Developing Diversity in the Police Service

A Report of Her Majesty's Inspectorate of Constabulary

Developing Diversity in the Police Service

Thematic Inspection - Report 1995

Preface

In today's diverse society, policing calls for a wider range of skills and abilities than ever before. All police forces need to use and develop their existing staff - police officers, civilian colleagues and special constables alike - and to attract and nurture talent from within the communities they serve. Striving for real equality of opportunity within the Service will make efficient use of our human resources and demonstrate our commitment to fair and responsive policing.

In 1992 HM Inspectorate of Constabulary published its first thematic inspection report on equal opportunities in the police service in England and Wales. Since then the subject has featured as a key issue in the regular inspection programme of all forces. I applaud the considerable progress made by many forces in developing and implementing equal opportunities policies. The Service cannot, however, sit back and believe that there is nothing more to be done. All too often the results of discrimination, harassment and inappropriate behaviour surface in the publicity surrounding industrial tribunals. This report will help forces to identify areas which require further attention and support the Inspectorate in its quest for continuous improvement.

I am grateful for the open and frank responses from those Chief Constables and their staff whose forces were subject to scrutiny and I acknowledge the help given by the Equal Opportunities Commission and the Commission for Racial Equality.

Sir Trefor Morris CBE QPM CIMgt
HM Chief Inspector of Constabulary

Acknowledgements

HM Inspector would like to thank the Chief Constables and staff of the following forces who were visited to provide material for this report:

- Bedfordshire Police

- Devon and Cornwall Constabulary

- Cambridgeshire Constabulary

- Greater Manchester Police

- Hertfordshire Constabulary

- Kent County Constabulary

- Lincolnshire Police

- Northumbria Police

- North Wales Police

- South Yorkshire Police

- Surrey Police

- West Midlands Police

- Wiltshire Constabulary

HM Inspector would also like to thank all those who took part in the informal group meetings held during each force Inspection. The participants were frank and constructive, and showed a quite exceptional level of dedication, commitment and pride in the work they were doing. Many of their comments have been used to illustrate points in the report. Rank and gender has been attributed to the quotes, and the attribution 'black' includes all ethnic minorities.

He is also highly appreciative of the valuable and critical comments he received on his first draft from large numbers of people, both within forces and externally, and for the support provided by the Inspectorate staff at Woking and the Assistant Inspector of Constabulary.

Examples of good practice in named forces are described in the text. HM Inspector would like to point out that praise for one particular example does not imply that similar good practice was not being undertaken elsewhere.

1.   Introduction

HMIC Policy

1.1   In the HMIC Report, 'Equal Opportunities in the Police Service' 1992, HMIC Policy on Equal Opportunities was expressed as follows:

'Our aim is to ensure that forces have implemented, or are actively implementing, effective equal opportunities policies broadly in line with Home Office Circular 87/1989 and subsequent progress reports; to ensure that this is monitored; that strategic action is taken in all relevant areas; to provide a working grievance procedure; to ensure that all officers are aware of their rights and responsibilities under the policy and to ensure they are selected and treated properly to the benefit of the individual and the organisation.'

This report takes this policy forward.

Methodology

1.2   Formal Inspections were carried out within thirteen forces in England and Wales chosen on the basis of geography, size, policing performance and stage of development in equal opportunities. The aim was to provide a national provincial overview which avoided total replication of the 1992 HMIC Report (* below) and the survey by the Commission for Racial Equality in 1993 (# below). The latter report also covered Scotland. The thirteen forces inspected in 1995 were:

Bedfordshire *	Greater Manchester *#
Cambridgeshire	Hertfordshire
Devon and Cornwall *	Kent
Lincolnshire	Surrey *
Northumbria #	West Midlands
North Wales	Wiltshire
South Yorkshire #	

1.3   Material and recommendations from all other primary and performance review inspections by HMIC since 1992, including the Metropolitan Police Service (MPS), were also examined and drawn upon, together with the 1994 Report on the Police Service and Racial Equality by Dr Robin Oakley and the Commission for Racial Equality, and the Kinsley Lord Report 1994 on Equal Opportunities in the Metropolitan Police. The Metropolitan Police was not inspected as part of this survey because it was felt that its size, identity and the policing problems in London might distort comparisons with forces in the rest of England and Wales. However, several interviews were conducted with Metropolitan Police staff from minority groups.

Pre-Inspections

1.4   The pre-inspections included up to a week spent in each force. There was an assessment of the data held on HMIC computerised data base (the Matrix of Indicators), which covers broad areas of policing across all forces in England and Wales, including the Metropolitan Police. The record of achievement was examined with police and civilian managers at all levels. Records and files were examined and tested, and issues discussed with groups of staff.

1.5   There were meetings with managers, staff association representatives and shop stewards, welfare officers, medical and occupational health staff, equal opportunities and training officers. Members of the special constabulary were included.

Formal Inspections

1.6   The formal Inspections allowed for at least one day with each force. Using the issues identified on the pre-inspection, they followed a general pattern:

■   initial discussions with one or more chief police officers and a de-briefing discussion on conclusion. The Chief Constable was often involved.

■   discussions with senior and middle managers responsible for implementing equal opportunities policies and training.

■   discussions with personnel, training, welfare and occupational health staff, including the equal opportunities adviser.

■   group discussions with junior managers.

■   group discussions with male and female officers and civilian staff. These two groups were often combined.

■   group discussions with female officers and civilian staff.

■   group discussions with ethnic minority officers and civilian staff.

Many of the comments from these discussions have been used to illustrate points in the report.

1.7   Each force was asked to publicise the Inspection to all staff in advance. This included a general invitation to make comments directly and in confidence to the Inspectorate. In one force this was taken up by a number of women officers and in another by one male officer.

1.8   In most forces there appeared to be no inhibitions of any kind about the expression of views on equal opportunities or on other aspects of force management. This was, however, not universally the case.

Data

1.9   As indicated earlier, the statistics are based on the data contained in the HMIC matrix of indicators which are supplied by each force. The figures in the text relate to

police forces in England and Wales from which the figures for the Metropolitan Police have been excluded. The means of retrieval from the matrix produces data which are not necessarily precisely compatible with other published information. It should also be noted that where figures are rounded up, numbers will nor necessarily add up to 100%, and ethnic minority figures usually include both men and women.

1.10   Tables of data are shown at Appendix 2 and at appropriate points in the text of the report.

2. Overview

The Present Context

2.1   In thirteen Inspections, HM Inspector has seen substantial progress in the development of systems for implementing equal opportunities policies. This is a significant step forward since the previous inspections in 1992, and an improvement on what was found by the research of the Commission for Racial Equality in 1994. Much has been achieved from a standing start, especially in policies, procedures, monitoring systems and public statements of commitment. In every force there are good, sometimes excellent, initiatives.

2.2   Overall, the picture is more complex. Although in the majority of forces there is a very small but continuing rise in the recruitment of women and ethnic minority officers, their progress up the promotion ladder or into departments and specialisms is far slower. Alongside praiseworthy examples of good practice, there is also scepticism, tokenism and indifference. There are forces where a 'cause celebre' has been the only reason why anything has been done. There are many individuals who see equal opportunities as crucial to the development of a modern, efficient and diverse workforce for the next century, but entrenched attitudes continue to frustrate or dilute their best efforts.

2.3   During each Inspection HM Inspector talked with support services such as welfare and occupational health, and with a wide range of groups and individuals. They told of a rising incidence of reports of oppressive bullying. There was evidence of continuing high levels of sexist and racist banter, perhaps more covert and subtle than before, but no less destructive. There were many stories of harassment of and discrimination against civilian staff. All too often this behaviour went unchallenged by peers or supervisors. Many women and ethnic minority staff felt that anyone who raised issues would be denigrated, ignored or dealt with inappropriately, and most had developed coping mechanisms in order to continue with work which they valued highly. There were comments about a perceived lack of top-level commitment to equal opportunities and its effect on middle management. Some people felt they had been passed over for training or promotion opportunities for reasons unrelated to their talents or experience. This was true for staff of every background and gender. There was a general feeling that the Service lacked a cultural or managerial ethos on how to treat staff, and that management training in the development of people and in conflict resolution was often inadequate. Managers were sometimes felt to have little awareness or understanding of harassment and discrimination issues, and little ability to deal with them. There was a worrying lack of faith in the grievance system and in the confidentiality of some welfare departments. It was felt that sickness, medical retirement and other welfare issues were not always handled with sensitivity.

2.4   These comments must be taken seriously but they also need to be kept in perspective. They reflect problems present in many other organisations, and in society itself. Previously hidden, they are now more openly discussed because awareness of equal opportunities is growing. It is precisely because real progress has been made in the Service and so much already achieved, that the groundswell of resistance takes on a greater significance. To move forward, the Service needs to confront the root causes of these barriers to progress and consider how they may be overcome.

Towards a New Culture

2.5   The Service needs to recognise that the mechanisms designed to improve equality of opportunity and the efforts of individuals to promote them will be ineffective in the long term without an accompanying shift in general attitudes and culture. Lip service and tokenism can mask continuing, albeit more subtle, discriminatory behaviour and practices. The Service has to face the inescapable conclusion that progress must be self-limiting unless there is a radical change in approach to equal opportunities as a policy, and to its proper place as part of a wider strategy for getting the best out of everyone. The 1992 report concluded that many people in the Service were still divided about the benefits of an equal opportunities policy. Despite real achievements in development of policies and procedures, the latest Inspection indicated that this uncertainty remains. Many people do not yet understand how or why managing diverse groups of people is a crucial concept in the effective policing of society now and in the future. A strategy is needed, Service-wide, keyed to organisational objectives, but reflecting local needs and achievements. This will promote the underlying rationale of the management of diversity and its deep relevance to the police service of the twenty-first century.

Defining Equal Opportunities

2.6   For the Inspectorate, equal opportunities does not relate to measures taken to further the advance of women, ethnic minorities or any other group. It represents sound management policy designed to attract the best people and to maximise potential throughout the organisation. It requires positive action - not positive discrimination - to enable all applicants to compete equally but to be appointed only on merit. The purpose of equal opportunities work is the creation of a Service grounded in fairness in which every member, irrespective of gender, race, sexual orientation, disability or background, can flourish, develop and give of their best. Unless and until this ideal permeates the workplace, much-needed skills and abilities will continue to go to waste. The view has to be eradicated that equal opportunities is a 'bolt-on' soft option, necessary to satisfy the law but related more to politically-correct ideas about race and gender than to 'real police work': it applies as much to white heterosexual males as to any other group.

Nurturing People

2.7   Most forces now have good workable management systems, but too great a concentration on structure and mechanism can obscure reality. Further progress will certainly be difficult to achieve unless the Service as a whole recognises that it is the development and nurturing of people which is central to the effective performance of its given tasks. How the Service treats, uses and plans for its most important resource - its people - will be the determining factor in its future organisational success and thus its continuing ability to meet the targets of local policing plans.

The Vital Link

2.8   Demand for police services is increasing faster than available resources. If the goals of policing are to be achieved, the Service needs to develop a performance culture which will maximise the potential of all members of forces - police and civilian staff alike. In HM Inspector's experience, there is a direct and vital link between performance and the way an organisation obtains the best people and develops the knowledge, skills and attitudes of those newcomers and of existing staff. The responsibility for motivating and developing people is not a unique function of personnel departments or the training school. It is shared by all supervisors and senior staff, and by individuals themselves. An

over-arching strategy is now needed to promote this essential link between performance and people.

Understanding Equal Opportunities - The Business Case

2.9   All organisations need to exploit the talents and abilities of all their members. This cannot be done without a culture which welcomes, uses and manages diversity in the workplace. In other words, each force needs a culture within which active steps can be taken to recruit, retain and develop a workforce reflecting every section of the community it serves.

2.10   The concept of a diverse workforce, now widely accepted in civilian organisations, is proving slow to take root in a Service which has been noted for the strength of its hierarchic, task-orientated and predominantly white male culture.

2.11   It is likely that at the turn of the century, the police service will:

■ continue to spend approximately 80% of its budget on people, both police and civilian.

■ be expected to tackle a wider range of tasks than ever before.

■ serve a society which is undergoing great social, economic and demographic change.

The Benefits of Equality

2.12   A diverse workforce is essential to meet these challenges. Seeking to eradicate discrimination will help the Service achieve:

■ greater efficiency from a broader skills base.

Open, fair recruitment and training helps increase the pool of potential staff, the overall supply of talent and the development of a flexible, motivated workforce. Discriminating against applicants or employees for reasons unrelated to their talents or ability goes against every principle of good management.

■ better value for the money invested in people.

Fair assessment, selection and career development practices help retain employees, reducing waste and raising the return on investment in every employee.

■ better service to the community and greater credibility from a representative workforce which understands local needs.

Being - and being seen to be - a fair, open-minded, anti-sexist, anti-racist, anti-homophobic organisation reassures all sectors of the community. Fairness, tolerance and respect for human rights are all qualities which inspire public confidence and are fundamental to policing. A workforce which reflects the society it serves provides an unrivalled source of accurate, unbiased management information, and helps make policing the community more responsive and appropriate.

Complying with the Law

2.13   A number of recent industrial tribunals, in the Service and in other organisations, have amply demonstrated the costs, in money and bad publicity, of failure to comply with the law. The 'knee-jerk' changes in policy which often result have little chance of lasting success.

Harassment in the Workplace

2.14   No-one in the Service should underestimate the damage, tension and conflict caused by harassment or bullying of any kind in the workplace. It leads to poor morale, staff turnover, sickness, reduced productivity and divided teams. The impact may be difficult to quantify but it will affect the organisation's performance.

Long-term Support from the Top

2.15   No radical change of culture can occur without real commitment, understanding and articulation of the principles by people at the top of the organisation. If chief officers are not strong enough, committed enough or public enough, they will not carry real conviction throughout the Service. To be successful, however, such commitment must be long-term. No matter how strong the initial support, motivation will always be doubted at the start. To carry the day, absolute consistency and firmness of approach, behaviour and decision-making are needed over at least a decade. 'People policies' are not just today's fashionable management idea, nor a soft option. They are the building blocks of the future.

A New Perspective

2.16   To take full advantage of the excellent foundations generally in place, the Service must now encourage a greater understanding of equal opportunities as a means to an end. It is vital to promote, at all levels, the connection between the competent management of the new systems and the development of a more broadly-based and effective workforce. This requires a shift from traditional short-term task-orientated attitudes towards a new Service-wide culture which sees the nurture and development of people as the one ingredient that makes the difference, now and in the future, to performance and objectives.

3. Recommendations

3.1 The following general recommendations are intended for action by the Home Office, the Association of Chief Police Officers, police forces and HMIC. The detailed Agenda for Action at the end of this report has been developed as a good practice guide to help forces enhance current performance. In addition, there are many suggestions within the body of the report which might, with advantage, be explored by individual forces

1.   The business case for equality of opportunity should be promoted through a Service-wide strategy which reflects local achievement. (See 2.8.)

Initial action: ACPO

2.   With disability legislation due to come into effect in 1996, forces need to implement strategies for disabled staff and customers. (See 4.9.)

Initial action: Police forces

3.   Recruitment targets for all groups should be part of the human resource strategic plan for forces. These targets should be supported by positive action for minorities and all appointments should be on merit. (See 5.13, 5.28, 5.40.)

Initial action: Police forces

4.   To assist ethnic minority recruitment and prospects for achievement, a consultancy review should be carried out to identify the most appropriate techniques and the conditions under which they are most likely to be successful. This review should involve community relations consultants from I Division, Home Office. (See 5.31.)

Initial action: Home Office Police Research Group

5.   Part-time working and job-sharing should be available to all ranks and grades. (See 6.8, 6.9, 6.10.)

Initial action: Home Office

6.   (Repeat recommendation)

Post-exit interviews should be sought at least three months after leaving, the numbers being determined by monitoring the results for cost-effectiveness. (See 6.19.)

Initial action: Police forces

7.   Appraisal should be provided for police and civilian staff as part of a comprehensive structure of succession planning and career development. (See 7.1, 7.2, 7.3, 12.5, 12.6, 12.13.)

Initial action: Home Office and police forces

8.	Research should be carried out to probe more widely and deeply into the reasons why women and ethnic minority officers are under-represented in specialist posts and in the supervisory rank structure. (See 7.41, 7.42.)

