

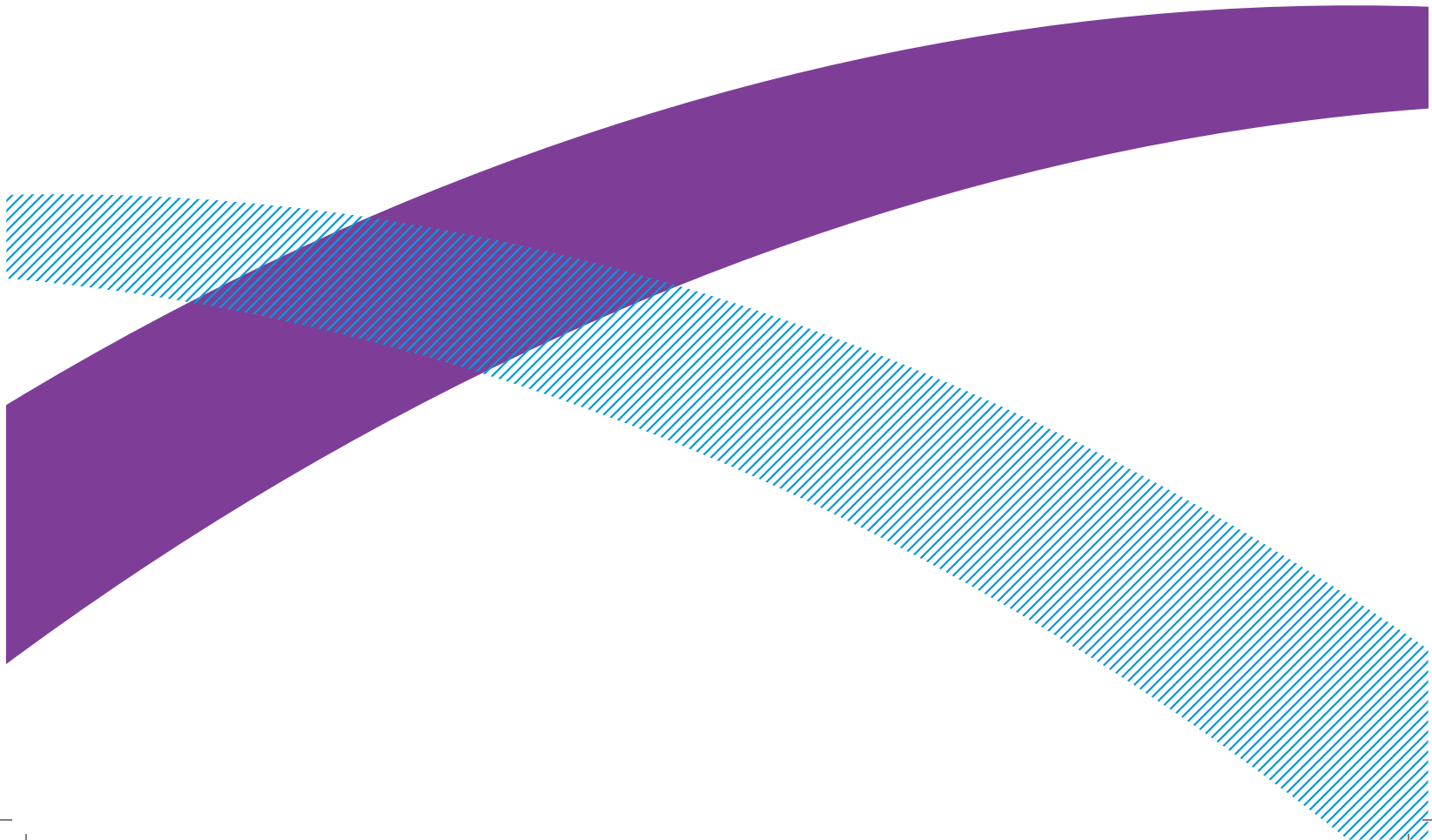


Home Office

# **Policing Minister's Assessment of Minority Ethnic Recruitment, Retention and Progression in the Police Service**

A Paper for the Home Secretary

20 November 2008







## 1.0 Introduction

1.1 You asked me to undertake an assessment of minority ethnic recruitment, retention and progression nationally across the police service. You suggested that the assessment should be done in conjunction with key policing partners.

1.2 In general the police service has come a long way since the Stephen Lawrence Inquiry report (1999) by Sir William MacPherson and the Secret Policeman Programme (2003) which led to an investigation by the former Commission for Racial Equality<sup>1</sup> (CRE).

Over the years we have seen positive changes in relation to race equality which have also benefited other equality strands. The positive changes have been due to the commitment of many officers and staff including minority staff support associations and prominent community members such as Doreen Lawrence and other independent Chairs of the Post Lawrence Project Groups.

1.3 It is important to highlight that we are not starting from “point zero” on equality. A lot has been achieved, particularly in terms of improving equality in service delivery, such as improvement in how the service liaises with families of victims of murder, and improved consultation with local communities. Results from the British Crime Survey (BCS 2007/08) show that confidence in the police has risen in minority ethnic communities. Indeed, most minority ethnic groups now have higher confidence that their police are doing a good job than white communities (59% and 52% of people from non-white and white ethnic groups respectively had a high level of confidence in their local police).

1.4 Within the service there has been significant success in increasing overall minority ethnic representation. For example, there has been a doubling of representation of minority ethnic officers since 1999 (from 2.0% to 4.1%). Another important and marked improvement is in eliminating overt racist language among individual officers resulting in the general removal of racist language from the police service. However, we must listen to the continued calls for improvement especially from those who are affected by “inequality” and recognise a lot still needs to be done.

1.5 The assessment of minority ethnic recruitment, retention and progression has been both helpful and timely in a number of ways. First in the sense it provided a focus on gathering the evidence needed to address the race issues highlighted in the media and the concerns expressed by a number of the minority ethnic representatives that I met during my assessment meetings. Second it is timely, in that the overall ten-year target period for Race Equality Employment targets (introduced by the then Home Secretary, Jack Straw in 1999) comes to an end in 2009. Our Green Paper proposals set out a shift in the current approach to national target setting and performance management generally.

<sup>1</sup> The Equality and Human Rights Commission (EHRC) replaced the previous commissions: the Commission for Racial Equality, the Equal Opportunities Commission and the Disability Rights Commission.

1.6 The Green Paper outlines our vision to have **“A police service that has the trust and confidence of all communities and a service that reflects the communities it serves”**. We have taken a robust approach to ensure that there is local ownership and accountability. Our approach is based on a partnership between local police authorities, police forces and our diverse communities.

1.7 As you are aware, in the future, there will only be one top down numerical target for forces relating to public confidence, which means there will no longer be a national race employment target set by the Home Office. Section five sets out the process for this change.

1.8 The assessment focuses mainly on police officers. The picture for police staff is better - nationally both minority ethnic police staff strength and recruitment are above the national 7.0% target at 7.4% and 8.1% respectively (Annex A table 7). Minority ethnic Police Community Support Officers accounted for 11.5% of the total number of PCSOs in England and Wales (numbering 1,813). There was an increase of 236 PCSOs (15.0%) in the last 12 months alone. 71.9% of minority ethnic PCSOs (or 1,303) are concentrated in the Metropolitan Police Service.

