



Progress in Diversity

**A summary of diversity achievements for presentation to the
Equal Opportunities and Diversity Board**

May 2004

Introduction

This report details the progress that has been made in meeting the many recommendations that have been made by numerous inquiries. The starting point for much of these was the Inquiry into the Death of Stephen Lawrence, together with Her Majesty's Inspectorate of Constabulary Recommendations. The progress that has been made during the tenure of the current Metropolitan Police Authority's Equal Opportunities and Diversity Board is described in this document under a number of themed headings.

Stephen Lawrence Inquiry Report Recommendations

- There were **seventy** recommendations in total.
- **Twenty-six** of the recommendations are currently classed by the organisation as complete.
- **Thirty-one** of them have not been addressed because they were not seen as being directed specifically at our organisation.

There are **thirteen** recommendations that are described as outstanding at this time. Of these there are a number that could be reconsidered and viewed as mainstreamed into policies and practices.

Her Majesty's Inspectorate of Constabulary Recommendations

There were 169 recommendations applying to policing dating back to 1996, though not all directly applicable to the Metropolitan Police. Some of these recommendations have been superseded by others. In December 2003 these were reviewed by a conference made up of internal and external participants, including the Metropolitan Police Authority. The objective remains to examine and consolidate all the recommendations into a manageable format. The deliberations concerning these will be a driving force behind the next Strategic Diversity Action Plan.

Internal and external forums continue to meet to examine further development, conduct periodic reviews and assess which recommendations are or are not fully embedded.

There are a number of emerging challenges to the service directly related to these issues:

- The PCA inquiry into the initial MPS Michael Menson investigation. The Diversity Directorate (DCC4) dealt with the re-investigation of this critical incident as a result of a Coroner's verdict of unlawful killing.

Whilst DCC4 secured murder convictions, the initial MPS investigation team merely treated the investigation as a suicide.

- The CPS decision in terms of the DCC4 Stephen Lawrence Re-Investigation.
- The potential impact on community tensions as a result of the new inquest into the 1981 New Cross Fire.
- The Morris Inquiry into the treatment of ethnic minority police officers via the discipline process.
- Assistant Commissioner Tarique Ghaffur's thematic review of race and diversity in the MPS.
- The Commission for Racial Equality's review of the MPS.
- The implementation of the Disability Discrimination Act in October 2004
- Continuing repercussions from the 'Secret Policeman' programme uncovering racism at a (non – MPS) recruit training centre
- The introduction of the Independent Police Complaints Commission (IPCC).

Further recommendations will emanate from these sources.

Strategic

In April 2001 'Protect and Respect II - Everybody Benefits' was launched which directly led to the December 2001 launch of the MPS Diversity Strategy Action Plan. This became a template for developing individual Diversity Strategy Action Plans on 27 boroughs. With the many inquiries currently taking place within the area of diversity, a new strategy plan will be developed for publication in the autumn of 2004.

To show leadership from the very top, the Commissioner has personally signed up to the Commission for Racial Equality's (CRE) Leadership Challenge, through which he has given his commitment to making racial equality a priority in the MPS.

The MPS has integrated and built upon the Home Office Hate Crime policing initiative, the Race Relations Amendment Act and its corresponding action plan, and the Race Equality Scheme with its annual reviews.

In order to enhance the importance of the subject, diversity is progressed under its own structure: a quarterly Strategic Committee chaired by the Deputy Commissioner; a Diversity Forum chaired by the Commander; a Commander's Board seeking updates from the workgroup chairpersons; and monthly workgroups examining and driving forward Hate Crime, Personnel,

Operational Delivery and Disability. An Assistant Commissioner leads on the diversity strand within the Human Resources Strategy.

The Commissioner holds two-way briefings - 'New challenges, New Thinking'. At these monthly 'Mission, Vision and Values' seminars to large numbers of police officers and staff a clear commitment to diversity issues is emphasised. Similarly all MPS units are required to have a communication action plan or written strategy as a result of the MPS Inspection on Internal Communication and Consultation in December 2001. Communicating diversity has become a fundamental objective.

Equal opportunities and race relations are built into all operational policing plans, strategic planning and risk assessments.

From November 2001 the Annual Inspection Programme included Diversity as one of the main themes.