<div align="right">Initial action: Home Office/Police Research Group</div>

9.	The acceptance of the business case for equal opportunities is intrinsic to performance improvement. Each force should identify and implement the training requirements to achieve this objective. The results should be evaluated. (See 2.8, 2.9, 8.1, 8.18.)

<div align="right">Initial action. Police forces</div>

10.	As far as possible, statistics on civilian staff should be maintained and monitored in the same way as those for police officers. (See 12.12, 17.3.)

<div align="right">Initial action: Police forces and HMIC</div>

11.	The Agenda for Action (Appendix 1) should be used as a checklist for good practice within forces.

<div align="right">Initial action: Police forces and HMIC</div>

4. Equal Opportunities Policy

Statements

4.1   All forces inspected had developed an equal opportunities policy statement, although the quality and range of the documents varied widely. In some cases they dated back to 198; Forces are beginning to recognise the importance of continuing to update policies, and have re-worked statements to develop original issues and to include new areas such a sexual orientation.

4.2   Linking new statements to topical events can give added impetus. Prompted by Dr Jennifer Brown's research* in 1993, the Chief Constable of Northumbria issued a special statement stating that he would not tolerate sexual harassment or discrimination and re-emphasised the force's commitment to women police officers being accepted into all sections of the force.

*Anderson, R, Brown, J.M. Campbell, E.A. 'Aspects of Sex Discrimination in the Police Service in England and Wales' Home Office Police Research Group, April 1993.

4.3   During 1994, Northumbria Police also published a policy statement on actions open to victims of harassment, including information about seeking confidential advice and referral to grievance and disciplinary procedures.

4.4   There was clear evidence that a competently-written well-communicated document alone does little to change general perceptions. Another force, with a long track record of work on equal opportunities issues and a comprehensive written policy, had invested considerable time and resources in a campaign with leaflets and posters to communicate its intentions. Despite these efforts, the expected changes in organisational or individual behaviour did not result, with a number of people commenting on continuing high levels of sexual and racial harassment which were not being tackled. This also applied to the use of gender-specific language at all levels. Although in all forces individuals expressed belief in the benefits equal opportunities could bring, many others were confused about the overall direction of the policy and about the extent of their force's strategic commitment to it.

> "I feel they're just paying lip service to equal opportunities because it's the law. I'm not sure it really means anything" (Female Constable)

4.5   The forces whose efforts were bearing fruit were those where the policy was seen to have a high level of unequivocal and visible support, backed by action on the ground, from management. Although junior police officers and support staff have a personal responsibility for implementing the policy, unless they are convinced that the chief constable and the top team are dedicated to the removal of inequality in the workplace, they are less likely to push the issues forward or to challenge inappropriate language or behaviour.

> "I wish they walked as they talked." (Black Male Constable)

4.6   Several forces were making good attempts to reinforce their policy by better communication. Devon and Cornwall Constabulary have all their policies on computerised information systems and staff were able to access updates easily. Surrey Police had made

a valuable contribution by sending a letter to all staff from the assistant chief constable (support) accompanied by a leaflet and aide-memoire cards. In West Midlands Police, where individual equal opportunities policies for police and civilian staff had been revised in a joint policy statement, this was issued to all staff with a signed letter from the Chief Constable on sexual and racial harassment and assault. In 1994 this Force also issued aide-memoire cards with the Force equal opportunities policy, harassment statement and summary of the grievance procedure, and a separate race relations policy statement.

4.7   All such statements need to be regularly reviewed and republished. They should contain important contact numbers such as those of welfare, equal opportunities and network advisers, the Police Federation and trades unions. (See Chapter 15.) Posters and leaflets should always be reviewed, and if necessary revised, before re-printing.

4.8   Some forces publish regular equal opportunities newsletters. Skilfully produced, as in Greater Manchester, these are useful in maintaining high levels of awareness, particularly if they include expressions of top-level commitment. (See 10.14, 18.3.)

> "I think equal opportunities really means something in this force. Everyone at the top seems so keen to see it succeed." (Male Constable)

Disability
4.9   Forces varied widely in their general understanding of disability issues and their development of strategies to improve the recruitment, retention and career development of disabled people. These almost entirely relate to civilian staff but, depending on the assessment of the disability, do not totally preclude police officers. It should be noted that there are more than six million disabled customers in the UK who are likely to see such measures as a reflection of a force's attitude to service. Legislation to protect disabled people at work will come into force in 1996, and HM Inspector recommends that all forces should implement appropriate strategies as a matter of urgency.

4.10   Backed by the Police Authority, Greater Manchester Police have developed a comprehensive policy covering fair consideration of disabled people who apply for employment, the retention of employees who become disabled and the adaptation of premises and equipment for career development and training. The Force has carried out full building audits, and introduced a rolling programme of appropriate renovations. Financial support has come from the Police Authority and the Department of the Environment. This is an excellent example of good practice which will benefit police officers, civilian staff and the general public.

4.11   Some forces are using the Department for Education and Employment's 'two ticks' symbol on advertising and recruitment literature for civilian staff. This gives an important message about commitment to equal opportunities for disabled people and is to be strongly commended. West Midlands Police already guarantee interviews to disabled candidates and provide in-house training to help their career development.

4.12   The Employers' Forum on Disability and the many local employer networks around the country are all useful sources of advice and information. Forces are urged to consider membership of such groups.

4.13 Under equal pay legislation, jobs normally done by civilian staff should not be used for the rehabilitation of officers without clear plans for their return to normal duties. Central guidance on this would be useful.

Sexual Orientation

4.14 HM Inspector was not told of any particular problems concerning sexual orientation in the forces inspected. This echoes the experience of Kinsley Lord* who examined the impact of the growing gay and lesbian movement on the MPS policing of the gay and lesbian community and on attitudes towards its own homosexual staff. Despite this, and the fact that the Gay and Lesbian Police Officers Association draws the bulk of its members from the Metropolitan Police, Kinsley Lord found that the orientation of individual homosexual staff in the MPS was rarely obvious and not often revealed. It is likely that every police force has gay and lesbian members. The Service should recognise that homophobic attitudes represent a problem which has not yet emerged.

* Kinsley Lord: 'The Development of an Equal Opportunities Strategy' Metropolitan Police Service, 1994

4.15 HM Inspector would wish therefore to agree with Kinsley Lord that although sexual orientation does not currently attract such an open debate within the Service as the position of women and ethnic minorities, it does present similar issues which may increase. It should therefore be subject to the same equal opportunities approach as race, gender and disability.

Pensions

4.16 Members of the Gay and Lesbian Police Officers Association drew HM Inspector's attention to the fact that regulations only permit pensions to be shared with a married partner, and that partners in a same-sex partnership were therefore denied any benefits. HM Inspector notes that the question of pensions for unmarried partners is not limited to single-sex relationships and could have very substantial financial implications. Organisations representing the interests of members of police forces may wish to address these concerns, perhaps in the first instance by considering the benefits for dependant adults.

Costs

4.17 There is a growing body of opinion in the Service that equal opportunities policies carry costs as well as benefits. This is one facet of the remarkably swift adaptation of forces to their new financial status under the Police and Magistrates' Courts Act of 1994. Cost benefit appraisals of all projects and actions are part of the decision-making process and should inform the priority setting for each local policing plan. Managers are rightly conscious of the extent of existing investment in equal opportunities and believe the foundations are now sufficiently firm to allow a diversion of scarce resources to other aspects of police activity. (See 8.2.) However, HM Inspector notes that managers, feeling themselves and their teams to be fair-minded and that substantial progress on equal opportunities has already been made, were sometimes perturbed at aspects of his reports. He would emphasise that equality of opportunity in any organisation rarely remains static. Managers need reliable information through constant and effective monitoring to help them set priorities and take necessary action. This almost invariably involves training or retraining with the attendant costs. (See Chapter 17.)

4.18   Industrial tribunals are one of the more obviously costly consequences of the inadequacies of equal opportunities policies and practice. Some forces are beginning to cost all the processes associated with tribunals. In his experience HM Inspector notes that such costs are currently substantially underestimated. They need to be properly assessed and given due weight in decision-making processes.

5.   Recruitment

The Figures

5.1   Recruits can only be selected from those who apply. Assuming that appointments are made on an equal basis and wastage rates are similar, each section should eventually be represented in a proportion similar to the population. The important issue then is one of the period of time this is forecast to take and whether or not positive action is required to expedite it. However, this hypothesis is mote likely to be sustainable in terms of the white and ethnic minority population than of women for whom there is little evidence of a wish to join the Service in the same numbers as men.

5.2   There appears from Table 1 to be a very large difference in the numbers of women to men and ethnic minority to non-ethnic minority applicants, but this must be put into the context of the underlying economically-active populations. The women to men comparison still then shows a big difference, with only 23% of applicants being women. Given that 49% of the economically-active population are women and 51% are male, to be proportionately representative the Service should attract applications from almost equal numbers of men and women. On the other hand, the provincial ethnic minority population is 3.78% and the economically-active ethnic minority population (only available for 1993 on HMIC matrix) was 3.1%, whereas 3.2% of applicants were from ethnic minorities in 1994.

Table 1 - Number of applications to join as police officers - 1992-1994						
	1992		1993		1994	
Men	39,245	77.2%	24,840	77.8%	31,379	77.6%
Women	11,574	22.8%	7,105	22.2%	9,063	22.4%
TOTAL	50,819		31,945		40,442	
Ethnic minority	1,459	2.9%	960	3.0%	1,290	3.2%

(All figures in the table and following are for England and Wales excluding the Metropolitan Police Service)

5.3   From Table 2 it can be seen that approximately the same proportions of the white and ethnic minority populations are applying to join the police service.

Table 2 - Percentage of population applying to be police officers		
Population	% of applicants / population 1993	% applicants / population 1994
Total white population	0.07%	0.09%*
Total ethnic minority population	0.06%	0.08%*
Economically-active white population	0.15%	Not available on HMIC Matrix
Economically-active ethnic minority population	0.15%	

5.4   The data in Table 3 consists of the total numbers of applications and appointments by gender and ethnicity for each force. Unfortunately the data is difficult to compare because of a variety of recording methods associated with different year definitions. These discrepancies can be smoothed out by considering only national figures.

Table 3 - Percentages of applicants that were appointed on probation as police officers. (numbers of appointees shown in brackets) - 1992-1994			
	1992	1993	1994
Men	8.75% (3,433)	11.1% (2,757)	7.86% (2,466)
Women	11.47% (1,328)	16.76% (1,191)	11.7% (1,060)
White	9.34% (4,608)	12.36% (3,830)	8.67% (3,394)
Ethnic minority	10.49% (153)	12.29% (118)	10.23% (132)
Total	9.37% (4,761)	12.36% (3,948)	8.72% (3,526)

5.5   The unknown level of recording error makes it unsafe to say that there are significant differences between the different social groups, but it can be argued from the figures below that there does not appear to be a bias against ethnic minorities or women in appointing officers.

5.6   The figures below are totals of those forces that are able to provide this data. The disproportionate numbers of women appointees reflects their civilian strength (see Appendix 2) and the type of work in which they have traditionally been employed.

Table 4 - Civilian Staff Recruitment - 1994			
1994	Applicants	Interviewed	Appointed
Men	49,047 (45%)	4,496 (37.2%)	983 (30.1%)
Women	55,897 (51.4%)	7,239 (59.9%)	2,110 (64.7%)
Ethnic minority	3,838 (3.5%)	352 (0.32%)	169 (5.2%)

5.7   In the proportions that apply and are appointed, there appears to be no discrimination against women or ethnic minorities. A superficial examination of the male figures suggests they represent a very large number of applications for relatively few jobs.

5.8   It would seem therefore that the recruitment process is fair overall for provincial forces in 1994 although this may not be true for each force. The low application rate of women to be officers is a factor in their under-representation.

Procedure

5.9   Good recruitment procedures ensure that the best people are attracted, selected and recruited. This is essential to maintain and improve the quality of the workforce and therefore the involvement of all forces in more professional recruitment practices and procedures is welcomed. There was some sharing of practice as well as mutual assistance between forces. All were keen to have more central guidance on best practice for the selection process, particularly within the special constabulary where the skills profile is not clear. HM Inspector looks forward to the report and recommendations of the Home Office Joint Working Group on the Special Constabulary and to the outcome of the HMIC Thematic Inspection on the Special Constabulary and Partnership. (See Chapter 13.)

5.10   Forces are currently devising their own recruiting processes, with assessment centres, written tests and interviews. More consistency in selecting to a standard throughout all forces would be professional and cost-effective. It would also help to remove the potential for ineffective processes and unwitting discrimination. External professional advice on all proposed tests and assessment processes is very strongly urged.

5.11   HM Inspector also noted the development of new fitness tests for recruits and officers. These were, in part at least, based on assumptions about the ways in which large males deploy their strength. They are likely to be discriminatory and should be subject to external professional assessment. Research from the United States and Australia suggests that the most common attrition of women in recruitment is due to the impact of physical ability tests.

5.12   Currently, police officers are predominantly white and male. Where the bulk of a force's applications are unsolicited or through word of mouth, selection from these candidates without further advertising is likely to be discriminatory.

5.13   All police forces should develop up-to-date written guidance on recruitment policy. This should reflect the requirements of the integrated human resource strategy of each force. It must also ensure that recruitment data and its impact on age, service, gender and ethnicity profiles is fed directly into resource planning. Little evidence was seen during the inspections of this important linking of manpower planning and recruitment and this was reflected in the absence of recruitment targets to reflect the population pool from which staff are drawn. West Midlands Police, however, have set numerical targets for ethnic minority staff and, although outside the Inspection, West Yorkshire Police have targets to reflect the population of the Force area by the year 2000. This practice is recommended since it is clear that without targets related to the locally economically-active population and positive action to meet them, it will be many years - if ever - before all forces are able to reflect the make-up of the communities they serve. (See 5.37.) It was noted that to assist this process, compliance with Home Office Circular 70/1992 on ethnic classification would have to be improved.

5.14   Some forces now have detailed packs to accompany application forms. HM Inspector was pleased to find an example of good practice in Greater Manchester Police who had included a small leaflet translated into the five main languages found in local ethnic minority communities. The use of minority languages helps communication, demonstrates the value placed on language skills by the Force and respects all sections of

the multi-cultural community. In particular, it is more likely to reach those, such as parents, who can influence the careers of young people. (See 5.24.)

5.15   Unfortunately, the quality of some packs in other forces does no credit to them. Comprehensive, well-presented packs are essential to prepare candidates for selection procedures, and are especially important in helping informed self-selection. This is highly cost-effective, particularly where advertising has produced a large response. To meet the needs of some disabled applicants, large print versions of information for civilian posts should be considered.

5.16   Assessment tests should be validated and checked to ensure they tie back to the competencies required of the job-holder on appointment. Assessors and interviewers need to be trained and then monitored on a regular basis to ensure consistency and lack of bias. Monitoring of basic application data and the reasons for rejection at every stage are also needed.

5.17   Some forms included potentially discriminatory questions. For example, unless they can be legally justified as intrinsic to force policies on training costs or are key to the job specification, questions about a candidate's ability to swim or ownership of a car could be discriminatory if used in a shortlist or recruiting decision.

5.18   Unfortunately the Police Initial Recruitment Test (PIRT) has been found to be potentially discriminatory, and it must be replaced as a matter of urgency. Whatever form new tests in forces might take, professional advice on effectiveness and validity should be sought. Regular monitoring will also be needed to avoid discrimination. One force has recently replaced a dictation test with a verbal reasoning test after discovering the potential for bias. This is a clear, but not total, improvement. HM Inspector, whilst recognising that a perfect non-discriminatory test may be unlikely, urges the Police Advisory Board Steering Group on Recruitment Standards to expedite their work in this important area.

5.19   HM Inspector was concerned to find that in some forces the shortlisting processes were potentially unsound. Criteria for shortlisting should always be written up, and the shortlisting done by a minimum of two people, with at least one trained and at least one from outside the department. Feedback should be consistent.

5.20   Paper-sifting of applications, whether for recruitment or internal selection, continues to give problems. Bias and discrimination can easily enter the system at this point. Most forces are now tackling this, and some requirements which could be discriminatory have been removed. As with any part of the selection process, information used for sifting must be open and common to all applicants. With internal selection, it should be remembered that details in personal files may not be objective, properly evidenced or supportable. Measurable and objective evidence must be used, with a paper-sifting matrix which assesses the qualities and abilities of the candidates alongside the post specification. HM Inspector is pleased to note that the Police Research Group is undertaking a project to help forces with these processes.