1.9 Minority ethnic police staff retention is currently better than retention of white police staff, for all but one length of service band (Annex A table 8). It is not possible to assess staff progression as police staff do not have a standardised career path structure and the data is therefore not collected. My focus therefore is on minority ethnic officer recruitment, retention and progression - the current position, the areas for focus, good practice and proposals for a way forward.

1.10 The Government is committed to promoting equality and diversity and this remains a key priority. It is important therefore that we continue to signpost areas for improvement and identify good practice in respect of race and faith, such as research work carried out by the National Association of Muslim Police. I look forward to learning about areas of improvement from a faith perspective. But we must also identify good practice which relates to other diversity strands and continue to work with groups such as the Women in Policing Steering Group and with diversity staff support associations such as the British Association for Women in Policing, the Gay Police Association and the National Disabled Police Association to help build on the good work that these groups already do to help us understand and address issues of inequality.

## **2.0 Assessment on current position of minority ethnic recruitment, retention and progression**

2.1 The assessment is based on Police Service Strength data as at 31 March 2008 and highlights the current position in relation to recruitment, retention and progression of minority ethnic officers.

### **Representation (Annex A table 1)**

2.2 The police service has made steady progress over the last nine years to increase minority ethnic representation in its workforce towards achieving the overall race employment target

of 7% by 2009. Currently overall minority ethnic representation (strength) stands at 5.6% across the service. The increase of minority ethnic officers to 4.1% represents a doubling in representation, starting from just 2% in 1999.

### Recruitment (Annex A table 2)

2.3 Table 2 (Annex A) sets out the national picture on recruitment showing that the minority ethnic officer recruitment rate of 7.2 per cent is just above the national 7.0% target set by the Home Secretary in 1999. However minority ethnic officer strength is well below target at 4.1 per cent.

### Assessment of key forces (Annex A Charts 1 and 2 (page 20))

2.4 It is important that all forces have balanced representation of minority ethnic officers and staff. However looking nationally at officer numbers, (Annex A Chart 1) four forces are particularly important: the Metropolitan Police Service (MPS); West Midlands; Greater Manchester Police (GMP); and West Yorkshire.

2.5 The low rate of turnover of police officers means that major increases in representation – as are particularly needed to match large minority ethnic populations in the MPS and West Midlands – are very challenging to achieve. The MPS – which needs the biggest rise of all – has done particularly well in raising representation from 3% to 8% over the last nine years. Its recruitment rate of minority ethnic officers is now by some distance the biggest in the country. We need to look at the good practice together with the challenges in these big four and make these a major focus of our work, including gathering and deploying good practice, as part of our communications strategy, and in invitations for police authorities and forces to attend the steering group I propose in my conclusions below.

### Retention (Annex A table 3)

2.6 During 2008 the overall retention rate for police officers (total number of officers leaving the service compared to the total officer strength) has remained comparatively low. When compared to typical overall retention in other occupations retention is still strong at 5.5% (also an improvement on last year where the figure was 5.7%).

2.7 The retention target is measured by length of service broken down into specific time bands (0-6 months, 6 months – 2 years, 2-5 years and 5-10 years and over 10 years). The retention target measures the percentage of minority ethnic officers leaving the service through resignation or dismissal each year and compares this with the percentage of white officers leaving under similar circumstances in each of the time bands. Data shows:

- National minority ethnic officer retention is currently worse than retention of white officers at all lengths of service.
- The gap is most notable for the officers with less than five years service.
- Separate analysis of retention by forces show that the situation is generally similar across forces with both high and low minority ethnic officer populations.

2.8 To help understand the reasons why officers and staff leave the service a standardised national exit interview and questionnaire procedure was introduced early 2006. The first set of available data were analysed last year but the data returns were too incomplete (very few returns from forces and very low numbers) to make generalisations. Data returns this year have improved. Some initial findings relative to police officers are:

- Minority ethnic officers leave the service for training and/or career reasons at a rate of more than double that of their white counterparts (21% as opposed to 9% respectively).
- White officers leave the service to take up another job at a rate of more than double that of their minority ethnic counterparts (30% as opposed to 13% respectively).

2.9 More work needs to be done to look in more detail at: the reasons for leaving; what stage officers and staff leave the service; and what practical interventions can be put in place to retain staff. The HMIC inspection report "Duty Calls" found no evidence of measures to support the achievement of the retention targets beyond the collection of data and ad hoc exit interviews. My proposals to address this are set out in section five.

### Progression (Annex A tables 4 and 5)

2.10 The progression targets have been introduced incrementally for different ranks in the period leading up to 2009. Using length of service and rank data provides a more reliable national picture than looking at representation by rank in isolation, since it takes into account the rank that officers with a particular length of service can realistically achieve.

- Minority ethnic officer progression is very close to the white officer progression for all length of service bands assessed.

### Evidence on interventions to address barriers to promotion

2.11 An NPIA Rapid Evidence Assessment has to date found no evaluation studies that provide robust evidence on what works in relation to tackling barriers to progression. Furthermore, although there appears to be a reasonable spread of activity to provide support mechanisms for individuals to help them cope with barriers (e.g. mentoring programmes), there is a potential lack of interventions which attempt to remove the organisational and institutional barriers where these exist.

2.12 These emerging findings therefore suggest the need to focus on taking action to tackle any potential organisational and institutional barriers (e.g. any possible lack of line management support for officer career development), accompanied by robust evaluation of the impact of any initiatives.

### 3.0 Current work and Good Practice

3.1 From 1 April 2007 the National Policing Improvement Agency (NPIA) took over responsibility for the strategic operational delivery of a representative police workforce. The Home Office continues to support the NPIA and the police service to help maintain the focus needed to strive towards establishing a diverse and representative police service. The assessment shows current work being carried out to improve recruitment, retention and progression of minority ethnic officers and good practice being implemented on a local and national level.

#### Recruitment

3.2 Work continues with forces to encourage them to use positive action, which is within the scope of current legislation, to support the recruitment, retention and progression of minority ethnic officers and staff in the service. Initiatives vary from force to force but may include targeted advertising, mentoring, familiarisation days, open days and seminars. In addition to this I was also encouraged by some forces that have dedicated outreach posts to help them build sustainable relationships with communities and encourage applications from those groups who are underrepresented in the service.

3.3 In January 2007 the Home Office put in place advice relating to additional recruitment criteria for appointing police officers. The Additional Appointment Criteria encourages forces to consider using additional criteria based on operational need. For example, operationally valuable skills such as proficiency in a second language/ community language and community knowledge or experience as a means of accelerating the appointment of candidates who must first have already passed the national assessment centre. The advice is clear that forces make the case for prioritised appointment or justify prioritisation on the basis of operational need.

3.4 In addition, the Home Office "Breaking Through Action Plan" and the "Positive Action Events Toolkit" which are aimed at improving minority ethnic recruitment in the police service, have been made available to the police service. The policing partners I met have asked for clarity on the difference between 'positive action' and 'positive discrimination' to confirm which action is legal to use with good practice examples. Some have also asked for guidance on learning the lessons from tribunal cases to help resolve conflict at the earliest possible stage. I have responded positively to these requests at section five.

