Race and Faith Inquiry Report

Commissioned by Boris Johnson Mayor of London

Chaired by Cindy Butts, Independent Member of the Metropolitan Police Authority

July 2010

Contents

Forewords

Mayor's Foreword

London is undoubtedly the world's greatest multi-cultural city. To police it effectively requires our police to have the full confidence of the communities they serve, as well as its own staff. We can only tackle the Londoners' crime priorities of gun, knife crime and terrorism if the police work together with London's diverse communities.

When I was Chair of the MPA I announced a focused inquiry to explore race and faith issues within the Met, having pledged in my election manifesto that I would increase the number of BME and female officers.

I appointed Cindy Butts, a member of the Metropolitan Police Authority, to lead an independent Inquiry panel. Their remit was to address concerns about several key issues, including recruitment, the progression of black and minority ethnic candidates through the ranks, internal relationships, communication and proportionality, and the extent to which there is visible leadership around race issues. In September 2009 the panel published its emerging findings which identified areas where joint working would lead to even more improvement, and highlighted successful initiatives already in place within the Met to improve equality and diversity issues.

Fighting crime and reducing criminality, increasing confidence in policing and giving Londoners better value for money are central to our strategic mission 'Met Forward'. But successful service delivery can only come about if all Met staff are confident and feel valued – we have to get equalities and diversity issues right. The Authority also needed to be assured that the changes put in place by the Met over the past years have indeed taken hold, and if not, then we should make recommendations for positive change.

The Met' workforce is now more representative of all Londoners and the MPA in particular has played a pivotal role in implementing the recommendations from the Stephen Lawrence report.

I welcome Cindy Butts' finding that the Met is not institutionally racist, but I urge against complacency and ask the MPA to consider closely the recommendations of the report. I thank the panel for their outstanding contribution to equalities and diversity in the Met and for rising to the challenge to find a new vision for a stronger future for London's police service.

Boris Johnson
Mayor of London

Chair's Foreword

The relationship between race and policing has been subject to review since the race riots in the early 1980s. The Scarman Report and the Stephen Lawrence Inquiry Report were landmark reports that explored the impact of the relationship between policing and race and led to radical shifts in the delivery of policing and to the management of the service. Likewise the Morris and Virdi Inquiries shone the spotlight on how the police manage race issues within their workforce. In undertaking this Inquiry it is clear that much has changed, but there is much more to do.

It was a great honour and a great responsibility to be asked by the Mayor to lead this Inquiry. I would like to pay tribute to Panel Members, Anthony Julius and Margaret Blankson, who gave unstintingly of their time and deep knowledge and understanding of issues of race and faith. The Panel wishes to record its thanks to Bob Purkiss for the contribution he made to the Inquiry.

I am very grateful to all those who gave evidence or took part in focus groups – for some it was an emotional and draining process. The advice of the reference group proved invaluable. I would also like to acknowledge the hard work of the team in the MPA and to thank them for their support.

As the report makes clear nothing stands still and some of the concerns the Panel identified have been addressed, and while this report focuses on race and faith, the recommendations in it should be applied to all diversity strands. The Metropolitan Police Service has much to be proud of in championing diversity. But it would be wrong to relax and my sincere hope is that the findings of this report will provide the Commissioner and his colleagues material with which to continue to understand and fulfil the rights and needs of his diverse and talented workforce.

Cindy Butts,
Inquiry Chair

The inquiry panel

Panel Chair: Cindy Butts, Independent Member of the MPA

Cindy Butts became a member of the Metropolitan Police Authority in 2000 and was returned for a second term of office in July 2004, she was elected as one of the Authority's two deputy chairs for three consecutive years.

Holding a BA in Social Anthropology and Politics from the School of Oriental and African Studies, University of London, Cindy was formerly a researcher for the Economic Secretary to the Treasury and then a House of Commons Researcher.

Cindy is a member of the Home Secretary's gun crime round table, a long-standing member of the Operation Trident Independent Advisory Group, and chairs the London-wide Crown Prosecution Service Hate Crime Scrutiny Panel.

She chaired the MPA's significant gun crime scrutiny, published in February 2004, co-chaired the Authority's scrutiny into MPS participation in Crime and Disorder Partnerships, and also led an independent evaluation of MPS Community Race Relations training. She was a panel member for the Authority's ground breaking year-long enquiry into the causes and effects of terrorism amongst our diverse communities, 'Counter-Terrorism: The London debate', which published its findings in February 2007.

Cindy is also a Non Executive Director for the Department of Communities and Local Government and an Independent Assessor for the Office of the Commission For Public Appointments.

Anthony Julius

Anthony is a highly regarded litigation lawyer, an acknowledged legal expert on defamation. As Mishcon de Reya's senior solicitor-advocate, he has appeared in both the High Court and the Court of Appeal and acted for many high profile clients. He is now at the forefront of the firm's work in Public Advocacy.

Anthony was head of the firm's litigation department for ten years and served on the management board from 1985-1997. He taught part-time in the Law Faculty, UCL for three years and is now a Visiting Professor at Birkbeck College, University of London. He is also a noted author who has written extensively on law, literature, art, culture and anti-Semitism.

Anthony is Chairman of the London Consortium. He is Vice-President of the Diana, Princess of Wales Memorial Fund, and was one of the charity's founders and its first Chairman

Margaret Blankson

Margaret Blankson is one of two founding Directors of a consultancy specialising in regeneration, urban development, youth engagement and participation. In addition, Margaret has a wealth of experience in project and change management with substantial experience of delivering complex multi-agency initiatives.

Having founded the company in 1999 Margaret has built up an impressive portfolio working with an enviable client base in the public and private sectors as well as the Charitable Sector. Former clients include local and central Government, NIKE, Unilever and the Football Association.

Prior to the establishment of her Consultancy, Margaret spent over 17 years working in Local Government, latterly heading the Council's Equalities and Community Liaison Department and ending her local government career as a Senior Education Officer.

Margaret has a long-standing interest and involvement in policing and community affairs and has occupied various roles in this regard having served as an Associate Police Trainer (delivering training to police officers and staff in response to the McPherson report); founder member of IMPACT, a voluntary sector organisation dedicated to combating gun and knife crime; Member of the Metropolitan Police Service (MPS) Independent Advisory Group for Operation Blunt and an Independent Advisor to a range of critical incidents working alongside the MPS and the Independent Police Complaints Commission.

Introduction

The Metropolitan Police Service's vision is to "Make London the safest major city in the world" and its motto is 'Working together for a safer London'. In order to make these inspirational statements into a tangible reality, it is essential to develop a working relationship between the MPS and the communities of London which is based on mutual respect and trust; a relationship which has to be built on the principles of equality and justice both with regard to the internal as well as the external processes of the organisation. London is one of the most diverse cities in the world and, as such, an essential component of the MPS's vision is that their officers and staff should reflect the demographic composition of the communities it serves, not just in gross numbers, but proportionately throughout the organisation's hierarchical structure from top to bottom, and across the breadth of specialist units which cover the wide scope of operational responsibilities required of the MPS.

London presents an extraordinarily complex policing challenge; the MPS has responsibilities which range from the local to the global, from community policing strategies and practicalities to ensuring the safety and smooth running of international events such as making plans for the 2012 Olympics. Such a broad remit can only be met through specialisation, but it is essential that the organisation operate in a unified manner, a balance it achieves through holding a unified vision of the principles which unite officers and staff into a single, though multi-faceted, team.

The MPS is responsible for the safety and protection of London and Londoners in the broadest conceptions of these terms. Each of the MPS's functions requires the trust and respect of all of the communities of London; and not always easily given, but necessarily earned, this trust and respect is based on the fact that the MPS must be seen to be representative of London's communities. Central to this vision is the assumption that both the role and career prospects of everyone working for the MPS is decided exclusively by capability, suitability, experience and qualification, without the help or hindrance of demographic characteristics.

The MPS is in a very exposed position; its strengths and weaknesses are publicly visible. The increasing diversification of London has presented many challenges to it over the past decade or so; but perhaps the biggest one came in 1999 with the Stephen Lawrence Inquiry, at a time when many would have argued that the Service had dealt with the majority of the 'skeletons in its closet' relating to racism and prejudice. The MPS was tested, and found to be seriously wanting, in the area which it can least afford to be deficient; that of justice.

The shocking revelation of the racism which blighted the investigation of Stephen's murder and the coining of the concept of institutional racism informed and illuminated much of the following decade's discourse concerning race issues and led to a series of developments aimed at reducing/eliminating all forms of racism from the MPS. It was not the purpose of this Inquiry to evaluate the relative success or shortcoming of these initiatives, but rather to recognise that

the majority of the work so far has concentrated on the 'external' relationship between the MPS and London's communities while the subject of the Race and Faith Inquiry has been to focus specifically on the 'internal' processes.

The Race and Faith Inquiry Panel acknowledges and pays tribute to the improvements that the MPS has made over the years in terms of its performance in the field of equality and diversity over the last decade since the Stephen Lawrence Inquiry; we heard evidence of many innovative solutions which have received praise and recognition and the Panel acknowledges and congratulates the organisation for their successes. But we likewise heard sad and disturbing accounts from Black and Minority Ethnic (BME) officers and staff of differential treatment which have led us to conclude that excellence and innovation in some areas sit uncomfortably with the differential experiences of BME officers and staff in others. The Panel urges the MPS, in partnership with the MPA, to continue the progress it has made in building relationships with, and improving the service it delivers to, the diverse communities of London; but we also urge the MPS to strengthen its commitment to tackle 'internal' inequalities within the organisation. We believe that, in addition to the moral imperative which justifies this focus, it is essential to recognise that the way in which police officers and staff are treated internally has a direct impact on the level of confidence Londoners have in the organisation and their willingness to engage with the police in the fight against crime.

The Panel believes that the Inquiry process and the subsequent recommendations have the potential to deliver practical and lasting changes which we hope will improve the experiences of the MPS's BME and multi-faith workforce. We are equally committed, however, to the improvement of policies and practices throughout the organisation in order to deliver positive outcomes for all the MPS's employees be they black or white.

People from a BME background or faith in the MPS feel unfairly treated and marginalised. Not all of them feel this way. Nor is it the case that this perception is always in line with facts about recruitment or advancement through the ranks. But some of the facts suggest you are still more likely to be promoted, and less likely to be disciplined, if you are white and male.

Boris Johnson decided to set up an independent panel to inquire into race and faith in the MPS as the result of four key drivers:

- the new leadership of the MPA, Mayor Boris Johnson and the appointment of a new Commissioner of Police of the Metropolis, Sir Paul Stephenson;
- the recognition of the need for a focused piece of work on the issues of recruitment, retention and progression with regard to race and faith within the MPS in the context of the post 9/11 and 7/7 atrocities. These tragic events brought a new prominence to faith issues in the policing of London's communities and in the relationship between the MPS and its staff;

- to assess the progress which has been made in improving the culture of the organisation, with regard to race and faith issues in the year of the tenth anniversary of the publication of the Stephen Lawrence Inquiry Report; and
- a number of BME officers issued Employment Tribunal proceedings against the MPS, and in 2008, the MetBPA issued a statement of no-confidence in the MPS's treatment of BME staff and a boycott of recruitment of potential BME applicants into the MPS.

Culture and Values

The MPS in 2010 feels incomparably more open, welcoming and progressive than the MPS of 1993. But it is only through further maturity and sophistication that the culture of the organisation will become sufficiently flexible for the constantly shifting nature of its staff to feel really confident and at home.

"Nobody acting in such a bigoted form in an organisation… should be allowed to hide behind some definition and some sense that this is an organisational problem and [say] my bigoted behaviour comes out of some wider sense of the organisation. I think we've got to find those people who do behave in an outrageous fashion and not give them the cover of some sort of comfortable broader phraseology. Actually I think there's real danger in that".

Sir Paul Stephenson, Commissioner

The Panel found many positive examples of a shifting and more open culture within the MPS. That said, we also encountered an organisation which can be reluctant to change in order to meet the needs of an increasingly diverse workforce.

The specific cultural changes we believe require further focus and attention can be broadly broken down into two main areas:

- the need to reinforce and strengthen the values and behaviours that the organisation wishes to promote amongst its staff; and
- the need to enhance and to embed a culture which allows staff and the organisation as a whole to learn and improve from the mistakes it makes.

We say more about the issues listed above further on in this report.

Leadership and Accountability

Key to shifting the culture must be the example set by leaders from top to bottom. Demonstrable and genuine commitment to getting the best out of people and recognising their potential is an essential pre-requisite of culture change. Leaders at all levels must be genuinely and honestly accountable both for what they deliver and for how they deliver it.

The Panel's vision therefore, reaffirmed throughout this report, is of an organisation which understands, embraces and reflects the principles of the equality agenda from the top

to the bottom of its hierarchical structures and across its range of functions. The breadth, dimension, scale and impact of the work undertaken by the MPS cannot be over-stated.

A key premise which is shared by the Panel, and reflected as a key message by the MPS Leadership Academy, is a specific vision of leadership, a belief that everyone in the organisation has leadership responsibility; as a manager of people, a member of a team, providing a support function or when interacting with the members of the public.

This concept of leadership as being a component of everybody's role within the MPS is clearly of central importance to the organisation's vision that the diversity agenda needs to permeate all elements of the organisation. This concept, therefore, encompasses the exemplary nature of leadership relevant to every police officer and member of staff and the belief that this forms a key part of their professional responsibilities.

The Panel believes that in order for the equalities agenda to be advanced it is vital that this agenda be taken seriously and promoted across all levels of the organisation's hierarchical structure. This point is particularly pertinent for an organisation which has such a strict and delineated command structure as the MPS.

In approaching the issue of leadership, the Panel notes that this topic has received attention from a range of previous inquiries and reviews. It is not the intention to review any of this material, but rather to address the issue of leadership in the MPS specifically in relation to race and faith.

Processes and Practices

There are some quick wins to be achieved from a pragmatic de-cluttering of processes and practices within the MPS, particularly in respect of promotion and selection procedures. Accretions of bureaucracy and an understandable but now outmoded adherence to consequences of the competency based model of selection block easy access to opportunities to advance, through the ranks and grades or sideways into other specialities, and we therefore make a number of recommendations in this area.

Governance

The MPS is held to account for everything it does, including its performance in properly honouring all its responsibilities under equalities and human rights legislation, by the MPA. This puts a very challenging onus on the Authority to set an example and to set high standards and expectations. Within this in mind we make a number of recommendations on how the MPA can improve its oversight and scrutiny in this important area later in the report.

What have we found?

Have we discovered a wholly dysfunctional, institutionally racist organisation, riddled with conscious and unconscious bias and prejudice? No, unquestionably we have not. But we have found a number of examples of poor processes and practice which give rise to perceived, and at times real, discrimination. If

the recommendations we make are accepted and acted upon – and some already have been – we anticipate that all officers and staff in the MPS will benefit and that the MPS itself will become stronger and more effective.

Because the areas of sub optimal process and practice are diffuse and because the deficiencies in the culture are low key and difficult to isolate we do not pretend to have discovered a panacea, a miracle cure, a silver bullet that will right all the perceived wrongs at a stroke. An organisation as large as the MPS, with as complex a make-up and as challenging a mission, calls for a sophisticated analysis of its problems and needs. And time does not stand still. As the focus in society in general moves from concerns about the way people are treated – or mistreated – because of their colour or race to concerns about attitudes to different faiths, the MPS perhaps lags behind. By faith, we mean faith, religion or belief. Throughout the evidence sessions to the Inquiry we found it hard to get to the bottom of whether people distinguished between what had happened to them being as a consequence of their race or of their faith. As a follow up to this report, we recommend that the MPS considers in greater detail how issues of faith impact on its staff and the organisation as a whole and we therefore recommend that the MPS engages in discussion with organisations who have a particular expertise in faith, through the interfaith network. In addition, we want faith staff associations to be given a further opportunity to highlight particular issues that concern them and their members.

The Race and Faith Inquiry Panel recommends that:

Recommendation 1

The culture and values of the Metropolitan Police Service (MPS) must shift to become more recognisable to minority members of staff. This means:

- putting in place better governance of Staff Support Associations (SSAs) in order that benefits are maximised;
- continuing to build and develop the relationship between MPS and the Met Black Police Association (MetBPA);
- linking staff survey findings and management action more explicitly and transparently; and
- ensuring that the process by which lessons relating to race and faith issues (including employment tribunals) are learnt and applied, is clearly set out and understood.

