



**Metropolitan Police Authority**

**Talent Management and Succession Planning Scrutiny Report**

**2007**

Version 9

## CONTENTS

1	Contents page
2	Chair's foreword
3	Methodology of the scrutiny
4	Terms of reference of the scrutiny
5	Key exclusions
6	Executive summary
10	Scrutiny report
27	Appendices
	Appendix 1      Brief summary of MPS police promotion processes
	Appendix 2      List of contacts for scrutiny, i.e. those interviewed or sent a questionnaire
	Appendix 3      Note on other initiatives around succession planning and talent management in the police service (June 2007)
	Appendix 4      Brief analysis of diversity, progression and exit survey data
	Appendix 5      Glossary and Terms of References - bibliography with Academic References

## Chair's Foreword

***"There will never be a mass market for motor cars – about 1000 in Europe – because that is the limit on the number of chauffeurs available."*<sup>1</sup> (Daimler Benz)**

This statement, made at the beginning of the 20<sup>th</sup> century, shows how easy it is to get your predictions wrong. So how can the police service predict how many senior police officers it will need – and where it will need them - in the future?

The Metropolitan Police Authority (MPA) is responsible for the appointment of Association of Chief Police Officer (ACPO) ranks in the Metropolitan Police Service (MPS). The MPA have become increasingly concerned about the number, quality and diversity of the officers eligible for appointment to Chief Officer rank under the present arrangements.

The lack of a broad range of experience and strategic perspective amongst some candidates and the perceived weaknesses in the current development and promotion regimes, have all underlined the need for the Authority to articulate its own proposals for the way forward. The MPA needs to ensure that succession planning and talent management are given a higher priority in London – and would like to see a similarly high priority given nationally.

The MPS employs nearly 32,000 police officers, of whom 21% are female and 8.0% are from Black and Minority Ethnic (BME) groups, but this rich diversity is not reflected at all levels of the service. There is also under-representation at senior levels within the police staff and it is hoped that many of the recommendations in this report may find a 'read across' all 48,500 police officers and police staff, who make the Met London's largest employer.

The MPS Director of Human Resources, Martin Tiplady, in giving evidence at the first meeting of the scrutiny panel said "the MPS have many of the right elements for talent management and promotion in place, but they are not joined up." this report attempts to identify the good practice and make recommendations that should enable joined up practices in a more structured and strategic approach.

The panel were left in no doubt from any of those who gave evidence that there was a great deal of professionalism and pride in those working for the police service. The MPS has made great strides in the last few years, particularly in terms of looking at its development and promotion processes, and in its recruitment of women and BME police officers into the service. In this respect their record is far better than similar forces in this country.

The scrutiny has, however, endeavoured to benchmark against best practice in the public and private sector, not just the police service. One of the most instructive findings from other parts of the public and private sector was the very high levels of senior managers time that was spent managing talent, assessing succession planning needs and providing coaching or mentoring to other managers. This level of commitment was not evidenced in the MPS or any other any part of the police service and this is one of a number of issues this report has sought to address.

I thank everyone within the MPS who has supported the scrutiny and who has recognised the importance of the MPA continuing to secure continuous improvement in all parts of the service.

I should also like to thank my colleagues on the panel, the hard work of the officers in the MPA, in particular Alan Johnson, and the many others who have supported or provided their views to the panel, especially those who responded to our request for views in 'The Job'<sup>2</sup> and 'Public Service Review.'<sup>3</sup>

---

<sup>1</sup> Spokesman for Daimler Benz circa 1919

<sup>2</sup> MPS Police Service Journal

<sup>3</sup> Public Service Review – internal Home Office published journal

## **Methodology of the Scrutiny**

This scrutiny commenced in July 2007. A workshop for the panel was undertaken on 2<sup>nd</sup> August to clarify the remit of the scrutiny and agree the list of evidence providers. The scrutiny also advertised for comments through a number of articles, e.g. in *The Job*, and sent out a large number of questionnaires.

It had five themed panel meetings with witnesses coming to give evidence. The dates and themes of the panel meetings were:

24 September – Setting the Scene

2 October – The important of Talent Management and Succession Planning

8 October – What Needs To Be Done

10 October – Diversity and Leadership – Nurturing Talent

15 October – Measuring Success

In addition a number of interviews were conducted outside the panel meetings. The report is not intended to provide a highly detailed account of all of the evidence given orally, in writing or obtained through research. It is intended to describe the key points and provide some quotes to be illustrative of the evidence the panel received.

This report outlines the evidence gathered during that process and makes recommendations aimed at driving improvements.

Rachel Whittaker chaired the review. The other panel members from the MPA were Reshard Auladin, Karim Murji, John Roberts, Aneeta Prem and Kirsten Hearn. In addition, Bill Taylor (former Commissioner of the City of London Police and Her Majesty's Chief Inspector of Constabulary in Scotland) provided observations on a number of the issues raised.

## **Terms of reference of the scrutiny**

The terms of reference of the scrutiny were to:

- Assess the extent to which appropriate structures are in place, and resources available, to identify, select and support succession planning and talent management for police officers in the MPS and the police service;
- Ascertain how the MPS and the police service is identifying, selecting and nurturing police officers to be leaders in 5/10/15 years time;
- Clarify what work is currently being carried out or planned to identify, select, and support the MPS and police service's leaders and future leaders;
- Identify any gaps in the current approach that need to be addressed:
- Understand what is being done to address the under representation of women and BME police officers at senior levels;
- Identify what can be learnt / assimilated from the experience and best practice of others in the public and private sector including, for example, the level at which intervention is appropriate;
- Ensure the MPA and the MPS has a consistent approach to address the leadership requirements of the MPS and that this is flexible enough to adapt to changes in policing policy, practice, style or management;
- Consult with key stakeholders, organisations and individuals to inform and shape the approach that should be taken to succession planning and talent management;
- Consider what the MPA and MPS can do in the short / medium / long term to address the issues that are identified and what the barriers to further action are; and
- Ensure that the MPA identifies what it wants in terms of succession planning and talent management and has a clear idea of what needs to be done to achieve this.

## Key exclusions

Any review of this nature is potentially extremely wide ranging. There is a considerable body of work undertaken by statutory, academic, public and private sector organisations. We have used a number of documents for background research and to provide background and context for this review. However to ensure the scrutiny remained focused and deliverable within the given time constraints the following areas were excluded:

- The succession planning and talent management of police staff, including Police Community Support Officers (PCSOs), although the scrutiny panel would expect to see an explicit or implicit 'read across' in the recommendations wherever possible. The scrutiny panel took the view that the scrutiny needed to be manageable in terms of the breadth of its deliberations.
- The legislative framework within which polices forces currently operate including employment law. However, in working through the recommendations it may prove necessary to revisit aspects of that framework.
- The recruitment process for Association of Chief Police Officer (ACPO) ranks by the MPA was seen as a discrete piece of work to be undertaken separately by the Chief Executive.
- For the police service, whilst there has been continued discussion about recruiting police officers at different ranks or to fill different specialisms from outside the service, this is not an issue for this scrutiny.

## Executive Summary

The MPA is an independent statutory body responsible for maintaining an effective and efficient police service for London by virtue of Sections 6-10 of the Police Act 1996<sup>4</sup>. Its primary tasks include securing continuous improvement in the way policing is provided in London, and monitoring the performance of the MPS.

In June 2007, Members agreed that there was a need to consider, in depth, the current approach taken by the MPS and other forces to talent management and succession planning. We heard evidence from police officers, police staff, public and private sector specialists and partners, and sent out a number of questionnaires. In summary the main thrust of the scrutiny panel's recommendations is to recognise the importance of succession planning and talent management to enable the MPS to meet the seven strategic priorities by having the right people in the right place at the right time. In this respect, the importance of a strategy for talent management and succession planning will be in providing a structure within which the recommendations – and any other proposals – can be “joined up” and carried through. The strategy and recommendations must, for example, cover police staff wherever possible.

Whilst responsibility for succession planning and talent management may be allocated to the Director of Human Resources, the scrutiny panel saw a role for a “champion.” This would require someone responsible for advocating and driving through issues of attraction, selection, development and promotion. He or she would, of necessity, be a high profile individual providing a focus for advice and support for all potential and existing staff, and ensuring that an understanding and awareness of talent management and succession planning is cascaded throughout the organisation. The scrutiny panel recognised that this is not just an MPS issue and wished to see a similar approach adopted at a national level.

In summary, it would have been very easy to simply state the MPS needs to develop a strategy for succession planning and talent management, but the scrutiny panel have gone beyond that, being more prescriptive in terms of what they expect to see as part of such a strategy and this is set out in the recommendations.