5.21   Interviewers should be trained, and their performance monitored and appraised.

5.22   Careful standardised monitoring of the whole recruitment process is essential to give data for forward planning. The National Occupational Standards Council for the UK has produced the framework for an auditing process for personnel work, endorsed by the Personnel and Training Committee of the Association of Chief Police Officers, which will help forces to set up effective systems. Some are already beginning to see results from monitoring, and Greater Manchester Police are to be congratulated on measuring recruit development over two years to check the accuracy of initial gradings and assessments and to meet the objective of high quality recruitment.

5.23   The appointment process includes a decision on the starting salary. The reasons such as age, skills and experience for deciding the particular amount should be recorded.

Ethnic Minority Recruitment

5.24   If the representation of ethnic minorities is to be maintained and increased by positive action, as is suggested in 5.13 and 5.28, it requires regular long-term commitment and a broad approach to reach out to their communities. A number of forces are now developing active recruiting programmes which involve a range of individuals such as community relations officers, schools liaison officers and community leaders. HM Inspector believes that recruitment and selection initiatives are reinforced by dialogue between forces and ethnic minority representatives. This also facilitates an understanding within the communities as to what the force is endeavouring to achieve. Recruitment drives are more likely to succeed if they are in harmony with the force's community relations initiatives, whether headquarters or locally-driven. They should demonstrate an understanding of and ability to accommodate any special religious or cultural requirements that staff might have.

5.25   A number of forces have centralised recruiting within the personnel department which provides advice for applicants about civilian, special or full-time constable posts. This 'one-stop recruiting' concept is applauded and may have particular benefits when targeting ethnic minorities. However, the relationship of this to force plans for devolving these responsibilities needs to be carefully thought through.

5.26   As noted in 5.12, advertising will be needed even where large numbers of unsolicited applications are received. Advertising targeted at ethnic minority groups may be particularly useful, and local market and media research companies can help to determine the most effective channels for contact. Greater Manchester, South Yorkshire and Northumbria forces among others focused on ethnic minority representation in their advertising but also stressed that appointment was on merit alone. Greater Manchester and West Midlands Police spend a large percentage of their advertising budget in the local ethnic minority press, and on buses using routes through areas of high ethnic minority populations. West Midlands Police have also won an award for a targeted recruitment poster. However, all forces are experiencing slow progress in recruitment from ethnic minority groups. Where targeted advertising is found to be successful, larger advertising budgets could be considered providing that the estimated pool of qualified applicants has not already been reached.

> "I don't mind helping but I am not a mascot." (Black Constable)

5.27   Some ethnic minority officers feel that publicly targeted recruitment could be seen to favour ethnic minority recruits unreasonably. Others acknowledge the symbolic need to

advertise but believe that personal peer contact is the most significant factor. It was suggested that general advertising accompanied by personal encouragement from existing ethnic minority officers would avoid these problems. Management should be sensitive to the time away from work which may be needed by ethnic minority officers involved in recruitment campaigns and to their identification as different from their colleagues. HM Inspector was also concerned that some ethnic minority staff were not prepared to encourage others to join the Service. They were dedicated to their work despite the harassment and tensions they felt it brought, but were reluctant to expose their peers to the same difficulties.

> "I wanted this job because of what I could do, not because I'm black. Positive discrimination is no help to anyone." (Black Constable)

5.28   As part of the drive for manpower targets reflecting local populations, HM Inspector strongly encourages positive action to help members of under-represented groups reach the point of selection and compete on an equal basis with others. (See 5.40, 8.13.) It should be noted that positive action does not mean positive discrimination. The objective is an equal chance for all candidates to compete on the basis of merit. South Yorkshire Police have a joint initiative with the Industrial Society and the Department for Education and Employment targeted at long-term unemployed people from ethnic minority backgrounds. An equivalent pilot course in Greater Manchester recruited 10 out of the 15 participants. West Midlands Police have similar successes to their credit. As well as recruiting police officers, the sustained use of such courses sends strong messages to ethnic minority communities about the force commitment. These initiatives could usefully be copied elsewhere.

5.29   Some forces run familiarisation courses aimed at minority groups as part of their positive action campaigns. For the last three years, South Yorkshire Police have annually recruited one-third of the men and women attending the course. In other forces, those who fail the selection process are directed to access courses' run by local colleges. These courses can be expensive, but sponsorship is sometimes available, with local Training and Enterprise Councils (TECs) often willing to give support.

5.30   West Yorkshire Police place great emphasis on peer pressure in increasing ethnic minority recruitment. The Force was not within the scope of this Inspection, but HM Inspector was very impressed with the way in which an attestation ceremony there had been used as an opportunity to meet and influence ethnic minority families and friends.

5.31   There is a wide range of opinion within forces about the relative effectiveness of different ways to increase recruitment from ethnic minority groups. While ideas will vary according to target areas and the perceived attitudes of local forces, HM Inspector recommends a consultancy review by the Home Office, involving the community relations consultant from I Division, to identify the most effective techniques and the conditions under which they are most likely to be successful.

5.32   It is important to recognise that efforts to increase ethnic minority recruiting will be offset - or even counter-productive - if there is still discrimination in the selection process, career development and the workplace in general. Perceived racism and discrimination within the Service and issues of insensitive policing externally must be equal targets for action. They are both expressions of quality of service, and there is evidence of the link

between the internal culture of a force and external perceptions of effectiveness. (See 8.17.)

> "I get racist comments over the 'phone because the other party does not realist I'm black."
> (Black Constable)

5.33   The number of officers at any particular level on the promotion ladder or moving into specialisms is a function of the numbers and quality recruited and retained as constables. Substantial changes in the proportion of women and ethnic minorities are therefore only likely to occur as a consequence of substantial changes in the pattern of recruitment overall. This will require positive action by forces as recommended in 5.13.

5.34   Unlike police officers, civilian staff are brought into the Service at every level on the basis of existing achievements, and it is observed that the number of civilian staff, including those in senior appointments, has increased significantly over the last four years.

5.35   The Service profile is shown in a series of tables at Appendix 2. Nationally, of the economically-active population, ethnic minorities form 5.9 5% of the total population (3.78% of the provincial population) and women 49% (in 1994). It is clear that these figures are not reflected within the numbers of police officers.

5.36   However, there has been a rise of 0.48% in ethnic minority officers (by 476) in the police service over the last 5 years. Over the same period, there has also been an increase of 2.53% in women (by 2488 officers). Most of this increase in the numbers of women has been in the rank of constable (2.65% - 2153 officers).

Representation of Local Population
5.37   An alternative indicator is to look at how well the pattern of recruitment matches the social make-up of the local population. It is appropriate to use the size of the economically-active white and ethnic minority populations, the data for which is only available for 1993 on the HMIC matrix. The proportion of officers from both social groups can be compared with the proportion of the serving officers in the local force from that group.

5.38   The national average taken from the provincial totals shows 1.88 ethnic minority officers/ 1000 economically-active ethnic minority people compared with an equivalent figure of 4.60 for white officers. However, there are great variations between forces as are exampled below:

Table 5 - Officers per 1000 economically-active population			
	MERSEYSIDE	WEST MIDLANDS	NORTH WALES
Ethnic minority officers per 100 economically-active population	7.14	1.53	0.53
White officers per 1000 economically-active population	7.85	6.19	4.62

5.39   This illustrates that comparisons depend very much on the actual make-up of the population, as North Wales has a very low ethnic minority population and the small numbers may cause a distortion of the picture. However, it is a useful guide to setting targets for positive action in some areas where there are large ethnic minority populations.

5.40   There are significant differences in the proportion of men, women and ethnic minorities employed within the police service at present compared with the population as a whole. Nevertheless, recruitment appears to be conducted fairly, although this may not be true of each force, or of promotion and lateral movement which are discussed later. However, the point remains that to reflect the economically-active population as a whole, positive action is required to set and achieve recruitment targets as part of the overall human resource strategy.

6.   Retention

The Figures

6.1   Although women police officers had a slightly higher wastage rate than men, the trend over the last five years has been downwards. It seems reasonable to assume that the development of job-sharing, part-time working and career breaks will maintain this process because the figures in Table 6 relate to a period when the policies concerned were only beginning to be widely shared. The wastage rates of ethnic minorities are less than those for white officers, but the average is younger and the numbers are so small that an additional movement of one or two in one year could change this.

Table 6 - Total wastage as % of police officer strength - 1990-1994					
% Wastage	1990	1991	1992	1993	1994
Total	4.54%	4.39%	4.32%	4.78%	4.74%
Men	4.24%	4.17%	4.22%	4.71%	4.80%
Women	6.94%	6.08%	5.06%	5.27%	4.32%
Non-ethnic minority	4.53%	4.39%	4.33%	4.80%	4.75%
Ethnic minority	5.51%	4.63%	3.65%	3.37%	3.51%
(All figures in the table and following are for England and Wales excluding the Metropolitan Police Service.)					

6.2   For civilian staff, Table 7 shows a significant difference between male and female wastage rates, but this may reflect the difference in the number of posts (see Appendix 2). The numbers of ethnic minority staff are too small to draw any conclusions.

Table 7 - The wastage rates for civilian staff	
1994	Wastage % of strength. Numbers in brackets
Total	12.6% (4,886)
Men	10.21% (1,491)
Women	14.2% (3,310)
Ethnic minority	13.66% (104)

6.3   While the medical retirement rates shown in Table 8 for men and women are not significantly different, the rate for ethnic minorities appears to be much lower. This is probably a function of the small numbers and a younger population. (See also 11.12-17.)

Table 8 - Medical Retirements - 1992-1994			
	1992	1993	1994
Total	1,764	1,960	2,133
Men	1.75% (1,500)	1.93% (1,635)	2.20% (1,845)
Women	2.20% (264)	2.56% (325)	2.16% (288)
Ethnic minorities	0.35% (4)	0.64% (8)	0.66% (9)

Retention Policies

"I can't see the point of having a career break policy if your supervisor doesn't know anything about it." (Female Sergeant)

6.4   All forces were developing retention policies such as part-time working, career breaks, maternity leave and exit interviews, but there is generally a low level of take-up. This is probably caused by lack of real understanding of the business case behind retention as a strategy, particularly by middle management. In most cases the systems are viable, but real progress will only come with a clearer understanding of the way in which retention policies relate to the force personnel strategy and to the local policing plan. West Yorkshire Police are to be commended for devolving financial authority to local business managers to allow them considerable freedom in deciding the most appropriate mix of police and civilian staff, and to take advantage in particular of the flexibility offered by part-time working. (See 6.20.)

6.5   Informal networking, mentoring and good welfare support all have their place in retention policies. They are very positive evidence of a force's willingness to give visible and substantial support to individuals. (See Chapter 15.) Some forces are finding that a formal mentoring system can help reduce the wastage of police and civilian minority recruits.

6.6   Business in The Community and the Institute of Personnel and Development have published 'Corporate Culture and Caring' (1993) which very effectively sets out the business case for family-friendly policies. (See opposite.) The savings made from retaining valued staff can cover the costs of the development of family-friendly policies. The organisation benefits from having a more effective and efficient workforce and a better corporate image.

Savings	MINUS	Costs
Assume that the organisation wants to retain 50% more staff. The potential savings, if they do not leave, can be costed as follows: • How many people would otherwise leave? • How much would it cost to replace them (including recruitment and training of new recruits)? • How much would the limited functioning of new recruits cost? • What are the costs of absenteeism and sick-leave?		The savings can be used as the budget for developing family-friendly policies. The costs are the provision of: • Childcare support • Adult dependent care support • Flexible working practices • (incremental drift in salaries)

6.7   New recruits, whether police or civilian, benefit greatly from a good induction pack. South Yorkshire Police have an excellent pack which includes the geography of the Force area, rank structure, annual and sick leave, probationary period, discipline, equal opportunities and grievance procedures and other policies and procedures. Forces should develop such packs for all new staff Clear presentation of basic information helps to raise recruits' awareness of important issues, and reduces the pressure and anxiety of the first weeks of employment.

Part-time Working and Job-Sharing

"The equal opportunities adviser told me I'd be able to work part-time, but my line manager doesn't seem to know much about the scheme." (Female Civilian)

6.8   Most forces now have a part-time working scheme, but only some provide explanatory literature. In general the schemes appear to be appropriate and workable. However, they are often inadequately communicated to both workforce and managers, with the result that relatively few people are taking advantage of them. When they do, reports are very positive. In some cases middle managers discourage staff from taking up the options, as they fail to see the long-term benefits from retaining experienced staff in service. On the other hand, in Northumbria the chance to work part-rime has already meant that a number of officers have returned early from career breaks. It is believed that without this policy the officers would not have returned when they did.

"My superintendent said to me 'What message does this (a career break) give regarding your commitment?" (Female Sergeant)

6.9   Concern was expressed about the failure to include inspectors and above in part-time working schemes. This restriction may affect the career development of women officers in particular. HM Inspector welcomes the Police Advisory Board's agreement that

part-time working and job-sharing should be available to inspectors and chief inspectors. He strongly recommends they should become an option at all levels.

6.10   Job-sharing is now found frequently in the private and public sectors. Deputies are widespread but job-sharing as such is not yet widely available in the Service. Where it has been tried, the benefits of flexibility and resource availability are highly appreciated although the organisational implications have to be thought through very carefully.

Career Breaks
6.11   Most forces have a published scheme for career breaks of up to five years. Unfortunately the recent changes in Police Regulations may make this a less attractive option in the future, as existing additional benefits and allowances are not protected for those who resign and then rejoin. HM Inspector notes that the regulations do allow the time to be taken as unpaid leave as an alternative to resignation. The Association of Chief Police Officers has expressed support for a review of the arrangements.

Maternity and Paternity Leave
6.12   Most forces provide written information on maternity leave, although not all distribute it routinely. Only a few refer to paternity leave. Some forces provide wider family-friendly information, either through booklets or by personal contact, although in some cases there was limited availability. Concerned and helpful employers can do much to ease the load of working parents and those caring for aged relatives. The costs are small and the benefits clear. HM Inspector was concerned to find that some staff and management had insufficient knowledge of what was available, and others had suffered from the failure of management to implement the policies.

"Older officers do not understand about the issues of women at work." (Male Constable)

6.13   It was noted that it is only since February 1986 that women officers have been allowed to pay pension contributions in respect of periods of unpaid maternity leave, and that these periods can count towards pensionable service in the same way as paid maternity leave. It is. suggested that consideration should be given to allowing officers to pay contributions retrospectively in relation to unpaid maternity leave before this date.

6.14   Whilst HM Inspector realises that for most forces the provision of in-house childcare facilities may not be cost-effective, the business case should be explored. It is likely to be possible to negotiate shared facilities in partnership with other organisations, usually a more attractive option where small numbers are involved. To avoid each member of staff personally having to research the availability of local facilities, it will be good practice to keep an updated compendium. An agency which provides this service is likely to be a cheaper option than using in-house resources.

"Scratch the surface and they don't really believe you can mix families and police duties." (Female Sergeant)

6.15   Family-friendly policies are likely to achieve more if the role of men in child-rearing is acknowledged. The machismo of the working environment in the Service is well recognised, but flexibility in working practices must be accepted if men are to participate in family life.

6.16   The culture of long working hours is a national phenomenon not limited to the police service. This is a further hindrance to balancing home and work, particularly for those in specialist departments such as the CID. Flexible working practices for all staff are a means of retaining trained people and limiting the stress on families.

Contact Arrangements

6.17   Many forces are still unaware that more is needed than a contractual provision for long-term absence, whatever its reason. While they are away, individuals need to be kept in touch with what is happening in the force and to their colleagues and friends. They should know of new training needs, and organisational and procedural changes. The process must be managed to maintain their 'stake' and to make their return and progression to maximum effectiveness swift and smooth. A mentor, ideally their line manager, should have specific responsibility for them, and the force should develop policies to ensure the process is supported. Networking can be helpful in this context. The business logic for these contact arrangements is clear, but most forces have not yet begun to translate them into action on the ground. They should be incorporated into each force's human resource strategy.

Caring for Elderly Relatives

6.18   The problems of frail elderly relatives are a significant and increasing cause of family stress. Forces are urged to recognise the potential impact of these responsibilities upon performance at work. Providing access to information on available community resources, probably via an agency or in partnership with local authorities or NHS trusts, will be helpful and may mean the retention of trained women staff in particular.