Recommendation 2

The senior leadership of the Metropolitan Police Service (MPS) should review their commitment to ensuring that officers and staff are fairly treated. This means:

- designating the Deputy Commissioner as the lead for diversity and chair of Diversity Board (already actioned by the MPS);
- placing Directorate of Citizen Focus and Diversity (DCFD) under the Deputy Commissioner's direct command (NB: already actioned by the MPS);
- increasing the resources and expertise available to DCFD; focusing the work of DCFD on supporting Operational Command

Unit (OCU) commanders to deliver corporate strategy diversity commitments;
- developing a robust internal inspection model within DCFD which can be applied to any part of the organisation. Its remit should encompass two key functions: 1) to promote and promulgate best practice 2) investigate those parts of the organisation which give rise to concerns; and
- tasking the Performance Board to oversee corporate performance on diversity targets.

Recommendation 3
Diversity must more clearly be part of the leadership philosophy of the Metropolitan Police Service (MPS). This means:
- evaluating the extent to which the Leadership Academy training improves the way difference is managed;
- aligning the Leadership Academy more closely with the Directorate of Citizen Focus and Diversity (DCFD); and
- defining what intrusive supervision means in practice and monitoring its implementation.

Recommendation 4
A more flexible approach to recruitment, to increase diverse representation at senior ranks and develop the entire organisation and its performance, is required. This means:
- organising a national symposium, hosted by the Metropolitan Police Authority (MPA), to explore the benefits and practicality of multi-point entry for police officers, removing the requirement to progress through every rank; and
- instigating discussions with the Government on the issue of multi-point entry.

- investing in streamlining the channel from PCSO to police constable so that suitable candidates can be fast tracked.

Recommendation 5
Working practices within the MPS that inhibit confidence in HR policies should be revised. This means:
- reviewing the 30+ scheme to ensure it is not blocking progression for officers with less service;
- managing temporary and acting promotions centrally; and
- reviewing vetting policy and practice to ensure it is fair, transparent and properly understood.

Recommendation 6
Disproportionately high black and minority ethnic (BME) resignation rates must reduce. This means:
- analysing the reasons for early resignations;
- establishing a more sophisticated use of the Personal Development Review (PDR) system to give early warning of dissatisfaction for individual BME officers, allowing for intervention;
- identifying key points on the promotion ladder at which BME officers disproportionately leave, and setting retention targets at these points;
- reviewing and improving the exit interview process;
- clarifying the respective roles of senior officer and lawyers dealing with employment tribunals (ETs) and grievances; and

- designating an Association of Chief Police Officer (ACPO) lead for grievances and ET decisions.

Recommendation 7

Within the Metropolitan Police Service (MPS), the transparency and fairness of internal promotion processes needs to improve. This means:

- setting overall black and minority ethnic (BME) progression targets.
- removing the right of managers to veto staff and officers applying for promotion or transfer to specialist posts;
- making lateral development opportunities more widely available by ensuring specialist units are held accountable for increasing opportunities for minority staff;
- developing a strategy and supporting action plan to increase the representation of MPS assessors to include more BME and female staff; and
- appointing external assessors for promotion processes to the ranks of inspector and above.

Recommendation 8

Internal processes to improve progression and development of black and minority ethnic (BME) officers and members of police staff need to be strengthened. This means:

- ensuring that all supervisors in the Metropolitan Police Service (MPS) recognise that they have responsibility for people development;
- designing and implementing a well developed and adequately resourced development programme for police staff;

- integrating phase 2 of Equip to Achieve into the overall Human Resources Strategy and effectively communicating its aims and benefits; and
- implementing a formal, structured, mentoring scheme explicitly designed to benefit mentees.

Recommendation 9

The Metropolitan Police Authority (MPA) must reinforce its oversight, scrutiny and direction of Metropolitan Police Service (MPS) diversity strategy and performance and address the challenges which currently exist within the MPA. This means:

- strengthening the equality and diversity expertise within the organisation at a sufficiently senior level through the appointment of a Head of Diversity (partly actioned);
- arranging for the Head of Diversity to sit on the MPA's Senior Management Team;
- reviewing and making improvements to ensure equalities are integrated throughout ALL of the MPA's work and in particular its committees and sub committees;
- reviewing the focus and terms of reference of the MPA Communities, Equalities and People Committee and its sub-committees;
- ensuring equalities is adequately resourced in the current restructuring exercise to deliver Met Forward;
- providing equality and diversity training for MPA members and staff;
- communicating more effectively with its partners and stakeholders about its priorities with regard to equality and diversity;

- being explicit about its expectations of senior police leaders through the recruitment and promotion process for Association of Chief Police Officer (ACPO) officers; and
- championing the case for change in national structures through the Association of Police Authorities (APA).

1.1 Boris Johnson, Mayor of London, on taking over as Chair of the Metropolitan Police Authority, asked Cindy Butts, a founder member of the Authority, to chair an Inquiry into race and faith within the MPS. (The detailed terms of reference for the Inquiry are found at appendix C). His concerns about apparent problems with the MPS's internal approach to managing a diverse workforce were crystallised by two disturbing events.

1.2 In August 2008 Assistant Commissioner Tarique Ghaffur, one of the most senior BME officers in the country started employment tribunal proceedings against the MPS and the then Commissioner Sir Ian Blair, alleging he had been discriminated against on the grounds of his race and faith. This was unprecedented. Shortly afterwards the Metropolitan Police Black Police Association (MetBPA) withdrew its support for the MPS's BME recruitment campaign, saying it could not support the recruitment of BME officers into an 'unsafe' environment.

1.3 It is essential that the police have the confidence of all London's communities. It matters across all the ways in which police interact with the public they serve. But it is absolutely vital if the police are to succeed in tackling the two major policing challenges facing London today; stemming the amount of gun and knife crime within London and combating terrorism. Both of these require the complete trust and confidence of London's diverse communities and so the relationship between them and the police cannot be jeopardised. Success in tackling gun, knife crime and terrorism can only happen if the police, together with London's diverse communities, work hand in hand.

1.4 There is an obvious link between the way people are treated within the police service and external performance. If those within the police service treat their colleagues unfairly and this is based on factors such as race, faith, gender or other factors outside the dominant culture, people will assume that this is an indication of how the public will be treated by the police.

1.5 The relationship between race and policing has been subject to review since the race riots in the early 1980s. The Scarman Report and the Stephen Lawrence Inquiry Report were landmark reports that explored the impact of the relationship between policing and race and led to radical shifts in the delivery of policing and to the management of the service. Since it was set up in 2000 the MPA has made the need to improve internal and external equalities performance a top priority, commissioning several reviews, including the independently chaired Morris Inquiry in 2004 (chaired by Sir – now Lord – William Morris, former leader of the TUC).

1.6 Given the huge amounts of effort from officers and staff within the MPS to implement the recommendations emanating from these various reviews it is disappointing that problems still persist. A detailed update on progress was reported to the MPA in late 2009.

1.7   Aside from the debates around the definitions of racism within the police service the speed in which both Scarman and the Lawrence Inquiry were set up and their recommendations (Bowling, 1999) sharpened the focus on police and community race relations dramatically altering the policing landscape for good.

1.8   The Stephen Lawrence Inquiry in particular was a turning point. Lord Macpherson made 70 recommendations, 39 relating to the police service. In terms of operational policing these covered accountability, the management of racist incidents and family liaison. Employment matters were also addressed including targets around the retention and progression of BME staff and training on racism awareness and cultural

diversity. The then Home Secretary, Jack Straw accepted the recommendations wholesale and significant change followed. Stretching, and in the event unachievable, targets aimed at changing the visible face of the police service, were adopted by all police authorities.

1.9   Since that time the police service nationally, and the Metropolitan Police Service in particular, has put considerable effort into addressing the recommendations made by the Stephen Lawrence Inquiry. This has produced some striking results. In terms of service delivery, the approach to investigating serious crime and homicide has improved beyond recognition, the use of family liaison officers is now standard practice and all officers receive first aid

"I think without doubt, both my race and my faith have affected the way I work, how I'm perceived within the Organisation. Some is positive and some, on occasions, is perceived to be negative as well. As far as the positive side goes, of course as an Inspector I regularly conducted reviews as Duty Officer and I was able to use my faith and race, my language skills, with detainees in, in custody in order to reassure of, of what's going on. I've obviously been able to provide the organisation with advice on cultural issues, on race issues, which are impacting on the workforce or the general public, policing issues which may have arisen in the media, being able to advise in relation to those matters."

"These are the positive aspects of using the skills which I have. On the negative side, certainly the biggest one for me has got to be promotion, progression of myself and other BMEs within the organisation, especially from Inspector upwards. The processes seem to be working fine for the PC, the Sergeant, Sergeant Inspector; however, the glass ceiling appears to be the Chief Inspector rank, it is at entry into the Senior Management team on Borough's which appears to be the biggest hurdle."

Inspector Fiaz Choudhury

training on a regular basis. Although there is far better, transparent and regular scrutiny of its use, concerns remain about the disproportionate use of stop and search against BME people (particular young people) in London.

1.10 Internally there has also been progress in changing the visible face of the service. The proportion of police officers who come from a BME background has doubled in the last ten years. Nevertheless, there is also evidence (for instance the BBC programme 'The Secret Policeman' in 2005) that recommendations have not been mainstreamed and that efforts to address operational policing are not matched in dealing with the internal environment. The MPS needs to look beyond Macpherson's specific recommendations in order to achieve the objective or a truly representative police service, one that respects race and diversity and does not just see proportional recruitment as a statistical goal.

1.11 February 2009 marked the tenth anniversary of the publication of the Stephen Lawrence Inquiry Report and there has been renewed interest in its recommendations, particularly in the extent to which there is minority representation within policing and more importantly, whether there is fair treatment and equality of opportunity for all officers and staff within the police service.

1.12 In conducting this Inquiry, the Panel was clear from the outset that it welcomed the considerable achievements by the MPS, such as significant increases in the number of BME police officers and the introduction of PCSOs (who are considerably more ethnically diverse than their police officer colleagues); the development of the Leadership Academy and of positive initiatives for minority groups. These have been reinforced by community initiatives run by the MetBPA. Given the number of Inquiries there have been to date, it is legitimate to ask what could be gained from another inquiry – "surely everything that could be said has been" was a common response throughout the Inquiry process. But the high profile cases that came to light last year and the views of the MetBPA, show that problems clearly remain. Part of the challenge therefore for this Inquiry has been to understand why, despite all the recommendations, all the investment and all the activity, those apparent problems remain.

"the structural change has been about mainstreaming. The functions are still there, although it is less clear that there is a proper strategic overview. The organisation, need to restate its position and the MPS needs to tell a coherent story about the journey it is on".

Steve Allen, Former Deputy Assistant Commissioner

1.13 The Inquiry was also clear that its focus would be on producing a clear set of practical recommendations that would help move the organisation forward. In practice, the Inquiry has had to compromise on this,

as it became clear there are issues that either require national debate and development, or where further research is required to gain a fuller understanding of what remedies are required.

"I think what the Met has done is said Okay, we've got a diversity problem so we'll set up a Diversity Directorate, we'll make it an end in itself and do our best to influence through structures and processes the organisation to achieve that kind of fairness end. And the unintended consequences of that, sometimes, is that you create a bit of an egg-shells system, where people feel nervous about it because it's a new area and they haven't perhaps been used to it in the past; they're uncertain about how to deal with it; it also, frankly, often separates out BME officers and staff as somehow different – different in that it can have a negative effect as well as a positive effect and I think that, to a certain extent, the way they've done it may have had that effect"

Kit Malthouse, Deputy Mayor for Policing and then Vice Chair, Metropolitan Police Authority

2.1 The findings and conclusions of the Inquiry need to be seen in context. There are no easy answers. The Inquiry found that the MPS has put considerable effort into addressing the myriad of recommendations from previous reports and progress has been made, although there is much more to do. It also found that the MPS is a vast and complex organisation, and achieving significant organisational and cultural change inevitably takes time particularly when it has to be delivered against the backdrop of a challenging and constantly changing policing environment. In this context, that progress should be recognised as an achievement and the MPA and MPS should take some reassurance from this.

2.2 That said, the complexity, tensions and pressures that the MPS faces have changed considerably in the ten years since the Stephen Lawrence Inquiry. Demographic, political and social change provide new challenges both internally and externally, and therefore any response to race and faith issues needs to be an iterative learning process. It is not possible for the MPS to "tick the diversity box" and move on to the next challenge. In the words of one of the contributors, to the Inquiry "there is no ratchet in diversity achievement. You can't say well we've reached that point, therefore we're never going backwards from that…... it's the concept of a rear view mirror….if you don't keep checking to see what's behind you then you lose a sense of where you are."

2.3 The Panel found an organisation that has done a considerable amount to address weakness in policy and process. The Panel also found that some staff from diverse backgrounds remain unconvinced that the organisation has learnt from its past. Engagement and ownership are crucial to delivering step change and re-establishing trust and it is here that management focus is now required.

2.4 This report is based on statistical evidence and data, on the testimony of those who gave oral evidence (a full list is at Appendix A), on the notes of the focus groups but, importantly, on our own observations, experience and opinion. The Panel's observations and the commentary we make on what we have heard and read are as valid and as important as the recommendations we make. One burning issue which repeatedly emerged throughout our evidence sessions is whether the MPS should still be labelled 'institutionally racist'.

3.1 Macpherson defined institutional racism as: *"the collective failure of an organisation to provide an appropriate and professional service to people because of their colour, culture, or ethnic origin. It can be seen or detected in processes, attitudes and behaviour which amount to discrimination through unwitting prejudice, ignorance, thoughtlessness and racist stereotyping which disadvantage minority ethnic people."*

3.2 The concept of institutional racism has served progress well. When the expression was first coined it had a powerful impact and the concept undoubtedly had strategic value in driving changes. The MPS was determined to demonstrate that it could improve its performance by tackling institutional racism and, as we acknowledge throughout this report, it has made significant advances.

3.3 Now, however, as a consequence of rhetorical inflation, the term is used too glibly as a blanket indictment and as such has become a barrier to reform. Paradoxically the concept of institutional racism has become a millstone around the neck of the MPS, obscuring our understanding of the nature of any continuing endemic racism

in that or any other large organisation. There is also a risk, as Sir Paul Stephenson's quotation below highlights, that individual responsibility will be obscured within a quest for collective responsibility.

Defining a new vision

3.4 Rather than engage in sterile debate about the merits of the "institutionally racist" label the Panel commends an intelligent and balanced approach in which every case involving suspicions of racism should be investigated, firstly in terms of the broad conception of racism before progressing on to an attempt to discern the particular individual or structural (team, department, organisation etc) culpabilities. The truth is that any such example of racism is bound to have individual and collective elements, and recognition of this fact allows for a rational investigative, disciplinary and policy-development strategy to be developed as a response.

3.5 For too long diversity has suffered from a number of problems. It has been justified by a 'business case' or something similar;

"nobody acting in such a bigoted form in an organisation… should be allowed to hide behind some definition and some sense that this is an organisational problem and [say] my bigoted behaviour comes out of some wider sense of the organisation. I think we've got to find those people who do behave in an outrageous fashion and not give them the cover of some sort of comfortable broader phraseology. Actually I think there's real danger in that."

Sir Paul Stephenson, Commissioner

treated as the exception from the normal state of things; viewed as something that stands apart from the core business of operational policing; and becomes entangled within a 'hierarchy of diversities' where groups based on diversity strands compete against each other for recognition and access to limited resources, often at each others' expense.

3.6   The Inquiry was specifically commissioned to look at race and faith but, tellingly, we found ourselves consistently discussing and referring to diversity. Although race undoubtedly has a totemic significance for the police, focussing just on race and faith could continue to perpetuate the problems the MPS and the MPA have encountered in recent years. This report draws lessons for the whole of the MPS and for all the diversity strands because there are generic issues that need to be addressed which will benefit the entire workforce. An approach that looks only to the general or to the specific will fail either way.

3.8   A more mature approach is needed. The Inquiry advocates a new vision where:
   • diversity is what produces, enables and is the measure of good performance – not an adjunct to it;
   • diversity is about producing an organisation that is transparent in its processes and values all of its staff – not about special measures for a few people.

3.9   There is a lot of progressive and considered thinking in the MPS. But there is also a mind-set problem which is why a new vision is required. A philosophical discussion about diversity will not move the organisation on. It is important to recognise that what is being advocated goes beyond the conventional arguments for diversity. Many contributors stressed the moral case – the need to treat people fairly and equitably. Sir Paul Stephenson and many others in the MPS also recognise and advocate a compelling business case, to make the MPS an 'employer of choice', able to select and retain the best talent available. A fully representative workforce – in terms of overall numbers and location at grades – is not necessarily the same thing as a fair and equitable employer. Issues of trust, fairness, openness, transparency and leadership in the organisation requires more focus and to be monitored continually to ensure that the MPS is getting the best from its people.