#### Retention

3.5 I also acknowledge there has been some good practice and national guidance in relation to strategies and programmes designed to help retain staff within a positive and inclusive working environment. Initiatives include:

- **The Initial Police Learning and Development Programme and the Race and the Diversity Learning and Development Programme** where race and diversity is embedded throughout the full suite of learning materials and underpinned by a fundamental 'business case' that recognises the critical importance of improved and sustained performance in all diversity matters and the internal and external benefits of establishing a culturally diverse workforce.

- **The Positive Action Leadership Programme** is designed to encourage staff from under-represented groups to stay in the Police Service and to apply for development opportunities and progression.

3.6 I was also pleased to hear about recent initiatives such as the British Transport Police (BTP) Step-UP short-term experience programme that enables BTP to tailor personal and professional development opportunities for officers and staff including those from under-represented groups.

3.7 **Local and National Support Associations.** I have heard that a considerable amount of very good work is being carried out by local Black and Muslim Staff Support Associations across the country. These organisations often play an important part in supporting minority ethnic officers in resolving sensitive issues within their forces.

3.8 The National Diversity Staff Support Associations, the Police Federation and the Police Superintendents' Association, have also played an important part in dealing with retention issues through their participation in equality impact assessment meetings and as our "critical friends" when we and our policing partners are developing policies. I was encouraged by the positive relationship between the National Association of Muslim Police and Black and Minority Superintendents' Network and our policing partners. In return there has been a constructive dialogue taking place that influences a supportive culture within the forces and at ACPO level.

3.9 I welcome the police authorities and forces recognising the importance of Independent Advisory Groups (IAGs) and the role they play in assisting to tackle issues around recruitment, retention and progression. I was pleased to hear that the majority of local forces and police authorities have set-up and support local IAGs. Local IAGs recently came together to establish a National Independent Advisory Group structured to be able to have an input in national policy development.

## Progression

3.10 With regards to progression a number of national initiatives have been put in place to increase leadership capacity at all levels of the service including:

- **The High Potential Development Scheme (HPDS)** - a national leadership development scheme for the police service. The scheme, which has been revised and re-launched, aims to attract a cadre of individuals who will undertake a focused and structured programme which equips them with the skills to be future police leaders. It provides a structured development opportunity to a small number of high potential constables and sergeants, including access to an accelerated promotion pathway.
- **The National Senior Careers Advisory Service (NSCAS)** - a career development service specifically designed to support senior officers and staff operating at Superintendent level and above. The primary goal of NSCAS is to enhance leadership capacity and capability to ensure that there is a sufficiently large pool of officers and staff able to meet the growing leadership challenges at the top of the service.



3.11 We are also proposing to introduce a graduate fast track scheme. Diversity Staff Support Associations would like to see initiatives become more effective to help minority ethnic officers to progress in the police service.

## Discipline and Misconduct

3.12 There has been concern from some quarters on the question of whether minority ethnic officers are subject to formal investigation and the disciplinary procedure more than their white colleagues.

3.13 Following recommendations from the former CRE and Morris inquiries the Home Office has developed: a new Code of Ethics known as the Standards of Professional Behaviour to be introduced on 1st December 2008 with specific reference to unlawful or unfair discrimination; and new police officer disciplinary and unsatisfactory performance procedures, based on the ACAS Code of Practice on Disciplinary and Grievance Procedures. These new procedures will also be introduced on 1st December 2008. We will want to look at any issues of disproportionality under the new improved arrangements and the Ministerial Steering Group set out in section five can look at such issues

3.14 A summary of further achievements is attached at Annex C.

## 4.0 Issues for focus

4.1 Relatively more minority ethnic officers than white officers are leaving within five years of joining the police service. This is a concern which I have addressed in sections 2 and 5.

4.2 **Positive Action and Positive Discrimination.** As I have highlighted in section three, there is still some confusion and a lack of understanding between positive action and positive discrimination in relation to recruitment, retention and progression. Positive action is acceptable under current race and sex discrimination legislation allowing police forces to develop under-represented officers. Positive discrimination however is not permitted under current legislation. Therefore, recruiting or promoting minority ethnic officers over white officers due to their colour, or background would be unlawful.

4.3 **Lack of confidence around selection for senior posts.** A number of minority ethnic officers feel that the pre-coaching carried out for some posts disadvantages minority ethnic officers who may wish to apply for a position. This may also discourage some members of minority ethnic communities from applying to the police service in the first place.

4.4 **Specialist Roles.** National representation of minority ethnic officers in specialist roles is slightly lower than that of white officers. However, perceptions from stakeholders, particularly diversity staff support associations is that under-representation in specialist roles is a matter of concern; a point that has also been highlighted in some of the assessment meetings.

4.5 The HIMC inspection report "Duty Calls" highlighted that most forces had processes for promotion and selection to specialist posts. However, these could be improved with more content and more focus on progression of minority ethnic officers and that some specialist posts were not always subject to the rigours of advertising and open selection processes.

**4.6 Senior Police National Assessment Centre (SPNAC).** SPNAC is the process to select the future chief officers of the service. Superintendents and Chief Superintendents who aspire to chief officer rank are eligible to apply. It has been disappointing that only two minority ethnic officers have passed SPNAC in the last four years (both in 2007). A perception of minority ethnic officers is that their white colleagues have an easier journey to obtain their Chief Constable's support or endorsement to progress to SPNAC. In order for the numbers of minority ethnic officers reaching chief officer rank to be representative of the population of England and Wales, the proportion of minority ethnic officers coming forward to SPNAC and being successful needs to be higher than that for white applicants. (Along the lines achieved by female, as compared to male, applicants in recent years). We will consider these issues in the work being undertaken through the leadership strategy on chief officer development, selection and appointment.

**4.7 Race Employment Targets.** I understand that the race employment targets have not been popular with all of the representatives that I met for this assessment (although the National Black Police Association (NBPA), the National Association of Muslim Police (NAMP) and the Independent Post Lawrence Group Chairs are supportive of national and local targets). The targets have and do provide confidence and assurance to members of visible minority communities. The Equality and Human Rights Commission has also requested we maintain a national target for the police service. I believe setting local targets in conjunction with local communities is the best way forward to gain local ownership from forces and local communities.

**4.8** Her Majesty's Inspectorate of Constabulary inspection report "Duty Calls" reported recruitment of minority ethnic staff was being taken seriously with good examples of positive action. However, forces inspected were some way off achieving their targets and individual examples of noteworthy good practice needed to be converted into a consistent, corporate approach. Attention was required to progression, training of supervisors and specialists, analysis of data and follow up action, and independent scrutiny of HR processes.

## 5.0 Proposals for way forward

**5.1** As I mentioned in my introduction we are not starting from "point zero" but building on the good work that forces are already doing. Section four identifies some areas of concern which need to be addressed. This section sets out how we can take this forward through the proposals set out below.