ACPO Hate Crime Manual

The ACPO Hate Crime Manual was written by the MPS and launched in December 2000 at the Millennium Dome. Posters and press releases provided much impetus for this groundbreaking document. The manual has become central to the whole issue of Hate Crime and its investigation and has been widely circulated as a reference tool. 18 other countries have also received the manual.

The original manual was reviewed in 2002; a further review within the Diversity Directorate sponsored by the Home Office is due for release in June 2004 and for nationwide publication in September 2004.

Independent Advisory Groups and Strategic Relationships

For many years the MPS has employed on an ad hoc basis community advisors to assist with policing matters. This has now been enhanced by the formal development of Independent Advisory Groups (IAGs).

A Central IAG was established January 1999. As a pioneering activity an IAG member accompanied and took an integral part in an MPS inspectorate team examining how the MPS deals and investigates racist incidents 2000-1.

Within the context of critical incidents the MPS now receives a considerable quantity of advice from:

The Central IAG

Lesbian, Gay, Bisexual and Transgender (LGBT) AG

Metropolitan Youth AG

Gypsy and Traveller AG

Tamil IAG

Operation Sapphire IAG (victim care and investigation of rape)

Operation Trident IAG (gun and drug related violence)

Borough IAGs
Police Community Consultative Groups (PCCGs)

These various groups have been actively consulted and have contributed to the content and launch of the Diversity Strategy, the Hate Crime Manual and many other pan-London and borough policies. Advisors have also taken part in the investigation of Critical Incidents, have participated in Gold Groups and have provided a fundamental link between police and local community members. In this way the careful and sensitive handling of such delicate matters is enhanced.

The MPS has been a driving force in developing IAG issues throughout the country. Two of the past three national IAG conferences have been hosted by the MPS. The 2004 conference takes place in Leicestershire.

Each borough now has a dedicated LGBT and Traveller Liaison Officer.

The MPS Diversity Directorate devised the Best Practice Guide for the Establishment of Borough IAGs, and has continued to act in a 24-hour advisory capacity.

All MPS borough-based Crime and Disorder Strategies contain information sharing protocols for Hate Crime. The sharing of such information in sanitised form is now commonplace under the Freedom of Information Act 2000 and the Crime and Disorder Act 1998. Diversity now weaves an integral thread through all information-sharing strategies.

Officers of Inspector rank and above from DCC4 perform the role of 'Bronze Community' for appropriate policing operations and public order events. This ensures a close link with the community, particularly with community leaders and advocates on the actual day in question.

Community Safety Units

The Minimum Standards for the Investigation of Hate Crime was published in July 2000 and has become the definitive document for such investigations.

All BOCUs have established dedicated Community Safety Units (CSUs) solely working to these minimum standards of investigation for Race, Domestic and Homophobic incidents. Their particular expertise has become a benchmark for Hate Crime investigation.

Further groundbreaking documents have been published. In particular the MPS Vulnerable Adults Guidance Policy was published in October 2001; 'A New Deal for Victims and Witnesses' in July 2003; and the December 2001 domestic violence strategy 'Enough is Enough'.

The Diversity Directorate takes the lead on CSU matters, providing advice, training and bi-annual seminars for all CSUs. High profile advertising campaigns, a CSU newsletter and a fact sheet for staff have further supported this work.

CSU training has been reviewed by HMIC and the MPS Internal Consultancy Group (ICG). This included the involvement of families affected.

Family Liaison

The Family Liaison Officer (FLO) scheme was launched in March 2001 with the lead being taken within the Diversity Directorate. This is an accreditation scheme with over 700 FLOs trained and deployed throughout the MPS, together with Family Liaison Co-ordinators on each borough.

'Family Liaison and Fundamental Guidelines' was published in March 2001 and an awareness training package and video was launched in February 2002. To maintain momentum a further rollout of 'The Message' is taking place, emphasising the work of FLOs and the assertion that all officers are unaccredited FLOs.

FLOs are available on a 24-hour basis, for deployment within the MPS, the country and abroad. FLO deployments abroad, co-ordinated by MPS, have assisted in investigations following the 'Twin Towers' disaster in America, the Iranian earthquake of 2003 and many singular incidents dealing with the Foreign and Commonwealth Office.

It is the case that FLOs are primarily dedicated to that role but rarely exclusively so. They remain operational and investigative officers.