3.10 In addition to this there is a demographic argument that the MPS should 'look more like London' and be representative of the city's diverse communities. While it is important for the MPS to be, and to look more like, the communities it serves, there is a danger this becomes a facile numerical or statistical argument, where some people insist that the MPS should 'mirror' the population of London. There is not necessarily an automatic link between better representation of London's diversity and community confidence. Confidence still

has to be earned and maintained through quality of service.

3.11 Diversity – in all its manifestations – is not something 'exceptional' or something that police officers and staff encounter 'now and then.' It is woven into all their encounters with each other and with the public. It is the normal state of things, not a departure from that. The MPS must focus on what diversity can deliver for it and for the service it provides and to do that it will need to continue to work on both the public facing and inward looking aspects of diversity at the same time.

3.12 The MPS needs to move away from the internal/external mind-set that has developed inside the organisation (this is evident in the split between Human Resources Directorate (HR) and Diversity and Citizen Focus Directorate (DCFD)) because the sole criterion that should motivate the organisation is the quality of service it provides to the public. All MPS staff should see themselves as either directly providing that, or as indirectly supporting the frontline delivery of quality policing. It is important to stress the particular responsibilities of senior managers in some places but that should not be seen as suggesting that if only the problem can be fixed at that level then all else will flow from that. The MPS needs to see diversity as integral to all its roles and responsibilities, not as an add-on.

3.13 The following sections outline the emerging findings, conclusions and recommendations. Appendix C summarises the key issues and reflect the themes outlined in the original terms of reference, agreed by the Authority at the end of 2008. Members noted at the time that delivering the terms of reference would be challenging within the agreed timescales. This proved to be true and there are a small number of areas where further work is required.

Culture and Values

4.1 There was wide consensus from managers and staff that informal cultures are important within the MPS. The Inquiry heard much about the ways in which various kinds of informal networks – around temporary promotions, a drinking culture, a macho culture – excluded some officers and staff (particularly those from a BME background). No-one suggested this was done deliberately as a matter of course – and if there were any such evidence the MPS should of course deal with it promptly.

4.2 It is too easy and too much of a generalisation to identify 'police culture' as a problem and to call for 'cultural change'. There are some aspects of police culture such as a 'can do' attitude that are vital to the work the police do. Various cultural change programmes have been attempted over many decades, with probably limited success.

"you know, if you have a different voice within the organisation you have to work ten times harder to get your voice heard."

Denise Milani, Director of Diversity and Citizen Focus Directorate

4.3 The informal cultures are seen as both part of the problem – in that they make it hard for BME officers to get a look in, especially on promotion – and part of the solution – in that, alternative informal networks are proposed by the MPS. The Panel is aware of informal networks set up by and for BME officers. So informal networking per se is

not the issue in itself. It seems much more likely that what makes a difference is the resources that people can bring to those networks. For example, that one key issue is that BME officers cannot get the same level of management support in developing their careers – not least because there are so few senior BME officers to provide support, advice and mentoring.

4.4 A bigger problem is a culture of "informalism" – at management and supervisor level where things are done outside the written processes. To some extent and in some ways managers collude with that because the procedures are thought to be too bureaucratic and unworkable.

4.5 The MPS has several mechanisms for testing the health of the organisation, corporate health indicators, its relationships with staff associations and staff support associations, and the quarterly staff survey.

4.6 There are currently 19 staff support associations (SSAs) within the MPA. They have grown up organically over the years and were established by staff and officers primarily to bring people from distinct minority groups together socially, to share experiences and to promote their culture, interest, needs and experience to the rest of the organisation with a view to gaining better understanding of the diversity within the MPS (and by default wider society). Over time, the organisation has used them as a consultation mechanism for policy

development and they are a valuable source of advice in relation to media campaigns and conflict resolution.

4.7 An umbrella group of all SSA chairs has been formed – called S.A.M.U.R.A.I. (Staff Associations Meeting Up Regularly And Interacting) whose purpose is to ensure effective communication between groups and to share experiences. They also meet regularly with the Director of HR to discuss policy changes, particularly HR and diversity issues thereof. The MetBPA, the largest MPS SSA is no longer a member of S.A.M.U.R.A.I., they withdrew in 2007, stating that it was being used by the organisation to 'tick boxes'.

4.8 Staff support associations are not formally recognised by the Metropolitan Police Service for collective bargaining purposes; nor do they have the representational or negotiating rights of the Police Federation, Superintendents' Association or the recognised constituent trade unions. The MetBPA does provide advocacy on behalf of its members in fairness at work investigations.

4.9 The constitution and governance of each SSA is a matter for the organisation. Most are funded by contributions from members. The MPS does provide some support; funding a co-ordinator for S.A.M.U.R.A.I., office facilities, and facility time for SSAs to conduct business. This ranges from a day per week for some executive members/chairs to a full time secondment for the chair of the

MetBPA, the largest of the SSAs. Financial support is also available. This is accessed generally via business cases.

4.10 The Inquiry heard mixed views about how effectively the MPS and SSAs engage with each other. There were concerns that some staff associations had more power and influence than others and that it is not always used appropriately. A key theme emerging from the focus groups was whether the SSAs were able to effectively represent the views of all members of an under-represented group and whether their priorities were in the best interest of minority staff within the organisation. The Inquiry failed to gain a clear sense from senior managers of whether the MPS was maximising the benefits offered by such an extensive and well-developed network.

4.11 The Inquiry is in no doubt that SSAs are a helpful mechanism and can add value to policing in London and we were particularly pleased to learn about the important outreach work which staff associations such as the Metropolitan Sikh Association performs throughout London and the work being done with young people through the MetBPA's Voyage programme. However, it is clear that the relationship between the SSAs and the organisation needs to be refreshed. Given the extent of the breakdown between the MPS and MetBPA, and the relative size of the MetBPA, particular focus is required here. It is encouraging that the MetBPA has recently lifted its boycott on recruitment:

the MPS, MPA and MetBPA are urged to continue to strengthen their relationship.

4.12 There is scope to improve the governance, finance and transparency around SSAs. The recent decision to introduce a memorandum of understanding (MOU) between the MPS and the SSAs will go some way towards this. The Inquiry heard concerns about how the MPS was approaching the development of the MOU, in particular an apparent lack of consultation. Its introduction must be done in partnership with the SSAs; and the Inquiry hopes that the final document will outline what each side can reasonably expect from each other and what responsibilities that brings with it. The Inquiry requires that the final MOU is agreed there is regular evaluation of its effectiveness and that the MPA receives regular reports updating them on progress.

4.13 Following the Morris Inquiry in 2004, the MPS established a regular staff survey. Although independently conducted by an external provider, there is some cynicism within the MPS about the validity of the data provided, because the time it takes to produce the quarterly results. The Inquiry believes this is because of problems with the provider rather than any attempt by HR to suppress the findings (the Panel understands the contract is being reviewed in 2010 and will be tightened to ensure the timely analysis and delivery of results). The information it provides is a useful touchstone for Management Board, and shows trends over time, but there is scope to demonstrate

a better link between the messages being delivered and the action being taken as a result.

4.14 Although anonymous, the survey does ask respondents to complete a diversity section. Now that there is sufficient trend data available, it is important that analysis is undertaken to understand whether there are any significant differences between BME and white staff satisfaction and where these become evident, investigate the reasons for this.

4.15 Organisational learning and the processes put in place to ensure that good practice is disseminated widely, and that mistakes are not repeated, are important aspects of improving the prevailing culture. Too much of the evidence given to the Panel indicated that defensiveness and blame, as opposed to learning and development, is still the default position of the MPS, particularly in the area of grievances, fairness at work and employment tribunals (ETs). Following the Morris Inquiry, and with the active involvement of the Race Independent Advisory Group and members of the MetBPA, significant progress was made in resolving many longstanding, race-related ET cases, but the lessons learnt from that process are in danger of being forgotten. The Panel is keen to see further evidence from the MPS that the extent to which the Leadership Academy is assimilating experience and enabling the organisation to be strategically anticipatory as well as reactive in the field

of employment relationships. It may well be the case (as was suggested by a number of respondents) that the MPS makes sure everyone is aware of the outcome of ETs when it has been successful but is more reticent about broadcasting an outcome when it has lost and that if this is indeed the case then the current approach to ETs diminishes the opportunity for the organisation to learn and improve.

Recommendation 1
The culture and values of the Metropolitan Police Service (MPS) must shift to become more recognisable to minority members of staff. This means:
· putting in place better governance of Staff Support Associations (SSAs) in order that benefits are maximised;
· continuing to build and develop the relationship between MPS and the Met Black Police Association (MetBPA);
· linking staff survey findings and management action more explicitly and transparently; and
· ensuring that the process by which lessons relating to race and faith issues (including employment tribunals) are learnt and applied, is clearly set out and understood.

Leadership and accountability

5.1 The Inquiry sought evidence from all ranks and levels within the MPS to assess the extent to which clear leadership and direction is provided on diversity issues and how this was translated and delivered beyond the corporate centre to the rest of the organisation. The MPS is undoubtedly a complex and very large establishment, making the task of effective leadership throughout the organisation a difficult one.

5.2 Whilst the MPS demonstrates on paper a commitment to equality and diversity through various policies and strategies, it is important to understand how this is translated into reality with tangible and visible commitment by those at the very top. Beyond the rhetoric, is Management Board leading by example?

5.3 It has long been understood that strong leadership and visible commitment is a key component in successfully promoting equality and diversity. Prior to the Stephen Lawrence Inquiry, Her Majesty's Inspectorate of Constabulary (HMIC) in its thematic inspection on police community and race relations in 1996 found that:

'there was clear evidence that even competently written policies and strategies can, in themselves, do little to change attitudes, perceptions and working practice.

The forces which demonstrated the greatest success were those with sound and positive equal opportunities and community and race relations policies, which were seen to have the unequivocal and visible support at the highest levels, especially by the Chief Constable.'

5.4 The MPS has undertaken considerable work to develop the right corporate policies in relation to equality and diversity. But there is a general perception from both officers and staff that corporate leadership is weak in relation to equality and diversity with no clear Management Board lead.

5.5 The Inquiry found there was a confusion and lack of clear articulation to the rest of the organisation of who is responsible at Management Board level for equality and diversity. This was demonstrated by following observations:
   - some officers and staff made reference to the previous Commissioner Sir Ian Blair as a 'champion of diversity';
   - others referred to DAC Territorial Policing given the post's overall responsibility for the Diversity and Citizen Focus Directorate; and
   - Sir Paul Stephenson said that AC John Yates was the Management Board Diversity Lead from 2007.

5.6 As well as a lack of clear articulation about who is responsible, these responses demonstrate the high turnover in senior management responsibility which in turn casts doubt on how seriously diversity is taken at the most senior levels of the organisation.

5.7 Staff Associations and individual MPS employees told the Inquiry how confused they were about who was the Management Board or Association of Chief Police Officers (ACPO) lead on diversity issues. The Inquiry did not see any recognition from MPS Management Board members about what kind of unstated signal it sends out to the organisation when diversity is a portfolio to be passed around so casually. This lack of continuity and clarity does not help the MPS or the people it employs or serves.

"We have to question whether we've got leaders who are confident and capable enough to deal with the whole range of diversity challenges and my, my view of that is that I don't think our leadership training and our leadership prepares leaders well enough and that's something that we need to address."

Stephen Otter, Chief Constable Devon and Cornwall

5.8 Interviews with Management Board members did little to challenge this perception. When questioned about the frequency in which diversity within the MPS was discussed at Management Board meetings or their away days the responses from the both current and former Commissioner could not provide examples of when diversity matters were tabled as a 'stand-alone' item.

5.9 This lack of discussion and consideration highlights a gap in terms of considering the equality and diversity impact of strategic policy decisions. This is particularly surprising given the significant challenges the organisation faced during 2008 race and faith discrimination cases, the MetBPA staging a boycott of recruitment activity aimed at increasing BME representation and at a national level the BBC investigation 'Secret Policeman Returns' questioning progress in the recruitment and progression of ethnic minority police officers.

5.10 It is understandable that operational policing issues take precedence, but we would contend that diversity has a direct impact on operational issues. The fact that diversity appears never to be subject to serious and critical debate, despite the high levels of negative coverage specifically around race and to a lesser extent faith raises questions regarding the willingness of the most senior managers at the MPS to understand their personal responsibilities in relation to equality and diversity, reinforcing the message that it is down to 'someone else'.

5.11 It is therefore not surprising that in the absence of a considered Management Board position in terms of diversity related matters and a real understanding of the business case for change, officers and staff across the organisation are left confused as to who is providing direction and what they are supposed to be doing. For this reason the Panel's interim report recommended that the Deputy Commissioner should become the diversity lead and that the Diversity Directorate should move to his command. This has now taken place, which is welcome. It provides an opportunity to revitalise the organisational approach to race, faith and diversity matters in general.

5.12 But we go further. The Panel felt that Diversity Board and the Equality Scheme Programme Board are ineffective mechanisms to monitor activity across the MPS, since they fail to appropriately challenge poor performance or operate sanctions on Operational Command Units (OCUs) that are under-performing.

5.13 OCU level commitment and drive in relation to diversity is hugely dependent on the direction set by the OCU commander. Corporate oversight to ensure consistency across the organisation has been very difficult to achieve. Despite little evidence of active and sustained leadership from Management Board the Inquiry did hear from a number of committed senior officers who possessed vision and commitment to promoting diversity within their business groups. Where middle managers understood the business case for change we found some excellent examples of good practice. However the Inquiry found that in such instances there was a lack of corporate support and engagement. Notwithstanding the lack of leadership is demonstrates, it also leaves local leaders open to challenge.

5.14 The Diversity and Citizen Focus Directorate (DCFD) was originally set up in response to the Stephen Lawrence Inquiry and had responsibility for driving the diversity strategy across the MPS. It has undergone a number of organisational changes since its creation and at the time of the Inquiry sat within Territorial Policing (TP) under the Deputy Assistant Commissioner (DAC) (Capability and Reform Neighbourhood Policing and Partnership). The Director of DCFD reported to the DAC.

5.15 Whilst welcoming the move to the Deputy Commissioner's Command, the Panel feels that the role of DCFD as custodians of the equality and diversity agenda needs to be developed, and promoted. The evidence heard by the Inquiry suggests that DCFD has struggled to engender ownership within the rest of the organisation to deliver the diversity strategy and desired outcomes it anticipated. The Inquiry has identified a number of reasons for this:
- the governance arrangements – in particular Diversity Board and the Equality Scheme Programme Board do not have representation at an appropriately senior level;

- there is no consistent culture of assessing policy and procedure in the context of equality and diversity implications;
- the department does not command enough influence to bring about significant change;
- its resources are spread very thinly for example there are only seven professional advisors who are expected to cover the entire organisation; and
- there is a perception that they are a TP resource and therefore not available to the rest of the organisation. In practice this is not true, they are a corporate resource.

5.16   The evidence points to a need for clarity regarding the role and influence of DCFD on the rest of the organisation. The Diversity Director, Denise Milani, believes there is an opportunity for Management Board to be more assertive in articulating the business case for change in the context of improving the way London is policed and to facilitate moving the organisation to a place where the benefits of diversity are realised. Given the 'leadership gap' the Inquiry found, there is an opportunity to address this through greater engagement between Management Board and DCFD.

"You can have all the processes in the world you like, but if you haven't got people who whole-heartedly will recruit for you, then you'll, you're never going to succeed, so how is it that we have officers within Trident who have the confidence, the self esteem, the enjoyment of their work, to say that to other people, that's been very key and we've been quite light touch around recruiting – increasing our recruitment levels; we're taking it slow, because one of the consistent messages from the black officers who are within Trident is, make sure that the officers coming in are the high standard, they know how to do the job, they've got resilience, so that they will succeed when they come in and I think that's vital that, having recruited, the officers are given the opportunity to, to achieve. And, perhaps I can just refer to my own experience as a, a female officer, that if I'd felt that I'd got a promotion or a job because they wanted to tick a diversity box, then I would be suffering from a most horrible lack of confidence in performing that role and I like the fact that I think the Met selection process, there's a promotion processes, are sound"

Detective Chief Superintendent Helen Ball

5.17 DCFD can also influence from the bottom up using its expertise to translate the diversity strategy to a local level, and challenging and supporting those OCUs that are struggling to deliver and/or improve. In particular it should be ensuring greater consistency across London and that best practice is celebrated and promulgated throughout the organisation. Different levels of commitment are evident across the MPS. Some boroughs and units are very proactive, others do not have the basics right. In order to achieve this however, we would question whether the DCFD even in its new structure, has the right skills and resources available to it.