List of recommendations:

**Recommendation 1: That talent management and succession planning is expressly identified as an additional enabler – there are currently five - to the MPA's and MPS's seven strategic priorities, i.e. together with ‘a modern and diverse workforce’, ‘enabled staff,’ ‘better use of resources,’ ‘cohesive partnership working,’ and ‘clear communication.’**

**Recommendation 2: That a succession planning and talent management strategy is developed by the MPS, with oversight by the MPA, explicitly incorporating positive action initiatives for under represented groups.**

---

<sup>4</sup> Police Act 1996 (Parliamentary Act)

**Recommendation 3:** That Management Board formalises a ‘top down’ scanning process to inform decisions about talent management and succession planning, career development and skills needs / gaps. This should include a review across Superintending ranks and equivalent police staff about an individual’s performance and potential in comparison with their peers. This should be replicated at Business Group level for middle ranking managers (Inspecting ranks and equivalent police staff) and at OCU and BOCU level for other staff. Each scanning process should cascade upwards.

**Recommendation 4:** That any externally provided training should be clearly linked to the needs of the organisation and the development of the individual. The Career Management Unit should maintain a central record of these courses, including electronic copies of any research or written dissertation.

**Recommendation 5:** That for senior leadership, hard to fill and specialist roles, career pathways and succession plans are developed.

**Recommendation 6:** There should be a designated ACPO ‘champion’ for succession planning and talent management within the MPS as a vocal, high profile advocate of the approach set out in this report, including ‘driving through’ the recommendations and acting as a focus for advice and support. In addition, each Business Group should have a succession planning and talent management ‘lead’. (This proposal should also be replicated at a national level).

**Recommendation 7:** The MPS should encourage all ACPO and Superintending ranks to provide internal coaching and mentoring or work shadowing opportunities as part of the talent management and succession planning strategy. This should be in addition to the external coaching and mentoring opportunities for senior police officers and senior police staff with London First.<sup>5</sup> In the absence of personal coaching, mentoring or work shadowing opportunities, coaching and mentoring opportunities should be provided with or by external organisations.

**Recommendation 8:** The opportunity to expand existing senior secondment initiatives with organisations such as London First should be explored, together with secondment opportunities to and from other parts of government, local government and the criminal justice sector for lower and middle ranking officers.

**Recommendation 9:** The opportunity to incorporate existing police development programmes into the talent management and succession

---

<sup>5</sup> London First lobby group, campaigning for investment in London to maintain its international competitiveness and status as a world city on behalf of London businesses



planning strategy should be explored as part of a “development centre” programme, e.g. using programmes run by the NPIA.

**Recommendation 10:** That MPS ACPO rank officers should be involved in every promotion interview for Superintendent and Chief Superintendent rank and as assessors for the SPNAC.

**Recommendation 11:** That the MPS and MPA jointly develop a process for filling Senior Management Team vacancies on Boroughs that includes the meaningful involvement of local partners.

**Recommendation 12:** That Business Groups should be responsible for quality assurance testing of promotion and selection processes. This should include an element of independent scrutiny.

**Recommendation 13:** That consideration is given to introducing independent scrutiny into selecting candidates for SPNAC and in other central promotion processes.

**Recommendation 14:** That data available to support earlier recommendations is made more reliable.

**Recommendation 15:** That as part of the approach to a revised HPDS, the MPA supports the MPS proposals around:

- graduate recruitment linked to a work based assessment promotion route to Superintending rank; and
- for existing police officers a work based assessment route to Superintending rank, linked to NSCAS.

**Recommendation 16:** In the absence of NPIA support for the proposals at Recommendation 15, the MPS develops its own programmes along similar lines.

**Recommendation 17:** That in terms of under-represented groups, tailored training and development programmes are produced as part of a work based assessment route to Superintending ranks.

**Recommendation 18:** That the MPS, in consultation with HMIC and the appropriate ACPO leads, produces tailored positive action programmes for ‘pulling through’ under-represented groups into specialist roles, particularly more senior roles, as part of a development programme.

**Recommendation 19:** That the MPS, in consultation with HMIC and the ACPO lead on Workforce Modernisation, carries out further work on making specialist roles and specialist career pathways more attractive to those seeking development and / or promotion opportunities.

**Recommendation 20:** For specialist officers seeking promotion or lateral development, consideration should be given to providing advice and support for programmes run by business schools or the Leadership

**Academy in order to broaden their awareness and enhance their promotability / suitability.**

**Recommendation 21: For specialist officers who notify their intention to seek lateral development, consideration should be given to internal coaching and mentoring or work shadowing opportunities in the period leading up to their transfer to another area of work.**

**Recommendation 22: That the national Workforce Modernisation programme be asked to look at practical and innovative ways of encouraging officers to seek lateral development opportunities to broaden their careers, i.e. into and out of specialist or non specialist roles.**

**Recommendation 23: That this report is submitted to the National Policing Board to consider how appropriate recommendations can be implemented at a national level.**

We have made a number of recommendations in this review. These will be the subject of detailed discussion with the MPS in order to agree a way forward. Those recommendations that are implemented will be reviewed regularly through MPA committees.

## SCRUTINY REPORT

### Background

1. The Metropolitan Police Authority (MPA) was established in July 2000 as an independent body to manage and monitor the Metropolitan Police Service (MPS). It is a statutory body made up of twenty-three members, twelve of whom are drawn from the London Assembly, part of the Greater London Authority (GLA)<sup>6</sup>. Of the remainder, seven are independently appointed and four are magistrate members. The MPA is responsible for ensuring an effective and efficient police service for the people of London. Since it has been established the MPA has undertaken a number of scrutinies into areas, including rape, mental health, gun crime, drugs and stop and search.
2. The reasons for this scrutiny were outlined in a report to the Authority's Co-ordinating and Policing Committee (CoP) on 7 June 2007, in particular the lack of strategic perspective, resource or financial management awareness amongst the candidates for the most senior positions in the Service, whom the MPA were responsible for appointing. There was a real concern about the issue in the MPS, other forces and police authorities, including more broadly how talent and leadership skills were identified, developed and managed.
3. The aim of the scrutiny was to make recommendations that would; identify and address gaps that may currently exist, support an accessible and transparent process, which would provide police officers with the skills they require to be effective leaders and provide the MPS with the right calibre of leaders *at every rank*. The MPA acknowledge that all police officers and police staff are talented and important to the success of the police service. It is a question of providing the opportunities and development for people as far and as fast as they are able to go in order to deliver the greatest benefit to the service and – in the MPS – to the people of London.
4. This is a challenge the police service itself recognises:

***“this policing business is serious: we need the best brains and the most balanced characters to undertake the breadth of the task, to steer through the moral questions, to face the challenges of modern policing”***  
***(Sir Ian Blair, Dimbleby lecture (November 2005))***

However, it is recognised that there are current limitations for that aspiration nationally in the police service and they were expressed in evidence to the MPA's scrutiny panel thus:

***“The Service is wasting talent, not finding talent and consequently losing talent”*** ***(a member of Her Majesty's Inspector of Constabulary)***

Professor Jonathan Crego, Director of Hydra Operations at the Leadership Academy <sup>7</sup> at the Leadership Academy made a similar comment about the

---

<sup>6</sup> GLA – Greater London Authority is made up of a directly elected Mayor and an elected Assembly

<sup>7</sup> Hydra – MPS Leadership Academy Critical Incident Training Programme

MPS 'stifling talent' and felt the MPS should "develop the most sparkly of the sparkly people."<sup>8</sup>

5. There was serious concern about the lack of women and BME candidates at middle and senior management levels of the Service. It was suggested by some of those who gave written evidence that there was a similar lack of officers across other equality strands, i.e. disability, faith and sexual orientation, although reliable data to support these suggestions is not available for all police officers as it relies upon self classification and many officers have not provided a complete diversity profile.
6. However the MPS have been particularly successful in recent years in recruiting from different communities and BME groups, but the time needed to gain experience and promotion has meant that this diversity is not reflected at all levels of the Service. Whilst there were a number of different development programmes for under represented groups both within the MPS and nationally that are referred to later in this report, these were not 'joined up.'
7. Succession planning can be defined as "a process by which one or more successors are identified for key posts (or groups of similar posts), and career moves and/or development activities are planned for these successors. Successors may be nearly ready to do the job (short-term successors) or seen as having longer-term potential (longer-term successors)."<sup>9</sup> Talent management can be defined as "the strategic management and flow of talent through an organisation. Its purpose is to assure that the supply of talent is available to align the right people with the right jobs at the right time based on strategic business objectives."<sup>10</sup> Or, as Professor Jonathan Crego summarised the concepts, "Why should we not promote directly from a stretching programme for the talented? Why would we be scared to generate our own new fast track or slow track recognition approach?" The MPA supports an approach to succession planning and talent management that identifies the best officers and, as part of any strategy, incorporates positive action initiatives for under represented groups<sup>11</sup>.
8. Both of these are important because the nature of the workforce is changing with demands for greater specialisation in a range of disciplines throughout the police service. As a result there is a smaller pool from which to draw and

---

<sup>8</sup> Crego, Jonathan (2007) "How do we develop the most sparkly of the sparkly people within the Metropolitan Police Service"

<sup>9</sup> Hirsh, W. (2000) *Succession planning demystified*. Institute for Employment Studies.