Exit Interviews

6.19   Exit interviews are an effective method of testing the health of a force, and should be standard practice for human resource departments. Processes are also needed for the systematic evaluation of the information acquired. This is not always the case. Also in some forces it appeared that people were reluctant to disclose their real reasons for leaving. In such cases HM Inspector again recommends a post-exit interview is sought at least three months after leaving, with anonymity assured. This is likely to produce more accurate and reflective replies than an interview conducted at the time of leaving. The information can then be fed back and analysed as part of monitoring data. This process is widely used in large organisations in other sectors but the extent of its use is determined directly by the value of the information gained.

Budgetary Arrangements

6.20   Where responsibility for manpower and associated budgets has been devolved from the centre to operational units, expenditure has been more effectively targeted. As noted in 6.4, West Yorkshire Police allow a measure of freedom in determining the nature of the workforce to meet local demands. However, each force will have central policy requirements with attendant resource demands, of which maternity leave is an obvious example. It is worth considering whether budgets allocated to such specific policy areas should continue to be held centrally. There is always the danger of pressure to distort or subvert them for local operational priorities.

7.   Career Development

Appraisals

7.1   It is impossible to over-emphasise the importance of accurate and objective appraisal in securing performance improvement. It has two distinct purposes; career development and the management of performance. It is the bedrock of good management and one of the mainstays of proper succession planning and career development. The development of force-wide, credible and efficient appraisal systems for police and civilian staff should be seen as a priority. All Inspections uncovered problems with existing appraisal systems, with noticeable lack of faith in many forces about the way they were handled. Most forces are beginning to be aware of inadequacies and are raking steps to improve, but this is usually in the context of a personnel-driven process rather than as a part of a series of systems which recognise and foster performance achievement. Appraisal must be the responsibility of each manager, who should be held directly accountable for its effectiveness.

7.2   A Home Office Steering Group has examined systems for appraisal-related pay. A by-product of that work is the creation of an appraisal model which is likely to be universally adopted throughout the police service in England and Wales. This has been trialled in a number of forces, and the service as a whole is anticipating the possibility of change. It is regrettable but unsurprising therefore that most forces have frozen any work they were doing to improve their existing systems, and, more importantly, to use them as a means to performance improvement. The perception of appraisal merely as an administrative exercise has led management to reduce its priority at a time when the Service needs to recognise that gaps and inadequacies in appraisals can permanently affect the careers of all staff and make discussions about performance and succession planning far more difficult. HM Inspector would exhort forces to action appraisal as one of the core management processes. Enough is already known of the proposed model for forces to proceed. It can also be suitably adapted for civilian staff. (See 12.5.)

7.3   In his assessment, HM Inspector identified the following significant problems which require remedy in some forces:

■ poor training of appraisers, with no routine auditing of their performance. This limits the ability of all parties to gain the maximum from the process.

■ feedback to candidates provided by personnel managers, rather than by the line managers who carry, and should be seen to carry, responsibility for their staff (See 7.21, 10.17.)

■ issues and challenges raised in appraisals not apparently followed up, and training and developmental needs not noticeably acted upon. This breaks the essential link with performance improvement.

■ a lack of in-depth monitoring to check for bias or discrimination. (Research from other sectors suggests that the criteria used in appraisal can favour men.*)

*Hirst W & Jackson C: Women into Management: Issues influencing the entry of women into managerial jobs Institute of Manpower Studies, Report 158 1990

■ appraisal training and awareness packs often lacking adequate guidance. This limits the ability of both appraisee and the line manager to extract the maximum from the process.

■ late appraisals and a large backlog. This usually occurs because they are seen as an administrative process, rather than as a dynamic instrument for improvement.

■ no appraisal system for civilian staff This serious omission is developed in 12.5.

■ appraisals not used appropriately in evidence for promotion. The ability to appraise was itself suggested as a factor to consider. (See 5.16.)

7.4   One force was considering the value of appraising the performance of supervisory staff on equal opportunities matters as a formal part of appraisal. This could be in relation to activities inside and outside the force. This is good practice.

7.5   A number of forces are reviewing or utilising 'Investors in People' (TIP) to identify barriers to performance improvement. This straightforward and powerful process will provide a beneficial diagnostic on the health of appraisal and the attendant mechanisms for better performance within a force. (See 7.43,   17.4.)

Promotion

Table 9 - Police officers: England and Wales without MPS - 1990-1994
Women (strengths as percentages of all officers)

Women	1990	1991	1992	1993	1994
ACPO	0.56%	3.98%	1.73%	1.85%	3.05%
Supt.	1.72%	1.75%	1.76%	2.05%	2.68%
CI	2.29%	2.28%	2.74%	2.90%	2.92%
Insp.	2.89%	3.08%	3.36%	3.77%	3.83%
Sergeant	3.73%	3.99%	4.41%	4.98%	6.87%
Constable	13.76%	14.12%	14.98%	15.73%	16.41%
Total	11.18%	11.51%	12.29%	13.02%	13.71%

(All figures in the table and following are for England and Wales excluding the Metropolitan Police Service) See also Appendix 2.

Table 10 - Ethnic Minorities (Strengths as percentages)

Ethnic minorities	1990	1991	1992	1993	1994
ACPO	0.00%	0.00%	0.00%	0.00%	0.00%
Supt.	0.25%	0.31%	0.20%	0.22%	0.17%
CI	0.00%	0.00%	0.06%	0.06%	0.14%
Insp.	0.17%	0.23%	0.30%	0.38%	0.40%
Sergeant	0.31%	0.35%	0.45%	0.45%	0.64%
Constable	1.14%	1.29%	1.43%	1.56%	1.68%
Total	0.92%	1.05%	1.18%	1.28%	1.40%

(Superintendents include Chief Superintendent)

7.6 It is quite clear from Tables 9 and 10 that the profiles of women and ethnic minorities are significantly different from those of white males in the rank structure of the Service. There appears to be over-representation at the level of constable and under-representation above. There have been small increases in the percentage of women and in the members of ethnic minorities up to the rank of chief inspector, but the representation of both groups in the top ranks remains virtually unchanged. The smallness of the actual numbers can be seen at Appendix 2. This reinforces the point made earlier that the situation is more likely to change if recruitment targets reflect positive action by forces.

> "We have to prove our policing abilities daily, especially as sergeants and inspectors." (Female Chief Inspector)

7.7 Promotion systems must not only be fair and objective. They must also be seen to be so. Any departure from good practice will create disproportionate damage to the confidence of the workforce, and run the risk of a formal challenge to the process. An ad hoc approach is dangerous: every post should be subject to an assessment and selection procedure which is clearly open and objective, and monitored to ensure that this is so.

7.8 HM Inspector was concerned to find that some forces have not yet published a promotion policy. Transparency and openness should be the keywords, and selection processes should be linked to job descriptions, skills and person profiles, with improved organisational performance as a clear objective.

7.9 To avoid unintended discrimination, many selection procedures needed a stronger focus on discovering skills appropriate to the job concerned. Advertisements and specifications, for example, often insisted unduly on particular past experience. This can be discriminatory to individuals or groups, and may either deter good applicants - or ensure their rejection - for reasons which are not central to the role. This needs to be monitored by human resource departments. Past behaviour should of course be examined, provided it is properly evidenced and relevant to the appropriate core skills for the job.

> "They expect us to act as spokespeople on female issues and then they label us as trouble-makers." (Female Inspector)

7.10 Interviewing skills are in demand in a variety of environments, but training in selection and interview techniques is not yet the norm. A number of forces use untrained interviewers and assessors. This should be rectified, and methods developed for the evaluation and monitoring of selectors.

7.11 The structure and layout of application forms was not always helpful, with inadequate space for applicants to raise issues in support of their application, or for other comments, marking grades or matrices. Clear objective evidence on forms is essential to support and defend subsequent decisions.

7.12 Paper sifting of applications was discussed at 5.20. Some forces proceed directly to appointment on the basis of scrutiny of the skills profiles of staff, with or without advertisement depending on the perception of operational urgency. To be supportable, the

appropriate skills must be identified and the individual skills profiles used must be up-to-date, accurate and capable of being matched. (See 7.9.) In his experience, HM Inspector is aware of very few organisations with proven success in this approach despite its theoretical attractions. Monitoring is clearly essential.

7.13   HM Inspector was pleased to note that Greater Manchester Police have produced a set of selection interview notes relevant to individual vacancies. These gave set questions for the specific skills being sought, what to look for in the answer and space to write down the evidence. This is an example of good practice which shows a strong commitment to improve standards.

7.14   Objective Structured Performance Related Examination (OSPRE) assessment centres are now testing candidates for sergeant and inspector on, inter alia, their knowledge of equal opportunities. (See also 8.18.) In addition to this routine testing of skills within the OSPRE process, a number of forces were seeking positive ways of influencing the culture amongst managers so that they would take a more direct and immediate responsibility for dealing with racism, sexism and bullying. West Yorkshire Police have made it clear that they are committed to linking promotion with proven skills and track records in challenging unacceptable behaviour. Only if officers are able to demonstrate, in a competitive assessment centre environment, that they are prepared to confront all such behaviour and set standards for change, will they be allowed to proceed within the promotion system. This is a powerful and public message on the Force position.

"There's a lost of bullying here. It really shakes your confidence." (Male Constable)

7.15   In the absence of clearly identified and supportable career development plans for individuals, or perhaps of up-to-date, accurate and accessible individual skills profiles, advertising for all lateral or promotional vacancies for all ranks should be the norm. (See 7.12.) For many forces, this will have very substantial time and resource implications. The priorities, however, will be determined by the value attached to having the right person in each job, and how far operational need is managed to make this possible. For higher ranks, it has been the practice in some forces for personnel departments to provide names for selection by chief officers. There is no suggestion that such methods are anything other than fair and objective, but a closed system of this kind provides no evidence capable of being questioned or monitored, and will fuel feelings that decisions may be subjective or biased.

7.16   The practice in the Service is to select at intervals groups of officers who are then eligible for promotion to a higher rank or for transfer to a specialism. Individuals are then posted to specific jobs or roles over rime. HM Inspector has some reservations about this approach but if it is to be followed, in general, good practice will be for pools of selected officers to be assured of promotion or transfer within a year. Planning processes should cater for this. Actual appointments or promotions should be subject to performance being maintained at a satisfactory level. Subject to specific job or role need, vacancies should be offered to candidates in order of pass rate in the selection process.

7.17   In some forces the generally low numbers of women applicants for promotion and specialist posts needs investigation, and thought should be given to ways to encourage more women to consider promotion and lateral development. Open days for particular specialisms can be helpful. West Yorkshire Police arranged for a female firearms

instructor from Cambridgeshire Constabulary to be present in their firearms training department. Several women attended, and a number of applications to join were subsequently made. This principle can be applied with imagination to other specialisms.

7.18   The numbers of ethnic minority staff are so low that no definite conclusions can be drawn. Nevertheless, HM Inspector takes the view that positive support through mentoring and networking will help in what can be a very difficult process.

> "It's no good asking me to apply for promotion. It's been hard enough getting through probation and establishing myself where I am. I couldn't cope with all the pressure of trying to prove myself as a sergeant." (Black Constable)

7.19   Forces should monitor the distribution across specialisms of ethnic minority staff in particular. Any uneven groupings need to be analysed in order to attempt a wider involvement across the full range. This is particularly important if forces are to ensure that individuals acquire the experience and broad skills base appropriate to future promotion.

7.20   Monitoring of the promotion and selection processes is essential to ensure that sound principles are being followed. This was not always the case in every force. At the very least, central dip-checking is needed to ensure that bias and discrimination do not taint processes which may be otherwise sound.

7.21   Feedback is an important part of any promotion or selection process, and its quality should reflect the general methodology. In some forces comments were made about the poor quality of feedback and who should provide it. HM Inspector was pleased to note that in Surrey, Bedfordshire and Kent, successful and unsuccessful candidates received feedback, with advice and guidance on addressing gaps in skills development. This is good management practice. It could usefully be copied by other forces, with the proviso that line management should own both the process and the information relating to their staff if they are to be held accountable for subsequent action. (See 7.3, 10.17).

Specialist Posts
7.22   Unless all specialist posts are advertised, and procedures strictly followed in each case, the selection of individuals will always be open to challenge. While some forces had developed efficient, fair and standardised systems for selecting individuals for specialist posts, elsewhere processes needed review and updating. Wiltshire Constabulary provided good examples of evidenced use of assessment sheets, and recorded markings and gradings against the skills required for the advertised jobs.

> "Every post seems to have a token woman. They don't get the jobs because they're the best, just because they're female." (Male Constable)
>
> "I worked hard for this and look at my results! I do as well as any of the men." (Female Constable)

7.23   In most forces there were people who felt some officers had been unfairly selected. Indeed, selection decisions are one of the most common sources of grievances. Whether true or not, the continuing belief that positive or negative discrimination will occur must give cause for concern. Failure to understand and promote the business case for equal opportunities and the need for positive action makes change potentially threatening.

Forces must always be on the alert for a white male backlash. Officers remain predominantly male and white, and changes in that situation must be handled openly, fairly and with sensitivity. If interviews are conducted on the basis of the skills and competencies required for the job advertised, with proper use of assessment sheets and recorded gradings, any inaccurate perceptions of favouritism can be objectively challenged and rebutted. This is the rationale for monitoring.

> "I know my colleagues think I got this job because I'm a woman. It's made life very difficult." (Female Constable)

7.24   HM Inspector noted strong feelings that appointment boards chaired by heads of the specialisms concerned were often less than objective in their decisions. In some cases, the response had been for boards to be chaired by heads of other functions, often from personnel, or by operational commanders. However, the best solution is to use trained management interviewers, to monitor their decisions and to hold them accountable.

CID

7.25   HM Inspector was pleased to find that crime managers in several forces, in conjunction with personnel departments, showed a refreshing new awareness of equal opportunities, and were developing creative ways to attract women and ethnic minority officers. In a number of forces there was strong support for advertising, open days and accessible selection procedures. This can be successful. For example, in the West Midlands 35% of appointees are now women. Northumbria Police ran a crime skills course, open to any officer, to extend their skills and to provide insights into CID work. These encouraging developments are reflected in the 1994 figures for women officers in forces in England and Wales (excluding the Metropolitan Police) which show the proportion of women in the CID (14%) is broadly similar to the proportion of women officers in the Service (13.7%). For ethnic minorities, the figure is 1.27% compared with a figure of 1.4%, although these numbers are too small to carry statistical significance.

Table 11 - CID population - 1990-1994					
	1990	1991	1992	1993	1994
Total	13,354	13,678	12,743	12,961	13,285
Women	1,398 (10.47%)	1,563 (11.43%)	1,663 (13.05%)	1,775 (13.7%)	1,858 (14%)
Ethnic minorities	91 (0.68%)	108 (0.79%)	112 (0.88%)	145 (1.12%)	169 (1.27%)
1994 Provincial Service Population: 13.7% women officers 1.4% ethnic minority officers					

> "We've had to get used to being called offensive names, but we'd give anything for a happier workplace." (Female Constable)

7.26   Some officers are still appointed to the CID from a select list, rather than against actual vacancies. In one force eighty officers were on the list contending for approximately ten vacancies per year. This example is clearly bad practices and if accompanied by

selection procedures which are not objective, open or properly evidenced, will continue to present a formidable barrier to equality of opportunity.

7.27   Whether true or not, the CID is still often seen as dominated by white male culture, and unwilling to accept flexible arrangements such as part-time working. One force had undertaken a survey which showed that women officers were nor adequately represented at any level within operational CID, and indicated a continuing perception that for women there were obstacles to a career within the department. The exception for a number of forces was child protection and domestic violence where there tended to be a concentration of women. This had been identified, and better job profiling and advertising had produced a more diverse population of successors.

Traffic

7.28   In general, women and ethnic minorities continue to be under-represented in traffic departments, although a number of forces are now taking steps to improve the situation.

7.29   Using the Service population in Appendix 2, 962 women officers and 119 ethnic minority officers are projected. Shortfalls are clear.