5.18 In its emerging findings, the Panel strongly recommended that the DCFD should be repositioned to report directly to the Deputy Commissioner. This has now happened.

5.19 However, the Inquiry heard from several senior MPS managers that the structural location of DCFD in Territorial Policing was not the issue – or that simply moving around structures was not the answer. Sir Paul said that he is 'always nervous about structure in the Met… [Because] the Met can become obsessed with structure and as soon as you mention structure it will consume itself in that and forget about the product'. The Director of HR said he felt DCFD was in the right place and structural changes would not enhance its profile. However Bob Quick, then head of Specialist Operations, wondered whether a more central location or a smaller core unit would lead to a more effective Diversity Directorate. The

Inquiry understands changing and moving structures causes disruption but agrees that the potential benefits outweigh the disadvantages.

5.20 In moving forward, clear leadership from the Deputy Commissioner is required and DCFD must become part of the corporate centre. In that location the Inquiry envisages a corporate diversity unit that would work with the Deputy Commissioner in supporting business groups and in acting as an 'internal inspectorate' to monitor and drive improvements. DCFD's task should be to enable and support the organisation to embed any new diversity priorities, this should be balanced against holding the organisation to account for actual delivery.

5.21 Currently a significant part of the job of DCFD is to engage directly with members of under-represented groups and their line management. Engaging fully with staff is the responsibility for each and every supervisor and manager in the MPS, not something that should be done for them by DCFD. Diversity Advisors can support supervisors, in that role but it should be clear that the onus is on supervisors to promote equality and that their performance will be assessed in their PDRs. As such, DCFD should be monitoring as well as supporting supervisors.

5.22 Another key issue is the relationship between DCFD and HR. When the inquiry asked the Director of DCFD about this, she said that "HR is a business unit like any other. We work closely with them to

support them in delivering the areas for which they have responsibility. In this case it is primarily around workforce issues as they relate to diversity". She felt that this was the right relationship as it expanded diversity from a matter of recruitment to a broader concern of employment practice. The Panel agrees with much of the thinking behind this. Diversity should be about the whole organisation and all employment issues including people development and as well as about service delivery. What the Inquiry was not sure about was whether or to what extent DCFD have been successful in achieving this aspiration. The Inquiry believes the importance of the relationship between DCFD and HR cannot be underestimated. That does not mean that DCFD has to sit within or under HR. However, it does mean that HR cannot be a business unit as any other – in other words there must be much more effective collaboration between DCFD and HR in ensuring that the rest of the organisation is fulfilling its responsibilities towards their staff.

5.23 The Inquiry agrees with the Commissioner and the then Vice Chair of the MPA that the era of 'champions' for diversity has served its time. It served a purpose in identifying a visible leader but it also enabled others to escape their responsibilities by assuming that it 'was someone else's job'. Diversity is part and parcel of everyone's job and that everyone should be held responsible for it in everything they do – not just as a 'light bulb' that comes on when

dealing with particular groups. The Deputy Commissioner's role is to be the accountable head for diversity, with a well resourced directorate supporting and scrutinising the organisation.

Recommendation 2
The senior leadership of the Metropolitan Police Service (MPS) should review their commitment to ensuring that officers and staff are fairly treated. This means:
- designating the Deputy Commissioner as the lead for diversity and chair of Diversity Board (already actioned by the MPS);
- placing Directorate of Citizen Focus and Diversity (DCFD) under the Deputy Commissioner's direct command (NB: already actioned by the MPS);
- increasing the resources and expertise available to DCFD; focusing the work of DCFD on supporting Operational Command Unit (OCU) commanders to deliver corporate strategy diversity commitments;
- developing a robust internal inspection model within DCFD which can be applied to any part of the organisation. Its remit should encompass two key functions: 1) to promote and promulgate best practice 2) investigate those parts of the organisation which give rise to concerns; and
- tasking the Performance Board to oversee corporate performance on diversity targets.

Recommendation 3
Diversity must more clearly be part of the
leadership philosophy of the Metropolitan Police
Service (MPS). This means:
· evaluating the extent to which the
  Leadership Academy training improves the
  way difference is managed;
· aligning the Leadership Academy more
  closely with the Directorate of Citizen Focus
  and Diversity (DCFD); and
· defining what intrusive supervision means in
  practice and monitoring its implementation.

Processes and practices: recruitment and progression

6.1 The MPA's scrutiny of the MPS approach to succession planning and talent management conducted in 2007 found that the quality and completion of performance development reviews (PDRs) in the MPS was frequently not given a high priority by line managers or their staff. Since then there have been changes and improvements. The Director of HR told the Inquiry: 'I think we've come some considerable distance on both the development of an appropriate PDR system and one that is seen to be working in the organisation; I say that because when, when I joined the organisation there was a PDR system, it was probably more measurable in terms of the quantity of forms that one needed to fill out rather than the quality of the process that was gone through and not surprisingly there was very little attention given to it. We've now changed that position to a very short, simple form… But we're now on to the 90 percent completion rates on PDRs across the organisation.' The improved completion rate is welcome, though it is not just timeliness that matters. The Panel was pleased that the HR Directorate conducts dip-sampling for quality assurances purposes.

6.2 Nonetheless, the Inquiry Panel were extremely concerned with the almost universal view expressed by witnesses regarding PDRs; the Panel heard in focus groups and other sessions about how PDRs were treated as a 'tick box' exercise and that managers saw it as unimportant. The Panel also heard doubts about the data on completion rates – a number of people pointed out that the MPS can be quite good at manipulating numbers (although we have no evidence to support this).

6.3 The perception must be dealt with – but in any case, the quality of the process matters more. Some line managers clearly fail to use the process to tackle poor performance, and at times deferred their responsibilities to manage and develop staff by letting them proceed to promotion applications that were likely to fail. Apparently some individuals had been asked to complete their own PDRs with managers merely signing them off at the end of the process.

6.4 A snapshot of comments we typically heard in relation to PDRs included:
   - "all systems can be open to abuse– for the majority of people in the MPS PDR are a tick in the box with no relevance to career progression";
   - "they work on the basis of you write it and I'll sign it";
   - "PDRs are supposed to be a key tool for the MPS but the value is lost unless you have a line manager that understands it and has the time/respect to do it properly".

6.5 Some managers apparently feel that undertaking the PDR can get in the way of managing their relationship with staff. The Leadership Academy is put forward as a mechanism for changing this culture. There is much about the Leadership Academy that we support and to some extent we do have to accept that it is a process of 'slow steady

change' rather than any dramatic big bang. Nevertheless we do not think that the HR Directorate or the MPS should expect the Leadership Academy alone to challenge the culture. We would like senior management in the MPS actively to consider what other tactics might be deployed to speed up culture change.

6.6 As the MPA strategy Met Forward notes, it has become a cliché to say that people are the most important resources the MPS has, but it bears repeating because the Inquiry was not convinced that the MPS Management Board articulates this message with conviction. It is too easy to see 'people issues' as a matter for the HR Directorate. The MPS should be starting from another place. If the goal is an outward looking, citizen focussed and engaged police organisation seeking to provide a quality service, then all employees – police officers and staff – should see that as their goal and it should be demonstrated and reiterated by the Commissioner and Management Board. All the processes in the organisation should be geared towards delivering that service.

6.7 The MPS are rightly proud of the progress made in relation to the recruitment of BME officers and staff within the MPS. The achievement is significant and success is noted not just internally but also by external organisations such as the Equality and Human Rights Commission and ACPO.

6.8 It is true that this success falls considerably short of the original target of 25% BME recruitment set by the Home Office after the publication of the Stephen Lawrence Inquiry Report and the CRE formal investigation into the police service, but in retrospect this target was hugely over- ambitious. The aspiration to change the police service to reflect the community it serves is the right one, but the original target (set in 1999), was never achievable, given the low turnover within the MPS and the current employment framework within which it must work. It is worth nothing that BME officers in the MPS account for 46% (i.e. 2594/5619) of the overall BME police officer strength in England and Wales. In respect of this apparent failure, one contributor told the Panel that a 'target is a target' and as the MPS had clearly failed to achieve that – that the MPA had failed to hold to account the MPS and the Director of HR. We understand why that view is expressed but it remains the case that the target was unachievable.

6.9 The recruitment of PCSOs has remained consistently diverse, with BME representation at around 30%. In the area of recruitment, the MPS has demonstrated a positive proactive approach in attracting candidates from under-represented groups and communities through a number of targeted campaigns and high profile branding and marketing. Again, this effort has been recognised externally by the NPIA.

6.10 HR also has a Community Engagement Strategy which seeks to recruit from specific under-represented communities such as Somali, Bangladeshi and Polish. We consider

this to be good practice. However, we would encourage consideration of possible disincentives to certain communities and faiths. We heard from a number of evidence givers that the MPS could do more to address the specific faith needs of potential recruits. For example, would the MPS attract more Jewish recruits if Saturday working were made optional? A clear policy on working patterns, consistently applied across the MPS, would be preferable to the current practice of leaving this to local management discretion. Apart from the inherent unfairness of this approach it may act as a disincentive to progression, as officers and staff who have negotiated favourable local working arrangements may be reluctant to move on.

6.11 The MPS must build on the progress it has made in recruiting from minority groups. During the course of the Inquiry a number of potential 'quick wins' were identified. Recruitment processes are complicated, ever changing and do not inspire trust and confidence. Potential officers are not always told why they fail and if they do choose to re-apply they have to start again from scratch. Similarly PCSOs who convert to police officers have to go through the same recruitment process and probation period as other recruits, despite having built up considerable experience during their time as a PCSO. The argument put forward to support this arrangement is that it is necessary to maintain quality. The Panel would in no way endorse change that would impact adversely on the quality of recruits coming through, but in our view, it is possible to establish a process that recognises the experience PCSOs bring with them when they become police constables. We recommend that the MPS invests in streamlining the channel from PCSO to police constable so that suitable candidates can be fast tracked.

6.12 It is of course the case that the MPS works within a national framework and that there are some systems and processes that are beyond its control. A national focus on ensuring recruitment processes remain modern and aimed at improving representation of minority groups is required.

"I am just very keen that, having reviewed the process ad nauseam, in terms of the promotion process, I cannot think that there is a fairer, more objective process than we already have. It's been tested by just about every possible means it can be tested by. I worry about whether people get in to the system. I am concerned about whether ever people get into that system in the first place, but I am assured that once people get into that system, then the process itself does take care of it and it is as fair and as objective as it can possibly be. I've really spent more time personally on this in the last couple of years, than any other activity to ensure that fairness and yet I'm thrown by two promotion processes that fail to promote one ethnic minority."

Martin Tiplady, Director of Human Resources

6.13 The statistics show that there has been significant improvement in BME representation in the organisation. Appendix F analyses the data in detail. However, a profile of the organisation shows that BME officers are concentrated at the lower ranks within the organisation – sergeant and constable. Promotion and progression are discussed later in this report, but multi-point entry is one area where the Panel believes significant benefits could be derived. If police officers could join the MPS at ranks higher than constable the MPS could change its profile radically. Discussions around progression and culture often identify a 'permafrost' in the middle of the organisation which mitigates against change. Multi-point entry would afford an opportunity to challenge the prevailing cultural norms within the organisation. Bringing in experience and expertise from outside could be hugely beneficial. There are precedents – the armed forces have an officer class – and while it could be argued in the case of the forces that this inhibits diversity, it does demonstrate that frontline experience may not be a necessary requirement for success at more senior levels of the organisation. Another model is the prison service, where senior officers start 'on the landings' in order to understand the dynamics of prison life, but then have accelerated promotion to governor.

6.14 The Panel discussed this multi-point entry with many contributors to the Inquiry. It is a polemic issue; senior MPS managers do not see it as impossible but are understandably cautious about how it would successfully be implemented. They were also concerned that very few applicants would be successful and that the risk of it going wrong in the first tranche would jeopardise the future of the programme and carry real risks for that first wave of officers who were prepared to join at a rank above constable.

I'm in favour of the principle, no other organisation has a single point of entry, but don't underestimate the huge challenge it presents and the importance of time on the beat, but this does need revisiting. Training would be crucial and given the culture the first few entrants would probably have difficulties.

Kit Malthouse, Chair MPA

6.15 Police officers within focus groups and interviews were against this concept, emphasising the need for experience at every rank from constable upwards in order truly to understand the business of policing. Concerns were raised about the perceived lack of credibility any officers recruited through multi-point entry for the purposes of increasing the diversity of officers of management ranks would lead to a backlash from officers who felt they were unfairly given the opportunity purely because of their race and/or gender rather than having to work and demonstrate commitment and competence as a police officer. From the feedback received in the focus groups, there is a belief that officers would unite against the proposal. This was supported by the

negative feedback received by the Home Office to their consultation on the recent green paper which put forward the idea of multi-point entry.

6.16 National organisations such as ACPO and HMIC highlighted significant risks in introducing multi-point entry without a thorough consideration of the practical and cultural implications, both in the short and longer term. Examples were provided from other countries who had introduced direct entry to senior ranks within the police such as Portugal who introduced double point entry. Those who were recruited into senior positions were largely female who then had to manage a predominantly male workforce, which created unintended and unanticipated consequences. Given these implications, HMIC argued the need for a comprehensive, measured and well researched examination of the concept and the Panel recommends that in this piece of work is carried out at a national level bearing in mind any move towards multilevel entry would require a change in national police regulations. The Inquiry would encourage the Home Office and NPIA to hold a national debate on this issue.

6.17 We recognise that multi-point entry is a radical change to the status quo and that there are some who believe that it would be divisive and 'unworkable'. However, the Panel became increasingly convinced that multi point entry could bring a wide range of benefits to the MPS and policing in general,

which go far beyond increasing diversity. In our view the potential benefits could:
- enhance the MPS's ability to attract the brightest and the best individuals;
- improve the culture of the organisation;
- directly benefit from the experiences and skills which those wanting to embark on a second career in the MPS would bring; and
- allow the MPS to better position itself within an increasingly competitive London Labour market.

6.18 The Panel welcomes the agreement of the MPA to organise a day-long symposium, chaired by the MPA Chair Kit Malthouse, on multi-point entry as soon as is practicable. Participants will of course include the tripartite partners – APA, ACPO and the Home Office but will extend much more widely to allow the experience of the armed forces, the prison service, the private sector, think tanks and academics to inform the debate. For too long the potential benefits of extending the pool of applicants for senior jobs and of accelerating promotion have been the subject of desultory, anecdotal discussion. A practical symposium will deliver robust and specific recommendations.

6.19 That symposium will, the Panel believes, kick start a fundamental review of terms and conditions for police officers more generally. Multi-point entry is a central plank of achieving a modern employment structure for the police service. We have identified a number of other outmoded practices which

need urgent review and which, like multi-point entry would, if reformed, not only benefit officers from minority backgrounds but the whole workforce and, by extension, the MPS as an organisation.

6.20 The 30+ scheme, whereby officers are re-engaged with tax free lump sum and deferred pension is a mixed blessing. We fully accept that the MPS, having invested in training and developing staff, will want to retain those who are continuing to make a positive contribution. But the obverse is that promotion opportunities diminish and there is a perception that posts are created for long-serving officers who, because of the timescales involved and the period at which they were recruited, are predominantly male and white. We recommend therefore that a balance needs to be struck.

6.21 The second area of concern that featured prominently in the evidence considered by the Panel is temporary promotion and acting up to a more senior rank. The Panel is firmly of the view that the process for deciding who should be given temporary or acting promotion should be managed centrally. The current devolved system gives too much power to individual line managers and is not perceived as fair or transparent.

6.22 Vetting policy and practice in the MPS gives rise to much angst. Again, the whole process is perceived to be opaque and inequitable. We urge a thorough review of the policy itself, the way in which it is administered and, in particular, the communication

strategy for informing officers and staff of why and how vetting is conducted.

6.23 Many contributors to the Inquiry identified the need to professionalise policing and the importance of individuals taking ownership of their professional and personal development. In this respect we have heard that one solution might be to encourage the development of a police foundation course available through higher education establishments. This is an issue that is raised periodically but would need to be taken forward at a national level and to an extent reflects the points made by Dr Richard Stone about the need for officers to have university level qualifications. That said, the Panel does not endorse that view directly as it would exclude a large number of capable people and, could potentially discriminate against BME candidates in the short term and we therefore think some further analysis would be beneficial.