<sup>10</sup> Duttagupta, R (2005) Identifying and managing your assets; talent management (PCW)

<sup>11</sup> Equality legislation permits positive action, e.g. training and development, career counselling, etc to tackle the under representation, for example, of women and BME candidates in particular professions.

a need to attract, identify, develop, deploy and engage specialists in order to have the skills the police service needs. For the MPS there is a greater demand to get the skills mix right given the challenges faced by policing in London and the commitment to reflect the needs and diversity of London's communities. For individuals there are increasing demands for a better work-life balance and a change in the 'psychological contract'. A Deputy Assistant Commissioner (DAC) pointed out that historically this contract was based on job security in return for high levels of commitment. In the wider job market, this has been replaced by a desire for mobility and challenge, and for commitment to an organisation or business only for as long as that suits personal aspirations and interests. The idea of making a 30 or 35-year commitment to the police service in return for a generous pension is no longer attractive to many potential applicants.

9. This leaves the police service facing a hidden challenge, and highly vulnerable if key roles are not filled or key individuals retained. What will be the cost both in terms of service delivery and in trying to find or replace these individuals? This has enormous implications for Specialist Operations and Specialist Crime Directorates. Whilst the police service provides some challenging areas of work, this means there is a growing reliance upon having the right people with the right skills and knowledge in place at the right time.

### **Current regimes**

10. In the police service the rank structure is clearly understood, although there was a suggestion from some of those who gave evidence, i.e. a Professor at the Institute of Criminal Justice Studies, Portsmouth University and former serving police officer, and a former Chief Superintendent and Head of the Career Management Unit, said that there had been some degree of 'rank drift.' In other words there was increasingly less discretion afforded to managers up to and including Superintending ranks brought about by greater direction from the centre, e.g. around budgets. and at a personal level some officers exhibited an unwillingness to manage expectations in respect of their staff, or take risks in terms of their roles. For the individual the basic principles are the same:

***“The individual is required to know the requirements and demand of their job, know what skills and competences are required to perform effectively in the role and keep up-to-date with relevant local and organisational developments and engage in continual personal development. The organisation is required to provide clear role and person specifications (including competences) and provide access to learning materials and facilities within the workplace for continual development” (Tarique Ghaffur – extract from thematic review of race and diversity, 2004)***

11. The difficulty within the MPS is that, whilst endeavouring to provide development opportunities for everyone, there is still only a limited sense of an organisational commitment or over-arching strategy. Such a strategy would ensure that personal development is aligned with the needs of the

business. For most individuals development is seen in terms of promotion and promotion is reliant upon the individual line manager at all levels of the Service:

***“The purpose of the (promotion) process is to select the very best people for the rank aspired to, not just to mechanistically fill vacancies, we want line managers to be the primary decision makers as they know the performance of their staff best, we want to provide line managers with the tools to help them make decisions as objectively and justifiably as possible and to help ensure corporate consistency, we want to make the promotion process interdependent with other performance management and development processes, e.g. Performance Development Reviews (PDRs)<sup>9</sup>, we want to reduce any unnecessary bureaucracy and make the process as efficient as possible, we want to give officers more choice about when they apply for promotion.” (Martin Tiplady, Director of Human Resources, speech to a seminar reviewing MPS police promotion processes on 5 October 2007).***

12. In his evidence to the scrutiny panel, a member of Management Board added that some line managers lack objectivity in their promotion assessments, whilst others who gave evidence spoke of an ‘informal’ sifting process whereby applicants are discouraged from applying on the basis they will not be supported. An outline of the promotion processes up to and including Chief Superintendent is included in the Appendices. A DAC in her evidence suggested that generally there was a failure by line managers to regularly assess performance, and to manage individual’s expectations, particularly around readiness and suitability for promotion.
13. As has been mentioned (paragraph 6), there are a number of development programmes to support police officers and, in some cases, police staff. These are primarily facilitated by the Career Management Unit within the Human Resources Directorate. In addition, there is the MPS Leadership Academy which identifies ‘rank related’ development gaps through Training Needs Analysis and addresses these through generic training programmes, e.g. programme leaders programme, command leaders programme, etc. In terms of promotion there is oversight by the Promotion and Selection Steering Group of selection processes for ranks up to and including Chief Superintendent (it includes representatives from across the Service, including staff association representatives.)
14. At a national level programmes like the High Potential Development Scheme (HPDS), are open to police officers from across the Service, including the MPS. The HPDS is currently closed to new entrants whilst a review is concluded. The scheme remains in being for existing members who continue to have access to courses and support. The aim of the current HPDS is:-
  - To identify candidates of high potential and develop them into high calibre future leaders in the context of a single national scheme

---

<sup>12</sup> PDR’s - Personal Development Reviews undertaken annually within the MPS.

- To produce officers who are equipped with the required skills to become highly effective in management, command and leadership roles
  - To stretch and challenge participants and to ensure they are afforded every opportunity to successfully complete the scheme
  - To ensure that the scheme is both effective and fair to all irrespective of their status, gender, religion, ethnicity, orientation or background
15. If the re-launched scheme does not meet the needs of the MPS, consideration could be given to the MPS developing its own scheme to ensure the needs of diverse London are catered for.
16. There are also a number of national development and promotion programmes managed by the National Police Improvement Agency (NPIA). For example, the NPIA's Positive Action Leadership Programme (PALP)<sup>10</sup> delivers a four day leadership programme to each of the equality groups, i.e. lesbian, gay and bisexual, disability, gender and race, aimed at encouraging police officers and police staff from under-represented groups to stay in the Service and apply for progression either laterally or through promotion. In addition, the National Senior Careers Advisory Service (NSCAS) provides development programmes designed to enhance the skills of senior officers and police staff. This includes a role in helping to enlarge the talent pool at senior level so that it better represents different communities and helps to tackle the under representation of members of minority groups. However, there is a view that there is no clear 'joined up' approach or follow up action:
- “In order to get talent management right, police forces need an effective business strategy that identifies the core competences of the Service needed to deliver Service priorities. This in turn will inform how the Service approaches the labour market and attracts the right skills and talent, as well as developing internal programmes to ensure individuals find it easy to exploit their knowledge and skills” (a Chief Constable in written evidence to scrutiny)***
17. The MPS has no authoritative record of who has been a member of these national schemes, not least because some of the schemes are by self-nomination. There is no structured training or management of the career progression of participants, which means the potential benefits of training and development are not maximised by the individual or the organisation.
18. In terms of seeking promotion to Association of Chief Police Officer (ACPO) rank, this is co-ordinated nationally by the NPIA through the Senior Police National Assessment Centre (SPNAC). Those who pass the SPNAC can then attend the Strategic Command Course (SCC), which is a pre-requisite for

---

<sup>13</sup> NPIA Positive Action Leadership Programme (PALP) provides learning to support forces in meeting their targets for a representative workforce and to develop the careers of those from under-represented groups.

promotion to Commander/Assistant Chief Constable level and beyond. Attendance at SPNAC is by Commissioner/Chief Constable nomination and consequently those who are unsuccessful – given this level of support – can feel demotivated and damaged by the process. An Assistant Chief Officer with Greater Manchester Police (GMP) was one of a number of people who suggested that assessment centres tend to be ‘one size fits all’ and felt that national schemes and systems needed to recognise the specialist needs of the MPS at ACPO level. The scrutiny panel acknowledge that the NPJA are continually reviewing and refining the criteria for SPNAC as they learn experientially from each process they run.

**Recommendation 1: That talent management and succession planning is expressly identified as an additional enabler – there are currently five - to the MPA’s and MPS’s seven strategic priorities, i.e. together with ‘a modern and diverse workforce’, ‘enabled staff,’ ‘better use of resources,’ ‘cohesive partnership working,’ and ‘clear communication.’**

**Recommendation 2: That a succession planning and talent management strategy\* is developed by the MPS, with oversight by the MPA, explicitly incorporating positive action initiatives for under represented groups.**

19. It is proposed that this strategy should include timescales and success measures, including regular and robust assessment. A member of the MPS HR Board felt that for participants in any succession planning or talent management scheme could have access to regular Leadership Academy sessions to ‘test’ candidates with pass or fail elements. This could be coupled with further tailored development for those who needed it.

#### *Performance Development Reviews (PDRs)*

20. In any organisation the PDR should drive the assessment and development of an individual using clearly defined competences for the role the individual is performing. The issue of performance should be part of any regular assessment / development process and provide an opportunity for a continuing two-way dialogue between the line manager and the individual. The process is not only looking back on previous performance, but also looking at current performance and looking forward to address career and developmental aspirations. In the event of disagreement, the countersigning officer has a role to ensure fairness and equity. It would need to be the main driver in a succession planning and talent management strategy.