There are regular seminars held to capture 'good practice' and the FLO Team visits 'Gold Groups' and 'Debriefs' to ensure this is done.

Third Party Reporting

In relation to Third Party Reporting, Best Practice Guidance to Boroughs was published in September 2000 and included in the ACPO Hate Crime Manual. Each borough has been encouraged to support this initiative and some, for example Waltham Forest, have appointed Third Party Liaison Officers to drive forward the work.

In 2003 134 Third Party Reporting sites were identified; this number continues to increase. They currently account for 1% of all reported crime, the majority being domestic-related.

DCC4 have set up a Third Party Reporting Intranet Site, which includes corporate reporting forms and posters.

This initiative has been publicised by, for example, posters in places of worship. Many of the sites are situated within voluntary and community organisations.

Intelligence

The MPS recognises that 'community intelligence' and 'Community Cohesion' is as valuable as 'crime intelligence' to effective policing and quality of service.

To this end DCC4's pan- London Strategic and tactical intelligence analysis places much emphasis on community intelligence.

The Intelligence Cell Analytical Section (ICAS) holds the Athena Delton hate material database and imaging system. This is a vital resource in analysing published material, which has come to the attention of the MPS. In this way profiles, patterns, series and sources of such matter can be analysed. This includes letters, stickers, posters, flyers, and calling cards and extends to specific keywords, misspellings, icons or symbols, individuals and perceived groups or organisations. This database provides a valuable research function in support of investigations undertaken by Community Safety Units.

ICAS conducts the analysis of hate crime trends, operational risk assessments, and community concern and cohesion assessments and leads on the MPS strategic intelligence requirement. Much community intelligence is then cascaded to boroughs for their activity to be intelligence driven. This also draws in concerns arising from national and international events. The 2003 Iraq War provides a major example in disseminating valuable information to boroughs and communities.

A proactive task force provides tactical support to hate crime initiatives, either in an advisory, surveillance or investigative manner.

Investigation

The MPS and all its component parts have adopted the definition: "A racist incident is any incident which is perceived to be racist by the victim or any other person". This definition and its application to crimes or non-crimes has been repeatedly communicated throughout the organisation. It has been incorporated into every relevant training course and is now fully embedded within MPS standard operating practices.

Murder Review Units have been established and a revised Book of Guidance is currently being devised.

Homicide Assessment Teams (HAT), commenced in 2000, are rapidly deployed to assist and advise boroughs on Golden Hour management.

A Best Practice for Strategic Responses to Critical Incidents has been published and Critical Incident packs have been issued to all officers of Inspector and above. The 4th edition of 'Managing and Preventing Critical Incidents' has been published.

The Cultural and Communities Resource Unit (CCRU) has been formed, harnessing individual skills and experiences of police officers and staff to serve London's diverse communities. This is frequently called upon to assist with investigations.

In response to particular criticism concerning procedures for recording and reviewing information at incidents, the whole process has been overhauled. Comprehensive Decision Logs, FLO Logs, Crime Scene Logs and Incident

Management Logs are now extensively used. Debriefing of incidents is very much part of this process so as to educate the MPS and its staff for the future.

The Diversity Directorate has re-investigated a number of sensitive and high profile incidents:

- The Michael Menson investigation, initially treated as a suicide, was re-investigated by DCC4 and murder convictions were secured.
- DCC4 re-investigated the murder of Stephen Lawrence, which awaits a CPS decision.
- In addition a recent initial success has been achieved in gaining High Court authority to re-open the inquest into the New Cross fire of 1981.

In order to capture community concerns, public satisfaction surveys relating specifically to hate crime victims are conducted.

A Victim Support Database has been formulated and maintained.

'Athena Days' have been conducted. These are high profile publicised occasions when particular emphasis is put on arresting offenders for the whole range of hate crimes. This is to reassure the public and victims of the MPS commitment to the issue, and send clear warnings to offenders that their illegal actions will be brought to justice.

The 'Not Another Drop' campaign, aimed at reducing gun crime in Harlesden, was launched in February 2001.

Training

The MPS has invested a considerable amount of time and effort into training dealing with the whole area of diversity.

The Critical Incident Training Manual was published, laying the foundation and focus for training. A CD Rom 'Critical Incident' training package is mandatory for all operational officers and the process is audited.