6.24 Greater use of positive action is another potential solution to ensuring more people from BME and faith communities are successful in the recruitment process (and we say more about the current positive action initiatives currently in place within the MPS later on). This formed a key element of the evidence put forward to us by the MetBPA. The MPS is in discussion with EHRC about what more it could do in this area; the implications of the recent Equality may provide a useful tool to increase representation for example ACPO are looking into 'genuine occupational'

requirements of the Equality Act to assist with policing diverse communities and, in addition, the Act will allow employees to take positive steps ('positive action') to recruit groups who are under-represented in the workforce where they have a choice between two candidates who are equally suitable. This is not the same as allowing positive discrimination and the EHRC will publish guidance on the range of actions employees will be able to take. Whatever the outcome of these discussions, the focus has to be on getting the right calibre of officer required to keep London safe.

"There are quite a lot of reasons why I think it might be better all round if the Met declared UDI from national pay negotiations, terms and conditions. I think what happens nationally doesn't work for the Met; I think it doesn't on ACPO selection, for instance, where we're not looking for one person to fit in to a very small team with a set of skills and experience; we are looking for something much more generic and, and we are constrained by the various protocols that exists in terms of selecting ACPO ranks, but if there's nobody in the pool, that's not relevant in terms of race and diversity and faith, because, if they're not there whatever system you have in place, you can't choose them".

Catherine Crawford, Chief Executive, Metropolitan Police Authority

Recommendation 4
A more flexible approach to recruitment, to increase diverse representation at senior ranks and develop the entire organisation and its performance, is required. This means:
- organising a national symposium, hosted by the Metropolitan Police authority (MPA), to explore the benefits and practicality of multi point entry for police officers, removing the requirement to progress through every rank.
- instigating discussions with the Government on the issue of multi-point entry.
- investing in streamlining the channel from PCSO to police constable so that suitable candidates can be fast tracked.

Recommendation 5
Working practices within the MPS that inhibit confidence in HR policies should be revised. This means:
- reviewing the 30+ scheme to ensure it is not blocking progression for officers with less service;
- managing temporary and acting promotions centrally; and
- reviewing vetting policy and practice to ensure it is fair, transparent and properly understood.

Retention

6.25 It is a waste of resources if those recruited and trained by the MPS subsequently leave. This, of course, is particularly serious if the MPS struggles to retain BME officers following the intensive recruitment and development programmes aimed specifically at them.

6.26 Retention for BME staff within the MPS has long been an area of concern. The Stephen Lawrence Inquiry recommended the use of performance indicators in relation to retention and that policing plans should contain targets for retention (recommendations 2 and 64 respectively). Similarly the Morris Inquiry and CRE Formal Investigation also identified concerns with BME retention, particularly early on in initial training.

6.27 However a recent HMIC report (Duty Calls: HMIC Inspection of Race Equality Compliance 2006/07) found little evidence to suggest that measures to support the attainment of retention targets had progressed beyond the collection of the data and exit interviews:

'The energy applied to securing BME recruits has been substantial and ongoing…. conversely the retention and progression of BME officers has not been supported by comparable resources, energy and innovation and the consequences will be felt in the foreseeable future.'

6.28 The Director of Human Resources was clear in his interview before the Panel that the MPS was retaining its personnel:

"There is now a myth that we are losing people; we're not, according to the attrition rates that I monitor weekly/fortnightly".

6.29 This is borne out by MPS data that reveals turnover has declined from 6.5% during the time of the Stephen Lawrence Inquiry (1998/99) to 4.4% in 2007/08, with further declines predicted (MPS Workforce Diversity Pack, September 2008). The Chartered Institute of Personnel & Development (CIPD) in its 'Employee Turnover and Retention guidance' states the public sector average for employee turnover is 13.5%, with the overall employee turnover for the UK slightly higher at 17.3%. Therefore, in comparison with other public sector bodies, the MPS has significantly lower turnover rates.

6.30 It is also worth noting that many individuals interviewed by the Panel spoke of their loyalty to the organisation, even when they had complaints concerning the culture or individuals. When asked why they chose to stay many spoke of their affection for their role:

"I love this job; it is a great job I've enjoyed being a Detective and investigating the hardest of crimes."

Anon

6.30 Data shows that turnover of BME officers has also decreased; between 1998/99 and 2007/08, from 6.4% to 3.7% (actually lower than the MPS overall turnover). Retirement accounts for the main reasons officers leave the MPS overall (42.9% during 2007/08). However the primary reason for BME officers leaving the MPS is resignation (52.2%

during 2007/08), and this percentage has only reduced slightly since 1998/99 (57.9%).

6.31 What this indicates is that, proportionally, more BME officers are choosing to leave the MPS voluntarily in comparison to their white counterparts. Given the considerable efforts to bring more BME officers and staff into the organisation there is clearly a problem if a significantly high proportion do not wish to stay , for whatever reason that may be.

6.32 Further evidence examined by the CIPD (Employee Retention and Turnover, September 2008) strongly suggests that so called 'push factors' (dissatisfaction with their present job) are a great deal more significant in many resignations than most managers appreciate. The CIPD further states:

'It is relatively rare for people to leave jobs in which they are happy, even when offered higher pay elsewhere.'

6.33 CIPD research also highlighted the importance of front line managers and how their behaviour relates directly to employee engagement, job satisfaction, advocacy and performance. Line managers have a critical part to play in staff retention:

'A perception of unfairness, whatever the reality when seen from a management point of view, is a major cause of voluntary resignations', employees turnover and retention.'

6.34 The MPS, like most organisations, conducts exit interviews in order to monitor the reasons for people leaving and to identify ways to improve retention. In 2005 the MPS Human Resources Directorate set up a dedicated central Exit Team. This team, consisting of two researchers and a project manager, was charged with the role of finding out why people leave the MPS.

6.35 The Exit Team is responsible for making contact with all 'premature leavers'. The Exit Team makes three attempts to contact individual 'resigners' by phone. If successful, and the individual is willing, an exit interview by telephone questionnaire is conducted. If telephone contact is unsuccessful a postal questionnaire is dispatched. The Exit Team also conducts face-to-face interviews where requested. All of these methods are designed to delocalise the interview process from the interviewees' location and management.

6.36 Analysis of exit interview data shows that 'desire for career change' is the most frequently cited reason for leaving the MPS. Given the disproportionate levels of BME resignation, it is clear that this analysis alone does not drill down to the appropriate level of detail. It is therefore unclear the

true motivations for a career change which may be driven by either positive or negative experiences of employment within the MPS.

6.37 To support this notion, the Panel would like to draw attention to the work of Professor Simon Holdaway specifically on resignations. Through his study into black and Asian officers who resigned from the police service, Professor Holdaway asserts that exit interviews are an inadequate tool in understanding and addressing the issue of BME retention. Resignations are not one decision but a series of decisions as part of an overall process. At the point of the exit interview, when asked for their reasons for resigning most are disillusioned and fed up. The real reasons for their unhappiness and dissatisfaction with their working environment are not picked up through the exit interview process.

6.38 In view of the disproportionate resignation rates and lack of specific information in relation to their motivations to resign, the Panel recommends the MPS conduct further analysis into and employment experiences of BME officers stating their reason for leaving is due to a desire for a career change. This research should be conducted through a face-to-face interview rather than questionnaire. It may also be useful to amend the exit interview questionnaire in order to capture more details into the motivations for changing the career to understand if it is based on negative experiences within the workplace.

Recommendation 6

Disproportionately high black and minority ethnic (BME) resignation rates must reduce. This means:

- analysing the reasons for early resignations;
- establishing a more sophisticated use of the Personal Development Review (PDR) system to give early warning of dissatisfaction for individual BME officers, allowing for intervention;
- identifying key points on the promotion ladder at which BME officers disproportionately leave, and setting retention targets at these points;
- reviewing and improving the exit interview process;
- clarifying the respective roles of senior officer and lawyers dealing with employment tribunals (ETs) and grievances; and
- designating an Association of Chief Police Officer (ACPO) lead for grievances and ET decisions.

Progression

6.39 A significant element of the contributions to the Inquiry focused on promotion and dissatisfaction with current processes leading the Panel to wonder whether MPS is 'progression obsessed'. A focus on progression reinforces the hierarchical mentality of the police service in which rewards and status are gained and evidenced by progressing up the command chain. We heard from our focus groups and others about the 'distorting' effect it had on the organisation when the actions of some individuals appear to be guided by nothing

more than how they climb the ladder and the means of collecting evidence to enable them to do that. Such concerns about progression do not seem to have registered with the ten years after the Lawrence Inquiry reviews from the EHRC, the Runnymede Trust and the Home Affairs Select Committee. They have taken too narrow a focus and fed into rather than challenged – a 'sticking plaster' mentality in which progression becomes the latest gap to be plugged after recruitment and retention have been taken care of.

6.40 We identified a number of negative and damaging consequences of this apparent 'obsession' with promotion including:
- a tendency for staff, and in particular officers to move from post to post frequently which can lead to a negative impact on staff, service delivery, destabilisation of relationships and partnership arrangements with local authorities and other key statutory partners;
- senior officers spending inordinate amounts of time preparing for selection processes which is time not spent doing the job;
- inability to put in place effective succession planning strategies and mechanisms;
- encourages short term policies and practices as many new incumbents into the vacant roles seek to make their mark.

6.41 The Panel therefore asserts that a wider people development approach is needed.

6.42 Whilst progression should remain an aspiration for all suitably able staff the Panel cannot stress strongly enough our contention that the MPS does not do enough to encourage and support lateral development (despite the effort and the findings of the MPA's Talent Management Scrutiny). We are also keen to stress that this is not an issue confined to BME members of staff. It is a matter which can negatively affect all of the MPS's staff, the performance of the service as a whole and consequently the service provided to those who live and work in London.

6.43 Lateral progression should also be encouraged and rewarded. Policing is an unusual career environment in which it has not historically been regarded as a failure to stay as a constable. Many staff will remain at the grade they started at, and a significant cohort of PCs will retire at that rank. Doing a good job day in and day out is an intrinsic reward in itself and a service to the public. MPS senior management need to send out that clear message that reinforces the view that progression is not the only marker of success.

6.44 MPS managers also need to encourage and develop other systems of reward. There are other kinds of rewards such as dignity and recognition. These usually fall under the heading of 'valuing diversity' and we are conscious that probably feels like an empty management phrase to some staff associations and other MPS employees. A bland call to value diversity will be

meaningless unless the MPS can show how in practical terms they can demonstrate it in deed and not just in words to the extent we entirely agree with the Commissioner's views about 'actions not words'. We call upon the MPS management to ensure that they inculcate a new approach where MPS, staff as a whole, are made to feel positively included in delivering the vision and values of the MPS. We want to see monitoring and oversight of all staff issues to be included in the MPS staff survey.

6.45 In order to convince the organisation that lateral development is equally rewarding, there is much to do to provide those development opportunities. Analysis shows that many parts of the organisation remain closed to minority groups and we heard from several contributors about the additional challenges experienced by BME officers in specialist OCUs. Having said that, we also heard some good practice, including the work done by Trident to attract BME detectives and the open days held by the firearms command CO19. In order to remove this barrier, all OCUs should be required to produce a strategy on how they will increase representation within their units. This should be submitted to Diversity Board and the MPA with clear action plans and timescales. Diversity Board should ensure effective monitoring is in place .

6.46 A lack of career progression is one of the main reasons people decide to change their career. If the MPS is to succeed in retaining BME staff it has worked hard to recruit in

the first place, it must focus on the barriers to progression and career development.

6.47 We encountered real strength of feeling from the focus groups in particular about the need for officers and staff seeking a lateral move into other posts to obtain approval from their line managers. While we can all sympathise with any conscientious manager who wants to enhance performance in his or her part of the business by retaining skilled and experienced staff, there can be no justification for effectively blocking the progression of individuals. No comparable public sector organisation of which we are aware operates a veto policy of this nature, which inhibits individual progress and opportunity and must also militate against specialist units being free to recruit from a fully diverse workforce. It is clear this must be addressed.

"As I said to Boris Johnson, when we had a meeting the other day, he asked me, has race relations improved inside the Service? And I said, Well, if you call when I joined in 1980, I was called a nigger. Well, now, I'm treated like one. So, no, it hasn't improved, it just comes in a different way, from overt to covert and that's what we need to address. So what I'm saying, it looks like coffee, smells like coffee, tastes like coffee, it is coffee, it is coffee and that's what we're dealing with, clear and simple."

PC David MacFarlane, Executive Member, Metropolitan Black Police Association

6.48 Throughout the evidence gathering process it was clear there was a real difference in view between senior MPS and national managers and the respondents in lower grades and ranks who took part in the focus groups and interviews. In their view there were concerns over the fairness and transparency of the promotion processes administered internally which eroded confidence in the system to appoint the right person for the job based on their skills rather than favouritism and 'face fitting' with the status quo.

6.49 The MPS Promotion Policy establishes clear guidance and accountability and sets out corporate standards for managing police officer promotion and detective selection. The policy is accompanied by a standard operating procedure document which describes the procedures to be followed for each selection process.

6.50 Police officers, regardless of rank, race or faith, were almost unanimous in their view that the independently administered promotion processes for sergeants and inspectors are fair and transparent. Up to the rank of inspector promotion processes follow the national NPIA processes. The MPS has its own internal processes for promotion to Chief Inspector, Superintendent and Chief Superintendent and it is about the transparency and fairness of these that concerns were manifest.

6.51 When respondents to the Inquiry were asked to provide their feedback on the promotion processes, they generally acknowledged that the MPS has worked hard to continually improve the processes and systems. However, progression is one area which provoked strong feelings across the whole organisation regardless of role, rank, race or faith. A number of senior MPS managers interviewed by the Panel raised general concerns about the promotion processes – that the system remains a problem in that it rarely provides sufficient candidates and that the MPS has lurched from one process to the next without settling on one and making it work. The adequacy of the support providing to officers who nearly make the grade was also criticised. There is an opportunity to review how these officers are supported and reassessed.

6.52 Officers generally felt that promotion processes lacked transparency and there was potential for misinterpretation of the promotion policy. Whilst some of the concerns related to the design of the systems in place, much of this focussed on those who operated the systems rather than the system itself including concerns about the rank of assessors and whether they were sufficiently senior to the ranks being assessed. There were also concerns about the use of internal assessors for appointments above inspector.

6.53 Respondents felt that BME promotion stalled after inspector level because the process was no longer independent and therefore bias and subjectivity was allowed to influence the decision making.

The perception that promotion beyond inspector disadvantages BME applicants is understandable; in the past two years out of 47 applicants for these posts only 4 (9%) were successful whereas out of the 793 non-BME applicants, 186 (23%) were successful. We note that there has been more success during the period when the Panel was taking evidence.

6.54 It is important to factor in length of service when considering progression rates. The vast majority of officers above the rank of inspector have 15 years or more service. Putting the length of service into context produces a much more accurate and reliable picture of progression. When length of service is taken into account, a significantly smaller proportion of BME officers have more than 10 years service (nationally around 37% of BME offices compared to 55% white officers).

6.55 A significant amount of feedback was received in relation to assessors, who are responsible for testing candidates within the designed assessment process and identifying demonstrable evidence of suitability for immediate promotion. Some BME respondents felt that a lack of diversity within the assessor pool was contributing to the lack of BME officers at senior management levels. Respondents felt that assessors recruited in their own image which was contributing to a large white male cohort of successful applicants. Some felt that as white assessors would assess white candidates favourably, and therefore BME

assessors are necessary in order to ensure that BME candidates are also subject to ensure there is no perception of bias. A more proportionate balance can only be an advantage.

6.56 Whilst the Panel agrees that diversity within the MPS must be reflected across the whole organisation at all levels and roles, and that there is much to be gained from utilising the experiences, skills and unique qualities that a diverse panel can bring to the assessment process, it does not share the view from a small number of respondents that BME assessors are a pre-requisite for BME candidates to succeed. The MPS HR Director made a valid point in his interview when he said that he did not want 'diversity for the sake of diversity'; assessors must be selected on the basis of their ability to assess objectively, based on clear evidence rather than subjective opinions. The Panel agrees with this but restates the view that assessors need to be more representative.

6.57 In his evidence to the Panel, Martin Tiplady told us that poor performing assessors are removed as a result of the quality control systems. However, we heard evidence from a range of individuals (some of who are themselves assessors) which left us unconvinced that those assessors who adopt poor practice are not dealt with in a sufficient and appropriate way and are therefore allowed to continue in this important and influential role. We do not assert that all assessors operate in this way on the contrary, we believe that there are

many assessors who perform this role in a conscientious and committed way despite there being no additional reward for the time they commit. We therefore recommend that the MPS reviews the way in which poor performing assessors are managed and dealt with.