Table 12 - Traffic departments population - 1990-1994					
	1990	1991	1992	1993	1994
Total	7,700	7,665	7,447	7,195	6,974
Women	268 (3.48%)	281 (3.67%)	304 (3.89%)	305 (4.12%)	298 (4.27%)
Ethnic minorities	10 (0.13%)	16 (1.21%)	16 (0.21%)	18 (0.25%)	22 (0.32%)

7.30   A questionnaire in one force revealed that women officers perceived themselves to have inadequate police experience and saw the traffic department as male-dominated and unfriendly. The force subsequently produced a new more accessible introductory booklet and held a successful open day for women officers.

7.31   In traffic departments where there appear to be no obstacles to female applicants - and even in those where they are actively sought -numbers do not improve significantly. HM Inspector found great enthusiasm from women officers for their job in traffic, and does not believe the role is fundamentally unappealing. However, he was not made aware of any efforts to attract ethnic minority officers, and suggests that individual forces should seek to reduce this shortfall further.

7.32   A number of forces were in the process of devolving the non-motorway aspects of traffic to divisional or basic command unit (BCU) level. This has tended to pose problems in morale for traffic officers who saw threats to their ability to practise and enhance their expertise. This does not seem to have affected recruitment, with a superficial examination showing no link between the numbers of women and ethnic minority officers, and centralised or decentralised traffic departments.

Firearms

7.33   This is a specialism where women continue to be substantially under-represented. One major problem has been the clothing and equipment provided for them, which is often available only in men's sizes and shapes. (See 16.2.) However, two forces outside this Inspection, West Mercia and Staffordshire, have now completed substantial research to identify appropriate weapons for less physically robust officers. The provision of properly sized and shaped clothing and weapons needs to be accompanied by imaginative schemes, such as that in West Yorkshire described in 7.17 above. Published research* on the importance of confidence as well as strength supports this approach.

*Auten J: The Relative Firearms Performance of Male and Female Police Officers. Law and Order September, 1989. pp. 48-53.

7.34   HM Inspector noted that in some forces, with the introduction of armed response vehicles (ARVs), staffed by traffic officers, the requirement for both traffic and firearms skills may further inhibit the movement of women into either specialism, especially if expectations are that full potential can only be achieved if they are able to qualify for both specialisms.

7.35   The numbers of ethnic minority officers were too low to draw any conclusions other than that individual forces should research the shortfall further.

Short-term Attachments

7.36   Some forces have attempted to encourage applications through initial short-term attachments to specialist departments. Regrettably these have not flourished due to other demands on resources and consequent difficulties of releasing officers from other duties. The will to make such schemes succeed would be a powerful demonstration of force commitment to equal opportunities. The benefits spring not only from tapping hidden talent, but also from encouraging staff to reflect upon more flexible ways of working. Care must be taken, however, to ensure that those who for any reason are unable to take advantage of an attachment do not feel disadvantaged when it comes to selection for those posts.

Chief Police Officers

7.37   HM Inspector was pleased to note that the procedures for appointment to chief police officer were currently under review by the Working Group on Senior Appointments in the Police Service, which includes the Home Office, HMIC, the Association of Municipal Authorities (AMA), the Committee of Local Police Authorities (CoLPA), the Association of Chief Police Officers, the Superintendents' Association, the Police Federation and the Equal Opportunities Commission.

Tenure Policies

7.38   In the first thematic report on equal opportunities, and in subsequent inspections, HMIC has consistently recommended that every force should develop a tenure policy to help spread talent throughout the organisation. The benefits are clearly set out in Her Majesty's Chief Inspector of Constabulary's (HMCIC) guidance issued in 1993. Tenure policies help to create opportunities for the best people to move into the most suitable jobs, reflect the need for movement in stressful specialist posts and give greater flexibility in career development and succession planning. Maximum tenure should not necessarily be short: flexibility and good management are the keywords. There will always be a few

cases where it should be extended, either in the interests of the force or of the individual. The converse will apply to minimum tenure.

7.39   Most forces in the current round of inspections had tenure policies, although some were restricted in scope. One force had suspended the policy after three months, pending further restructuring in the force.

7.40   It was clear to HM Inspector that tenure policies provoke entrenched and often strong feelings. The failure to initiate effective policies or to make them work once in place often appears to reflect shortcomings in management's general understanding of their purpose, and in the way they have been publicised. HM Inspector would stress that he does not regard a policy called tenure as essential per se, and indeed would see it as irrelevant to a force which can demonstrate that it is already achieving the benefits set out in HMCIC's guidance in 7.38 above. However, where these benefits cannot be shown on a targeted and measured basis, he would seek the implementation of a tenure policy because of its proven effectiveness. To achieve maximum benefit, policies should be executed within a wider personnel strategy linked to the local policing plan. HM Inspector notes that the Personnel and Training Committee of the Association of Chief Police Officers is preparing guidance on tenure policies.

Surveys

7.41   Several forces had undertaken surveys of women police officers to find our why so few applied for specialist posts or promotions. Surveys often emphasised particular specialisms, such as traffic, where women did not apply because they saw the section as unfriendly to women. In addition to a current Police Research Award Scheme project entitled 'The Representation of Women Officers: Specialist Roles', there is scope for a broadly-structured project drawing together in one study the range of issues touched on elsewhere in this report. This should include an examination of whether and why women apply for such posts. Parallel research on the career progress of ethnic minority officers could be undertaken at the same time.

7.42   HM Inspector strongly recommends this detailed research as a matter of priority to identify obstacles and discover effective ways to increase the numbers of women and ethnic minority applicants for specialist posts and for promotion. This could be co-ordinated by the Police Research Group (PRG).

7.43   'Investors in People' (IIP) is a basic process for organisational improvement which is under review or being taken forward by a number of forces. This process will inevitably focus not only on appraisal as a means of performance review, but also on all barriers to the most effective use of staff.

8.   Training

The Present

8.1   Force-wide training in equal opportunities is an important tool for cultural change. It needs to run like a 'golden thread' through all training programmes to promote the concept of equal opportunity as an integral part of a proper human resources strategy, relevant to all aspects of life at work. It also needs to be evaluated.

8.2   This philosophy is widely accepted in the Service and HM Inspector was cited many examples of its practice. However, there is a significant gap between perceptions and reality. The widespread absence of professional evaluation of training meant that there was often little evidence of achievement, and comments from trainees suggested that the equal opportunities element could easily be marginalised or even ignored. This is an issue not restricted to the police service. One of the particular dangers is that senior managers, committed to equal opportunities but conscious of substantial past training investment, may switch training effort to other priorities in the belief that equal opportunities has become intrinsic to all training. This assumption needs to be continuously and thoroughly monitored. (See 4.17.)

8.3   Many forces had ensured that all staff had received a structured training session on equal opportunities, usually at the headquarters training department. Some had integrated it with race awareness training. Some sessions were for two days, with most for one day. Some forces had given extra training to supervisors.

> "We've only had equal opportunities training so that the Chief can make us all legally liable and keep his name clear." (Male Constable)

8.4   Trainees' perceptions of equal opportunities were very varied. Many saw it as a statement of the obvious, but to others it was a means to transfer accountability for a difficult and perhaps legally expensive area from the chief officers to junior staff In some cases equal opportunities training increased victims' expectations of compensation. Too often the training set equal opportunities in the context of race and gender, rather than in fairness and the value of diversity.

> "Equal opportunities is for wimps." (Female Constable)

8.5   A number of officers pointed out that whilst equal opportunities was integral to probationer training, it tended to be less so afterwards. Without denying the efficacy of the 'golden thread' policies, there was a sense that frequent short sharp reminders about the business case and inappropriate behaviour would be of value.

> "I don't think that the senior officers of this force know how much we have suffered in trying to move the organisation forward." (Female Trainer)

8.6   HM Inspector became aware that equal opportunities trainers had come under significant pressure as the focus for staff attacks on the organisation. Grievances were aired and expectations of change greatly raised. Too many of these trainers found themselves unsupported, and some went sick with stress. Although there were a number of forces in which senior management, including the top teams, had themselves attended

at least part of the training, not all had really understood the depth of commitment required. This was often because the significance of the business case for equality of opportunity was not understood.

> "We've never seen them (Senior Officers): they would learn a lot about the force if they would only spend a little time with us." (Male Trainer)

8.7   If training is not evaluated there can be no judgement on its effectiveness. Monitoring and evaluation are essential to measure costs and benefits and to plan properly for the future. In every force where substantial resources had been spent on equal opportunities training, the overall benefit could have been increased by better use of the results from professional evaluation. Future training costs would be reduced as a consequence.

8.8   Training, however, does not exist in isolation. It should be a response to the performance development needs of the individual, expressed through appraisal, and also to the performance requirements of the force, expressed in training and personnel strategies in the local policing plan. It may be that such a process will reveal the advantages of providing training for ethnic minority staff to help their development and progression within the organisation. Reconciliation of these needs is not easy because the requirements are always greater than the resources available. Equal opportunities strategies and requirements need to be articulated and supported to ensure a proper focus.

8.9   There is very little monitoring of groups taking up internal training opportunities and therefore little knowledge of any group being disadvantaged.

8.10   Nearly 30% of most forces is civilian. All aspects of equal opportunities must therefore include civilian staff as integral to the Chief Constable's delivery of force objectives. This is developed further in Chapter 12.

8.11   In some forces there is a tendency to equate equal opportunity training with the provision of specific courses on race or gender issues. While the content of these was often good, this separated approach can confirm feelings that these were token gestures to what is essentially a 'bolt-on' idea.

8.12   The Specialist Support Unit (SSU) for Police Community and Race Relations Training at Turvey in Bedfordshire is funded by the Home Office to provide training in community issues and particularly in race relations. HM Inspector was impressed by the SSU training, and met a number of SSU-trained trainers who had made a significant contribution to equal opportunity programmes. However, training departments need to recognise that trainers who have attended SSU courses will have general understanding of many equal opportunities issues but they do not have a full knowledge. SSU training tends to focus on the external aspects of diversity and detail of the law, whereas equal opportunities training stresses more the internal aspects. It is important that forces use trainers who understand that the concept of equal opportunities is much broader than community and race relations and are capable of integrating all aspects throughout a training programme.

8.13   South Yorkshire, West Yorkshire and West Midlands forces had utilised Section 37 of the Race Relations Act to provide training specifically for under-represented ethnic minority groups who were seeking to join the force. These are good examples of positive action although, as they all emphasised, selection for appointment must be on the basis of merit.

8.14   Distance learning packs are now widely used. The packs are effective for imparting factual information to an enquiring audience, but cannot be relied on their own to bring about the cultural and behavioural changes necessary to implement equal opportunities policies. They are a useful adjunct to learning but cannot replace the disciplines of equal opportunities training in the classroom. The Home Office letter of 11 August 1995 gives very useful guidance on this, particularly on standards for material and its delivery.

8.15   During cultural change, as part of the process of reducing the benefits of adverse behaviour, new lessons need to be regularly reinforced. HM Inspector noted that in some cases a good start to training was being wasted through lack of development and follow-up. Awareness of equal opportunities issues in general and harassment in particular tends to be sharply raised in the first stage of training. (See also 8.4.) This can be threatening. Second-stage training, to which few forces have yet progressed, is essential to deal with these feelings and to address other areas such as the management of conflict and the use of gender-specific language at all levels. HM Inspector recommends that all forces who have not yet done so should identify the current training needs of their workforce and develop appropriate training to capitalise on their existing heavy investment in managing diversity.

> "If you respond to a remark, you are on your hobby horse: if you don't, they take it as agreement." (Female Constable)
>
> "Attitudes take a long time to change. The second round of Equal Opps training is having a much bigger impact." (Male Sergeant)

8.16   A number of forces were recruiting civilian professional training staff This should add to the professional base of training departments, improve the understanding required for the training of civilian employees, and enhance the experience and skills that can be drawn on by police officers on tenure within departments.

Managing for the Future

8.17   Diagnosing Organisational Culture For Strategic Application (DOCSA) is a process for measuring changes in culture of organisations identified by the Quality of Service Committee of the Association of Chief Police Officers. Using the process, the Thames Valley police have shown significant relationships between the cultures of certain police areas and the perceptions of their performance by the public. The more effective organisational cultures are strongly linked to the positive management of the people within them.

8.18   The lack of management skills in police forces is now being addressed by the National Director of Police Training and the Police Staff College at Bramshill. There are a number of courses being run in conjunction with universities.* Managing equal opportunities is part of this process. HM Inspector was left in no doubt that many sergeants and inspectors were aware of situations which required their intervention, but

failed to act through uncertainty about processes, timing and support. It is vital that, as team leaders, these officers should develop the knowledge and skills to make a real impact on behaviour, as West Yorkshire Police have recognised. The performance of candidates for sergeant and inspector at OSPRE has been analysed, although unfortunately there are insufficient data as yet to give statistical validity. (See 7.14.) It would appear that the knowledge base of individuals is sound but the ability to work through processes to achieve positive results is quite low. Relevant management skills are absolutely crucial to progress on equal opportunities, and all forces need to tackle this through appropriate training.

> "Of course sexual harassment goes on, but it never gets challenged by supervisors. You have to learn to cope." (Female Constable)

8.19   HM Inspector is conscious that the Service already has a very high training workload. Inevitably the suggestions in this report will add significantly to this. It is therefore crucial that training plans are fully integrated into the priorities set out in the local policing plan as part of the human resources strategy. (See 4.17, 17.10.)

*The following national police programmes are offered with a specific management focus and incorporate major elements involving managing diversity and performance:

- The Capable Manager: a certificated course for police and civilian staff, in conjunction with the Open University.

- Diploma in Organisational Management: in conjunction with Manchester and Leicester Universities. This can Lead to an MA.

- Diploma in Police Management: in conjunction with the Institute of Management.

9.   Redressing Grievances

9.1   All forces inspected have a published grievance procedure along the lines of Home Office Circular 16/93. Forms for recording and monitoring grievances are steadily improving. Northumbria Police in particular have guidance which is very clear and explicit.

> "I feel if I raised a grievance it would ruin my career." (Male Constable)

9.2   In all forces there were some people who were not prepared to use the grievance procedure. In some forces no-one whom HM Inspector met was prepared to use it, and there was a general lack of support for or confidence in its use. Many people felt they would be victimised if they raised a grievance, and that no matter how good the policy, it would not help in resolving the issues it was designed to address. Junior staff often felt their line managers lacked understanding of or commitment to the procedure and would be unable to help resolve issues, particularly those concerning racial or sexual discrimination or harassment, or bullying. Sergeants and inspectors agreed that they lacked confidence and understanding in working the process. The need for additional management training has been outlined in 8.18. While HM Inspector was concerned at the lack of faith in the grievance process, he was encouraged to find more positive views among most - but not all - of those who had actually used the system. Kinsley Lord in their report on the MPS identified it as an important catalyst for change, both in attitudes and behaviour.

> "I don't understand how the grievance procedure works, and I've never heard of anyone being successful with it." (Male Constable)

9.3   Grievances require very sensitive handling at supervisory level to avoid a polarisation of management and staff, and the possibility of eventual referral to industrial tribunals. All forces need to invest time and effort in training intermediate staff to handle grievances in a positive way, and to reassure them that they will be supported in making appropriate decisions about grievances. HM Inspector considers the Avon and Somerset Constabulary's training package 'Effective Grievance Handling' to be a helpful training aid. It was sponsored by Action E', a network within the police service which aims to improve knowledge about equality of opportunity. (See Chapter 15.) One force reported that the role play provided by the MaST organisation had been very effective.

> "I'm not sure I'd know what to do if one of my people wanted to raise a grievance. I'd try to persuade them not to." (Male Inspector)

9.4   HM Inspector was concerned to find that an a number of forces there was little or no specific training for people most closely involved with the grievance procedure. Police officers are steeped in processes which rely on proof beyond reasonable doubt to resolve both criminal and disciplinary issues. Effective resolution of grievances calls for judgements based on the balance of probability. Training is essential to help everyone understand both the procedure and this significant difference. Training must also help to deal with the widely-held view that invoking the procedure will lead to victimisation of the aggrieved and that little will come of it. Only management by their actions can prove to the contrary.

9.5   There was a growing recognition, within policies at least, of the complainant's expectations. Nonetheless, HM Inspector was too often told by staff that they had never intended the grievance process to go as far as chief officers, or to result in a formal disciplinary hearing. This had left the complainant unhappy about the outcome and in some cases as the subject of further real or perceived victimisation or isolation. Often complainants merely want a certain behaviour to stop, and a prolonged process over which they have no control can aggravate situations and do further damage.