\* The strategy may initially involve setting priorities, e.g. staff at Superintending or Inspecting or Sergeant ranks or specialist roles or structured lateral development opportunities, etc. This strategy should also include:

- actively forecasting the number, function and challenges of future leadership roles to be filled;
- the identification of a talent pool (or pools) subject to regular and robust assessment and 360 degree appraisal;
- the provision of access to business school programmes; and
- the provision of personal coaching and mentoring to develop leadership and behavioural skills.

This strategy should also identify opportunities for a ‘read across’ of succession planning and talent management activities and programmes to police staff and opportunities for extending this approach to police officers in other forces.



21. In the MPS, the quality and completion of PDRs was frequently not given a high priority by line managers or their staff. However in recent years this has changed. Completion rates for PDRs have improved significantly. HR units and the HR Directorate's Evaluation Unit dip sample PDRs to quality assure the standard of these appraisals. Newly promoted staff or staff recruited into management roles, are given training in the PDR process at an early stage.
22. However, there remain concerns. A number of those providing evidence suggested line managers were still failing to tackle poor performance or assess honestly, preferring instead for selection or promotion processes to 'weed out' those who were not ready or suitable for a particular role. A Superintendent with Territorial Policing felt that too often getting a good PDR was dependent upon 'fit' rather than performance or potential, and other life skills or cultural awareness were not recognised or valued as an operational imperative. He suggested line managers abdicated the broader developmental aspects in favour of a 'tick box' mentality towards complying with PDR completion targets.
23. A Deputy Chief Executive with Westminster City Council reflected that the emphasis was on reporting on activities rather than reporting or measuring outcomes in the police service. He felt that in other parts of the public and private sector, PDR training was more extensive and provided an opportunity for reflection. A Lieutenant Colonel with the British Army with responsibility for succession planning and talent management pointed to the Army practice of assessing an individual's suitability for the current role, suitability for other roles *and suitability compared with his or her peers*.
24. In the private sector, the scrutiny panel also heard evidence of a greater degree of formalised, 'top down' investment and involvement in appraising staff and succession planning than was apparent in the police service. This private sector approach was supported by tailored coaching, mentoring and training programmes run internally or with external support. The Director of Leadership at Vodafone explained that their workforce planning covered three tranches looking at the next 12 months, the next 12 to 36 months and 36 months or more. Whilst they had identified a large 'talent' pool in terms of succession planning, only 5-10% would have potential to progress to the most senior levels. For others there remained a challenging and exciting career in their chosen specialism.
25. In relation to the MPS, the scrutiny panel heard that the Director of Human Resources holds career discussions with ACPO colleagues every six months and he has agreed to provide a summary of these discussions to the MPA. There are also discussions with ACPO colleagues around career development of Superintending ranks and equivalent police staff. These discussions are not uniformly shared with the individuals and this practice is not replicated at Business Group, Operational Command Unit (OCU) or Borough Operational Command Unit (BOCU) level. Equally, from those giving evidence these discussions were not formally shared with Management Board colleagues. In contrast, we were advised that in the GMP there is a formal process of checking with individual Superintending rank officers and

above every 12 months about their career aspirations or plans. This enables the ACPO team to make decisions about career development moves and identify skills needs or gaps.

26. Whilst this scrutiny acknowledges the need for a top down approach to succession planning and talent management, the need for succession planning at all business unit levels within the MPS was also highlighted. One of Her Majesty's Inspectors of Constabulary suggested local OCUs and BOCUs needed to be engaged with issues of succession planning and talent management, and not leave it to the central HR function.

**Recommendation 3: That Management Board formalises a 'top down' scanning process to inform decisions about talent management and succession planning, career development and skills needs / gaps. This should include a review across Superintending ranks and equivalent police staff about an individual's performance and potential in comparison with their peers. This should be replicated at Business Group level for middle ranking managers (Inspecting ranks and equivalent police staff) and at OCU and BOCU level for other staff. Each scanning process should cascade upwards.**

#### *External training*

27. There are occasions on which the police service is unable to deliver the training needs that are identified for police officers and police staff. However, the scrutiny panel felt that there were also training providers who were better placed to deliver non-police specific training, rather than the police service trying to develop or replicate what was readily available elsewhere. This view was also reiterated by a number of those who gave evidence. The Director of Leadership at Serco suggested business schools would offer a genuinely challenging environment, different and broader perspectives on strategic management and development programmes addressing – for example - management and leadership skills, strategic thinking, operational practice, resource management, decision making; supported with coaching, work based projects, personal learning and development plans etc, and external assessment. An Assistant Commissioner felt from his experience that external training or further education, in addition to the intellectual challenge that was provided, also gave police officers the opportunity to hear different views / opinions, debate ideas / problems and develop a greater understanding of different fields of work, e.g. other parts of the criminal justice system.
28. However our findings indicated that unfortunately the MPS has no integrated approach to 'buying in' such training, no training needs analysis, no feedback from those trained, no discernible 'product' for the time and money spent and individual BOCUs and OCUs making uncoordinated choices in some cases. There needs to be clear governance arrangements at Business Group level to ensure training is co-ordinated and utilised by the individual and the organisation. This should include a central authorisation procedure for ACPO ranks as part of the MPS Leadership Academy's development programme.

**Recommendation 4: That any externally provided training should be clearly linked to the needs of the organisation and the development of the individual\*. The Career Management Unit should maintain a central record of these courses, including electronic copies of any research or written dissertation.**

### **Benchmarking and good practice**

29. This formed a significant element of the scrutiny, both in terms of research, one-to-one interviews and the scrutiny panel process. The scrutiny found that throughout the public and private sector there were examples of organisations facing an increasingly complex and difficult environment in which there were contradictions between individual expectations and business needs. However, unlike other sectors, there is an expectation that police officers should have an operational background, and their legislative independence and powers should be properly exercised. This means that when promoting or filling specialist roles, the police service must promote or train police officers from scratch, whereas in most other sectors senior or specialist roles can be filled by direct recruitment.
30. Nevertheless, the experience of other organisations did provide a high level of good practice that can be translated into the MPS and potentially the wider police service. A Service Director at the NPIA was one of a number of those giving evidence, who suggested that because an officer's service started from scratch there were opportunities to motivate, inspire and stretch people and to nurture their talent through meaningful development opportunities at every stage of their career. In other words, identifying talented individuals for strategically key or specialist roles should be a continuous process. It was not simply a question of identifying 'talent' at constable rank and pulling them through, as police officers will develop at different speeds. An Assistant Chief Constable (ACC) with Merseyside was one of a number of those who suggested that BME and women officers consider they have to prove themselves for longer in a particular rank or role before applying for promotion or transfer. Her view was that equivalent white male officers would be more willing to apply more quickly. Both this ACC and a Chief Constable with a Midlands force suggested the lack of informal networks for women and BME police officers particularly affected these groups in terms of nurturing and encouraging their development.

\* This should include a business case from the sponsoring Business Group, OCU or BOCU and a commitment from the individual to provide written feedback on their experience, including electronic copies of any research or written dissertation. This will enable other police officers and police staff to benefit from their experience and for the Business Group, OCU or BOCU to assess the value of this training.

31. Academic and specialist research suggests all senior leadership roles require a basic set of competences, e.g. Hay Group<sup>11</sup> found the majority of successful leaders were self confident, highly analytical and conceptual, and were driven to constantly improve performance and service delivery. They took charge, took risks, acted quickly and decisively – and took responsibility for their mistakes. A DAC suggested that in the police service they have, in addition, to be good police officers, able to manage people with different talents and different leadership skills. The Service then needed to put people with potential in challenging, operational roles as part of their development in order to identify the best officers, and provide a clear and consistent methodology for assessment. This would include testing judgement, operational delivery, risk taking, financial awareness and other areas not readily addressed by the competency framework. Such an approach would also address the concerns expressed by contributors that development was over dependent on the line management relationship.

**Recommendation 5: That for senior leadership, hard to fill and specialist roles, career pathways and succession plans are developed.**

32. A Director with Hay Group felt their experience from other successful organisations was there was a need to identify a ‘champion’. Whilst the scrutiny panel recognised that the Director of HR was ultimately responsible for succession planning and talent management, they saw the ‘champion’ as more of a proactive role. This would encompass someone responsible for advocating and driving through issues of attraction, selection, development and promotion as part of a succession planning and talent management strategy. This would, of necessity, be a high profile individual in the MPS who would be a focus for advice and support for all potential and existing staff. The Hay Group Director added that whilst the HR function held the expertise and the processes, Business groups, OCUs and BOCUs – through their line managers – had the responsibility for operational delivery and they should provide a ‘champion’ at ACPO level. This proposal should also be replicated at a national level.

**Recommendation 6: There should be a designated ACPO ‘champion’ for succession planning and talent management within the MPS as a vocal, high profile advocate of the approach set out in this report, including ‘driving through’ the recommendations and acting as a focus for advice and support. In addition, each Business Group should have a succession planning and talent management ‘lead’. This proposal should also be replicated at a national level.**

33. An objective of this scrutiny was to assess good practice from both the public and the private sector. Our findings suggest, that in a number of public and private sector organisations a high level of senior managers time was spent managing talent, assessing succession planning needs, providing coaching / mentoring to other managers – or ‘managing out’ those who were not delivering. The amount of time tended to increase at higher levels of

---

<sup>14</sup>Hay Group global company providing range of HR services

management rather than decrease, e.g. 40% in Vodafone, 50% in the British Army. According to one of Her Majesty's Inspectors of Constabulary, this level of commitment was not evidenced in any part of the police service.