6.58 The MPS has recognised that there is a need to provide specific training for assessors on diversity awareness and a programme was introduced in April 2009. The Panel is supportive of this intervention.

6.59 For the purposes of recruitment, promotion and performance management, the police service in England an Wales uses the Integrated Competency Framework (ICF), consisting of a number of core competencies for policing roles, one of which is 'Respect for Race and Diversity'.

6.60 In general, respondents were convinced that the ICF was the most effective tool to test a candidate's ability to do the job; rather, it was felt that it tested the ability of the candidate to fill in the form. It meant candidates providing evidence of meeting the competencies focussed on individual examples rather than evidencing consistent and sustained outcomes. Some also felt that the ICF did not allow candidates demonstrate expertise outside the competencies, like language skills or knowledge of other cultures. Many also felt that it did not test the management ability of candidates.

6.61 The Panel identified a need to provide further guidance to both applicants and those assessing written applications against such competencies.

6.62 The Panel heard disturbing examples of where BME officers were named by white officers in their application forms and interviews for the purposes of providing evidence to meet the equality and diversity competency ('Respect for Diversity') required for promotion. This phenomenon was not limited promotion but also occurred with the personal development review (PDR) process. Examples of this included BME officers allegedly being 'mentored' by more than one officer and the concern that officers were being cited in application forms and interviews without their consent or knowledge. We want this process to stop. Mentoring must be primarily for the mentee, not the mentor.

6.63 Such findings expose the deficiencies of a competency evidence based system which had the unintended consequence of creating BME and other minority groups of officers and staff as targets for majority group officers to meet their equality and diversity competency.

6.64 Respondents also felt that the ICF encouraged a tick box approach to diversity and other competencies. This meant that once an applicant had secured one or two examples demonstrating how they met the standard that was all that was required and there was no need to demonstrate

ongoing commitment beyond this. Once the examples had been secured there was a belief that diversity had been 'done'.

6.65 The Panel welcomes NPIA's plan to revise the ICF and establish a simplified new police professional framework by December 2010 in order to support the delivery more effective HR policy and processes.

6.67 As a result of the MPA Talent Management and Succession Planning Scrutiny in 2007 the MPS established the Equip to Achieve initiative, a positive action scheme aimed at developing high potential BME sergeants and inspectors, with a view to equipping them to join the national high potential development scheme.

6.68 The Panel could not identify what could be described as a coherent programme established to assist people in progressing. In a focus group held with participants from the programme the Panel was left with the clear impression that many of them did not know what they were getting from it, or what they were supposed to get. The officers were at very different levels – from constable to inspector – and had quite different needs. There was no clarity about objectives suggesting that the contents and structure of the course changed on an ad hoc basis to meet the needs of the participants. Hence some said that the programme had 'not been designed properly' in terms of outcomes and lateral development. Many saw it as a 'short-term fix' in an organisation that failed to embed previous initiatives and gave no sign

that it understood how damaging that was to moral and to the credibility of (yet) more new initiatives.

6.69 On this basis it is important that a full evaluation of the programme is undertaken before the MPS launches Phase 2 of Equip to Achieve. As far as the Panel is aware this has yet to be done, so any tendering for Phase 2 can only be based on limited information.

6.70 The observations of Equip to Achieve raised two bigger issues: how well planned is HR training policy; and what positive action policies does the MPS need to develop to improve its diversity profile in general and its race and faith profile specifically? In terms of HR training generally, the HR Directorate produces a training plan annually. Our concern is that if Equip to Achieve is representative of the quality of the planning and delivery of HR training it is not a beacon to uphold. It felt to us like a 'sticking plaster' approach to the problem of progression and talent management identified in reports in the past two years rather than an integrated and well thought through part of HR strategy. This is not to say that an HR strategy does not exist. However we remain to be convinced that it has been as clearly articulated and communicated as it could be – and that people development is seen as an integral responsibility of all supervisors in the MPS.

6.71 The development and progression needs of police staff also call for a holistic and

professional approach. This is important for the individual member of police staff but also, with increased civilianisation and the increased use of police staff in specialised front line support roles, for the effectiveness of the organisation. Many police staff feel that they are 'second class citizens' indeed, as one contributor to the evidence sessions put it, within the MPS there is arguably a seventh strand of diversity, with police staff feeling discriminated against on the grounds of their status.

6.72   Mentoring is widely recognised as an effective means of increasing confidence and self awareness and clearly has a role to play in preparing candidates for promotion. While there are good examples of individual mentoring for BME officers (though possibly not staff) in the MPS, these tend to be informal and ad hoc arrangements. Mentors need to be trained and supported. And, crucially, the purpose of mentoring must be clearly structured to benefit the mentee, not to enhance the curriculum vitae of the mentor. Phase 2 of the Equip to Achieve should include a formalised and structured mentoring scheme designed to help the mentees succeed.

Recommendation 7
Within the Metropolitan Police Service (MPS), the transparency and fairness of internal promotion processes needs to improve. This means:
- setting overall black and minority ethnic (BME) progression targets.

- removing the right of managers to veto staff and officers applying for promotion or transfer to specialist posts;
- making lateral development opportunities more widely available by ensuring specialist units are held accountable for increasing opportunities for minority staff;
- developing a strategy and supporting action plan to increase the representation of MPS assessors to include more BME and female staff; and
- appointing external assessors for promotion processes to the ranks of inspector and above.

Recommendation 8
Internal processes to improve progression and development of black and minority ethnic (BME) officers and members of police staff need to be strengthened. This means:
- ensuring that all supervisors in the Metropolitan Police Service (MPS) recognise that they have responsibility for people development;
- designing and implementing a well developed and adequately resourced development programme for police staff;
- integrating phase 2 of Equip to Achieve into the overall Human Resources Strategy and effectively communicating its aims and benefits; and
- implementing a formal, structured, mentoring scheme explicitly designed to benefit mentees.

7.1 Although outside the terms of reference, it became clear when the Panel interviews started, that the role of the MPA could not be ignored. Given the scrutiny and oversight role of the MPA as well as the responsibility for appointing ACPO officers within the MPS, it is right to examine the role of the Authority in terms of leadership and the effectiveness with which it fulfils its scrutiny role.

7.2 The MPA was set up in 2000 to scrutinise and support the MPS and improve policing and the trust of communities in London. The Authority was established in the aftermath of (albeit not as a direct result of) the publication of the Stephen Lawrence Inquiry Report and took its equalities responsibilities extremely seriously. Within its first administration it undertook three significant reviews in this area – a best value review of equalities (in conjunction with the GLA group), a scrutiny into the use of stop and search and instigated the Morris Inquiry. The resource allocation during this time also reflected the emphasis placed on equalities, both in terms of staff numbers and budget spend, as did the committee structure, initially through the Consultation, Diversity and Outreach Committee (this later became the Equal Opportunities and Diversity Board). Internal diversity monitoring was also done through the Human Resources Committee.

7.3 Whilst its commitment is clear, more important is an assessment of whether it has been successful. The evidence gathered throughout the review would suggest that it has, but not to the extent it would have expected. Whilst Management Board members pointed to a positive relationship with the MPA with both support and challenge provided, officers and staff interviewed as part of the Inquiry as well as those that participated in the focus groups did not share this view and questioned the extent to which the Authority has effectively discharged its scrutiny role, particularly in relation to the recruitment, retention, progression and discipline of BME staff and more generally in terms of internal diversity matters.

7.4 Some interviewees referred to the success of Equal Opportunities and Diversity Board and noted the positive support and direction provided by a separate Equality and Diversity Unit with dedicated policy officers and a Head of Unit. The evidence sessions also indicated that as a result of the change of administration and the subsequent overhaul of the committee structure, and the changes to internal structures of the MPA (including a decision to abolish the Head of Equalities and Diversity post in July 2008) there was a lack of confidence in the new structures to improve the situation. It is true there has been a reduction in the proportion of MPA resource allocated to equality and diversity, but this was done as a reflection of lack of resources available to other parts of the MPA that undertake key scrutiny roles. And

there are several dedicated equalities officers to provide professional advice, support and challenge.

7.5   The evidence gathered throughout the Inquiry throws up some interesting parallels with the criticisms levelled at the MPS – including a failure to show adequate leadership in this area, and inability to sufficiently embed equality and diversity into everything the MPA does (internally and externally), leaving it as a responsibility of a few. A lack of pro-activity, a lack of focus on long-term delivery and a tendency towards fire-fighting were also identified as key traits.

7.6   As noted above, there have been some significant changes in the last year. The Chief Executive of the MPA has made a commitment to review the effectiveness of the internal changes in due course. All MPA staff have received diversity training aimed at ensuring they are equipped to ask the challenging questions of the MPS that should be expected of a police authority. There is also a commitment to train MPA members within the next 12 months.

7.7   There have been other changes that should also impact on the focus and leadership the MPA provides in this area. The then Chair of the MPA, Mayor Boris Johnson, had a manifesto pledge to increase BME representation within the MPS which is now reflected in the MPA's new strategic framework, Met Forward. This Inquiry is the starting point for that renewed focus in that it will provide an action plan, from which progress can be measured. This should provide the strategic leadership required to MPS Management Board. Kit Malthouse, now Chair of the Authority, agreed with the Panel that the successful implementation of the action plan arising out of this Inquiry would be included within the Commissioner's PDR. The Inquiry would go further and suggest that the Director of Human Resources and the Deputy Commissioner should also be held accountable through the PDR process.

7.8   There are some specific areas where the MPA could exercise its influence better. Police authorities are responsible for appointing all officers above chief superintendent. In the last nine years, very few of the appointments made have been from a BME background. In part this has been because of the limited numbers applying and in this respect the MPA, like other police authorities, has one arm tied behind its back. To be eligible for promotion to ACPO ranks, chief superintendents must participate in a national assessment centre and successfully complete the Strategic Command Course, and very few BME officers have been successful in 2008/9, no BME candidate was deemed suitable. The MPA has not been sufficiently challenging of this situation either with the MPS in ensuring it is providing career development support to chief superintendents to get them to the standard to be accepted on to the programmes, or to Centrex and now the National Policing Improvement Agency (who

run the processes) in respect of whether there is any cultural bias within their selection processes. We are not suggesting that there is any such bias, but in the Panel's view, there is clearly a problem. At the very least, NPIA should be reviewing the schemes and providing police authorities with an assurance that there is not.

7.9 Notwithstanding the national challenges around ACPO appointments, the MPA does have a further opportunity for the MPA to provide leadership and influence over senior leaders within the MPS in ensuring that a strong performance on equality and diversity is an essential specification within job descriptions, an essential requirement for selection and is monitored and evaluated through the PDR process.

Recommendation 9
The Metropolitan Police Authority (MPA) must reinforce its oversight, scrutiny and direction of Metropolitan Police Service (MPS) diversity strategy and performance and address the challenges which currently exist within the MPA. This means:
- strengthening the equality and diversity expertise within the organisation at a sufficiently senior level through the appointment of a Head of Diversity (partly actioned);
- arranging for the Head of Diversity to sit on the MPA's Senior Management Team;
- reviewing and making improvements to ensure equalities are integrated throughout ALL of the MPA's work and in particular its committees and sub committees;
- reviewing the focus and terms of reference of the MPA Communities, Equalities and People Committee and its sub-committees;
- ensuring equalities is adequately resourced in the current restructuring exercise to deliver Met Forward;
- providing equality and diversity training for MPA members and staff;
- communicating more effectively with its partners and stakeholders about its priorities with regard to equality and diversity;
- being explicit about its expectations of senior police leaders through the recruitment and promotion process for Association of Chief Police Officer (ACPO) officers; and championing the case for change in national structures through the Association of Police Authorities (APA).

Conclusion

8.1 Since we began taking evidence, the sands have shifted and they continue to shift. Acting upon the recommendations in our interim report the MPS has moved responsibility for equality and diversity centre stage to the personal remit of the Deputy Commissioner and has published its new diversity strategy "Achieving Equality Improving Confidence". The Home Office has published its Equality Diversity and Human Rights Strategy for the Police Service, which re-emphasises the tripartite duties of all the players in the policing world to work in a more focussed and joined up way to improve fairness of treatment. The MetBPA has lifted its boycott of recruitment activities and is now working constructively with the Deputy Commissioner. Since the Panel completed taking evidence, two promotion boards, to chief inspector and superintendent, have increased the number of BME senior officers at these ranks from 11 to 19 and from two to seven respectively. The MPA has restructured its support staffing and is in the process of recruiting a senior member of staff to head up its equalities and engagement team.

8.2 Complacency though would be irresponsible. Following the conviction of Ali Dizaei, some very foolish and ill-informed media coverage suggested that concerns about failure to ensure internal fairness of opportunity had been overdone. This is not our view. Everything we heard, and every opinion we formed, based on what we heard and from what we knew from our collective specialised experiences, pointed to a need for a fresh and energetic commitment to making the principles of equality, diversity and human rights a practical reality for people in the MPS.

8.3 We have made a number of, we trust, constructive recommendations. In conclusion we would single out three for particular attention.

- Line managers should no longer have the right to veto members of their staff applying for promotion or for sideways transfer into development posts. We believe this disproportionately disadvantages minority groups, women as well as BME, but it is unfair to everyone and removing this restriction will enrich opportunities for individuals, reduce resentment, improve morale and give managers across the Met a wider and more electric pool of candidates from which to select.

- The merits of multi-point entry should be thoroughly examined in the MPA's national symposium and a conclusion reached and acted upon. Again the potential beneficiaries are not just from BME communities. They are individuals from all background and, crucially, the police service itself. Opening up the senior levels of the police to people of different backgrounds, cultures, races, faiths and life experiences can only make leading and managing this complex, and vital business more creative and effective.

- Lastly, we are determined that momentum should be maintained and

this is the job of the MPA, its Chair
and the Mayor of London. So our
recommendation that the Communities,
Engagement and People Committee
should oversee the implementation
of our (and other) race and faith
recommendations and monitor progress
against the MPS's action plan is
paramount. As individuals we will
expect to see hard evidence that this
is happening consistently and that
occurring across the board as a result.

8.4   This report is all about people in the MPS.
They deserve our active support, respect and
encouragement. As does the MPS itself.

Appendices

A   **Contributions to the Inquiry**
- Panel Meetings
- Reference Group
- Written Submissions and Focus Groups

B   **Methodology**

C   **Terms of Reference**

D   **Bibliography**

E   **Focus Group Summary**

F   **Analysis of recruitment, retention and promotion**

G   **Acronyms**

Appendix A: Contributions to the Inquiry

Panel Interviews

MPS Officers and staff interviews:
Steve Allen – Deputy Assistant Commissioner
Helen Ball – Chief Superintendent Operation Trident
Sir Ian Blair – Former Commissioner
Fiaz Choudhury – Inspector
Bill Griffiths – Director of Leadership Development
Alfred Hitchcock – Deputy Assistant Commissioner
Rod Jarman – Deputy Assistant Commissioner
Denise Milani – Diversity & Citizen Focus Directorate
Bob Quick – Assistant Commissioner
Sir Paul Stephenson – Commissioner
Sultan Taylor – Chief Superintendent
Martin Tiplady – Director of HR

MPS Staff Associations:
Andy Garrett – MPS Disability Staff Association
Alfred John, David McFarlane, Leroy Logan and Patricia Fenton – Black Police Association
Lee Jane Yates – Chair of the MPS Chinese and SE Asian Staff Association
Mat Shaer – Jewish Police Association

Trade Unions:
Russell Mills – PROSPECT (MPS)
Stan Benefield – Unite (MPS)

MPA interviews:
Catherine Crawford – Chief Executive
Kit Malthouse – Vice Chair (at time of interview)
Members of the authority also participated in a focus group

Independent Interviews:
Professor Simon Holdaway – Professor of Criminology, Sheffield University
Doreen Lawrence
Dr Richard Stone
Ben Owusu, John Azar, Harmander Singh and Marcia DaCosta –
MPS Race Independent Advisory Group (IAG)

Angela O'Connor – Chief People Officer, National Policing and Improvement Agency
Everett Henry – Head of Equality and Diversity, National Policing and Improvement Agency
Denis O'Connor – Her Majesty's Chief Inspector of Constabulary
Robin Field-Smith – Her Majesty's Inspector of Constabulary
Chief Constable Stephen Otter & Deputy Chief Constable Christine Twigg – on behalf of ACPO

Reference Group

Andy Garrett – Chair, Disabled Staff Association
Alfred John – Black Police Association
Archie Torrance – Secretary, Superintendents' Association
David Michael – former MPS police officer
Fiaz Choudhary – Chair, Metropolitan Association of Muslim Police
Gamal Turawa – Leadership Development Trainer / Facilitator
Juan Pimienta – Chair, MPS Ibero-American Association
Kathleen Miller – Diversity Co-ordinator, Southwark
Kevin Boyle – Gay Police Association
Lee Jane Yates – MPS Chinese and South East Asian Staff Association
Mat Shaer – Chair, Jewish Police Association
Mukhtiar Singh – Chair, MPS Sikh Association
Nigel Adams – Chair, Christian Police Association
Penelope Banham – Association of Senior Women Officers
Perry Nove – Former Commissioner, City of London Police
Philip Van Tromp – Equality Lead, Police Federation (MPS)
Ron Nunn – HR Manager METTUS
Satya Minhas & Maninder Desoura – Chair and Secretary , Met Police Hindu Association
Raj Kholi – Superintendent, Partnership and Community

Interviews undertaken by MPA staff, to support the Panel investigations

Maqsood Ahmad – Home Office Equalities Advisor
Glen Allison – Det Ch Supt, DCFD, MPS
Dr Jeffrey Braithwaite – Executive Coach and Organisational Management Consultant, MPS
Wayne Clarke – Managing Partner, Best Companies Partnership
Esme Crowther – Head Of Employment Tribunal, MPS
Mike Harwood Greyson – Training & Development Strategy, MPS
Tamsyn Heritage – Head Of Career Management, MPS
Shaun Kennedy – Head Of RDLDP, MPS
Katie Miller – Faith in the Neighbourhood Project Manager, MPS
George Mills – EHRC London & South,
Michael Motto – Academic
Phil Pavey – EHRC Police/Criminal Justice Policy Manager
Ellie Ryan – Director HR Strategy, MPS
David Skelton – Lead For DCF Advisors, Diversity & Equality Performance, MPS
Ed Solomons – Director of Legal Services, MPS
Dr Marie Stewart – Director, Taylor Stewart Associates

Written Submissions & Focus Group sessions

The Panel would like to thank all those who participated in the focus groups and those who provided us with written submissions. The Panel would also like to thank those officers that spoke to the Panel in private session.