9.6   As the grievance proceeds, care should be taken that all parties involved are appropriately managed. This includes not only potential witnesses and the aggrieved, but also the subject of the grievance.

9.7   Formal disciplinary processes should only be started in the most serious cases, always remembering that the complainants' wishes are paramount in allowing any case to proceed effectively. Complaints and discipline departments need to have a good working knowledge of grievance handling procedures and how they link to personnel departments, as well as having some sensitivity about the pressures on the complainants.

9.8   HM Inspector was pleased to find that many forces had successfully set up networks for advice and discussion, and others were following suit. Some were informal but others were organised as 'first contact officer schemes'. These networks are of the greatest importance, but it needs to be recognised that such groups are likely to facilitate an increase in the numbers of grievances made. Experience indicates that initial demands for help and advice tend to come from women staff, but the Black Police Association argues that its existence is in part due to the lack of networking available to all ethnic minority staff. HM Inspector would wish to encourage forces to develop and publicise broader networks to give informal confidential support to the whole workforce. (See Chapter 15.) Making the information available only on request defeats the spirit of the process.

9.9   Positive results will come over time from publicising the results of using the grievance procedure. The dilemma is how to achieve the benefits of feedback without breaching confidentiality. South Yorkshire Police publishes the results of individual grievances in force orders. HM Inspector considers this an example of good practice, although he was aware that this view was not shared by all staff. However, this is a powerful way to demonstrate the effectiveness and credibility of the system, always provided that the anonymity of individual cases is never breached. It may well raise the number of grievances made in the first instance, but in the long term the openness will

benefit the organisation. This publicity sends an important message to the force about the commitment to equal opportunities and of the willingness to make it work.

> "I wish they'd make an example of someone who's behaved badly, and show it won't be tolerated. Putting up a poster's not enough." (Female Constable)

9.10   Not all forces asked for the recording of the initial stage of the procedure. However, this should be done because much evidence supporting the success of the procedures lies at this level, and it should be recorded and used.

9.11   Equal opportunities advisers in some forces were expected to give advice and guidance on grievances to individual staff. This could be inappropriate if the unit is subsequently to advise the force on specific cases. Equal opportunities advisers' involvement is crucial, but should be clearly thought through. The equal opportunities adviser's role is discussed in 10.7 to 10.11.

9.12   HM Inspector is concerned that numbers of cases are referred to industrial tribunals because it is claimed that the grievance procedure has failed. However, when cases are not resolved within time limits, a complainant may feel there is little option but to apply for registration. The force will then endeavour to protect its position, thus changing its relationship with the complainant. There are areas such as this where the guidance in Home Office Circular 16/1993 might be extended or improved in the light of experience now available. The Home Office should consider taking this forward.

9.13   HM Inspector was made aware that the grievance procedure was being used to raise subjects associated with policy, on terms and conditions and on organisation. These should be handled through line management processes and negotiation with staff associations and trades unions and not through the grievance procedure.

9.14   New disciplinary processes are currently under discussion within the Service. It will be essential that the new procedure be monitored carefully to ensure that it is free from discrimination.

10. Personnel and Human Resource Departments

The Departments

10.1   The development of an integrated human resource strategy should be of the highest priority if forces are to move forward. It makes the critical link between the development of potential and skills in the workforce and effective organisational performance. Human resource strategies should be part of local policing plans, and the framework of Personnel Standards developed for national use by the Employment Occupations Standards Council in the UK is an excellent guideline.

10.2   HM Inspector strongly supports the recommendation of the Personnel and Training Committee of the Association of Chief Police Officers that forces should use these Personnel Standards. They express best professional practice and give an effective framework for chief constables to review their own policy and practice.

10.3   Human resource strategies should embrace occupational health and welfare departments. There is a significant synergy linking the information and resources of these departments with personnel. (See 11.5.)

10.4   In some forces the divide between police and civilian staff continues to be reinforced by the ties that remain with local authorities. HM Inspector urges all forces to seize the opportunity given by the Police and Magistrates' Courts Act 1994 to develop procedures and structures which reflect their needs rather than those of their local authority. This process will require both sensitivity and high professionalism. This reinforces the need for professional staff in personnel departments. HM Inspector was pleased to find that an increasing number of forces were now employing staff professionally qualified through the Institute of Personnel and Development and with experience outside the police service.

10.5   Forces now increasingly recognise how essential it is to integrate police and civilian matters within their personnel departments. Where this has happened, feedback on the quality of service has been good. Integration reinforces the idea that equal opportunities is not about progressing the interests of women and ethnic minorities alone, but about creating an environment in which everyone is able to develop their potential for mutual benefit.

10.6   All personal files should always be open to the subject and this policy should be published. This is the case in most forces, but many staff still believe that at least two files are kept on them and only one is open for them to see. Because of administrative pressures, many forces have an appointment system for seeing files. Unfortunately this reinforces any existing suspicion that files are being specially processed. Access on request is to be preferred.

The Equal Opportunities Adviser

10.7   If the role of equal opportunities advisers is to be an essential component of any effective equal opportunities strategy, they must have appropriate knowledge and expertise, not just in the law but in the management of change. SSU training at Turvey is also advantageous. (See 8.12.) This appointment is critical in those forces who have still to develop their equal opportunities work.

10.8   Most forces now have an equal opportunities adviser but in some cases their effectiveness is limited by the lack of a properly structured role. They need to work to force priorities, with assured support from senior managers and a role which is clearly defined within the human resource strategy. This will require clarification of the adviser's dual responsibilities to advise individuals as well as the force. It is equally important that equal opportunities advisers know the status of their own career development and job contract and understand precisely what is expected of them.

10.9   Failure to draw the equal opportunities adviser routinely into critical procedures - for example drafting recruitment criteria - means that available expertise is not being exploited. To be effective, they need direct access to a chief officer or a professionally qualified director of human resources, and a requirement to 'proof' all personnel policies, practices and procedures as a matter of course.

10.10 Equal opportunities advisers need to monitor training courses regularly to help progress equal opportunities, harassment policies and grievance procedures. In forces where equal opportunities policies are available on the computer network, the adviser can usefully write explanatory notes to give additional in-depth information for line managers. Presentation and communication skills are a significant aspect of the role.

10.11 The equal opportunities adviser needs a sound understanding of the law and easy access to further professional advice. The implications of mistakes at any stage are substantial in terms of costs and publicity, not only to the individual involved but most certainly to the force.

Equal Opportunities 'Steering' Group
10.12 The development and maintenance of an effective equal opportunities co-ordinating body should be seen as a priority for all forces This is essential if all the strands of equal opportunities policy and procedure are to be brought together with the exercise of firm leadership. Most forces now have such a group, although their terms of reference and the scope of their activities vary widely.

10.13 Groups need wide-ranging representation, including personnel departments, staff associations, trades unions, operational officers and minority groups. Care needs to be taken to ensure that all members are able to contribute to agendas.

10.14 A communications strategy will be required. Agendas and minutes should always be open, and frequent informal articles in the force newspaper are one way of spreading awareness of the force's commitment. Some forces have equal opportunities broadsheets to spread the messages of change and progress. (See 4.8, 18.3.)

10.15 HM Inspector was concerned to find that one force's group had not met for a year when there was clearly much work to be done. Meetings should be publicly timetabled and held with sufficient frequency to drive issues forward.

10.16 Provision of good quality data from the monitoring system is essential, and professional comment from the equal opportunities adviser can highlight areas of success and those which require more attention.

10.17 HM Inspector noted that change came about more readily where groups were chaired by someone, normally a chief officer, with the power to make things happen in the organisation. This kind of leadership, which unfortunately was not always evident, is highly effective in reinforcing and demonstrating commitment from the top. HM Inspector is of the view that this leadership should be drawn from line management and not from a civilian director of personnel or human resources. These are management issues which are more appropriately handled by line managers.

11. Welfare and Occupational Health

Services

11.1   Welfare services have historically concentrated on bereavements, accidents, illness, debt and marital problems. Recent years have seen an increase in demand and affected their capacity to cope with the growth of emotional and stress-related issues, whether arising from work pressures or the domestic environment. Many forces also refer staff to private counsellors and psychiatrists. HM Inspector was strongly of the view that all such counsellors should be appropriately qualified as advised by the force occupational health physician.

> "I'd certainly take any problem to the Welfare people. I'm sure they'd treat it in confidence." (Female Constable)

11.2   Complete and guaranteed confidentiality is a general prerequisite for welfare departments. In some forces HM Inspector identified a worrying perception that the department did not treat matters in complete confidence, with the warranted fear that an approach to the welfare officer would be followed by a visit from senior supervising officers. However, the employer has a duty of care to all staff which may in certain cases override considerations of confidentiality. It is not surprising therefore that many welfare officers at times experience conflicts of loyalty because their role is inadequately defined. They feel isolated from the organisation and with insufficient links or access to very senior management.

> "We wouldn't go to welfare. The officer eats with senior officers every day and his office is in HQ. What price confidentiality in those circumstances?" (Male Civilian)

11.3   In response to the increasing complexity of health and safety regulations, more and more forces now have occupational health departments working alongside welfare departments. These departments are increasingly professional and frequently take over and extend medical issues in which welfare had previously played a part. These services cover:

- advising on individual health problems.

- advising on general issues where the working environment may be causing problems to individuals.

- ensuring compliance with legal requirements.

11.4   The reservations in some forces about the growing role of occupational health departments are unwarranted in the view of HM Inspector, but he is concerned that the relationship between occupational health and welfare departments is insufficiently understood by management or customers. The two should be mutually supportive, but tensions often develop if the force has no overall human resource strategy within which their synergy can be developed. HM Inspector urges speedy publication of the guidelines on occupational health in the police service which are being developed by the Personnel and Training Committee of the Association of Chief Police Officers.

11.5 The force human resource strategy must include occupational health and welfare which in many organisations link directly to personnel. In HM Inspector's experience, there are benefits associated with this.

11.6 Welfare and occupational health are useful 'thermometers' and repositories of important information on general trends, but forces do not always make use of this information and expertise. However, Kent County Constabulary have involved the department in planning a major force operation. This was a good indicator of how the department was perceived and an excellent example of planning for these issues before, rather than after, the event.

11.7 Systems which help the flow of information from welfare and occupational health to senior management are crucial. The Kent County Constabulary welfare department makes an annual presentation to the chief officers. Regular meetings of the separate welfare, occupational health and personnel departments are also held to discuss policies and ways of taking them forward. This communication is an essential process where departments continue to be separate. The Kent County Constabulary welfare department was also involved at an early stage in the Force s change process and advised on ways to reduce consequent stress.

11.8 HM Inspector found that some welfare and occupational health departments were in locations which prejudiced confidentiality in the eyes of the customers. Privacy needs to be assured, and each force should have facilities where contact and visits can be made in confidence if necessary.

11.9 Force psychologists are a useful highly-trained resource which is too often underestimated. Forces need to think creatively about using their services. For example, as a very minimum they can validate the tests used in selection methodologies, and integrate them with particular skills such as those of firearms officers. Psychologists can help to make training more effective. Greater Manchester Police are a notable example of excellence where psychologists have an input to a wide range of recruitment and selection methodologies.

11.10 Occupational health departments in particular have a responsibility to give advice on all health aspects of the working environment. Their records, whether of absence, of the outcome of medical examinations or of other incidents, can, if suitably analysed, provide sound guidance for line managers and sub-divisional commanders. Some departments, however, including welfare, are hampered by lack of information technology support or even basic equipment such as mobile telephones.

11.11 Staff in welfare and occupational health departments may need training to help them understand and deal appropriately with problems experienced by people from different cultural backgrounds.

> "I don't think the welfare department could handle racial issues. They don't really understand it at all." (Female Civilian)

Sickness Figures

11.12 Medical retirements were examined briefly in Chapter 6. No significant difference could be found between men and women. The data on ethnic minorities is insufficient to form any firm conclusions.

11.13 However, Table 13 shows a substantial difference between the average sickness days per officer for women and men. The sickness figures are not recorded separately for ethnic minority officers.

Table 13 - The number of days sickness per annum per officer - 1992-1994			
	1992	1993	1994
Men	11.43	12.03	12.18
Women	16.34	15.53	16.51
(All figures in the table and following are for England and Wales excluding the Metropolitan Police Service)			

11.14 Figures for civilian staff sickness are not available by gender for previous years although those for 1994 show a considerable difference between male and female averages. This coincides with the police figures.

Table 14 - The number of days sickness per annum for civilian staff including traffic wardens - 1994	
	1994
Men	10.49
Women	15.9
(Provincial totals excluding West Midlands)	

11.15 A number of recent studies of sickness levels of men and women have found that women in the organisations studied have a higher sickness level than men. The Industrial Society surveyed 543 UK companies for their "Wish You Were Here" report and found that the average percentage of days off sick per annum based on a working year of 230 days are:

Table 15 - Percentage and days off sick per annum		
Men	3.18%	7.3 days
Women	4.15%	9.5 days

These figures for both men and women are lower than the police and civilian staff averages. This may be related to the nature of the work. The majority of police officers undertake active work, and as such are more susceptible to injury and less able to carry out their normal duties with minor problems. The civilian figures include traffic wardens who also carry out active work.

11.16 Similar results were found in a study carried out by Sharpe and Watts*. This suggests that the differences between male and female staff found for civilians and police officers are not specifically a problem of the police service and are nor necessarily a result of any discrimination found in this environment.

11.17 These differences between male and female sickness levels could, with advantage, be researched further. The Home Office may wish to follow this up.

*Sharpe, C & Watts, F: Occupational Medicine, Vol 45, 1995

12. Civilian Staff

The Present

12.1   Recent years have seen a growth in the numbers of civilian staff to nearly 30% of forces' strength.

Table 16 - Civilian staff strength as a percentage of Force strength		
	1993	1994
Police	97,250	97,227
Civilian (full time equivalent)	38,717	39,961
Civilian % of total strength	28.42%	29.13%

12.2   Civilian staff are making a substantial contribution at every level of the Service. Figures for recruitment are shown in Table 4 page 21, for retention in Table 7 page 29 and for sickness in Table 14 page 59. No analysis is available of the jobs they hold. (See 12.12.)

12.3   Since April 1995, all civilian staff are employed by the Police Authority, with substantial delegation to Chief Constables for day-to-day management. As discussed in 10.4, in the absence of clear alternatives from the new Police Authority, conflict can arise for civilian staff when ties with the old structures still remain active. Appeal procedures in particular will require clarification.

12.4   It is essential that the Service as a whole should make more effective use of the high level of ability within the civilian workforce. Far greater flexibility is required, and the existing regulations governing civilian job contracts will need to be reviewed.

12.5   The absence of a civilian staff career structure within the police is a source of widespread dissatisfaction among civilians. Almost all civilian staff - but not all their staff representatives - understood the need for and significance of the introduction of staff appraisals. The lack of this essential element for career development has a debilitating effect on many support staff who feel disadvantaged in comparison to their police counterparts. The importance of appraisal has been developed at length in 7.1 to 7.3 and its significance in terms of performance management cannot be over-emphasised. HM Inspector recommends that immediate steps should be taken to institute appraisal systems linked to processes for career development and performance management.

12.6   Growing numbers of professionally-qualified civilian staff are now being recruited directly into forces. They come from a range of backgrounds, including finance and accountancy, occupational health, personnel, training and information technology. Inevitably, career expectations are heightened, and for some an upward career development path can be mapped out. For many others there is now a real opportunity, with suitable training, for lateral development. However, most forces did not yet appreciate the significance of civilian career planning and development, and how crucial it is to improving the motivation and commitment of civilian staff and the future delivery of their policing plans.

> *"I love the job and I wouldn't want to do anything else, but it's hard to take the banter sometimes." (Female Civilian)*

12.7   Although the cultural divide between police officers and civilian staff has substantially lessened in recent years, many civilians told HM Inspector that they were still regarded as 'inferior' by some police officers. In some places relations were clearly harmonious. However, old perceptions and sensitivities remain, with some civilian staff feeling they had been at the bottom of the pecking order in their local authority because of their police jobs, and were at the bottom of force priorities because they were not police officers. Some saw little if any evidence of change.

> *"I'm a woman, I'm black, I'm a civilian, and I'm part-time. You can't get any lower." (Female Civilian)*

12.8   Tensions between police and civilian staff, although fundamentally the result of differences in terms and conditions of service, were often aggravated by the behaviour of individual officers and by perceptions of unfair distribution of facilities. Police officers were frequently irritated by the rigidity they perceive in civilian job descriptions and contracts.

