiGhTEn EngAGE
	b) VEM – Active Career Development Programme	DOIT	Denise Milani			
	c) 0-5 Mentoring Programme	DOIT	Denise Milani			
	d) 0-2 Programme	DOIT	Denise Milani			
	e) Female & Ethnic Minority Development Training Program	HR / Diversity	Denise Milani			
11. MPA	a) MVV seminar to be held for VEM staff and officers.	Working Group	Cmdr Carter			Suggestion by Cecile Wright to Cmdr Carter. Focus groups have been held by AC Ghaffur for senior ethnic minority officers and staff and representations sought from Staff Associations and Unions.

3. INSPECTORATE REPORT ON VETTING

Acknowledgements

The inspection team would like to express its appreciation to all those members of the Recruitment Centre at Hendon and Personnel Security Group who participated in this inspection. The time given and the frank manner in which views were shared proved invaluable.

Terms of Reference

The inspection team conducted this review based on the following terms of reference as agreed by the sponsor, AC Tarique Ghaffur:

- Map the vetting process for recruits;
- Review the process as 'fit for purpose';
- Conduct a dip sample of cases to check that processes are being adhered to; and,
- Establish if there was any evidence of disproportionality within the processes.

Methodology

The inspection team visited the Recruitment Centre at Hendon and Personnel Security Group (PSG) at New Scotland Yard. Interviews were conducted with members of staff at each location to establish the processes of recruitment and vetting.

The inspection team dip sampled a number of recruitment files and Counter Terrorism Check (CTC) forms to confirm compliance with the processes and to check for disproportionality.

Findings

Recruitment

1. There is no detailed policy outlining what is considered as an acceptable reference.
2. Twenty files of candidates who had been rejected due to adverse references, between April – December 2003, were examined to establish if there was any evidence of disproportionality. There was no evidence of one group being treated either more or less favourably than another.

3. There was no evidence of consistency in the decision making process, and it was therefore difficult to gauge why some candidates were accepted and others rejected.
4. Although applicants provide the contact details of previous employers and referees, there is no robust system in place that enables the MPS to validate the veracity of the contact details or check on the employer's or referee's history.
5. No checks are carried out on periods of unemployment. Simple checks with the DSS would indicate if a candidate was actually claiming benefit at the time indicated, and account for their whereabouts.
6. The new reference request letter sent to employers and referees needs more clarity over what is meant by 'unacceptable behaviour'.
7. A referee 'must have known the candidate for at least three years, the referee must hold a position of authority and must not be related to the applicant'. Examples were seen where these guidelines were not complied with.
8. Photographs are now taken to aid the identification of applicants through the recruitment process, to starting as a recruit. Comparing fingerprints will provide the only foolproof system, to ensure that the same applicant has attended day 1, day 2 and started at training school.
9. Recruitment 'scan' in candidate's application forms via MetHR. PSG have discovered additional family members that recruitment did not 'scan' onto the system.

Personnel Security Group

10. Two thirds of CTC questionnaires received by PSG, are returned to the applicants due to errors in completion. When returned, a brief explanation of the applicant's errors is included. There is no adequate process in place to reduce this figure e.g. comprehensive guidance notes or quality control.
11. There are currently 874 security questionnaires being updated by applicants for the period July to November 2003.
12. In a limited number of cases vetting clearance has been given in error. No system is in place to investigate these errors and ensure that any relevant lessons are learnt.
13. Financial checks are only carried out if an applicant declares a debt.
14. The Service uses Experian to obtain credit history. Equifax is an alternative credit agency and may hold additional information. The Service makes no use of Equifax.

15. CRIS checks are not completed, contrary to this being shown on the process mapping carried out in August 2003. This is because not all staff at PSG have been CRIS10 trained.
16. Checks with British Transport Police (BTP) are not carried out, as there has only been one refusal for vetting clearance, within a two-year period, based on BTP information.
17. DVLA checks are not carried out as convictions for drink-drive offences are recorded on the PNC. However, this will not reveal applicants who have more than three endorseable traffic convictions within the last five years, which contravenes Home Office guidance on recruitment.
18. Poor IT means that only two members of staff can log onto PNC or CRIMINT at any one time. This severely reduces the capability of PSG staff to carry out vetting.
19. PSG carry out PARASOL checks for contractors but SO12 insist that they carry out checks on recruits. There is no reason that PSG should not carry out these checks for all candidates.
20. Vetting lasts for 12 months and is currently being completed for applicants who will not be recruited until 2005. This may lead to a duplication of work.
21. Immigration checks are not carried out, other than the checking of passports, by recruitment staff.