Appendix B: Methodology

The Chair of the MPA (Mayor of London Boris Johnson) announced the intention to carry out the Inquiry in November 2008 and a literature review was undertaken to inform and develop the terms of reference. The Panel was convened in January 2009. Cindy Butts, an independent member of the MPA chaired the Inquiry. The Panel members were Margaret Blankson, Bob Purkiss and Anthony Julius all of whom are independent of the MPA and MPS.

From February – April 2009, the Panel conducted a series of interviews, structured to ensure a number of perspectives were captured. These included individual BME officers and diversity staff support associations; borough commanders; MPS senior managers and Management Board members, national and government organisations and independent advisors and academics. Where possible, the interviews took place in public. In addition a number of interviews were conducted outside the Panel meetings by MPA officers.

An important part of the Inquiry was to listen and understand the experiences of those within the MPS. Twelve focus groups, facilitated by two panel members took place with a diverse range of officers and staff.

A request for written submissions from MPS officers and staff was posted on the intranet system and members of the public were also encouraged to submit their views on the impact of the publicised employment cases on their confidence in the MPS to police London.

A Reference Group, consisting of statutory and staff support association chairs and independent advisors was also established to inform, test and challenge the work of the Inquiry.

Appendix C: Terms of Reference

Terms of reference

Focus

Central to the Inquiry will be to understand the firsthand employment experiences of black and ethnic minority (BME) staff and officers within the MPS, namely in terms of recruitment, retention, career development and managing difference.

The Inquiry will examine the progress made by the MPS as a result of a number of investigations into race within the police, most notably:

- the Stephen Lawrence Inquiry Report, which reaches its 10th anniversary in February 2009
- the Commission for Racial Equality (now Equality and Human Rights Commission) Formal Investigation into the Police Service in England and Wales published in March 2005
- the Morris Inquiry, commissioned by the MPA which published its report and recommendations in December 2004
- the MPA's Talent Management Scrutiny published in 2007

Bearing in mind the considerable amount of scrutiny into employment matters, both within the MPS and the police service overall, it is apposite to examine police officer and staff experiences from 2005 in order to evaluate the impact of this work.

Whilst it is not the intention of the Inquiry to revisit previous reviews in their entirety, it is important to understand what has and hasn't worked as a result of recommendations made. It will also help to determine if the approach taken by the MPS as a result of such reviews has been the most beneficial to achieving cultural change.

The Inquiry will also consider issues that are not directly in the control of the MPA and MPS e.g. the NPIA People Strategy, the role of the Senior Appointments Panel and the Strategic Command Course. Where relevant the MPA will make recommendations aimed at other bodies.

Themes

The Inquiry will explore the following five themes. (NB. The questions set out under each of the themes are example lines of enquiry and should not be regarded as a complete and exhaustive list)

Leadership & direction

- Who has the overarching responsibility for race, faith and wider diversity issues within the Metropolitan Police Service? Does diversity have the right profile within the organisation and at what level of seniority?
- What do we expect from the leaders of the MPS both ACPO officers and Senior Management staff?
- Who are the drivers for delivering culture change e.g. Diversity and Citizen Focus Directorate and Human Resources?
- How does the MPS build the capacity of its leaders and how effective is this?

- How does the organisation build organisational confidence on race, faith and wider diversity issues?
- What is the process for dealing with the organisational impact and community/public impact of high profile cases involving race?

Communication and relationships
- How does the organisation communicate and build positive relationships with all staff and officers and how effective is this?
- How does the service test the 'health' of the organisation – especially BME staff and officers?
- What role is played by staff support associations? What is their relationship with MPS leadership? What value do they provide to their members, the wider organisation and London's communities as a whole?
- What role is played by other representative bodies such as the Police Federation and Trade Unions?

Organisational development and learning
- What factors have contributed to organisational successes?
- What are the drivers and barriers to achieving cultural change around race, faith and diversity?
- How does the MPS embed a people focussed approach; does the organisation understand the value of a diverse work force (both institutionally and operationally)?
- How does the MPS learn from elsewhere and what comparators exist within the police service, other public sector bodies and the private sector?

- What learning can be gained the experience of the Police Service of Northern Ireland?

Work force development (recruitment, retention, progression)
- What is the current demographic profile in relation to recruitment, retention and progression? How has the profile changed since 2005?
- Is recruitment activity consistent across all business groups – how accessible are specialist areas? What learning can be gained from the PSCO recruitment experience?
- What processes are in place to promote career development? Where the examples of success and what are the barriers?
- How are positive action and career development initiatives applied in practice? Are they making a difference? What is available and to whom? How are they accessed? Are these initiatives helping the MPS to get the best out of its people and are they value for money?

Managing behaviour
- What is the capacity of managers in managing difference within the MPS – both informal and formal practices?
- Does a comparative analysis of discipline outcome show that BME staff dealt with fairly and in the same way as their white counterparts?
- Is the Fairness at Work procedure delivering what it was intended to deliver? Do staff and officers have confidence in this process?

- How does the organisation learn from both discipline and ET cases, which cases have held the organisation to account?

Objectives

1. Assess the extent to which there is a common understanding of diversity within the organisation and how it translates to the employment experience within the MPS.
2. Assess the extent to which there is effective leadership and a co-ordinated approach on issues of race and faith.
3. Determine if there are appropriate structures and resources are in place across all business groups and at B/OCU level to deliver the diversity agenda internally.
4. Determine the confidence levels of managers across the organisation in managing issues of race and faith and examine the support and training provided.
5. Evaluate the organisational response to diversity against the personal experiences of BME police staff and officers.
6. Examine the MPA's oversight role in relation to diversity and equality within the MPS
7. Identify any gaps in the current approach that need to be addressed
8. Examine work undertaken to address internal racial disproportionality in managing behaviour.
9. Identify internal good practice and learning to be shared across the organisation.
10. Identify appropriate external comparators and good practice.
11. Consider national programmes not directly in the control of the MPS and MPA relevant to race and faith and the impact on MPS Diversity Strategy.

12. To publish a report with its findings and recommendations

Exclusions

The Inquiry will focus on employment within the MPS; operational and service delivery elements of policing will not be examined. The Inquiry will not consider current or pending cases of individuals challenging the force on the grounds of race or faith discrimination.

Approach

Cindy Butts, an independent member of the police authority will chair the Inquiry. A panel of external experts will be convened to support her. The panel will focus on gathering information to answer questions relating to the identified themes. Panel-led sessions will, where possible, be held in public.

The panel will be supported by a team of officers who will gather information in several ways:

- Taking oral and written submissions, harnessing the experience and expertise of a broad range of individuals and organisations from the MPS, the public sector and the private sector.
- Gaining a wide range of staff experience through facilitated focus groups (consideration is also been given to whether a staff survey is possible)
- Analysis of workforce data in key areas (e.g. recruitment, retention, discipline)
- Background research and identification of best practice.

An Inquiry Reference Group will also be established to test, challenge and inform the work of the Inquiry.

Deliverables

The Inquiry will deliver a written report setting out:
- What was reviewed and why;
- How the review was undertaken (including witness list);
- Findings
- Conclusions
- Recommendations for the MPS, MPA and/or others with rationale;
- Next steps.

Costs

It is anticipated that the Inquiry can be delivered within MPA resources, using staff from the Oversight and Review team. It is anticipated that extra support may be required to aid the delivery of the facilitated workshops. Panel members will be provided with a small honorarium. The budget is unlikely to exceed £100k.

Risks

This Inquiry has been instigated in response to a series of difficult and sensitive events. The sensitivities in the relationship between the MPS and staff support associations will have to be very carefully managed by the Panel. The authority needs to be aware of the potential reputational risks associated with the Inquiry, particularly in respect of the recommendations it makes. As noted above there have been several reviews in this area, yet it appears problems remain. One of the challenges for the panel will be to understand the barriers to and drivers for

change in order to deliver a product that enables the organisation to move forward positively. This includes considering the oversight role of the MPA.

Managing staff expectations will also be a key challenge. The panel needs to identify mechanisms that ensure confidentiality is assured to those participating in staff focus groups.

The MPS is dealing with a number ongoing employment issues (tribunals and otherwise). The Inquiry needs to be very clear that it is not addressing individual "live" cases. Nevertheless, when publishing findings, the timing of employment tribunals needs to be carefully considered. The panel may also wish to reconvene once these cases have been completed, in order to consider any new evidence arising out of Tribunal judgements.

Appendix D: Bibliography

Bowling, Ben (1999) 'Violent Racism: victimisation policing and social context' in *Clarendon Studies in Criminology* (Oxford: Oxford University Press)

Commission for Racial Equality (2005) *The Police Service in England and Wales: Final Report of a formal investigation by the Commission for Racial Equality* (London: CRE)

Chartered Institute of Personnel and Development (2008) *Employee, Retention and Turnover* (London: CIPD)

EHRC (2009) *Police and Racism*

Ghaffur, T. (2004) *Thematic Review of Race and Diversity in the Metropolitan Police Service*

Holdaway, S. and O'Neill, M. (2004) *'The Development of Black Police Associations'* in British Journal of Criminology (44 854-865)

Her Majesty's Inspectorate of Constabulary (2007), *Duty Calls: Inspection of Race Equality Compliance.* (London: Home Office)

Home Office (2001) *Religious discrimination in England and Wales* (London: Home Office)

Home Office (2005) *Assessing the impact of the Stephen Lawrence Inquiry* (London: Home Office)

Loftus, M. (2008) 'Dominant Culture Interrupted: Recognition, resentment and Politics of Change in an English Police Force' in *British Journal of Criminology* (48 756-777)

Matravers, A, Motto, M and Tseloni, A. (2006) *Disproportionality in the Metropolitan Police Service* (Cambridge: University of Cambridge Institute of Criminology)

Metropolitan Police Authoirty (2008) *Internal Audit report: Equalities and Diversity application and monitoring*

Metropolitan Police Service (2009) *Dialogue to Delivery: MPS analysis*

Morris Inquiry (2004) T*he case for change: people in the Metropolitan Police Service* (London: Morris Inquiry)

NPIA (2009) *Stephen Lawrence Inquiry 10 years on: Conference Report* (London: NPIA)

Rollock, Nicola (2009) T*he Stephen Lawrence Inquiry 10 years on. A critical review of the literature.* (London: The Runnymeade Trust)

Scarman L. (1981) *The Brixton Disorders, 10-12 April 1981* (London: H.M.S.O)

Taylor, W. (2005) *Review of Police Disciplinary Arrangements Report*

Virdi Inquiry (2001) *The Virdi Inquiry Report.* (London: Virdi Inquiry)

Wagstaff, M and Cunningham, S *Reflecting London: diversity of PCSOs recruits compared to police officer recruits in to the MPS (MPA)*

Wilson, Supt Paul. *Report on five focus groups conducted to establish the experiences of BME Police personnel working in the London Borough of Lambeth*

Work Foundation (2004) *Survey of Metropolitan Police Officers and Staff* (Prepared for the Morris Inquiry)

Appendix E: Focus Groups – Summary of findings

Leadership and development

There must be a genuine and ongoing commitment to diversity at the top of the MPS, not just through putting systems in place but by explaining diversity in terms that will make sense to everyone in the organisation. There is confusion about who has overall responsibility for diversity within the MPS with no obvious lead at Management Board and a perceived lack of strategic direction in this area. Leaders should make it clear that that diversity is about professionalism, that it makes good business sense and that 'doing things right is the only way of doing things'. Though there are people who have responsibility for diversity; both giving advice and monitoring, it should be made clear that they are not the only people who 'do' diversity.

The MPS needs to ensure that its first line managers (sergeants and inspectors) are equipped with people management skills. This should include how to deal with diversity issues, the confidence to manage BME staff and how to support staff who challenge inappropriate behaviour. There was some concern that not all middle managers 'bought in to' diversity and that they too should have the skills to equip them with 21st century issues. Senior managers often had not undertaken management or development training for many years and this needed to be addressed. This process may take time but the organisation should be equipped to challenge for change. More consideration should be given to both the internal and external effects of high profile employment tribunals.

Communication and relationships

The MPS structure made communication across the organisation difficult as there is still a considerable amount of silo working.

Staff support associations are worthwhile, there are some good relationships between them and the MPS; others are more problematic. The MPS doesn't engage well with staff associations, some were seem as more favoured with unequal resource allocation and there was a concern that there may be too many for the MPS to be able to engage with successfully. The associations should be seen as part of the solution rather than part of the problem, giving advice to the MPS and acting as conduits to communities. Their voluntary work with the community should be better acknowledged. Independent Advisory Groups (IAGs) also offer the MPS the chance to hear other voices.

There are both positive and negative reactions to the proposed new memorandum of understanding for staff associations. Some staff associations feel they are being caught up in the issues between the MPS and the Black Police Association.

There would appear to be a disproportionally low BME membership of unions which then makes it more difficult to recruit BME reps. There is a belief that this may be due to BME staff and officers not wanting to be seen as troublemakers. There is a poor relationship between the unions and some staff associations.

The MPS could not afford to rely on current links with the community. London is in a state of constant change and so the organisation must constantly be planning ahead, building new relationships and making new contacts. It was felt that successfully implementing diversity within the MPS would result in both an improved recruitment of BME officers who would see the MPS as a fair place to work, and improve the relationships with communities across London.

Organisational development and learning

The MPS is seen as having made considerable progress on diversity and some people believe that there is less racism within it than other organisations that they have worked within. However, though some felt the organisation was leading the way in a number of areas, there is still a way to go. Externally there are still issues around stop and search and internally there were seen as issues around recruitment and progression and with the way that discipline was dealt with. Where there is racism this should be robustly challenged and those who speak out and challenge it should be supported. There is a concern that, though there are few instances of overt racism, there is still covert racism. Concern was also voiced that the improvements made regarding race and faith externally have not been matched internally and that perhaps the organisation was just learning to make the right noises or ticking boxes.

Understanding of communities has improved considerably but there was a concern that this understanding did not permeate all ranks equally. Some stated that there was a block at the middle level of the organisation, occasionally referred to as 'permafrost', others that they were not convinced that the commitment of senior managers reached the front line. Conversely there were others who said that young officers, raised in a more diverse environment themselves, particularly those brought up in London, were more likely to see diversity as business as usual and were a resource that could be better utilised.

There is still a lack of understanding around aspects of faith. Though the organisation will try to be flexible there is no document that says 'this is how we will be flexible'. Some raised the issue of whether the focus was on BME groups or Visible Minority Ethnic (VME) groups and if the focus should be on diversity or equality.