34. There was a great deal of individual support for providing or receiving coaching and mentoring or providing work shadowing or job rotation opportunities, but this appeared to be as a result of personal commitment rather than as part of a formalised process or as a part of an individual's formal role. However, the panel was also encouraged by the level of support that staff support associations provided their members through coaching and mentoring.
35. In terms of existing programmes, an MPS Senior Careers Adviser suggested that, for example, the NPIA's Senior Leadership Development Programme could be used as part of a broader talent management development programme and should be compulsory for Borough Commanders and aspiring Borough Commanders. A Service Director with the NPIA felt that the SCC could also be seen as part of a wider "development centre" programme, i.e. tailored, modular training, self-assessment and 360 degree feedback aligned to competences for the next rank or role. In both cases this would use existing programmes to supplement personalised programmes and would include business skills such as financial management, people management, information management, equality and diversity, risk management, stakeholder management and performance management.
36. A number of those giving evidence and much of the research examined during the scrutiny testified to the value of external secondment opportunities, e.g. the London First Leadership Exchange Programme for senior police officers and senior police staff. In addition, a DAC valued her secondment opportunities with Marks and Spencer and the Royal College of Defence Studies. She confirmed some of the advantages in gaining first-hand experience of different business-leadership styles and managing risk with other organisations. One of Her Majesty's Inspectors of Constabulary suggested there were also opportunities within other parts of the government, local government or criminal justice sector for secondments for lower and middle ranking managers to gain an understanding of leadership and strategy within another sector. A Deputy Chief Executive with Westminster City Council felt there was also merit with Chief Officer level secondments to and from local authorities and other key partners as a two-way learning and development opportunity. It was suggested this would bring about greater understanding and awareness of respective roles, thus supporting the MPS's strategic priorities of citizen focus and safer neighbourhoods. A Borough Commander said there could be joint development schemes as part of Local Area Agreements (LAAs), whilst the Policy Exchange think tank have previously suggested BOCU Commanders needed to become an integral part of the local authority management team.

**Recommendation 7: The MPS should encourage all ACPO and Superintending ranks to provide internal coaching and mentoring or work shadowing opportunities as part of the talent management and**

succession planning strategy. This should be in addition to the external coaching and mentoring opportunities for senior police officers and senior police staff with London First. In the absence of personal coaching, mentoring or work shadowing opportunities, coaching and mentoring opportunities should be provided with or by external organisations.

**Recommendation 8:** The opportunity to expand existing senior secondment initiatives with organisations such as London First should be explored, together with secondment opportunities to and from other parts of government, local government and the criminal justice sector for lower and middle ranking officers.

**Recommendation 9:** The opportunity to incorporate existing police development programmes into the talent management and succession planning strategy should be explored as part of a “development centre” programme, e.g. using programmes run by the NPIA.

### Recognised gaps

37. A number of the issues have already been addressed in other parts of the report. The police promotion processes to Sergeant and Inspector are in a period of transition and the MPS is reviewing its own promotion processes:
- “We have lost the focus on outcome and instead, concentrated on process, failed to ensure that the line manager has the most important and knowledgeable role; not learned as much as we might from other organisations where the emphasis is on promoting the right people, not guaranteed to get the best and brightest and must urgently turn our minds to diversity and the need to accelerate a more balanced workforce throughout the ranks without ever compromising on quality.”***  
***(Martin Tiplady, Director of Human Resources, speech to a seminar reviewing MPS police promotion processes on 5 October 2007).***

The revised processes will include a scheme at promoting difference targeted at under-represented groups, retaining indicative targets for Business Groups, i.e. limiting the number of candidates to be supported for promotion as a proportion of the numbers within the business groups, quality assurance processes and an enhanced HPDS.

38. However, our findings identified concerns about a culture of short-term career changes given preference over longer term, lateral development in order to ‘prepare’ for promotion. The lack of clear career pathways meant promotion was seen as the only means of developing one’s career. To be serious contenders for promotion to more senior levels, a DAC felt officers should have to demonstrate success in independent, operational command, delivering results through, for example, improved OCU or BOCU performance and the willingness to take risks. It was only by providing those challenges that police officers could demonstrate what set them apart from their peers.

39. A Deputy Chief Executive with Westminster City Council felt the lack of local authority or partner involvement in senior management team (SMT) appointment exercises, particularly on Boroughs, was also an issue that should be addressed. There was a lot of multi agency work which now underpinned what the police service was trying to achieve, and these were premised on a collaborative, local approach to tackling inter-related problems, e.g. funding opportunities, graffiti and low level anti social behaviour. Generally speaking the police service wanted to manage these partnerships rather than work with partners. It was felt filling critical Borough Commander or Borough SMT vacancies, i.e. police officers ultimately responsible for responding to these issues with other agencies, should include genuine consultation with those agencies.
40. An Assistant Chief Officer with GMP felt there should be a means of quality assuring appointment processes through 'blind testing' in order to ensure objectivity and evidenced decision-making. In GMP this meant the active involvement of the ACPO team in decisions at Chief Inspector level and above, and also challenging local decision making when other roles are being filled, e.g. in specialist areas.
41. The potential difficulty in terms of middle and senior ranking promotion processes in the MPS is that these are addressed by 'generic' promotion exercises, in which, to date, the PDR forms part of the application form. This means that arguably when assessing promotion the panel only have evidence covering the last 12 months. However, as part of a review of promotion processes in the MPS, future promotion exercises will involve a separate application form supported by the PDR. This will enable evidence to be provided covering a longer period of service.
42. At more senior levels, the MPA is responsible for ACPO appointments, but has no current role in identifying those candidates who are seeking a recommendation for SPNAC, which is the first step in that appointment process. This decision currently rests solely with the Commissioner. One of Her Majesty's Inspectors of Constabulary suggested that police authorities should be more aware of promotion processes and hold the Chief Officer to account for promotion decisions. The scrutiny panel felt this could include introducing some form of independent scrutiny of all promotion processes through, for example, dip sampling paperwork, talking to individual applicants at all stages of the process and their line managers etc, in a similar way to community involvement in recruitment.

**Recommendation 10: That MPS ACPO rank officers should be involved in every promotion interview for Superintendent and Chief Superintendent rank and as assessors for the SPNAC.**

**Recommendation 11: That the MPS and MPA jointly develop a process for filling Senior Management Team vacancies on Boroughs that includes the meaningful involvement of local partners.**

**Recommendation 12: That Business Groups should be responsible for quality assurance testing of promotion and selection processes\*. This should include an element of independent scrutiny.**

**Recommendation 13: That consideration is given to introducing independent scrutiny into selecting candidates for SPNAC and in other central promotion processes.**

43. In terms of diversity there was a great deal of support for fast tracking or positive action initiatives to address under-representation. A Superintendent with Territorial Policing felt this might include the need to set targets at each rank for under-represented groups, i.e. in the same way that the Home Office set targets around overall representation. The Metropolitan Police Disabled Staff Association rightly suggested positive action should include all under-represented groups participating in promotion and selection processes. At this time data on all equality groups is not available as it relies upon self-classification and many officers have not provided a complete diversity profile. As a result there may need to be some consideration of setting priorities in terms of under-represented groups.

44. There was a view that there was a need for 'quick wins' on this issue from a number of those who gave evidence both in terms of existing police officers and those who were considering the police service as a career. The MPS have proposed to the NPIA that graduate recruitment could be linked to a work based assessment promotion route to Superintending ranks as part of a revamped HPDS. In addition, for existing police officers there would be a work based assessment route to Superintending ranks (rather than Chief Inspector), linked to NSCAS.

45. Early indications from the review are that the aim of the revised scheme will be to identify the most talented officers and staff who demonstrate exceptional potential, and develop them into a cadre with the skills, knowledge and ability to become senior police leaders. This might include:

- HPD constables are able to take their OSPRE promotion exams during their probation. High flying HPD constables could expect to be ready for promotion to sergeant on completion of their probation.
- HPD sergeants are able to take their OSPRE promotion exams on completion of 12 months in the rank of sergeant.
- HPD inspectors who have been assessed as still demonstrating potential are eligible for promotion to chief inspector. (A method of continuous assessment and review to ensure that HPD inspectors are ready for promotion will be devised as part of the programme.)