Critical Incident Training is now conducted over 5 levels, including command and firearms areas. It is now an integral part of all promotion training courses, often forming the basis for the whole course.

Race awareness and cultural diversity are incorporated into this and many other courses within the organisation.

OFSTEAD inspected the training of 82 police and civil staff trainers and the CRR Trainers Workshop Guide. The involvement of external groups in the training and its evaluation was part of a wide consultation. An independent evaluation of MPS CRR training was published for further comment by, for example, the Independent advisory Groups and Race Equality Councils. The

Training has been highly commended by HMIC and the Home Office and is regarded very highly by many other police forces.

CRR training has included community members from the general public and community discussions, off police premises:

- Phase 1 comprised a two-day mandatory corporate borough-level training course to almost 40,000 staff, monitored on the HR database.

There has been a myriad of additional training, including:

- Training on RES/RRAA general and specific duties.
- A 1-Day pilot programme around issues of Gender and Internal Culture (Relationships between Police Officers and Police Staff) (Not MPS wide).
- A 1-Day workshop for managers and probationers to raise awareness around Lesbian, Gay, Bisexual and Transgender issues.
- A 1-Day workshop to raise awareness around the Disability Discrimination Act (Greenwich Borough pilot only).

Activities and behaviours from the Integrated Competency Framework form the basis for the Performance Development Review (PDR) for every police officer and member of police staff in the MPS. Regardless of the specific role profile, there is an activity and behaviour in the PDR for every police officer and member of staff that enables managers to assess the appraisee for diversity issues. Similar areas are covered within applications for promotion and other departments.

4 days of Personal Awareness Training (Diversity Training) is incorporated into initial recruit training.

A three-year rolling training programme has been implemented incorporating emergency life support. This course is for all public contact officers as well as all other officers up to and including the rank of Inspectors. The course is mandatory across the organisation and selection processes require the applicant to have an up to date certificate.

Recruitment

The MPS has set up a Positive Action Central Team (PACT), but with boroughs retaining a responsibility for local recruitment events and Candidate Support schemes. Each borough has its own local PACT co-ordinator and is measured on its events and the number of recruits that arise. PACT activity directly addresses the General Duties of the Race Equality Scheme. An ongoing process, with the particular involvement of staff associations, BOCU plans and community advisors, seeks to identify and remove barriers to recruitment.

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In line with HMIC, the MPS has set achievable yet challenging targets for recruitment and retention of staff from visible Ethnic Minorities. The target is 25% of police officers being from visible ethnic minorities by 2009; 7.7% for the forthcoming year 2004-5. As a percentage of the total, the percentage of visible ethnic minorities within roles in February 2004 were as follows: Police Officers 6.42%; Police Staff 19.68%; Traffic Wardens 16.68%; and PCSOs 34.72%.

The MPS has adopted the National Recruitment Standards, which includes core competencies, including a commitment to diversity. Employing a template reinforces a consistent standard for recruit interviewers and their interviews. The use of community assessors at the Recruit Selection Centre has commenced; to date 15 community assessors have been selected, 8 females and 4 from visible ethnic minorities.

A number of campaigns seeking to overcome barriers to recruitment have been launched:

- A Relatives Campaign - having family members voice their views on having relatives working within the MPS. This has had wide coverage in the visible ethnic minority press.
- Targeted recruitment campaigns in a number of areas: hair salons, Fitness First Gyms, Premier Christian Radio, religious festivals, Gay and Lesbian Press, 'Rights and Wrongs' campaign in the Jewish Chronicle, Asian Music Awards brochure, 'Little Black Dress' campaign in Cosmopolitan and Company, Pride Festival in Hyde Park, and the Asian Champions Cup.

With the introduction of the Police Community Support Officer (PCSO) a ready recruitment pool for further recruitment as a PC has been a resounding success. As almost 35% of PCSOs have come from visible ethnic minority communities, this is higher than the percentage of the VEM population.

Retention and Progression

The Development and Organisational Improvement Team (DOIT) was set up to progress internal diversity. This team has now become part of the Diversity Directorate.

Initially the team dealt with race and gender, but now works on planning, delivery and monitoring strategies around the six main axes of diversity as recognised by the Greater London Assembly: gender, race, disability, faith, sexuality and age.