**5.2 Establish a Ministerial Steering Group.** I will establish and chair a steering group. This group will have oversight of issues around recruitment, retention and progression. Initial membership will include the independent chairs of the Post Lawrence Project Groups and key policing partners such as the Police Federation, Diversity Staff Support Associations, the Police Superintendents' Association, the Association of Chief Police Officers, Association of Police Authorities and the National Policing Improvement Agency. The aim will be to bring together leaders from policing partners and independent community members to oversee the progress of the proposals in this paper. The group will also have an opportunity of inviting local police chief constables and police authority members to share good practice as well as encourage those that need to improve within this area. The group will be reviewed after six months because we want to quickly achieve and maintain additional impetus.

**5.3 The Three - Year Equality, Diversity and Human Rights Strategy.** This is a key initiative highlighted in the Policing Green Paper. The strategy is being developed jointly with ACPO and APA with support by NPIA and HMIC. This overarching strategy will underpin key programmes of work and will be instrumental in helping to address the issues highlighted in this assessment. All of our key policing partners have responded positively to the proposed strategy and the work that it will drive forward. There is no single initiative or answer to improve minority ethnic recruitment, retention and progression within the police service. However, I believe the following initiatives will play a positive part in moving the agenda forward.

a) **Equality standards for policing.** The equality standards are a key component of the strategy. The aim of these standards (currently being developed by the NPIA), will be to assist the service to continue to improve performance and mainstream activity on equality and diversity.

b) **Local Targets.** The Green Paper asked whether equality standards should include local decisions on the setting of local targets, for example on minority ethnic recruitment, retention and progression on race. ACPO and the APA have welcomed this as have other stakeholders. However, our equality impact assessment on the Green Paper indicates some community stakeholders are worried about the end of national targets. In keeping with our approach on increasing local responsibility, ambitious targets should be selected and set on the most important issues locally. The police authority would set the targets, which should be agreed with the force, and the target setting process must involve police officers, police staff and local communities. As the Green Paper proposes, national oversight would be maintained in particular via the HMIC 2010 workforce inspection's coverage of equality standards. We should also emphasise nationally the importance we place on ambitious, realistic and consultative target setting.

c) **Local Recruitment, Retention and Progression Improvement Plans.** Helping forces that need support is going to be the key in taking the recruitment, retention and progression agenda forward. The Steering Group will have further discussions to see how best to help local forces improve. Improvement plans could include initiatives such as:

- **Recruitment "Buddy".** System for probationers and informal support from local staff associations and colleagues within the force.
- **Progression Mentoring.** Each force would have a positive action initiative whereby Sergeants, Chief Inspectors, Superintendents and ACPO ranks provide the opportunity to adopt minority ethnic officers to mentor. This would link to the NPIA People Strategy in developing officers to understand key roles.
- **Attachment schemes.** These would provide the opportunity for minority ethnic officers to work in specialist roles for a minimal period to develop their experience within different areas. These roles should also include finance, Professional Standards etc.

d) **Tripartite Oversight Group on retention and progression and minority ethnic career tracking.** I also welcome ACPO work on a retention and progression action plan supported by NPIA and linked to the National Leadership Strategy, approved by the National Policing Board. This includes setting up a Tripartite Oversight Group to oversee the progress and development of minority ethnic chief inspectors and superintendents. The action plan will include two

key initiatives. The first will be the extension of the National Careers Advisory Service to include minority ethnic chief inspectors and above as we have already outlined in the Green Paper. The second is the creation of a national career development which would encourage talent management throughout the service but in particular track the careers of minority ethnic officers and act as a base where they could seek advice on courses and secondment opportunities.

e) **Positive Action Good Practice Guidance.** The NPIA should develop in partnership with HO, ACPO, APA and in conjunction with the Equality and Human Rights Commission "Positive Action Good Practice" guidance on recruitment, retention and progression for the police service. This should also take into account the forthcoming extended positive action proposals in the single Equality Bill. There should also be an input from partners such as: the Police Federation, the Diversity Staff Support Associations and Superintendents' Association.

f) **Learning the lessons guidance.** It would be helpful to update and circulate to forces the existing guidance "Learning the Lessons from Employment Tribunals" (published in 2004). This guidance is aimed at resolving workplace disputes at the earliest opportunity and highlights the role that Police Authorities, various support associations including the Police Federation and Unison can play in resolving cases. It recommends resolution not confrontation and promotes the sharing of lessons learned and links these to a wider impact on the service.

g) **The Senior Police National Assessment Centre.** We will consider the issues highlighted around the process of obtaining Chief Constable's support or endorsement to progress to SPNAC in taking forward police leadership strategy work on chief officer development, selection, and appointment. In my meetings with the NPIA some helpful suggestions have been made which I am keen to explore further through the Ministerial Steering Group.

h) **Minority ethnic progression.** All work on police promotion and leadership development needs to address issues around minority ethnic progression, for example through the proposed National College of Police Leadership. This applies to progression at all levels of the police service, not just to chief officer ranks.

i) **National Exit Interview Data.** We also need to examine further the reasons for leaving data from forces' Annual Data Returns (ADR). We shall look at how it can be improved and lessons learned.

j) **Targeted Recruitment Campaign.** I will be asking the NPIA to consider exploring possibilities for a targeted recruitment campaign and working with volunteer local forces that need support in attracting people from minority ethnic communities.

k) **Communication Strategy.** This will include regional force visits by me and members of the Ministerial Steering Group to meet with officers and community representatives to promote our vision for a police service that has trust and confidence of all communities and a service that reflects the communities it serves. In addition to this I am also keen to hold a Recruitment, Retention and Progression Conference in 2009. The conference will bring together policing partners to promote the progress made on this paper and share good practice. The conference could be an opportunity to launch the Learning the Lessons and the Positive Action, Good Practice guidance.