In addition it is being proposed that the revised scheme involve an element of self-referral but with the requirement that the appropriate Chief Constable or Commissioner support applications. The scheme would also include regular assessments and a parallel scheme for police staff. These proposals have not been finalised, although it is likely the HPDS will be subject to annual review

\*In any event, this should include the OCU or BOCU Commander meeting with potential promotion candidates to manage expectations and satisfying him or herself that the evidence provided has been objectively verified. If candidates are unsuccessful, he or she should consider development opportunities or plans for those individuals.



to ensure it remains fit for purpose. Whilst identifying new recruits for a HPDS scheme – or as part of a succession planning or talent management strategy - is important, it should not exclude existing police officers.

46. It should also be possible to develop some positive action initiative for new recruits and existing police officers from under-represented groups as part of these work based assessment routes to Superintending ranks or the HPDS scheme, e.g. tailored training and development programmes.
47. However, because promotion is restricted by opportunities it may be difficult to achieve a 'critical mass' of promotions at Sergeant and Inspector levels (particularly as there are potentially large numbers of officers already qualified for promotion to Inspector.) The scrutiny panel considered that these numbers should be better managed as part of the workforce planning cycle. In any event, it may be sensible to initially prioritise any positive action initiatives.

**Recommendation 14: That data available to support earlier recommendations is made more reliable.**

**Recommendation 15: That as part of the approach to a revised HPDS, the MPA supports the MPS proposals around:**

- graduate recruitment linked to a work based assessment promotion route to Superintending rank; and
- for existing police officers a work based assessment route to Superintending rank, linked to NSCAS.

**Recommendation 16: In the absence of NPIA support for the proposals at Recommendation 15, the MPS develops its own programmes along similar lines.**

**Recommendation 17: That in terms of under-represented groups, tailored training and development programmes are produced as part of a work based assessment route to Superintending ranks.**

48. There are particular problems in terms of under representation in specialist roles. Whilst the MPS has enjoyed a great deal of success in attracting BME and women police officers to specialist units, this work now needs to be built upon. For example, in Specialist Crime, Specialist Operations, Central Operations, Operational Services and Territorial Policing pan-London units, the numbers of women and BMEs at Inspector level and above are mostly in single figures. As two DACs rightly questioned, where were the female officers who were going to succeed them? For BMEs, and particularly BME females, the level of under-representation at senior levels is even greater.
49. However, as has previously been mentioned, there is a general issue about 'growing' police officers into these roles and so role profiling or modelling becomes even more important in identifying and developing the right people. In terms of specialist roles there was broad agreement from those giving evidence of what was required – complex thinking, pattern recognition, inherent drive, emotional intelligence, a willingness to take risks and to bring

people with them. This applied equally to specialist roles in other parts of the public and private sector, e.g. the British Army, Vodafone.

**Recommendation 18: That the MPS, in consultation with HMIC and the appropriate ACPO leads, produces tailored positive action programmes for 'pulling through' under-represented groups into specialist roles, particularly more senior roles, as part of a development programme.**

**Recommendation 19: That the MPS, in consultation with HMIC and the ACPO lead on Workforce Modernisation, carries out further work on making specialist roles and specialist career pathways more attractive to those seeking development and / or promotion opportunities.**

50. In a broader context, there is a real issue for all police officers in terms of making lateral development opportunities more attractive, especially for those in specialist units, i.e. in non-community roles. This is a national problem and particularly acute at ACPO level. Within the MPS, one option would be to give priority to providing specialist police officers with access to development programmes run by business schools or the Leadership Academy. This will broaden the skills and knowledge of these officers, who do not ordinarily get as much exposure to the wider policing environment and policing issues.
51. The scrutiny panel recognised and acknowledged that each individual's talents are enduring and unique, that their greatest room for growth is in the areas of their greatest strengths and that every day, every individual should have the opportunity to do what he or she does best to meet the needs of the organisation. However, in order to turn potential into performance, some additional help will be needed to build upon the individual's strengths for the wider benefit of the organisation.

**Recommendation 20: For specialist officers seeking promotion or lateral development, consideration should be given to providing advice and support for programmes run by business schools or the Leadership Academy in order to broaden their awareness and enhance their promotability / suitability.**

**Recommendation 21: For specialist officers who notify their intention to seek lateral development, consideration should be given to internal coaching and mentoring or work shadowing opportunities in the period leading up to their transfer to another area of work.**

**Recommendation 22: That the national Workforce Modernisation programme be asked to look at practical and innovative ways of encouraging officers to seek lateral development opportunities to broaden their careers, i.e. into and out of specialist or non specialist roles.**

**Recommendation 23: That this report is submitted to the National Policing Board to consider how appropriate recommendations can be implemented at a national level.**

**MPS police promotion processes (summary)**

**Police constable to police sergeant**

Candidates must have:

- been confirmed in their appointment, for example completed their probationary period and have at least two years' service;
- not previously obtained a pass to the rank of sergeant in a recognised police promotion examination; and
- shown by their Operational Command Unit (OCU) commander as having demonstrated potential for promotion.

Currently the sergeants' qualifying examination consists of one examination (OSPRE (Objective Structured Performance Related Exam)) with a multiple-choice paper of three hours duration, consisting of 150 questions, which tests the competences of a sergeant. The second part is part of the Trial of Workplace Based Assessment Regime (TOWBAR), although for those who have passed the 'old' second stage OSPRE Part 2 practical exams are still eligible for promotion.

Success at Stage 1 means a temporary promotion to the higher rank for a period of at least 12, and not more than 24 months, during which candidates will be assessed in the workplace against selected National Occupational Standards appropriate to the new rank. Achievements of standards will lead to substantive promotion after 12 months; otherwise temporary status can be extended for up to a further 12 months. Failure to achieve a satisfactory assessment within 24 months in all the mandatory competencies would mean that the candidate would have to re-apply for a promotion board. TOWBAR is a process that gives considerable weight to the workplace assessment of candidates fulfilling the role of sergeant or inspector. The process adheres to a number of key principles and consists of four steps, culminating in a 12-month assessment period with a temporary promotion in the next rank.

**Police sergeant to Inspector**

Candidates must have been shown by their Operational Command Unit (OCU) commander as having demonstrated potential for promotion.

Currently the Inspectors' qualifying examination consists of one examination (OSPRE (Objective Structured Performance Related Exam)) that tests the competences of an Inspector. The second part is TOWBAR, part of the Trial of Workplace Based Assessment Regime (TOWBAR), although for those who have passed the 'old' second stage OSPRE Part 2 practical exams are still eligible for promotion. The number of Inspector vacancies will determine how many officers are promoted.

## **Inspector to Chief Inspector**

Application for promotion is through the Performance Development Review process and includes an assessment of if the candidate is suitable for immediate promotion, or if this decision should be reviewed in six months or 12 months. Officers must have demonstrated competency in the rank, but there is no time limit. Candidates must have been shown by their Operational Command Unit (OCU) commander as having demonstrated potential for promotion. There is a limit on the number of candidates who will be seen by the Assessment Centre and a further filter may be introduced. Those going forward to the Assessment Centre will be tested around 'a day in the life' through a number of exercises including:

- Situational Judgement Questionnaire
- Presentation exercise
- Written in tray exercise
- Structured interview (competency based)

Those rated 'A' will be sure of promotion. Other ratings may be because of lack of vacancies, need for a six month development period or unsuccessful.

## **Chief Inspector to Superintendent**

Application for promotion is through the Performance Development Review process and includes an assessment of if the candidate is suitable for immediate promotion, or if this decision should be reviewed at the next formal review or in 12 months. Officers must have demonstrated competency in the rank, but there is no time limit.

Candidates must have been shown by their Business Group as having demonstrated potential for promotion. There is a limit on the number of candidates who will be seen by the Assessment Centre. Those going forward to the Assessment Centre will be tested around 'a day in the life' through a number of exercises including:

- Presentation exercise
- Written in tray exercise
- Structured interview (competency based)

Those rated 'A' will be sure of promotion. Other ratings may be because of lack of vacancies, need for a six month development period or unsuccessful.

## **Superintendent to Chief Superintendent**

Application for promotion is through the Performance Development Review process and includes an assessment of if the candidate is suitable for immediate promotion, or if this decision should be reviewed in 6 months or 12 months. Officers must have demonstrated competency in the rank, but there is no time limit.

Candidates must have been shown by their Business Group as being the very best candidates. Those going forward to the Assessment Centre will be tested around through a number of exercises including:

- Presentation exercise
- Written in tray exercise
- Structured interview (competency based)

Those rated 'A' will be sure of promotion. Other ratings may be because of lack of vacancies, need for a six month development period or unsuccessful.