Monitoring of Human Resources within the six areas has been and continues to be a developing process. The MPS has a Retention strategy and a Career Management and Retention Unit (CMRU), which provides a Retention Intervention Service. The unit also takes the lead on HR initiatives that impact on retention, e.g. Multi-media Induction, new Exit Survey, and Career Pathways.

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The work of the DOIT team is supported by way of a business plan and progress is monitored against a monthly management report. Evaluated activity will often feed into corporate diversity boards and directly into meetings held with Staff Association representatives as well as with other key stakeholders both internally and externally.

Staff Associations have been supported and promoted with facilities, time and formal forums. The current associations are:

- Association of Muslim police
- Association of Senior women officers
- Black Police Association
- British Association of Women Police
- Catholic Police Guild
- Christian Police Association
- Gay Police Association
- Jewish Police Association
- Met Police Chinese and SE Asian staff association
- Met Police Disabled staff association
- Met Police Hindu Police Association
- Met Police Service Greek staff association
- Met Police Sikh Association
- Met Police Turkish and Turkish Cypriot Association
- Police Anglo-Italian Staff association

Recent conferences, seminars and workshops have involved staff and external advisors in exploring issues arising from the Employment Equality (Sexual Orientation) Regulations 2003 and the Employment Equality (Religion or Belief) Regulations 2003. Similar work is underway in readiness for the October 2004 implementation of the Disability Discrimination Act (DDA) 1995.

Various initiatives have been undertaken in order to accommodate the needs of female and VEM staff, though these can also have beneficial effects for all staff:

- Carers' policy
- Flexible working policy
- Appointment of a dedicated childcare co-ordinator
- Faith or Quiet rooms, for example at Hendon Training School and Limehouse Police Station
- Raised awareness among minority staff of specialist departments; applications particularly invite female and VEM applicants, but always on merit
- Focus groups for minority staff

Specific areas of concern or interest have been tackled at Hendon Training School:

- Agreement to build crèche facility
- Individual not communal showers

- Split passing out parades to accommodate Muslim prayer times,
- Halal food
- Pre-Hendon access course at Tower Hamlets
- Community involved in delivering lessons
- Hindus allowed to wear rahkris during officer Safety Training
- 'Market Place' for Staff associations to promote their activities to new recruits
- Trainee police officers taking part in community Safer Streets patrols in week 17
- Decentralised training which is more community based on a non-residential course at Sunbury; a further training site at Orpington is due to open in April 2004

Workforce data had identified 'glass ceilings' for female managers. To tackle this the Female Personal Development and Leadership Programme was incepted. Similarly the Female and Ethnic Minority Detective Training Programme has been devised to tackle the low numbers of female and VEW investigators.

DOIT are also launching a targeted mentoring programme for female middle managers and a programme that provides external mentoring opportunities. In addition 0-5 year mentoring schemes are available for VEM officers; some boroughs have 0-2 year mentoring for all probationers.

Negative marking in OSPRE and promotion assessments are now routine for inappropriate comments, for example racist or sexist utterances.

Stop and Search

The Deputy Commissioner agreed four key areas upon which boroughs are required to concentrate their examination of disproportionality:

- Stop and search
- Crime investigation (total notifiable offences screened in and detected)
- Case disposal of all arrests (including stop and search arrests)
- Complaints against police

This is being carried out by a phased approach, commencing with the examination of stop and search. To assist, the Performance Information Bureau now publishes on the Intranet site the monthly comparative stop and search figures for each borough, shown by ethnicity, gender and age groups. In turn Boroughs are required to examine the figures within their Monthly Management Reports, explaining reasons and solutions for apparent disproportionality. The Diversity Directorate conducts its own periodic reviews. Local groups, such as Police Community Consultative Groups, also receive this information for their informed comment.

The MPS has re-designed the stop and search form so that a person searched can receive a copy at the time. The introduction in April 2003 of new self-defined ethnicity and 16+1 categories standardises how data is recorded.

The MPS is implementing recommendation 61, concerning 'stops' as opposed to 'searches'. The initial implementation sites started with Hackney in April 2003 and IT data collecting in Tower Hamlets in November 2003. The whole MPS area implements this recommendation in October 2004.