12.9   The work now undertaken by civilian staff is critical to the success of the police service. Very heavy demands are frequently made of them, particularly as basic command unit administration officers, often without training or proper skills development. They can be marginalised in top teams, at local and at divisional level. These problems cannot be over-emphasised, and must be addressed as a matter of urgency.

12.10 Pay structures were a bone of contention. This was in part because civilian staff had little understanding that police officers were rewarded on the basis of their competence to tackle, often with little notice, a wide range of situations, and of the restrictions placed on their activities outside the Service. However, HM Inspector was made aware of officers in some forces who had for numbers of years held jobs equivalent to civilian counterparts. Almost invariably this happened in forces with no tenure or similar policy. In these cases the force may be at risk from actions under the equal pay legislation. (See 4.13.)

12.11 Forces additionally need to recognise that the widespread lack of knowledge among police officers of the terms and conditions of service for civilian staff is a source of resentment among civilians. This situation should be tackled by appropriate training for police managers of civilian staff.

> *"So many police supervisors just have no idea about civilians' terms and conditions of service. They don't realise how different it is." (Male Civilian)*

12.12 HM Inspector recommends that, as far as possible, statistics on civilian staff should be maintained and monitored in the same way as those for police officers. This will require work on the comparisons of role which are essential for the monitoring of change but this will probably only be achievable within each force rather than Service-wide. In suggesting this, HM Inspector is not supporting the development of common job and salary structures across the Service.

Redressing the Balance

12.13 Forces are beginning to understand how crucial civilian staff are in supporting front-line delivery of policing. They now need to ensure that civilians have the opportunity for proper careers in the Service. This means that, with the exception of remuneration and pensions, police and civilian colleagues should wherever possible and practicable enjoy the same conditions and opportunities in the workplace.

Civilian staff will need:

- appropriate career development and training.

- flexible job descriptions.

- routine involvement in consultation and decision-making.

- equal access to conferences and training events.

- the skills and training to manage police officers where necessary.

13. Special Constabulary

13.1   Special constables are individuals who choose to give their private time for the public benefit and are sworn officers. HM Inspector was invariably impressed by the excellence and dedication of these officers despite extreme anomalies in their treatment and conditions, and in the inadequacies of data on almost every aspect of their performance. These issues as well as recruitment, promotion and training are currently being addressed by a Home Office Joint Working Group and an HMIC study. (See 5.9, 16.4.)

13.2   Cases of harassment were reported to HM Inspector as well as the belief that these were often effectively redressed. In any event, such occasions appear to be rare although the special constabulary were not often drawn into equal opportunities training.

13.3   Increasingly valued by their police counterparts, the special constabulary illustrate effectively how diversity within the workforce can enhance the performance of the force as a whole.

13.4   HM Inspector is aware of and supports the detail and recommendations in the draft of the report of the Home Office Joint Working Group. Issues are comprehensively explored in that report and there is no advantage in covering the same material here.

14. Staff Associations and Trades Unions

14.1   During the Inspections HM Inspector or his staff had meetings with representatives from the Superintendents Association, Police Federation, the trades unions and staff associations. Their useful comments and perceptions on the development of equal opportunities policies were endorsed by HM Inspector's own experience. The Police Federation is doing much to support equal opportunities and HM Inspector was impressed not only by their organisational policies and in-house training, but also by the sensitivity and support shown by numbers of individual Federation representatives. The Commission for Racial Equality, however, has been concerned in the past about their willingness to represent ethnic minority members bringing racial discrimination issues against white members.

14.2   There was a general consensus of opinion amongst staff associations and trades unions that:

- many managers, both police and civilian, still did not regard equal opportunities - particularly sexual discrimination and harassment - as a real issue, with individual poor behaviour frequently left unchallenged.

- widespread discrimination had ceased, but many cases of sexual or racial harassment were not reported from fear of victimisation and negative responses from managers and the force.

- many staff were still unsure about the grievance procedure and lacked faith in its outcomes or usefulness. Junior supervisors were often poorly skilled in how to deal with grievances or other equal opportunities issues.

- there were continuing problems with gender-specific language at all levels including top teams.

- networks, such as those for women, gay, lesbian and black staff, bereavement, maternity or returners, were seen as very helpful.

- too many managers lacked knowledge of civilian staff terms and conditions of service.

- civilian staff often felt no more than tolerated by their police colleagues.

14.3   Civilian staff unions felt on occasions that their relationship with the police service as an employer was uneasy. There was often a lack of professionalism in dealing with union representatives, and they were too often excluded from regular meetings with the police staff associations when corporate issues significantly affecting civilian staff were on the agenda.

14.4   HM Inspector was concerned that staff associations are often called upon to represent both parties in grievance cases. The Police Federation has now issued guidelines to ensure that the two sides receive advice from different Federation officers. The new administrative procedures maintain this separation throughout the whole process, with legal advice being sought from different solicitors. This is a helpful

development, but the situation needs careful monitoring because it is likely that further confusion will emerge in practice.

15. Networking

15.1 Networks are informal groupings of individuals who derive mutual strength from the sharing of ideas and concerns. Networks have little structure other than that of confidence shared and held. Their membership is accessible to all and is not secret, and they may include counsellors with sufficient training to provide help when needed. The open sharing of information within the network allows the opportunity to learn from mistakes as well as successes without compromising those involved. If networks are to flourish within an organisation, it is essential that their value and effectiveness is officially recognised.

> "I had a problem with racial harassment but I never got to the grievance stage. The First Contact Scheme was a real help in resolving it." (Black Constable)

15.2 During the Inspections, HM Inspector encountered large numbers of networks which were widely seen as helpful. They took many different forms and addressed a variety of issues. Northamptonshire Police, although outside the formal Inspection, provided an example of the range with:

- the Action Learning Group, a women's support network, meeting every six or seven weeks.

- a network of thirty-two professionally-trained equal opportunities advisers, police and civilian, men and women.

- a network for part-time workers, both men and women.

- the Black Police Association with police and civilian members.

15.3 The application of networks is potentially very wide. For example, a network of working parents would be an obvious adjunct to family-friendly policies.

15.4 Many forces have 'primary contact groups to help people who are considering the grievance procedure. Force-wide and informal, these are seen as invaluable as a means of resolving a wide range of issues before they become grievances. These groups can lead to an increase in grievances raised. (See 9.8.) However, forces saw this as a constructive process in addressing often serious issues and strengthening confidence in the grievance procedure.

15.5 HM Inspector would wish to encourage all forces to monitor the demand for such networks, to give open support to those that already exist and to help with establishing others as appropriate. Regular public support from chief officers and senior managers is essential, as is that of equal opportunities advisers and the welfare and occupational health services.

15.6 The smaller the minority, the more serious may be the impact of harassment on the individual. The recent extension of equal opportunities policies to include sexual orientation has sent a positive signal to gay and lesbian staff. HM Inspector met representatives of the Gay and Lesbian Police Association who welcomed the development of networking. In group meetings of ethnic minority staff, he often found

individuals who had never met each other before, and who welcomed the opportunity to share similar experiences.

15.7   In a few forces, the majority of women in particular were confident in the strength of existing processes and saw no need for such active networks. In others, ethnic minority staff were reluctant to engage in any process which raised their visibility as a group or allowed a vociferous minority to express views they might not share.

15.8   HM Inspector was told that the Black Police Association, open to all ethnic minority staff, was set up because of the frustration amongst minority staff that neither management nor the staff associations were addressing their needs. The experience of these black members of staff had led them to feel that support was not to be found in existing structures. The Metropolitan Police (which was not inspected - see 1.3) includes the bulk of the Black Police Association's membership, although the Association has now been invited to speak to numbers of forces around the country.

15.9   During the course of the Inspection HM Inspector met a significant number of ethnic minority staff and was made aware of their dislike of stereotyping and wish for more professional application of equal opportunities policies. The majority felt that new or stronger local networks could provide welcome support. Some wished to explore this directly with the Black Police Association.

15.10 Our of nearly one hundred groups to whom HM Inspector spoke, two expressed the view that Freemasonry had an undue influence on selection within their force. However, the selection systems in place and the monitoring information available did not support this. Nevertheless, HM Inspector urges all officers and staff to give careful consideration before joining any organisation which may be seen to impinge on their impartiality or discharge of public duty.

15.11 HM Inspector noted that Equality Exchange Regional Police Networks were running successfully in the Eastern, North West, North East, South East and Midlands. More chief officer support in the other regions for these networks could produce equal benefit.

15.12 Networks are also invaluable for those involved in personnel work and training. The Institute of Personnel and Development provides for a local sharing of views but forces should encourage staff to network with their counterparts in other forces. The Personnel and Training Committee of the Association of Chief Police Officers is commended for supporting this with national events run in conjunction with the professional staff at the Police Staff College at Bramshill.

15.13 The Department for Education and Employment's publication 'Employers Equality Networking - Working Together for Equality' gives useful practical advice and contacts.

16.   Clothing, Equipment and Facilities

16.1   Problems with the issue of clothing and equipment for women were made known to HM Inspector by police officers, special constables, civilian staff in uniform and traffic wardens.

16.2   The main complaints were:

■ the size or design of public order overalls, boots and protective vests is inappropriate for many women.

■ some forces failed to provide an adequate range of clothing designed for women.

■ special constables are frequently insufficiently equipped to fulfil their expected role.

16.3   There must be obvious concern that members of the Service should be asked to carry out their duties with cumbersome, ill-fitting or inadequate clothing and equipment. It was clear that the design of specialist protective equipment for firearms or public order duties, either for personal issue or for training purposes, frequently did not take account of women's generally different size and shape. This affected women's performance in the tasks set, and in some cases was certain to mean failure. HM Inspector wishes to emphasise that this is not only discriminatory, but also likely to be unsafe. The provisions of the health and safety legislation need to be studied closely, with occupational health advisers involved in the processes.

16.4   The inadequacy of clothing and equipment issued to special constables may be associated with uncertainties about their role and the priority they are given within a force. The Home Office Joint Working Group on Special Constables will be making recommendations on all these issues.

16.5   HM Inspector noted that although those concerned with the purchase, design and supply of equipment had too often failed to consider the needs of women in the past, outcomes were usually much better when a female member of staff was on a clothing committee. There is no doubt that some clothing consortiums need to have the users' requirements more accurately researched and stared.

16.6   Many forces identify women staff by a lead digit on their collar number. HM Inspector considers this unnecessary and would urge forces to change this practice. The use of specific ranges of lead numbers and the designation WPC to identify and deploy women staff could result in unlawful discrimination.

16.7   Few forces had recognised that increasing numbers of female staff meant increasing provision of facilities for women. This needs urgent assessment and attention. Facilities need to include adequate numbers of appropriately located toilets, restrooms and changing facilities, mirrors at suitable heights in bedrooms and changing areas, and hairdryers. Appropriate commodities should be available alongside minor toiletries. This is an area where the greater the consultation with users, the better is likely to be the outcome.

17. Monitoring

17.1   Monitoring capability varies from force to force. It is undoubtedly constrained by Information Technology (IT), but in many forces it is capable of far greater development. A proper statistical base is essential to track the process of change, and the Home Office in conjunction with the Commission for Racial Equality and the Equal Opportunities Commission might wish to propose a suitable framework. In particular, HM Inspector noted a general need for forces to increase their capability to monitor civilian staff and the special constabulary. (See 12.12.) Monitoring is also important as a means for a force to demonstrate its accountability for achievement in equal opportunities both to its own staff and the customers it serves. It thus has a rightful place as an important management responsibility in the local policing plan.

17.2   Bedfordshire Police are to be commended for ensuring that the Service Level Agreements (SLAs) they are developing contain clear statements of the requirements for career development, equal opportunities and training evaluation.

17.3   Monitoring of equal opportunities should cover the following areas as a minimum:

- the workforce by rank, specialism, gender and ethnic origin.

- police (including graduate entry) and civilian recruiting, with stages of drop-out.

- police and civilian staff selection for promotion, with stages of drop-out.

- police and civilian staff progression to specialist posts.

- performance of assessors and interviewers.

- access to training (with pass or fail if appropriate).

- access to work-shadowing and other career-enhancing opportunities such as the Accelerated Promotion Scheme.

- appraisals.

- wastage (by type).

- discipline.

- grievances.

17.4   'Investors in People' (IIP) as a process can provide measured, regularly audited standards.

17.5   'Opportunity 2000' is a useful way of setting and monitoring goals for the progress of women in the organisation.

17.6   DOCSA (see 8.17) is one means of measuring change in organisational culture.

17.7   Appropriate information for monitoring disability should become clearer as the codes of practice for the 1995 Disability Act are developed.

17.8   Monitoring as a process merely provides information. Its usefulness depends on its evaluation, analysis and critical assessment by the equal opportunities adviser and line management. Most important of all, monitoring must be appropriate to the need and thought should be given to assessing that carefully. The results should be widely circulated with appropriate explanation, and also used to help to drive the work of the equal opportunities steering group.

17.9   HM Inspector is very conscious of the demands on forces for data and the resources that this can consume. In the first instance, forces can ensure that provision for monitoring equal opportunities is built into future IT specifications at the planning stage. Requirements can then be prioritised against other demands in annual and medium-term plans as part of their integrated human resource strategy.

17.10   However, it is also true that numbers of administrative actions, with their associated costs, which are suggested in this report stem from the absence of systematic monitoring, of evaluation, feedback and often of subsequent training or retraining. When these are done, solutions are likely to be much more cost-effective.

18. Communicating Success

"The Chief Constable's taken a consistent stand on equal opps. I think he wants to make it work." (Male Constable)

18.1   Every force visited had achieved success, but regrettably this had not always been communicated in the workplace. As a consequence, doubts, suspicions and ignorance abounded.

18.2   Communication in any organisation requires regular effort. The fact that police forces employ a wide range of staff working round the clock makes it more difficult but no less important.

18.3   There are many ways in which positive messages can be communicated. For example:

■ *IT briefings and update systems* can be used, as in Bedfordshire, Hertfordshire and Avon and Somerset forces.

■ *internal force newspapers* can be used to express and re-state management policies and chief officers' commitment in an informal accessible way.

■ *posters, videos and distance learning packages* can help to keep policies and behavioural issues at the forefront of the force's consciousness. This has been effectively done in Greater Manchester.

■ *public engagements.* All management, but in particular senior officers, should consider ways to support equal opportunities policies during public engagements. Open praise for good practice is particularly effective. It does nor require much effort to convey very positive support for policies and people. Neglecting this can do considerable harm to perceptions of the force's commitment.

■ *continuing informal support* from key people in the workplace.

■ *publishing awards*. Northumbria Police won the 1994 Opportunity 2000 award from Tyneside TEC.

■ *membership of organisations* such as Opportunity 2000 and the Employers' Forum on Disability.

18.4   There is a range of information which can usefully be communicated in support of equal opportunities policies. For example:

■ *numbers and types of grievances* raised and the stage at which they were resolved.

■ *outcomes of grievances*, expressed positively with strict regard for confidentiality, as in South Yorkshire.

- *outcomes of formal disciplinary proceedings*, including punishments, relating to the force's equal opportunities policy.

- *staff surveys* of attitudes, perceptions and knowledge of equal opportunities. Greater Manchester, Hampshire and Kent forces have all used these very effectively.

- *simply interpretable monitoring data*.

18.5   Individuals in the force who come into contact with staff from different departments should be kept well informed and encouraged to give out positive but realistic messages. Journalists in the force media department can be helpful, as well as trainers, and welfare and occupational health officers. (See 4.8, 10.14.)

18.6   The equal opportunities steering group or committee should develop a communications strategy. The group's agenda and minutes should always be open, with any member of the force able to raise an issue. The group's work should be regularly featured in the force magazine.

18.7   Strong presentations of the business case for equal opportunities can help to remove the association of equal opportunities with political correctness.

Appendix 1

Agenda for Action - A Good Practice Guide
(Race and Equal Opportunities in the Police Service:
A Programme for Action - CRE 1996 - provides complementary checklists)

For further advice consult the Assistant Inspector of Constabulary on 0171-273 2612.

1. EQUAL OPPORTUNITIES POLICY
(Chapter 4)

■ Is the policy part of an overall human resources strategy? Does this take account of the National Occupational Standards for Personnel and Training?