## Annex A

### ASSESSMENT STATISTICS

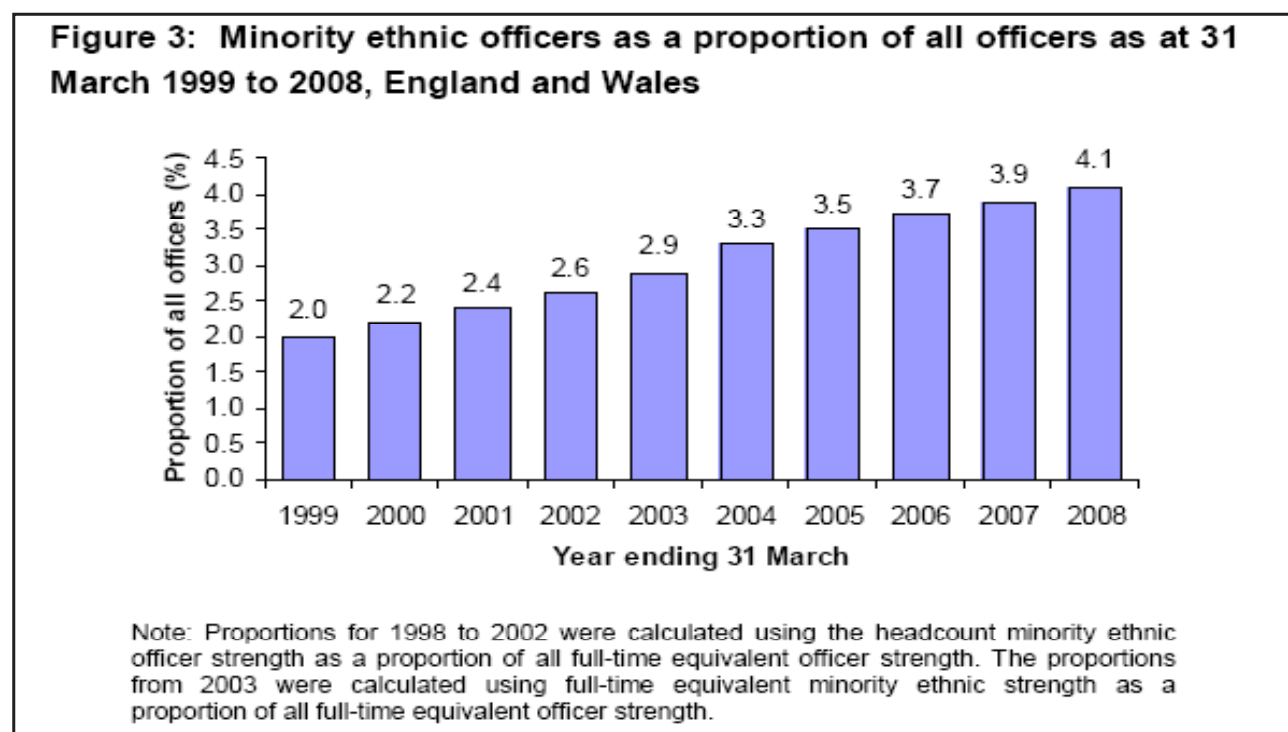
Assessment on current position of black and minority ethnic (BME) recruitment, retention and progression (The following is based on unpublished figures from Home Secretary's Race Employment Target Report for 2007/8).

#### Notes

1. Data taken from Home Office Statistical Bulletin (HOSB) 08/08 "Police Service Strength, England and Wales, 31 March 2008", available online from <http://www.homeoffice.gov.uk/rds/pdfs08/hosb0808.pdf>.
2. Data are based on full-time equivalent figures that have been rounded to the nearest whole number. Because of rounding there may be an apparent discrepancy between totals and the sums of constituent items.
3. Whilst strength data are identified separately in HOSB 08/08, data on recruitment, retention and progression have not been previously published in this format, and are based on aggregated totals given in HOSB 08/08.
4. This summary includes figures from the Home Secretary's Race Employment Targets Report and outlines progress against the race employment targets for 2008.
5. Some rates (in per cent) should be treated with caution due to very low numbers of officers, most notably recruitment figures for smaller forces, and progression figures for higher ranks. For example, for smaller forces the recruitment rate would be increased considerably should a single additional BME officer be recruited.

Table 1 below shows how the proportion of BME officers in the police service has increased over the last ten years. The number of BME officers increased by 273 (5 per cent) in the twelve months to 31 March 2008. In the nine year period depicted in the graph (1999 to 2008), the proportion of BME officers in the service has more than doubled.

Table 1  
Black and Minority Ethnic Officers as a proportion of all officers as at 31 March 1999 to 31 March 2008, England and Wales



## **RECRUITMENT – table 2 below**

- The assessment on recruitment. The national picture shows that the BME officer recruitment rate of 7.2 per cent is just above the national 7.0% target set by the Home Secretary in 1999. However BME officer strength is well below target at 4.1 per cent.
- Given that turnover rates amongst police officers are generally very low, recruitment within police forces in the future will need to reflect or exceed the economically active BME population for significant progress to be achieved. This is particularly so for the four major forces Metropolitan Police Service (MPS), West Midlands, Greater Manchester Police (GMP), and West Yorkshire who have the largest black and minority ethnic populations.

## Recruitment – table 2

Table 2 below shows both recruitment and overall strength figures for 2007/08:

Force Name	TARGET	Police Officer Strength			Police Officer Recruitment		
		2008 TOTAL	2008 BME	BME %	2008 TOTAL	2008 BME	BME %
Avon & Somerset	2%	3,407	51	1.5%	167	2	1.2%
Bedfordshire	10%	1,207	71	5.8%	94	10	10.7%
Cambridgeshire	4%	1,379	31	2.2%	67	0	0.0%
Cheshire	1%	2,181	22	1.0%	46	1	2.2%
Cleveland	1%	1,692	25	1.5%	45	2	4.4%
Cumbria	1%	1,246	12	1.0%	42	1	2.4%
Derbyshire	3%	2,095	75	3.6%	143	6	4.2%
Devon & Cornwall	1%	3,529	28	0.8%	118	2	1.7%
Dorset	1%	1,518	15	1.0%	52	0	0.0%
Durham	1%	1,632	27	1.6%	26	0	0.0%
Essex	2%	3,385	78	2.3%	247	11	4.4%
Gloucestershire	1%	1,353	22	1.6%	77	0	0.0%
Greater Manchester	7%	8,034	334	4.2%	442	23	5.2%
Hampshire	2%	3,912	85	2.2%	240	4	1.7%
Hertfordshire	5%	2,162	64	3.0%	111	12	10.8%
Humberside	1%	2,243	23	1.0%	107	0	0.0%
Kent	2%	3,718	91	2.4%	179	23	12.8%
Lancashire	5%	3,675	107	2.9%	182	10	5.5%
Leicestershire	11%	2,241	137	6.1%	107	13	12.2%
Lincolnshire	1%	1,201	17	1.4%	37	0	0.0%
London, City of	10%	830	44	5.3%	28	1	3.6%
Merseyside	2%	4,477	127	2.8%	211	6	2.8%
Metropolitan Police	25%	31,460	2,594	8.2%	1,114	199	17.9%
Norfolk	1%	1,578	19	1.2%	59	2	3.4%
Northamptonshire	3%	1,309	52	4.0%	85	5	5.9%
Northumbria	2%	3,983	54	1.4%	172	1	0.6%
North Yorkshire	1%	1,581	18	1.1%	0	0	0.0%
Nottinghamshire	4%	2,369	76	3.2%	52	3	5.8%
South Yorkshire	3%	3,201	95	3.0%	92	4	4.3%
Staffordshire	2%	2,269	42	1.9%	49	4	8.2%
Suffolk	1%	1,319	25	1.9%	16	1	6.3%
Surrey	4%	1,944	68	3.5%	125	12	9.6%
Sussex	3%	3,075	44	1.4%	238	2	0.8%
Thames Valley	5%	4,186	156	3.7%	263	18	6.8%
Warwickshire	4%	1,036	40	3.9%	2	0	0.0%
West Mercia	2%	2,486	38	1.5%	130	1	0.8%
West Midlands	16%	8,412	624	7.4%	516	49	9.5%
West Yorkshire	9%	5,822	246	4.2%	383	23	6.0%
Wiltshire	1%	1,210	17	1.4%	61	2	3.3%
Dyfed-Powys	1%	1,194	9	0.8%	53	0	0.0%
Gwent	1%	1,487	22	1.5%	62	0	0.0%
North Wales	1%	1,579	7	0.4%	50	2	4.0%
South Wales	2%	3,244	62	1.9%	69	2	2.9%
	<b>7%</b>	<b>141,859</b>	<b>5,793</b>	<b>4.1%</b>	<b>6,357</b>	<b>457</b>	<b>7.2%</b>

Number of forces meeting target (out of 43)	20	23
Percentage of forces meeting target	47%	53%



## RETENTION - table 3

### Key messages

- The assessment on national retention shows that BME officer retention is currently worse than retention of white officers at all lengths of service.
- The gap is most notable for BME officers with less than five years service.
- Separate analysis of retention by force shows that the situation is generally similar across forces with both high and low BME officer populations.