### List of contacts for scrutiny, i.e. those interviewed or sent a questionnaire

Martin Tiplady – Director of HR, MPS (interviewed by scrutiny panel)  
Steve Roberts – Director of Training, MPS  
Bill Griffiths – Head of Leadership Academy, MPS (interviewed by scrutiny panel)  
Charles Phelps – Career Management Unit, MPS (interviewed by scrutiny panel)  
Mike McAndrew – Senior Careers Adviser, MPS (interviewed by scrutiny panel)  
Supt. Dal Babu (Chair, National Association of Muslim Police) (interviewed by scrutiny panel)  
Assistant Commissioner Tarique Ghaffur, MPS (interviewed by MPA officers)  
Assistant Commissioner Tim Godwin, MPS (interviewed by MPA officers)  
Deputy Assistant Commissioner Janet Williams, MPS (interviewed by MPA officers)  
Deputy Assistant Commissioner Suzanna Becks (Central Operations) (interviewed by scrutiny panel)  
Deputy Assistant Commissioner Rose Fitzpatrick (Territorial Policing) (interviewed by scrutiny panel)  
Deputy Assistant Commissioner Alf Hitchcock, MPS (Diversity and Citizen Focus Directorate)  
Denise Milani, MPS (Director of Diversity Directorate) (interviewed by MPA officers)  
Professor Jonathan Crego, Director of Hydra Operations, Leadership Academy, MPS  
Alfred John (Chair, Metropolitan Black Police Association (MBPA)) (interviewed by scrutiny panel)  
Angela O'Connor – People Director, NPIA  
Althea Loderick - Service Director, People Strategy and Organisational Development NPIA (interviewed by scrutiny panel)  
Robin Field-Smith MBE MA FCIPD FCMI (HMI – Personnel, Training and Diversity) (interviewed by scrutiny panel)  
Maqsood Ahmed –Head of Police Equalities and Diversities in Policing, Home Office (interviewed by MPA officers)  
Andrew Marston - Assistant Chief Officer, HR, Greater Manchester Police) (interviewed by scrutiny panel)  
Tim Royle - ACPO TAM (interviewed by MPA officers)  
Paul Spicer - ACPO TAM (interviewed by MPA officers)  
Bernadette Eley -HR, ACPO TAM (interviewed by MPA officers)  
Dr Phil Clements - Institute of Criminal Justice Studies, Portsmouth University (interviewed by MPA officers)  
John Barradell (Deputy Chief Executive and former Chief Commandant of Metropolitan Special Constabulary, Westminster City Council) (interviewed by scrutiny panel)  
Anthony Mitchell BSc, MSc, DIC, CEng, FIET, FHEA (Ashridge Management College) (interviewed by MPA officers)

Denica Lundberg (London First – secondment, coaching and mentoring programme) (interviewed by MPA officers)  
Lt. Colonel Seb Pollington (MoD lead on talent management) (interviewed by scrutiny panel)  
Peter Bethell (TfL – lead on talent management) (interviewed by MPA officers)  
Alison Wilcox (Vodafone) (interviewed by scrutiny panel)  
Maria Antoniou (TfL – lead on secondments/mentoring)  
Peter Fahy – Chief Constable of Cheshire and ACPO lead Race and Diversity  
Bob Quick – Chief Constable of Surrey and ACPO lead Workforce Modernisation  
Pat Gallan – ACC Merseyside  
Sara Aye-Moung - Home Office  
Jacky Courtenay – Executive Director, West Midlands Police Authority  
Marie Dickie – Chair, APA HR Policy Group  
Ian Laidlaw Dickson – APA Member, Police Promotions Examination Board  
John Rennie – APA Member, Senior Police National Assessment Centre Board  
Fionnuala Gill – Executive Director, APA  
Sarah Messenger - PNB Official Side Secretary  
Ian Clement (Chair, Bexley Council)  
Alan Warner (Director of HR, Hertfordshire County Council and lead on talent management for Public Sector People Managers Association)  
Dame Rennie Fritchie  
James Dalgleish (Head of Human Resources, Fire Service)  
Lee Jasper (Mayoral Adviser, Greater London Authority)  
Stephen Kelly (BBC)  
Katherine Thomas (BT)  
Linda Kennedy (Serco)

Questionnaires also sent to:

17 staff support associations in MPS  
Police Federation, MPS  
Superintendents' Association, MPS  
Chief Police Officers Staff Association (CPOSA), MPS  
Every BOCU Commander  
Every police officer OCU Commander  
All members and advisers of the APA HR Policy Group

Articles published inviting comments:

The Job  
Public Service Review



**NOTE ON CURRENT INITIATIVES IN THE POLICE SERVICE AROUND  
SUCCESSION PLANNING AND TALENT MANAGEMENT (JUNE 2007)**

Review of policing by Sir Ronnie Flanagan (Her Majesty's Chief Inspector of Constabulary)

Sir Ronnie Flanagan is currently carrying out an independent Review of Policing focussing on four key areas, namely:

- Reducing bureaucracy
- Embedding neighbourhood policing
- Local accountability
- Making more effective use of resources

This may have a significant impact on a number of 'people' areas, including – for example - greater local involvement in appointments of Borough Commanders.

National Police Improvement Agency (NPIA)

The NPIA support the police service by providing expertise in areas as diverse as information and communications technology, support to information and intelligence sharing, core police processes, managing change and recruiting, developing and deploying people. In terms of recruiting, developing and deploying people, the National Senior Careers Advisory Service's (NSCAS) role is to help enlarge the talent pool at senior level so that it better represents communities. As part of their business plan the NPIA are going to:

- Review all learning, development and leadership strategies, products and services to ensure they meet the needs of policing and represent best value in terms of quality and cost. Includes developing an approach to Leadership for ACPO with the support of the police service;
- Develop a strategy that identifies objectives for the recruitment, development, motivation and leadership of people in policing; and
- Review recruitment and promotion activity to ensure that the best people are recruited and promoted. Includes developing succession planning to ensure that there is an adequate supply of talent at all levels.

### High Potential Development Scheme (HPDS)

The HPDS is currently suspended for new entrants whilst it is reviewed as part of the NPIA's business plan exercise. The HPDS is open to any officer up to Chief Inspector rank and guarantees promotion to Chief Inspector as long as the relevant promotion 'qualifications' are achieved and the officer's performance meets requirements. The scheme is aimed at 'potential' rather than 'competency' and each candidate was 'skills audited' by the Home Office (before NPIA).

Chief Superintendent Phelps (Head of Career Management Unit, MPS) has suggested two thirds of the MPS candidates should not be on the scheme, but there is no way to remove them.

### Senior Appointments Panel (SAP)

The SAP, whose role is to create a more effective, professional and streamlined senior police officer appointments process in England and Wales, is going to look at the overall appointment process, including the Police National Assessment Centre (PNAC) Strategic Command Course (SCC), and the mismatch between the number of SCC qualified officers and the number of vacancies.

### Police Promotions Examination Board (PPEB)

The PPEB, which has a statutory role in this process, is running a trial of work-based assessment to replace parts of the Objective Structured Performance Related Examination (OSPRE). This is for Sergeants and Inspectors but potentially has implications for progress up the ranks and the general "style" of how progression is managed.

### Metropolitan Police Service (MPS)

The Director of Human Resources in the MPS commissioned a project to develop a more representative workforce particularly in leadership roles. A new scheme would be open to anyone from under represented groups and is based on:

- Data analysis to target priority areas for action
- Providing individuals from any group that is under-represented with support and tools to identify development needs/create a career development plan
- Providing a menu of development options for individuals to select from; for example development programmes, workshops, work experience, work within the community, mentoring, bursary scheme and on line careers guidance.

### House of Lords debate

Former Chief Inspector of Constabulary (and MPS Assistant Commissioner and Chief Constable of West Midlands) Lord Dear opened a debate on "the current arrangements for policing in England and Wales" saying "We need a service populated by people who are up to the job. For many years the police have not been seen as a service of choice for the best.

"Top class leaders are thin on the ground and will become thinner unless current arrangements for accelerating promotion are addressed. The Police Federation places an absolute premium on the need for senior officers to have experienced life on the beat, and I do too, but very shortly I believe we shall have to produce a scheme that recruits the best and exposes them to rigorous extended training."

"In that training leadership must be emphasised and those falling short of high standards must be culled. Training must expose them to the proper experience of life on the street and see them at the rank of chief inspector or superintendent within five years."

This would bring "higher standards, tighter timescales and better guarantees of appropriate advancement for the very best. Neither the service nor the Government can afford to duck this issue."

*Unfortunately the remainder of the three-hour debate moved onto other issues such as neighbourhood policing and domestic violence.*

#### Policing for the people (interim policy report by Conservative Party)

In addition to supporting greater workforce modernisation, including different entry levels and fast tracking, the paper suggests Fixed term Appointments (FTAs) should be extended downwards from DAC and Deputy Chief Constable to Borough Commanders to provide a better periodic two-way review of performance and make it easy to remove an under performing senior officers and reward those who are doing well.

The report also supports reforms in the US that they suggest have been achieved because senior officers are instructed not just in principles and theories but also substantially in methodology. They go on to say that British Army officers are taught "how to lead" at Sandhurst and then later, on the Advanced Command Staff Course, "what their leadership should achieve". As police officers proceed to a more executive level, a combination of guidance, theory and doctrine of leadership should be part of their career development. When officers reach ACPO rank they should join a national cadre of senior officers who can be deployed across forces and responsibilities. Consideration should also be given to extending that cadre to superintendents so that Borough Commanders are included.