■ Are there measurable objectives, regularly monitored and updated?

■ Is the equal opportunities policy document regularly reviewed to ensure that it is up-to-date?

■ In addition to race and sex, does it include disability and sexual orientation?

■ Are all staff aware of the policy?

■ Does the policy have support from the top team?

■ Is regular information about equal opportunities issues published within the force?

■ Are the contact numbers of welfare departments, networks and staff associations published?

Disability

■ Is there a strategy in place to reflect the 1995 Disability Act?

■ Is there a policy for the recruitment, retention and career development of people with disabilities?

■ Have the buildings been audited and strategies for suggested changes put in hand?

■ Is the Department for Education and Employment's 'two ticks' symbol used?

■ Has the force joined the Employers' Forum on Disability, or a similar local disability network?

Costs

■ Are equal opportunities projects subject to cost benefit analysis?

■ Are all the processes associated with industrial tribunals costed?

2. RECRUITMENT (Chapter 5)
(Police Officers and Civilian Staff)

- Does the force have up-to-date written guidance on recruitment policy which covers good practice in force selection?

- Is this included in the human resource strategy?

- Is manpower planning linked to recruiting? Are there recruitment targets to reflect the local community?

- Is there a comprehensive application pack which helps all candidates to self-select themselves our, as well as to prepare for selection procedures?

- Are the job descriptions and person specifications up-to-date?

- Are assessment tests validated and linked to the competencies required of the job holder? Are assessors and interviewers trained and regularly monitored for consistency and lack of bias?

- Have forms been checked for potentially discriminatory questions?

- Are criteria for shortlisting written up? Is shortlisting done by more than one person?

- Is information used for paper-sifting open and common to all applicants? Is a paper-sifting matrix used alongside the post specification?

- Is a comprehensive induction pack given to all staff?

- Has a short induction course been considered?

- Is the recruitment process monitored on a standardised basis and the data used for forward planning?

Ethnic Minority Recruitment

- Is there an active recruitment publicity programme for ethnic minorities, involving community leaders?

- Does the recruiting department work in conjunction with the force's community initiatives?

- Is there a recognition of special religious or cultural needs?

- Is positive action used to aid competition on an equal basis? (There should be no positive discrimination.)

- Have the most effective marketing media been identified, and are they used?

- Has the force considered ways in which ethnic minority officers could give encouragement to potential recruits?

- Are there jointly funded recruitment initiatives with employment training organisations?

- Is there a familiarisation course aimed at minority groups?

- Is there a formal mentoring system to help ethnic minority and female recruits at the beginning of their service?

- Have minority languages been used to help communication with parents?

3.   RETENTION (Chapter 6)

- Does the force have a policy covering part-time working, maternity leave, career breaks and exit interviews?

- Is the policy actively marketed within the force?

- Is there an awareness of the business case for family-friendly policies?

Part-time Working

- Do middle managers understand about the part-time working scheme? Do they encourage staff who want to work part-time?

- Does the scheme encourage the career development of women officers by including inspectors and above?

Maternity and Paternity Leave

- Does the force routinely distribute information on maternity and paternity leave and other family-friendly schemes, either by booklets or personal contact?

- Are these schemes well understood throughout the force?

- Does the force have access to an updated compendium of local child-minding facilities?

Contact Arrangements

- Are there contact arrangements to keep staff fully integrated with the force during career breaks or secondments?

Exit Interviews

- Is the force's human resources department routinely evaluating feedback from exit interviews?

- Is there a post-exit interview three months or more after a member of staff has left?

- Are the results fed back into monitoring data?

4. CAREER DEVELOPMENT (Chapter 7)
Appraisals

- Are all staff, including civilians and special constables, subject to appraisal?

- Are appraisers adequately trained, and monitored?

- Does the force have comprehensive appraisal training packs to support the training process?

- Are supervisory staff appraised on their skills in handling equal opportunities issues?

- Is the appraisal process one of the core management processes for performance improvement?

- Are issues raised in appraisals followed up, and training and developmental needs acted upon?

- Is appraisal subjected to in-depth monitoring to check for bias and discrimination?

- Is there IT support to ensure that appraisals are punctually completed? Are steps being taken to remove any backlog?

Promotion

- Is there a published promotion policy providing for good practice in fair selection?

- Are there identified and supportable career development plans for individuals?

- Are there up-to-date, accurate and accessible individual skills profiles?

- Are all lateral and promotional vacancies routinely advertised?

- Is there an open and objective assessment and selection procedure? Is every post subject to it? Are the outcomes monitored?

- Are candidates tested on their knowledge of equal opportunities issues?

- Does the selection process focus on the skills needed for the job? Has it been reviewed to avoid unintended discrimination?

- Are only trained interviewers and assessors used?

- Is their performance monitored and evaluated? Are they held accountable for their decisions?

- Is the style and layout of application forms adequate? Is there enough space for candidates' additional information, and for selectors' comments, marking grades and matrices?

- Are there selection interview guidance notes for individual vacancies?

- Has there been a review of ways to encourage more women and ethnic minority staff to consider promotion and lateral development?

- Do all candidates, whether successful or not, receive feedback and advice after the selection process?

Specialist Posts

- Have the processes for selecting individuals for specialist posts been reviewed and updated?

- Are all posts advertised? Are procedures strictly followed for each post?

- Are interviews conducted only on the basis of skills required for the job? Are assessment sheets used, and gradings recorded?

- Have the reasons why women or ethnic minority staff may not wish to apply for posts in certain departments been researched and has action been taken as a result?

- Have initial short-term attachments been considered as a means of encouraging applications?

Tenure Policies

- Are tenure policies in place? If not, is there a targeted and measured alternative?

5.   TRAINING (Chapter 8)

- Has the skills gap between present performance and the business case requirements for equal opportunities been identified? Are there plans to fill this in the human resource strategy?

- Is equal opportunities training included as a component of all training programmes?

- Is it delivered by staff who are themselves trained in equal opportunities issues?

- Have senior managers understood the objectives of equal opportunities training? Has this commitment been made clear to equal opportunities trainers?

- Are the strengths and limitations of the Turvey SSU courses for trainers recognised?

- Do civilian staff have a proper training provision?

- Is equal opportunities training properly evaluated?

- Has equal opportunities training been developed and progressed to support what has already been done?

- Is there training in the relevant management knowledge and skills?

6.   REDRESSING GRIEVANCES (Chapter 9)

- Is there training for staff, particularly for junior and middle managers most closely involved with the grievance procedure?

- Are there informal support networks for initial advice and discussion on grievances? Are these networks broad enough to give support to the whole workforce? Are the complainant's wishes taken into account?

- Are the results of the grievance process published? Have outcomes been published in force orders?

- Are all parties to a grievance process appropriately managed?

- Are the first stages of the process recorded and monitored?

7.   PERSONNEL AND HUMAN RESOURCE DEPARTMENTS (Chapter 10)

- Is there a human resource strategy for the force? Does it take account of the work of the Occupational Standards Council on Personnel Standards?

- Does the human resource strategy include occupational health and welfare?

- Are the personnel staff professionally qualified with experience outside the police service?

- Are police and civilian matters integrated within the personnel department?

- Is everyone able to see all their own personal files?

- Are all policies being integrated to cover police and civilian staff? (Some policies may require appendices to cover the detailed differences in terms and conditions of service.)

Equal Opportunities Adviser

- Is there an equal opportunities adviser with the necessary expertise?

- Does the adviser have a properly structured role, working to force priorities and supported by senior managers?

- Is the adviser routinely brought into critical procedures, and required to 'proof' all policies and practices as a matter of course?

- Does the adviser report directly to a chief officer or head of personnel?

- Does the adviser attend training courses to introduce equal opportunities policies and grievance procedures?

Equal Opportunities 'Steering' Group

- Is there an effective body, with wide-ranging representation and chaired by a chief officer, to co-ordinate equal opportunities issues?

- Can all staff contribute to its agendas?

- Does it have a communications strategy?

- Does the group hold sufficient meetings?

- Does it have access to adequate monitoring information?

8.   WELFARE AND OCCUPATIONAL HEALTH (Chapter 11)

- Are their activities linked to the force human relations strategy?

- Is the relationship between welfare and occupational health supportive, and fully understood by their customers?

- Is there confidence in the confidentiality of discussions with the welfare department?

- Are referrals only made to counsellors approved by the occupational health physician or force doctor?

- Can the departments be visited with some degree of privacy?

- Is effective use made of these departments' expertise?

- Are they involved in major force operations from the beginning? Are there active links between them and the force's top management?

- Do the departments have the IT support necessary to provide sound monitoring data for line managers and sub-divisional commanders?

9.   CIVILIAN STAFF(Chapter 12)

- Do their structures and procedures reflect the needs of the force?

- Have job contracts been reviewed to permit more flexible and effective working?

- Is there an effective career development structure? Are appraisals adequate?

- Is the training provision appropriate to job requirements?

- Are senior and middle management fully integrated with management teams?

- Are they given skills to manage police officers where necessary?

- Are police managers properly trained to maximise the potential of all their staff?

- Is data for the monitoring and management of civilian staff similar to that available for police officers?

- Is there routine involvement in force consultation and decision-making?

10.   SPECIAL CONSTABULARY (Chapter 13)

- This should be reviewed in the light of the 1996 Report of the Home Office Joint Working Party and the HMIC Study.

11.   STAFF ASSOCIATIONS AND TRADES UNIONS (Chapter 14)

- Are all groups routinely represented at meetings with management on corporate issues?

- Are all parties on grievance cases adequately represented? Are the Police Federation guidelines working satisfactorily?

12.   NETWORKING (Chapter 15)

- Does the force openly support the formation of informal networks? Is demand monitored? Is help given to establish new networks if appropriate?

- Does the force have a 'primary contact group to help people considering using the grievance procedure?

- Are inter-force networks supported?

13.   CLOTHING, EQUIPMENT AND FACILITIES (Chapter 16)

- Is the size, design and provision of clothing and equipment appropriate for all staff?

- Are occupational health advisers consulted?

- Are women represented on the clothing committee?

- Have special collar numbers for women officers been stopped?

- Has the provision of toilets, rest rooms and changing and other facilities for female staff been reviewed?

14.   MONITORING (Chapter 17)

- Are the minimum areas in 17.3 monitored? Are there plans to extend this?

- Is monitoring contained in SLA's?

- Is the information critically assessed and appropriately circulated?

- Have the outputs of organisations such as Investors in People, Opportunity 2000 or DOCSA been considered?

- Has the force made sufficient IT provision for effective monitoring?

15.   COMMUNICATING SUCCESS (Chapter 18)

- Is there a communications strategy? Is it driven by the Equal Opportunities Steering Group?

- Are positive messages communicated by a wide variety of means?

- Are the communications monitored for understanding and impact?

Appendix 2 Statistics

(All figures are for provincial forces in England and Wales and exclude the Metropolitan Police Service)

The service profile is best shown in the form of tables of numbers and percentages.

POLICE SERVICE GENDER AND ETHNICITY PROFILE 1990-1994

TABLES OF STRENGTHS (Total for Provincial Forces)
(Superintendents include Chief Superintendents)

Table 1

Total	1990	1991	1992	1993	1994
ACPO	177	176	173	162	164
Supt.	1,631	1,600	1,533	1,364	1,194
CI	1,746	1,713	1,676	1,552	1,471
Insp.	5,299	5,294	5,304	5,280	5,223
Sergeant	15,003	15,013	14,974	14,864	14,764
Constable	73,071	73,175	74,118	74,299	74,411
Total	96,927	96,971	97,778	97,521	97,228

Table 2

Women	1990		1991		1992		1993		1994	
ACPO	1	0.56%	7	3.98%	3	1.73%	3	1.85%	5	3.05%
Supt.	28	1.72%	28	1.75%	27	1.76%	28	2.05%	32	2.68%
CI	40	2.29%	39	2.28%	46	2.74%	45	2.90%	43	2.92%
Insp.	153	2.89%	163	3.08%	178	3.36%	199	3.77%	200	3.83%
Sergeant	560	3.73%	599	3.99%	661	4.41%	740	4.98%	837	6.87%
Constable	10,055	13.76%	10,329	14.12%	11,103	14.98%	11,685	15.73%	12,208	16.41%
Total	10,837	11.18%	11,165	11.51%	12,018	12.29%	12,700	13.02%	13,325	13.71%

Table 3

Ethnic minority	1990		1991		1992		1993		1994	
ACPO	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%
Supt.	4	0.25%	5	0.31%	3	0.20%	3	0.22%	2	0.17%
CI	0	0.00%	0	0.00%	1	0.06%	1	0.06%	2	0.14%
Insp.	9	0.17%	12	0.23%	16	0.3%	20	0.38%	21	0.40%
Sergeant	46	0.31%	53	0.35%	68	0.45%	67	0.45%	94	0.64%
Constable	831	1.14%	945	1.29%	1,062	1.43%	1,157	1.56%	1,247	1.68%
Total	890	0.92%	1,015	1.05%	1,150	1.18%	1,248	1.28%	1,366	1.40%

CIVILIAN STAFF STRENGTH 1994
Table 4

Total	39,990
Men	14,121 (35.3%)
Women	24,686 (61.7%)
Ethnic minority	777 (1.9%)

This total is 29.14% of total force strengths. One force was unable to provide a male/female split.

Appendix 3

1992 RECOMMENDATIONS AND ACTION TAKEN

1. Computerised monitoring of recruitment.

ACTION:

Has been dependent on the IT infrastructure in forces. Relatively weak in 1992, this has since seen substantial investment. However, such packages remain the exception.

2. Reasons for low recruitment of women and ethnic minorities.

ACTION:

Much better understanding of the issues. Some low-key research undertaken.

3. Home Office involvement in ethnic minority recruiting to continue.

ACTION:

The emphasis is now more on advice on good practice.

4. Home Office to commission research on a recruiting profile.

ACTION:

This is being taken forward by the Police Advisory Board's Working Group on Recruitment Standards.

5. Selection process to be based on advertised opportunities with objective job-related criteria, and monitored.

ACTION:

From a low base, most forces have made major strides although there remain shortfalls even within the most successful.

6. Job and person specifications required for all police and civilian support staff posts.

ACTION:

Completed in the majority of forces and others have rolling programmes nearing completion.

7. Tenure policies to be implemented and selection systems based on Singh principles to be set up. Then existing pools of selected officers to be disbanded and advised to reapply.

The application of tenure policies remains very uneven as do selection systems although they are all greatly improved. The management of the processes for pools of officers continues to cause problems to some forces.

8. New career development and appraisal systems to be preceded by training and published advice to ensure consistency.

In the main, forces have recognised the value of training to help the appraisal process.

9. Career development units should advise individuals and plan human resources for the force.

This is beginning to happen in many forces. It is more effective where the personnel function has been devolved to operational command units.

10. The Home Office should consolidate advice on equal opportunities and personnel management issues in a new circular.

An updated circular is planned for 1996/97.

11. Numbers of candidates for promotion should equate as closely as possible to the numbers of vacancies in a specified period.

Forces are realising the importance of this. There are still exceptions.

12. District Training Centre standing orders should be checked for direct or indirect discrimination.

The standard has much improved.

13. A thematic inspection of regional training for newly-promoted sergeant and inspector courses is needed to ensure appropriate equal opportunities training.

Equal opportunities is now tested in the OSPRE process, and is an intrinsic part of sergeant and inspector training.

14. The training department should monitor the fairness of training allocation and audit outcomes.

ACTION:

This remains the exception.

15. All forces should undertake exit interviews between three and six months after an individual has left the Service, to establish reasons for leaving.

ACTION:

Improving, but some forces have only recently seen the value of this.

16. All forces should establish regular personnel audits as advised in HOCs 87/1989 and 70/1992.

ACTION:

Improving but still scope for development.

17. Informal confidential advice and support should be available for anyone considering raising a grievance, plus support for the aggrieved whose case goes beyond the first stage.

ACTION:

These are in place or are in the process of introduction.

18. Grievance procedures should apply to all staff both police and civilian support.

ACTION:

All include police and civilian staff Some specifically include the special constabulary, although all forces state they are covered.

19. Sergeants and inspectors have a key role in challenging unacceptable language and behaviour relating to race and gender. Chief Constables should state this role clearly and unequivocally.

ACTION:

Still a cause for anxiety among sergeants and inspectors, and for their staff, with a clear need for management training to develop relevant skills.