### Retention – table 3

Table 3 below shows retention figures (i.e. officers resigning from the service or dismissed) for both 2006/07 and 2007/08:

	Number of Leavers		Number of Staff		Percentage		Number of Leavers		Number of Staff		Percentage	
	All minority ethnic		All minority ethnic		All minority ethnic		White		White		White	
	2006/07	2007/08	2006/07	2007/08	2006/07	2007/08	2006/07	2007/08	2006/07	2007/08	2006/07	2007/08
<b>Less than 6 months</b>	16	9	261	255	<b>6.1%</b>	<b>3.5%</b>	109	88	3,521	2,783	<b>3.1%</b>	<b>3.2%</b>
<b>6 months to 2 years</b>	37	37	557	621	<b>6.6%</b>	<b>6.0%</b>	509	431	9,004	8,364	<b>5.7%</b>	<b>5.2%</b>
<b>2 years to 5 years</b>	46	57	1,629	1,443	<b>2.8%</b>	<b>4.0%</b>	529	447	25,441	21,395	<b>2.1%</b>	<b>2.1%</b>
<b>5 years to 10 years</b>	21	26	1,033	1,338	<b>2.0%</b>	<b>1.9%</b>	355	417	24,467	28,019	<b>1.5%</b>	<b>1.5%</b>
<b>10 years and over</b>	15	22	2,028	2,175	<b>0.7%</b>	<b>1.0%</b>	660	717	75,126	73,144	<b>0.9%</b>	<b>1.0%</b>
<b>Sum:</b>	135	151	5,508	5,832	<b>2.5%</b>	<b>2.6%</b>	2162	2100	137,559	133,705	<b>1.6%</b>	<b>1.6%</b>

## PROGRESSION

### Representation by Rank – Table 4

Table 4 below shows BME representation by rank for 2007/08:

Rank	2008		
	BME	%BME	TOTAL
Constable	4,823	4.4%	108,884
Sergeant	676	3.0%	22,240
Inspector	188	2.6%	7,169
Ch Inspector	58	3.1%	1,869
Superintendent	31	3.1%	1,014
Ch Superintendent	11	2.3%	484
ACPO	7	3.5%	202
<b>TOTAL</b>	<b>5,793</b>	<b>4.1%</b>	<b>141,859</b>

Table 5 below shows BME progression for 2007/08 split into length of service bands for England & Wales.

Progression table 5

Rank	Length of Service	All minority ethnic	White	All minority ethnic	White	All minority ethnic	White	All minority ethnic	White
		England And Wales		Metropolitan Police Service (MPS)		Metropolitan Forces not including MPS <sup>1</sup>		All Other Non-Metropolitan Forces <sup>1</sup>	
TOTAL	5 to 10 yrs	1,338	28,019	643	6,603	327	6,469	368	14,947
Sergeant or Above	5 to 10 yrs	136	2,958	55	707	34	565	47	1,686
% Sergeant or Above	5 to 10 yrs	10.2%	10.6%	8.6%	10.7%	10.4%	8.7%	12.8%	11.3%
TOTAL	10 yrs +	2,175	73,144	806	16,176	645	18,288	724	38,680
Sergeant or Above	10 yrs +	816	27,934	288	6,997	246	6,233	282	14,704
% Sergeant or Above	10 yrs +	37.5%	38.2%	35.7%	43.3%	38.1%	34.1%	39.0%	38.0%
TOTAL	5 to 15 yrs	2,057	47,229	931	10,169	551	11,769	575	25,291
Inspector or Above	5 to 15 yrs	48	1,167	9	150	23	308	16	709
% Inspector or Above	5 to 15 yrs	2.3%	2.5%	1.0%	1.5%	4.2%	2.6%	2.8%	2.8%
TOTAL	15 yrs +	1,456	53,934	518	12,610	421	12,988	517	28,336
Inspector or Above	15 yrs +	240	8,910	87	2,232	57	1,929	96	4,749
% Inspector or Above	15 yrs +	16.5%	16.5%	16.8%	17.7%	13.5%	14.9%	18.6%	16.8%
TOTAL	10 to 15 yrs	719	19,210	288	3,566	224	5,300	207	10,344
Chief Inspector or Above	10 to 15 yrs	7	184	0	17	5	48	2	119
% Chief Inspector or Above	10 to 15 yrs	1.0%	1.0%	0.0%	0.5%	2.2%	0.9%	1.0%	1.2%
TOTAL	15 yrs +	1,456	53,934	518	12,610	421	12,988	517	28,336
Chief Inspector or Above	15 yrs +	93	3,113	28	723	21	631	44	1,759
% Chief Inspector or Above	15 yrs +	6.4%	5.8%	5.4%	5.7%	5.0%	4.9%	8.5%	6.2%
TOTAL	10 to 20 yrs	1,413	38,418	506	7,285	431	9,935	476	21,198
Superintendent or Above	10 to 20 yrs	5	207	1	20	4	57	0	130
% Superintendent or Above	10 to 20 yrs	0.4%	0.5%	0.2%	0.3%	0.9%	0.6%	0.0%	0.6%
TOTAL	20 yrs +	762	34,726	300	8,891	214	8,353	248	17,482
Superintendent or Above	20 yrs +	41	1,350	9	304	9	282	23	764
% Superintendent or Above	20 yrs +	5.4%	3.9%	3.0%	3.4%	4.2%	3.4%	9.3%	4.4%

1. The eight Metropolitan forces are Greater Manchester, City of London, Merseyside, Metropolitan Police, Northumbria, South Yorkshire, West Midlands and West Yorkshire.

Assessing BME progression without considering length of service (table 4) suggests that BME progression is much slower than white progression. However, this is misleading. Increases in BME recruitment in recent years mean that only 37% of BME officers have more than 10 years' service, compared to 55% of white officers. Therefore, assessment of progression including length of service gives a more reliable picture (table 5).

The table separates out the position for some of the bigger forces: to some extent the relative position on progression in the MPS will be influenced by its steep increase in BME recruitment (even within a given length of service band, BME officers on average have shorter service than white officers). The MPS has made significant progress in recent years in raising the number of BME officers in Superintending, Inspector and Sergeant ranks, but recognises that there is opportunity for further improvement.

## Key messages

- Minority ethnic officer progression is very close to the white officer progression for all length of service bands assessed.