Police staff, along with PCSOs, were thought to be afforded lower status than police officers within the MPS. Their promotion and advancement opportunities were limited and there was a belief that they were treated less favourably.

The MPS should avoid knee jerk reactions to situations, setting up new initiatives and then dropping them some months later.

How leaders behaved when 'their backs are against the wall' is important. The MPS is seen to not learn from or acknowledge mistakes and can put more effort into protecting the

organisation than putting things right. It is not an organisation that finds it easy to say sorry.

There were a number of negative comments about the Performance Development Review (PDR) system. Contributors felt that it was ineffective, tended towards a tick box mentality and was not always linked to delivery.

Workforce development

It was felt by many that the promotion system delivered disproportionality. Some contributors felt that there were times when the lack of success was considered to be due to race or faith more because of people's perceptions rather than because of reality. However, even where this may be the case it was not thought to be a reason for the MPS to ignore the situation. People's perceptions become their reality and were often based on mistrust and past experience. There was a concern that many people selfÐdeselected from applying for posts, either because they did not have faith in the system or because they did not want to be the trailblazer or the one to put their head above the parapet. The MPS will need to find ways to overcome this. It was pointed out that getting more BME senior level staff and officers will not necessarily increase confidence in the system unless the underlying mistrust is resolved.

Networking and mentoring, both formal and informal, were considered to be a major contributor to unfairness in the promotion process. Comments included:
- it is who you know not what you know

- some people are given a 'green light'
- people opened doors for some that should be open for all
- some people get 'adopted'
- networks and sponsorship exclude people
- need to be in with the in crowd
- telephone calls are made to say "there's a job coming up"

Strong bonding could be a result of the nature of the work, described as one participant as "long periods of boredom followed by danger" carried out by police officers, particularly in certain roles. However it is important that this does not result in others being excluded. There was a feeling that some people had access to 'practice boards' and useful material because of the people they knew and it was mentioned that some assessment boards 'leaked' information. The problem with networking was considered by many to be made worse by the need for supervisors to give permission for somebody to apply for promotion. Contributors suggested more use should be made of independent people for the assessment panels and that panels should also be more diverse.

There was a strong feeling that the MPS tended to promote in its own image with a feeling that 'you must be like us to be in the club'. People were disadvantaged if they did not look like, sound like or behave in the MPS core image. This difference could manifest in many ways: race, faith, class, culture, gender or disability. To quote one participant "I would say there was a difference issue, which equally applies to race". The more obviously different you are the harder it becomes "… if you have a different voice in

the organisation you have to work ten times harder". In addition the organisation is not seen to value different ways of working, losing it valuable skills and resource. The MPS should be recruiting from the best from all communities, and not just trying to get numbers up in some areas.

The difficulty getting into specialist areas of the MPS such as SO, CO and SCD was mentioned by many people. These areas are seen to be both working and recruiting in silos, making it difficult for anyone who isn't already in them to get through promotion or to gain experience. This is particularly pronounced for BME and female staff and officers. Another example given was catering staff where the majority of managers are white whilst the majority of staff are BME.

The MPS did not have a wide enough view of the skill base of applicants and did not always give sufficient prominence to the 'softer' skills that people have when considering them for promotion or new jobs. There was a concern that the process did not necessarily assess skills needed for doing the job but skills for doing assessments.

The appointment of 'acting up' posts was considered to be specifically unfair and open to favouritism.

The MPS should be honest about the chances of promotion and not set unrealistic expectations, leaving people disappointed and feeling let down by the process.

There was an ambivalent response when participants were asked about multi point entry. Though some considered it an interesting idea there was a concern about its negative aspects, specific comments included:

- Entry at Inspector level would still require considerable training – four years was mentioned
- It would be difficult to work at this level without having done the 'deep work'
- It takes experience to do this type of work
- The MPS would lose the operational benefits of job experience
- Multi point entry could cause tension or resentment from those who worked their way up through the ranks

The MPS could look at civilianizing senior roles that do not require warranted officers as a way of bringing people into the organisation at a more senior level. This might also go some way to counter the perceived imbalance in status afforded to officers and staff.

Several people mentioned the need for a professional formalised careers advice service for all levels and ranks, supporting those with talent and ambition.

Managing behaviour

Managers were considered to be both ill equipped to deal with personnel management and to be frightened of dealing with issues around BME staff. As a result it was felt that there was a tendency to deal with BME staff

in an over formal way, instituting disciplinary processes and escalating problems rather than 'nipping them in the bud' or not dealing with a problem at all until it becomes a crisis. Some situations are dealt with overÐharshly using a 'sledgehammer to crack a nut'. It was felt that there was more acceptance of failure of white staff and officers than BME staff and officers and that BME staff and officers were given less time to recover from mistakes. There was not thought to be sufficient support for managers dealing with fairness at work claims, training was very basic and advisory staff were moved too often. The organisation needed to deal with bullying and favouritism.

MPA

The MPA should hold the MPS to account more rigorously.

The MPA should ensure that the MPS knows what is expected of it and delivers against it.

The MPA should engage better with unions.

The MPA should not be seen to collude with the 'informal chats' that occur during promotion processes.

Appendix E: Quantitative Data Analysis

General

The London BME population currently stands at 29% (2001 Census data). The number of Special Constables and PCSOs are in line with the London average in terms of the BME population, with 32% of Specials, and 30.1% of PCSOs described as BME. The proportion of police staff is also close to the London average, with 23.4% described as BME. The proportion of police officers, however is much lower (8.8%). (March 2009 MPS Workforce Data Report)

The predicted strength of BME officers for 2012/13 is 12% (MPS Workforce Diversity Pack)[1]. This is still significantly below the London BME population (29%). But things are improving – the proportion of all police officers who have 0-4 years experience and are BME is 15.4%.

With just over 33,000 MPS police officers, it will take time for the number of new recruits to make an impact especially as fewer police officers are choosing to retire and thus be potentially replaced with BME officer recruits.

Data shows that Territorial Policing on boroughs has 10.3% BME strength, and recruits were at 15.8% (2009). The borough with the highest BME proportion is Ealing, with 13.93%. HQ units have a much lower proportion: CO 4.8%, SO 6.8%, SCD 5.7%, HR 4.4%, DOI 2.7% (NB these are officer rates only).

Promotion

Evidence from panel interviews suggests that there is a "glass ceiling" at Chief Inspector level for BME officers. As seen in the table below, the proportion of officers of BME origin does indeed decline as you move up the ranks.

Strength by Rank	Total Female	Total Male	BME strength as % of rank total
Commander and above		2	5.13%
Chief Superintendent		1	2.08%
Det. Chief Superintendent			0.00%
Superintendent		7	5.98%
Detective Superintendent		1	1.20%
Chief Inspector	2	5	2.90%
Det. Chief Inspector		13	6.17%
Inspector	4	41	3.85%
Detective Inspector	2	30	5.01%
Sergeant	16.56	165.23	4.50%
Detective Sergeant	20.3	68	5.12%
Constable	528.055	1517.325	10.36%
Detective Constable	131.46	309.17	9.89%
TOTAL	**704.375**	**2159.725**	**8.80%**

(Black and minority ethnic strength as at the end of March 2009).

1 The projections assume that BME recruitment is sustained at 26%, and turnover remains constant.

However, it takes time to reach those ranks and as such, there may be a smaller pool of BME officers with requisite experience due to the low level of BME recruits to PC level in previous years. The percentage of BME officers selected for the Chief Inspector to Superintendent promotion process has been steadily increasing over the last five years.

The data also indicates that BME officers experience lower success rates than non-BME officers in the Sergeant to Inspector promotion processes, Inspector to Chief Inspector, and Constable to Detective Constable processes (MPS Duty in Employment Report 2008-09). These percentages however, fluctuate widely due to the low number of BME applications and should be treated with caution. For example, there were just 39 BME applications to the Sergeant to Inspector process (Part 3), compared to 522 non-BME applications. It seems likely therefore, that variations in success rates are currently affected by the low number of BME applications.

The declining proportion of BME police officers at Chief Inspector level and above may be due to length of service served by officers. The average length of service by rank is shown below (as of October 2009). This gives an indication of the average time taken to reach each rank.

Rank	Average of Length of Service in MPS
ACPO level	25.98
Chief Superintendent	27.59
Detective Chief Superintendent	25.73
Superintendent	26.11
Detective Superintendent	26.64
Chief Inspector	24.82
Detective Chief Inspector	24.91
Inspector	23.55
Detective Inspector	23.48
Police Sergeant	18.49
Detective Sergeant	20.00
Police Constable	9.87
Detective Constable	13.85
MPS Average	**13.10**

Superintendent and above

- Police officers who are at Superintendent level or above are most likely to have worked for 25 years or more. There are 156.7 BME officers currently in the MPS who have served more than 25 years – 11 of these are ranked Superintendent or above (7%).

- In contrast there are 5036 non-BME officers who have served 25 years or more – 315 of these are ranked Superintendent or above (6.3%).

## Inspector and Chief Inspector (including Detectives)

- Police officers who are at Inspector or Chief Inspector level are most likely to have worked for 20-24 years. There are 184.79 BME officers currently in the MPS who have achieved this length of service – 98 of these are ranked Inspector or Chief Inspector (53%).

- In contrast, there are 4234.1 non-BME officers who have served between 20-24 years – 2114.19 of these are ranked Inspector or Chief Inspector (49.9%).

The percentage of BME Inspectors/Chief Inspectors and Superintendents and above is actually higher than that of non-BME officers also serving the same length of service.

This indicates that the small numbers of BME officers currently at Inspector level or above is due to the low levels of BME officers recruited 20-25 years ago. For example, ten years ago black and minority ethnic officers accounted for just 3.4% of police strength. As length of service increases, so should the number of BME officers in the higher ranks.

Currently, the largest proportion of BME officers has served 0-4 years (36.7%), or 5-9 years (34.3%). Length of service for both BME and Non-BME officers is shown in the graph below.

Length of service for police officers - October 2009

■ BME total   ■ Non-BME total
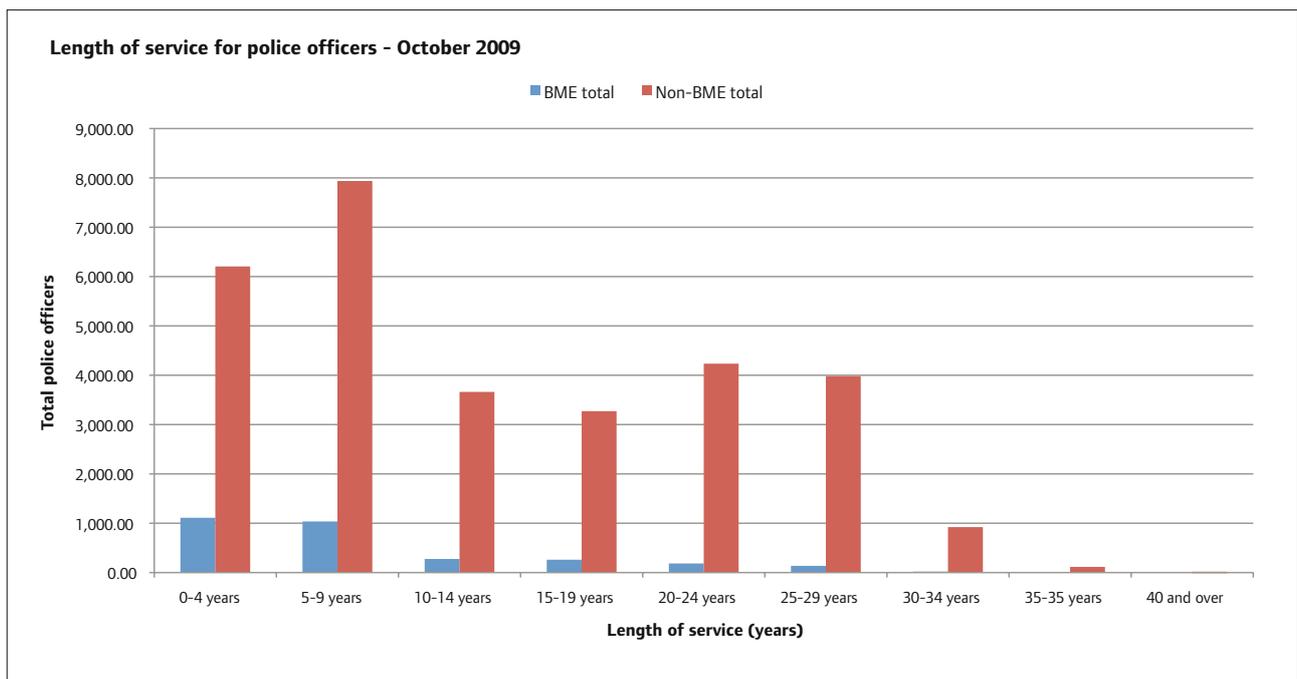
Wastage

MPS corporate report (Workforce Diversity Pack, September 2008) states that BME officers are five times more likely to resign than white officers. The largest number of white officers is lost through retirement. These figures are likely skewed by the fact that those approaching retirement age are predominantly White-British or White-Irish, with other ethnic backgrounds experiencing higher proportions of staff that have joined within the last 5 years.

MPS exit survey data also found that BME Officers who had resigned were 1.5 times more likely to be dissatisfied with working for the MPS than white officers and were 12.5 times more likely to cite discrimination and bullying as the main reasons for their decision to resign. The exit survey data also found that BME officers were 3 times more likely to resign during the first 2 years of service than white officers (Workforce Diversity Pack, September 2008).

Discipline

Due to the larger population size of white police officers, the number of informal discipline cases have been analysed as a proportion of the police officer population. For example, in the financial year 2008-09, 1312 police officers were subject to informal discipline. Given that the police officer population was 32,936 (as at 31st March 2009), this equates to 25 police officers for ever police officer involved in an informal discipline case. The numbers of formal misconduct hearings are much smaller so analysis cannot be performed on this data.

As seen in the table below, not known and BME officers have a much higher ratio of informal discipline cases. There are 13 BME police officers for every discipline case, as compared to 28 non-BME officers.

The BME and non known population have small figures which may skew the results slightly but this difference is still of significance.

Ethnic Background	Police Officer population	Informal Discipline Cases	No. police officers for every discipline case
Non-BME Officers	29974	1082	28
BME Officers	2881	219	13
Not known	81	11	7

(MPS Duty in Employment Report 2008-09)

Employment Tribunals

The ratio is also low for employment tribunals initiated by BME MPS staff (police officer and police staff claimants). As seen in the table below, staff from black and Asian backgrounds most likely to be involved in employment tribunals.

Ethnic Background	No. Employment Tribunals	No. of staff for every employment tribunal
White Background	60	737
Black Background	27	115
Asian Background	20	141
Other background (includes mixed)	8	230
Not known	2	344

(MPS Duty in Employment Report 2008-09)

The ratio is even lower for police officers only. Black police officers are most likely to be involved in an employment tribunal, with 85 officers for each case. In contrast, there were 789 white police officers for each case.

Police Officers only

Ethnic Background	Police Officer population	No. Employment Tribunals	No. of police officer for every employment tribunal
White Background	29974	38	789
Black Background	846	10	85
Asian Background	1116	10	112
Other background (includes mixed)	919	8	115
Not known	81	0	0

Conclusion

Higher proportions of BME officers are being recruited than ever before. The data indicates that as these officers progress throughout the organisation and accrue more service the number of BME officers climbing up the ranks will also increase.

Currently, the small numbers of BME officers skews analysis when comparing with white officer numbers. However, the figures do indicate that there may be a higher rate of dissatisfaction within BME police officers – who are five times more likely to resign than white officers and initiate a higher rate of employment tribunals. BME officers also have a much higher ratio of informal discipline cases than non-BME officers.

Appendix G

Acronyms

ACPO	Association of Chief Police Officers
APA	Association of Police Authorities
BME	Black and Minority Ethnic
CIPD	Chartered Institute for Personnel and Development
CO19	Firearms Command
CRE	Commission for Racial Equality
DAC	Deputy Assistant Commissioner
DCFD	Diversity and Citizen Focus Directorate
EHRC	Equality and Human Rights Commission
ET	Employment Tribunal
HMIC	Her Majesty's Inspectorate of Constabulary
MetBPA	Metropolitan Police Black Police Association
MPA	Metropolitan Police Authority
MPS	Metropolitan Police Service
NPIA	National Police Improvement Agency
OCU	Operational Command Unit
PCSO	Police Community Support Officer
PDR	Personal Development Review
S.A.M.U.R.A.I	Staff Associations Meeting Up Regularly and Interacting
SSA	Staff Support Association
TP	Territorial Policing
TUC	Trade Union Conference