#### Other work

The Association of Chief Police Officers (ACPO), the British Association of Women Police (BAWP) and National Black Police Association (NBPA) have all recently spoken out in favour of more positive action initiatives to increase the representation at more senior levels of the police service.



**Brief analysis of diversity, progression and exit survey data**

Background explanation

The term 'black and minority ethnic (BME)' has been used in its accepted definition of all self-declared ethnic groups other than White British, White Irish and White Other.

Variations in the length of service in current rank (only) are summarised below. This table is based on quartile averages, to minimise the influence of exceptional individual variations.

In each case the comparative progression data is with a white male officer.

It must be remembered that the numbers of BMEs and white females is significantly less than white males and this disproportionality becomes more marked as officers progress through the ranks.

Average service in current rank

*Constables*

Unsurprisingly BME males (1589) and females (545) and white females (5180) have, on average 4-5 years less service than white males (16063). For detective constable this figure is four years for BMEs (103 female and 251 male) and two years for white females (995). There are 2978 white males.

Sergeant

BME males (151) and females (17) and white females have, on average, 1-2 years less service than white males (507). For detective sergeant the figure is 1 year less service than white males (1341) (BME females (17), BME males (60) and white females (250)).

Inspector

There are only two BME females and they have on average one year more service than white males (965). BME males (38) have on average the same level of service. White females (121) have one year less than white males.

For detective ranks, the only BME female has one year more service than white males (452). The average length of service for BME males (25) and white females (73) is the same.

### Chief Inspector

BME females (2) and white females (19) have on average one year less service than white males (220). BME males (5) have the same average service.

There are no BME female detectives. BME males (11) have one year more service on average and white females (18) one year less than white males (452).

### Superintendent

There are no BME female superintendents. BME males (6) and white females (4) have on average one year more service than white males (106). For detective ranks there are no BME females. The only BME male has two years less and white females (9) one year more than white males (86).

### Chief Superintendent

There are no BME female Chief Superintendents. The two BME male Chief Superintendents have on average the same length of service as white Chief Superintendents ((48). The five white female have on average one year less service than white males.

There are no BME detectives at this level. The three females have on average one year less than the 23 white males.

### Commander

The one BME Commander, a male, has two years more service than the average white male (18). The two white females have two years less service on average.

### DAC

There are no BME DACs. The four white females have, on average, three years less service than the six white males.

### AC

The one BME AC has four years service more than the four white males. There are no females.

Average progression time to rank

### Sergeant

White males have taken one year more to progress to sergeant than BMEs and white females (11 years compared with 10 years). For detective ranks, BME females have taken four years less (11 years) and BME males and white females two years less (13 years) than white males (15 years).

### Inspector

Two BME females have taken on average four years more (22 years), BME males one year less (17 years) and white females two years less (16 years) than white males (18 years).

The one female detective has taken eight years less (11 years), BME males one year less (18 years) and white females two years less (17 years) than white males (19 years).

### Chief Inspectors

The two BME females have taken on average three years less (17 years), BME males five years less (15 years) and white females two years less (18 years) than white males (20 years). There are no BME female detectives at this rank. BME males have taken on average two years less (20 years) and white females four years less (18 years) than white males (22 years).

### Superintendents

There are no BME females at this rank. BME males have taken on average one year less (21 years) and white females two years more (24 years) than white males (22 years). The one BME detective Superintendent has taken nine years less than the average white male (23 years). For white females the figure is the same as white males.

### Chief Superintendents

There are no BME females at this rank. The two BME males took five years less (20 years) and white females four years less (21 years) than the average white male (25 years).

There are no BME Detective Chief Superintendents. The three females took on average four years less (20 years) than white males (24 years).

### Commanders

The one male BME Commander took six years less (18 years) than the average white male (24 years) and white females took three years more (27 years).

### DACs

There are no BMEs at this rank. The white females took one year less (25 years) than the average white male (26 years).

### AC

There are no females at this rank. The one BME male took three years more (27 years) than the average white male (24 years).

## High Potential Development Scheme (HPDS)

There are 80 people on the HPDS:

- Detective ranks were very strongly represented on the scheme, with almost 54% of the officers on the scheme detectives, against just fewer than 23% of the total workforce.
- Constables were proportionally under-represented, with 25% of the scheme made up of PC and DC, against 60% of the workforce.
- Female officers were well represented, by 10% more than their proportional strength in the workforce (32.5% against 21.6%). BME representation was average (7.5% against 7.9% for the workforce).

## Positive action schemes

Diversity and Citizen Focus (DCF) directorate are currently reviewing their individual development schemes for female and BME officers.

The only scheme currently running is the Active Career Development Programme, which is limited to BME officers of both genders at the inspector, chief inspector and superintendent level only.

Take up for BME officers at this level has been significant. However, potential access to development schemes is currently limited to 4% of the MPS BME officer workforce (96 from 2,478).

## Exit data

The MPS were asked to provide estimates of the number of leavers over the next ten years by rank and the four groups (BME males, BME females, white males, and white females).

It must be noted that any estimate over a time scale as protracted as ten years cannot be considered as of high reliability. The projections are based on the numbers of officers scheduled to retire after 30 years service, and the averages from the last three financial years for losses to voluntary resignation (including transfers to other police forces) and other causes (discipline and death in service).

The projections show that the level of BME and white female leavers are below the proportion of these groups in the police workforce. In other words 80-85% of leavers will be white males.

In terms of numbers, the expectation is the total figure will increase gradually from 2008 (1202) reaching a peak in 2011 (1670) and 2012 (1686) before falling back in the next two years (1453 and 1267 respectively) and then rising again in the next three years (1311, 1580 and 1698 in 2017).

However, these figures consist of large numbers of white male officers retiring.



## Exit survey data

Exit information was obtained by the MPS Career Management Unit between October 2005 and January 2007 by:

- Face to face interviews
- Telephone interviews
- Written questionnaires
- E-questionnaires

The Career Management Unit aspires to interview:

- All premature, voluntary leavers (including MSC officers)
- All police officers transferring outside the MPS
- Recruits leaving training school

Retiring staff, while not viewed as a priority for retention analysis, can provide valuable feedback about the organisation. Information from these leavers is captured via questionnaire

For police officers, the reasons given for voluntary resignation were, in order of importance:

- Family or other caring issue
  - Desire for a career change
  - Poor management
  - Career development
- 
- 25% of police officers cited family and caring issues
  - 42% of police officer resigners left within their first 4 years of service (15% probationers) with 65% of resigners leaving with less than 10 years service
  - 78% of police officers resigners were PCs.

This is felt to be higher than would have been found a decade ago when the MPS traditionally attracted those with vocational and career-long ambitions. The 'London factor' was mentioned as a cause in many interviews i.e. cost of living issues mean that officers often complete their training and probation and then move back to where they originated.

In the last financial year, the proportion of BME voluntary resignations was 13% of the total and white females 27%. Both of these figures show significant over representation of these groups.



**Glossary and Terms of References - Bibliography with Academic References**

MPA – Metropolitan Police Authority  
MPS – Metropolitan Police Service  
ACPO – Association of Chief Police Officers  
BME – Black and Minority Ethnic groups  
HMIC - Her Majesty's Inspector of Constabulary  
NPIA – National Police Improvement Agency (NPIA)

Footnote 1 – Statement made by Daimler Benz in respect of car sales during the early part of the 20<sup>th</sup> century

Footnote 2 – The Job – Journal published for police service

Footnote 3 Public Service Review – Home Office published journal for public sector services

Footnote 4 - Police Act 1996 Parliamentary Act web link for further information - <https://www.legislation.hmsso.gov.uk/acts/acts1996/1996016.htm>

Footnote 5 - London First lobby group, campaigning for investment in London to maintain its international competitiveness and status as a world city on behalf of London businesses weblink [www.londonfirst.co.uk](http://www.londonfirst.co.uk)

Footnote 6 GLA – Greater London Authority – 12 of the 23 Members of the MPA are London Assembly members appointed by the Mayor.

Footnote 7 - Hydra – MPS Leadership Academy Real Time Critical Incident Training Programme available to senior managers.

Footnote 8 Crego, Jonathan (2007) “How do we develop the most sparkly of the sparkly people within the MPS” – discussion paper on talent management

Footnote 9 Hirsh, W. (2000) Succession planning demystified. Brighton: Institute for Employment Studies.

Footnote 10 – Duttagupta, R (2005) Identifying and managing your assets; talent management (PCW)

Footnote 11 - Equality legislation permits positive action, e.g. training and development, career counselling, etc to tackle the under representation, for example, women and BME candidates in particular professions.

Footnote 12 – PDR's Personal Development Reviews

Footnote 13 - NPIA Positive Action Leadership Programme (PALP) provides learning to support forces in meeting their targets for a representative workforce and to develop the careers of those from under-represented groups.

Footnote 14- HayGroup global HR consultancy weblink [www.haygroup.com](http://www.haygroup.com)