## Specialist posts – table 6

Table 6 below shows representation within specialist functions for 2007/08: (Please note that this is a suggested list of specialist roles drawn up by the Home Office)

Totals	42,171	1,459	3.5%	-0.2%	-105
Specialist Functions	Number of specialist officers	Number of BME specialist officers	BME specialist officer proportion	Difference from overall BME proportion	Difference from expected BME specialist numbers
CID	17,632	673	4%	0%	19
Traffic	6,299	102	2%	-2%	-132
Child/Sex/Domestic	4,560	208	5%	1%	39
Special Branch/ Protection/ Immigration/ Nationality	4,289	214	5%	1%	54
Firearms - Tactical	2,569	48	2%	-2%	-47
Dogs	1,517	17	1%	-3%	-39
Surveillance Unit	1,225	39	3%	-1%	-6
CID Aides/Trainee Investigators	889	56	6%	3%	23
Complaints and Discipline	851	30	4%	0%	-1
Fraud	788	40	5%	1%	11
Drugs	515	17	3%	0%	-2
Mounted	340	4	1%	-3%	-9
Air	281	0	0%	-4%	-10
Asset confiscation	159	8	5%	1%	2
Vice	99	3	3%	-1%	-1
Marine	94	0	0%	-4%	-3
Underwater	65	0	0%	-4%	-2

**Note:** The comparison to the overall BME proportion and expected numbers are based on officers with >3 years service, since any less experienced officers are highly unlikely to be in specialist posts. Therefore the BME proportion for specialist posts overall is 3.7% (but currently stands at 3.5%). Table 6 therefore benchmarks against 3.7%.

### Key messages:

- National BME representation within specialist roles is slightly lower than for other officers
- Performance varies substantially between different specialist roles. For some roles, BME representation is higher than expected. The roles with the largest under-representation of BME officers are:
  - Traffic
  - Firearms – tactical
  - Dogs

### Notes and caveats

- This summary includes draft and as yet unpublished figures from the Home Secretary's Employment Targets report for 2008.
- Some figures should be treated with caution due to very low sample sizes – especially recruitment figures for smaller forces, and progression figures for higher ranks.

## BME Police Staff – Recruitment and Retention

### Police Staff Recruitment – table 7

Table 7 below shows both recruitment and overall strength figures for 2007/08:

	TARGET	Police Staff Strength			Police Staff Recruitment		
		2008 TOTAL	2008 BME	BME %	2008 TOTAL	2008 BME	BME %
Avon & Somerset	2%	2,665	60	2.2%	266	46	17.4%
Bedfordshire	10%	881	54	6.1%	116	10	8.8%
Cambridgeshire	4%	1,115	39	3.5%	177	9	5.1%
Cheshire	1%	1,648	19	1.1%	260	6	2.3%
Cleveland	1%	871	13	1.5%	164	4	2.4%
Cumbria	1%	905	5	0.5%	121	2	1.3%
Derbyshire	3%	1,485	51	3.4%	215	14	6.4%
Devon & Cornwall	1%	2,538	15	0.6%	369	4	1.1%
Dorset	1%	1,162	12	1.0%	106	0	0.0%
Durham	1%	978	6	0.6%	152	2	1.3%
Essex	2%	2,501	68	2.7%	370	11	3.1%
Gloucestershire	1%	918	27	3.0%	65	1	1.5%
Greater Manchester	7%	4,492	176	3.9%	583	27	4.7%
Hampshire	2%	2,856	61	2.2%	457	19	4.2%
Hertfordshire	5%	1,828	66	3.6%	269	12	4.3%
Humberside	1%	1,726	19	1.1%	368	8	2.0%
Kent	2%	2,884	70	2.4%	546	24	4.3%
Lancashire	5%	2,327	74	3.2%	363	18	4.8%
Leicestershire	11%	1,392	131	9.4%	125	18	14.7%
Lincolnshire	1%	938	8	0.9%	169	3	1.8%
London, City of	10%	345	69	20.0%	30	8	26.7%
Merseyside	2%	2,610	59	2.3%	243	10	4.1%
Metropolitan Police	25%	18,831	4,685	24.9%	2,217	559	25.2%
Norfolk	1%	1,383	13	0.9%	247	4	1.6%
Northamptonshire	3%	1,183	42	3.6%	205	12	6.0%
Northumbria	2%	2,278	21	0.9%	362	2	0.6%
North Yorkshire	1%	1,261	12	1.0%	137	0	0.0%
Nottinghamshire	4%	1,721	67	3.9%	216	10	4.6%
South Yorkshire	3%	2,372	53	2.2%	297	10	3.3%
Staffordshire	2%	1,563	29	1.8%	162	9	5.6%
Suffolk	1%	991	17	1.7%	92	0	0.0%
Surrey	4%	2,197	89	4.0%	432	24	5.6%
Sussex	3%	2,401	44	1.8%	243	3	1.1%
Thames Valley	5%	3,301	158	4.8%	793	48	6.1%
Warwickshire	4%	762	31	4.1%	113	4	3.1%
West Mercia	2%	1,922	37	1.9%	318	5	1.4%
West Midlands	16%	4,184	447	10.7%	527	84	15.8%
West Yorkshire	9%	4,012	154	3.8%	627	40	6.4%
Wiltshire	1%	1,026	13	1.3%	181	1	0.6%
Dyfed-Powys	1%	732	4	0.5%	78	2	1.9%
Gwent	1%	1,015	9	0.9%	171	0	0.0%
North Wales	1%	971	5	0.5%	79	2	2.5%
South Wales	2%	2,086	23	1.1%	209	6	2.9%
	<b>7%</b>	<b>95,256</b>	<b>7,056</b>	<b>7.4%</b>	<b>13,238</b>	<b>1,078</b>	<b>8.1%</b>

Number of forces meeting target (out of 43)	18	28
Percentage of forces meeting target	42%	65%

### Key messages:

- **Nationally both BME staff strength and recruitment are above target**
- Higher turnover rates amongst staff, compared to officers, make it easier for strength targets to be achieved quickly
- The BME proportion within the MPS is extremely close to the target. This has been particularly driven by a very high proportion of BME PCSOs (over 30%)

### Police Staff - Retention table 8

Table 8 below shows retention figures (i.e. staff resigning from the service or dismissed) for both 2006/07 and 2007/08:

	Number of Leavers		Number of Staff		Percentage		Number of Leavers		Number of Staff		Percentage	
	All minority ethnic		All minority ethnic		All minority ethnic		White		White		White	
	2006/07	2007/08	2006/07	2007/08	2006/07	2007/08	2006/07	2007/08	2006/07	2007/08	2006/07	2007/08
<b>Less than 6 months</b>	68	70	664	439	<b>10.2%</b>	<b>15.9%</b>	994	875	7,849	5,775	<b>12.7%</b>	<b>15.2%</b>
<b>6 months to 2 years</b>	149	223	1,164	1,624	<b>12.8%</b>	<b>13.7%</b>	2,152	2,727	12,767	17,916	<b>16.9%</b>	<b>15.2%</b>
<b>2 years to 5 years</b>	169	219	2,431	2,282	<b>7.0%</b>	<b>9.6%</b>	2,055	2,426	22,685	22,297	<b>9.1%</b>	<b>10.9%</b>
<b>5 years to 10 years</b>	33	47	945	1,381	<b>3.5%</b>	<b>3.4%</b>	760	934	15,627	17,884	<b>4.9%</b>	<b>5.2%</b>
<b>10 years and over</b>	30	30	1,617	1,594	<b>1.9%</b>	<b>1.9%</b>	887	844	26,805	27,306	<b>3.3%</b>	<b>3.1%</b>
<b>Sum:</b>	449	589	6,821	7,320	<b>6.6%</b>	<b>8.0%</b>	6848	7806	85,733	91,178	<b>8.0%</b>	<b>8.6%</b>