The wide and controversial subject of Stop and Search is currently under the scrutiny of various enquiries and bodies including:

- Stop and Search Workgroup (and database sub-group)
- Disproportionality sub-group of London Street Crime Reduction Board
- External Fair Practice Workgroup
- Recommendation 61 Steering Group
- Hackney Recommendation 61 Monitoring Group
- Independent Advisors
- HMIC
- Academic research
- CRE and MPA

Recent work has included the publication of ACPO Guidance in August 2001 and an MPS Special Police Notice in June 2001. This clearly states the MPS policy and aims regarding Stop and Search and emphasises the role of senior managers and supervisors in the process. This document is currently being reviewed and rewritten.

Stop and Search is no longer a team or personal Performance Indicator.

Policy and Practice Review

In compliance with the Race Relations Amendment Act and the Race Equality Scheme in June 2003 a corporate Policy Clearing House (PCH) was formed to co-ordinate all MPS policies. Corporate procedures were introduced to provide a common structured approach to policy development and review, taking into account all relevant legislation. The completion date for the corporate review is December 2004. This will also be extended to local practices and policies by May 2005.

1,700 Notices will translate into around 321 new style policies by the end of 2004. The HR Directorate alone was identified as having 604 HR policy items and notices. 280 policy developers have so far attended a half-day training course. All policies are being examined and prioritised in consultation with HR professionals, police managers, Police Federation, staff unions and associations, MPA, CRE and other external organisations, for example Stonewall and the Interfaith Alliance. The first 8 policies and race equality impact assessments are now on the Internet under the MPS Publication Scheme.

Complaints

In addition to general analysis of complaint trends and the timelines of investigations the Internal Investigations Command (IIC) has undertaken specific focussed analysis into the following areas:

- Officers of Concern (3 or more events in a rolling 12 month period)
- Officer Safety Equipment related allegations
- Written Warnings
- Suspended Officers
- Complaint Ratios against Officer Strength and Population
- Racially Discriminatory Behaviour Allegations
- Stops and Searches & associated complaints
- Training of TSG Officers and their complaint profiles
- Officers having attracted 20 or more Complaints
- Misconduct of PCSOs
- Misuse of Computer Systems
- Pay Expenditure of Probationers whilst Suspended
- Geographical Distribution of Complaints
- Black Complainants against other Ethnic Groups
- Deaths in Custody (Internal allegations)
- PCA Response Times
- Informal Resolutions
- Officers' Length of Service Profiles (Public Complaints & Internal Investigations)

There has been consultation with the MPS Independent Advisory Group (IAG) and staff associations such as the Black Police Association (BPA). For Internal Investigations, this has resulted in a study being commissioned by the Home Office and National BPA.

IIC uses the Home Office allegation type to categorise all allegations made by Police Officers about their colleagues and records them on the Complaints & Discipline System (CDS). This allows for racially discriminatory behaviour to be currently captured using 'Code F'; similar codes are to be introduced for homophobic, sexist or other discriminatory behaviour.

The Grievance Procedure, to make it more effective is now 'Fairness at Work', which is monitored for diversity. The aim remains to achieve a proportionate reduction in the number of race-related employment tribunal cases.

The MPS awaits the findings and recommendations of the currently sitting Morris Inquiry, which is examining these very issues.

Miscellaneous

In order to further the MPS commitment to community and race relations, the 'Step Change' programme has been commenced. This involves the appointment of permanent beat officers and other staff without the risk of constant abstractions. This is part of the Policing Service giving a higher priority to dealing with neighbourhood incidents and anti-social behaviour.

Operation Exchange was instigated; a vulnerable community reassurance programme following the 2001 'Two Towers' attacks.

Police Warrant Cards now include 'POLICE' in Braille.

Athena Sport

There are Liaison Officers on each borough, linked together by a national conference and monitored within the Diversity Directorate.

- Strategic and tactical options for dealing with hate crime in sport are detailed through Athena Sport Spectrum.
- Significant arrests and convictions have resulted from initiatives to uncover racism at London Football Clubs.
- The Brent Athena Sport project was established, which included equality and youth diversion through sport and learning. Other clubs and boroughs have adopted their own schemes.
- Athena Sport is now included in the National Football Steward training package.

Asylum

ACPO guidelines were published in February 2001.