Recommendations

Based on the findings of the inspection visits, the inspectorate makes the following **recommendations**:

1. That a detailed policy is formalised on what will be accepted as a reference.
2. That a robust system of verifying references is adopted and strictly adhered to.
3. That periods of unemployment are validated.
4. That clear guidelines are sent to employers and referees outlining what constitutes unacceptable behaviour.
5. That the viability of fingerprinting applicants at the start of the recruitment process, and comparing them against new recruits starting at training school, is progressed.
6. That instructions on how to complete the security questionnaires, or notes on how to complete sections of the form most commonly missed out are

included in all application packs. This will avoid the return of questionnaires and to speed up the vetting process.

7. A review should be completed where vetting clearance has been given in error, to ensure that any relevant lessons are learnt.
8. That **all** applicants have a credit check carried out against their name to ensure that any undisclosed debts are brought to the attention of PSG.
9. That PSG uses both Experian and Equifax credit agencies to carry out credit checks against applicants, thus ensuring that no information is overlooked.
10. That PSG staff undertake CRIS 10 training as a priority – this can be done at anytime via the AWARE system and will increase the capacity for vetting checks and the information available to PSG.
11. That DVLA checks are completed in line with Home Office guidance.
12. That any outstanding IT issues are dealt with as a priority to increase the capacity for staff to access PNC and CRIMINT systems.
13. That responsibility for security checking of candidates on PARASOL is removed from SO12 and given to PSG.

4. POSITIVE ACTION CENTRAL TEAM (PACT) ACTION PLAN

Strand 1 - Taking Activity into the Heart of Areas with High VEM Populations						
Action	Purpose and Benefits	Output	Responsibility	Date Due	Current Position	Outcomes/Cost
Co-ordinate IntroMet events and collate data	To run large scale & well publicised recruitment events	No of events No of Reg Forms No of VEMs No of Females No of VEM Females	Insp Mark Weaver	ongoing / review April 2003	Link to past and future events	To run large scale & well publicised recruitment events
Co-ordinate Pan London events and collate data	To run large scale & well publicised recruitment events that have a London base	No of events No of Reg Forms No of VEMs No of Females No of VEM Females	Sgt Verasammy & APS Everett	ongoing / review May 2003	Link to past and future events	To run large scale & well publicised recruitment events that have a London base
Co-ordinate local events & collate data	To be able to evaluate the success or otherwise of BOCU based events	No of events No of Reg Forms No of VEMs No of Females No of VEM Females	Sgt Banks	ongoing / review June 2003	Link to past and future events	To be able to evaluate the success or otherwise of BOCU based events

Action	Purpose and Benefits	Output	Responsibility	Date Due	Current Position	Outcomes/Cost
Develop new means of taking recruitment into the community	Recruit events can not be the sole means of addressing targets	Obtain sponsorship	C/I Stone	contacting BOCU sponsorship officer @ Cobalt Sq		
Obtain and have a Recruitment bus	Vehicle to be taken to events reducing the cost of stands and set up costs + ongoing advertising whilst on road		Insp Mark Weaver and PC Ray Webb		idea	£70 000, No of events attended cash savings on event costs
Each BOCU to be provided with VEM recruitment target	Ensure all MPS works towards target	10 VEMs per BOCU	Sgt Steve Banks	Apr-04		Letter drafted now with AC HR
Refer a friend	Ensure all MPS works towards target	No of recruits obtained following referral	Sgt Verasammy	Apr-03		£350 per referral plus advertising

Strand 2 Working with Business & Religious groups to deliver the message that the MPS is a great place to work

Action	Purpose and Benefits	Output	Responsibility	Date Due	Current Position	Outcomes/Cost
Engage Fullemploy & other companies to recruit VEMs	Use the businesses and charities that gain funding from placing VEMs in employment	No of candidates referred for additional positive action	Pc Owen White		Meeting held 25th March, insufficient candidates of quality. Secondary Meeting arranged for June	No of recruits to Hendon via these companies Cost will be nil
Engage Personnel managers London Forum	To redirect employees to the MPS following redundancy i.e. BA	Identify forum and address. Create Seminar	awaits	Summer	idea	
Use companies to sponsor recruit events, particularly VEM companies	Reduce cost of events also linked with recruit bus ability to develop themed events	Engage BOCU sponsorship officers	awaits		idea	
Use Embassies to sponsor events	To target specific racial groups, providing increased chances of support & mentoring	Utilise PAT volunteers within DPG	awaits		idea	