### Key messages:

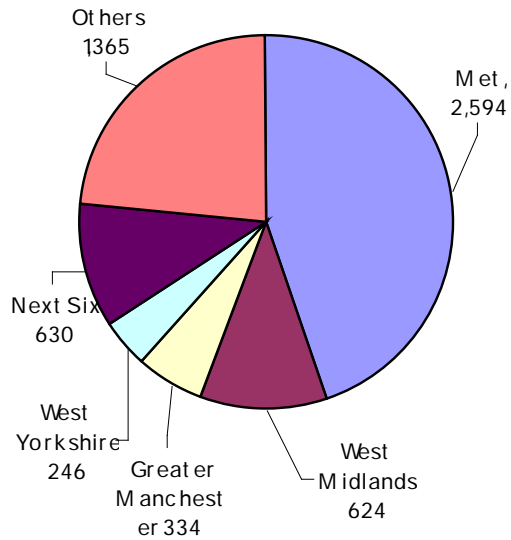
- **National BME staff retention is currently better than retention of white staff** for all but one length of service band

### Assessment of key forces

The charts below show the significance of the Met, West Midlands, Greater Manchester and West Yorkshire for overall BME officer representation nationally. They are compared to the total for the next six forces which make up the top ten in terms of significance for balanced minority ethnic officer representation (Leicestershire, Thames Valley, Lancashire, Bedfordshire, Hertfordshire and South Yorkshire) and to the other 33 forces.

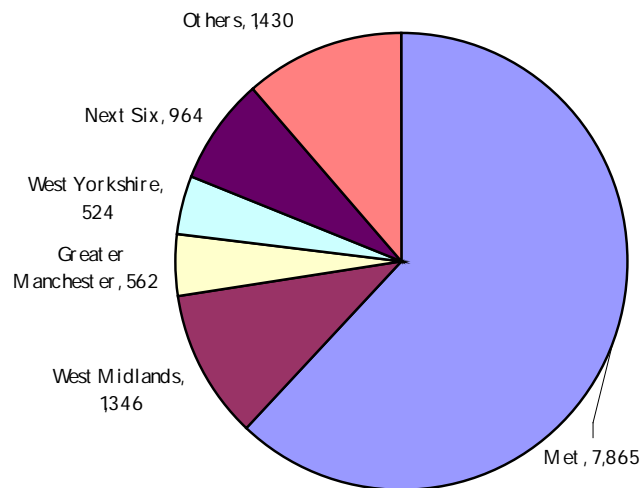
### Chart 1

Minority Ethnic officer strength broken down by force



### Chart 2

Minority Ethnic officer **target** strength broken down by force



## Annex B

### ASSESSMENT OF MINORITY ETHNIC RECRUITMENT, RETENTION AND PROGRESSION IN THE POLICE SERVICE

#### List of Policing Partners

Three main meetings held in relation to the minority ethnic recruitment retention and progression assessment.

#### **Meeting date: 8 October 2008**

Dr Tim Brain – Chair Chief Police Officers' Staff Association  
Charlie Laporte – Staff Officer to Dr Tim Brain  
Bob Jones – Chairman of the Association of Police Authorities  
Robin Field-Smith – Personnel, Training and Diversity, Her Majesty's Inspectorate of Constabulary  
Ali Heydari – Her Majesty's Inspectorate of Constabulary  
Ian Johnston – President Police Supers  
Jayne Monkhouse – Equalities Advisor Police Supers  
Peter Neyroud – Chief Executive National Policing Improvement Agency  
Stephen Otter – Chief Constable, Devon and Cornwall Police and ACPO Race and Diversity Lead  
Michael Pearson – Police Federation of England and Wales

#### **Meeting date: 9 October 2008**

National Black Police Association (NBPA) represented by the President Ali Dizaei and Vice President and Tony Smikle and the BME National Superintendents' Network – represented by Dilip Amin.

#### **Meeting date: 15 October 2008**

Chairs of Post Lawrence Project Groups:  
Doreen Lawrence – Chair Trust and Confidence Group  
Iqbal Bhana - Chair of the Racist Incident Group and  
R David Muir – Chair of Learning and Development Training, and  
Ranjit Manghnani, National Policing Improvement Agency

Letters sent to Paul Cahill, Chair Gay Police Association, Scott Westbrook, Chair National Disabled Police Association and Julie Spence, Chair British Association for Women in Policing to inform them of the assessment.

Short discussions with the Police Federation Inspectors Branch, Julie Spence, Chair of the British Association for Women in Policing, Alf Hitchcock, Deputy Assistant Commissioner, Metropolitan Police and Sir Paul Stevenson, Deputy Commissioner, Metropolitan Police and Peter Neyroud, Chief Executive National Policing Improvement Agency.

#### **Meeting 14 October 2008**

Home Secretary meeting with National Association of Muslim Police (NAMP) represented by Zaheer Ahmad, President, Dal Babu Executive member, NAMP and Fiaz Choudhary, NAMP Committee Member and Chair of Met AMP



## Annex C

### Some Key Achievements

- Establishment of joint (HO, ACPO, APA) national team - Police National Diversity Team set up (January 2005) to help the service and partners implement the “National Race Equality Programme” – developed in response to EHRC Formal Investigation into Racism in the Police Service (report of a 125 recommendations)
- National Race Equality Programme for the Police Service (Published July 2005)
- ‘Delivering Diversity in the Police Service’ Conference (July 2005)
- Establishment of a joint Board (HO, APA, ACPO, NPIA and HMIC) Equality and Diversity Strategy Board – Board meets on a regular basis to consider the priorities for the police service in relation to the equality and diversity agenda
- Development of a model framework and guidance to equality impact assess all national and local policing policies
- List of priority police service functions and policies (to assist with impact assessment)
- Standardised national exit interview questionnaire and guidance (2006)
- Employment Monitoring Duty Guidance bespoke for the police service (2006)
- National Race conference “Getting It Right” to consider the national Race Equality Programme one year on and workshops to share good practice (June 2006)
- Development of a model structure for forces to develop Confidence and Equality Boards (through which the general duty to promote race equality is driven)
- Establishment of force regional ‘Confidence and Equality’ Networks
- Minority Ethnic Police Officer representation 4.1% in 2008 double from 2% in 1999
- Minority Ethnic Police Staff representation achieved national target in 2007
- Minority Ethnic Police Special Constable representation achieved national target in 2007
- In March 2008, minority ethnic Police Community Support Officers (PCSOs) accounted for 11.5% of the total number of PCSOs in England and Wales