Action	Purpose and Benefits	Output	Responsibility	Date Due	Current Position	Outcomes/Cost
Each PACT staff to mentor 2/3 BOCU's PAT volunteer programmes	To ensure all MPS staff work towards target	No of events organised	Insp Mark Weaver	Ongoing		See also strand 1

Strand 3 Focus Generic Advertising on VEM recruitment

Action	Purpose and Benefits	Output	Responsibility	Date Due	Current Position	Outcomes/Cost
Produce role model video to be shown to potential recruits	Have high ranking VEM officers, VEM officers in specialist roles	Identify 6 suitable officers & using professional film crew	PC Owen White & Debbie Whitaker	Summer 2003	Role models being identified and contacted	No of times videos shown/cost awaits
Obtain No of job roles available in MPS	Broaden range of career prospects & develop marketing campaign		Richard Honess	May-03	SO roles already complete	
Identify recruit barriers	Barriers can then be negated in advertising	No of barriers identified	Balwinder Singh & Tom Reames	Apr-03	Draft report complete further research to be undertaken	
Research gaps in advertising	Advertising to be more directed	Establish effective monitoring system through Met HR	Debbie Whitaker	Review May 2003	Met HR system alter to allow greater search facility, database needs to grow	

Action	Purpose and Benefits	Output	Responsibility	Date Due	Current Position	Outcomes/Cost
Use of VEM advertising agencies	Ensure slant in advertising is correctly targeted	No of advertising campaigns	Debbie Whitaker	Research to be undertaken regarding current advertising contracts and their flexibility	To identify any VEM advertising agencies	
Run advertising campaigns	Targeted Advertising at VEM's	No and type Link to Past and Future campaigns	Debbie Whitaker	Ongoing review May 2003	No of campaigns, No of recruits registered at Call centre following campaign & cost of each campaign	

Strand 4 Provide positive support and assistance to VEM candidates

Action	Purpose and Benefits	Output	Responsibility	Date Due	Current Position	Outcomes/Cost
Contact all VEM candidates who apply to join MPS	To offer Positive support & action to get through initial selection	No of recruits attending Focus session	PC Sally Juniper	Ongoing	200 a month attending two/three focus sessions per week	No of recruits attending focus session and passing day 1
Contact all VEM candidates who ask for application form & fail to return it	Identify recruitment barriers, & provide support	No of calls made to potential candidates	EO Smart	Ongoing review by insp Weaver May 2003	EO Smart currently on recoup duties	No of applications received following phonecall
Review the benefits of the focus sessions	Are the sessions providing benefit	Undertake research to identify difference between usual fail rates for VEM candidates and those having attended focus sessions	Richard Honess & PC Sally Juniper	May-03	Research just begun	More directed positive action

Strand 5 Working with Youth through Education and Direct contact

Action	Purpose and Benefits	Output	Responsibility	Date Due	Current Position	Outcomes/Cost
Develop Access course for students	To make it easier for candidates to go through day 1 and their initial learning at Hendon		Insp Mark Weaver Mike Hardwood Grayson	Sept/Oct 2003	Programme of 5 weeks already run in Wolverhampton. Strong links with Tower hamlets college	No of students completing course & going onto Hendon. Cost of £28,000 to employ Debbie McNamara (Tower Hamlets)
Run 1/2 day seminar at NSY for Careers officers	To ensure careers staff know MPS is a viable employer	No of careers teachers attending	PC Dennis Nolan	Jul-03	idea	Cost of food to be supplied. & Change in careers computer programme
Run similar seminar for LEA careers officers	To ensure careers staff know MPS is a viable employer	No of LEA careers advisers attending	PC Dennis Nolan	Jul-03	idea	
Joint GLA/MPS event at City Hall	An outreach dismantling the barriers and recruitment event	No of young persons attending	Insp Mark Weaver APS Sheelagh Everett	Sep-03	Initial draft gone before MPA RTF board, more detail in costing required	Cost to established £50-70K
Utilise VPC at all youth events	Get young people to inform about MPS	No of events attending	Sgt Banks	ongoing		

Action	Purpose and Benefits	Output	Responsibility	Date Due	Current Position	Outcomes/Cost
Ensure VEM cadets join the Service	Initial research has indicated that few VEM cadets go on to join MPS	Identify drop out rates	Sgt Banks	Summer 2003	Open day conducted at Hendon to identify recruit barriers	