

CREATING A MORE DIVERSE EXECUTIVE: WOMEN AND ETHNIC MINORITY OFFICERS' PROMOTION TO CHIEF OFFICER LEVEL

SEPTEMBER 2020
PRIVATE AND CONFIDENTIAL

CONTENTS

EXECUTIVE SUMMARY	3
INTRODUCTION	6
1.1 PURPOSE OF THIS PAPER	6
1.2 ABOUT BRAP	6
1.3. METHODOLOGY.....	7
LITERATURE REVIEW.....	8
FINDINGS.....	12
CONCLUSIONS AND RECOMMENDATIONS.....	24
4.1 VISION AND COMMITMENT TO EQUALITY	24
4.2 TRANSPARENCY AND FAITH IN THE PROMOTION PROCESS	25
4.3 PERCEIVED SKILLS DEFICIT	26
4.4 LACK OF CONFIDENCE	28
4.5 HEALTH FACTORS.....	29
4.6 FLEXIBLE WORKING.....	29
BIBLIOGRAPHY	31
APPENDIX 1: CHIEF OFFICER NUMBERS BY GENDER AND RACE	34
APPENDIX 2: AVAILABILITY OF ENGLISH/WELSH FORCES' EQUALITY PLANS	35
APPENDIX 3: OVERVIEW OF SURVEY RESPONSES	39

EXECUTIVE SUMMARY

As at 31 March 2020, 29% of chief officers (across all 43 forces) were women, despite women comprising over 51% of the population. Two per cent of chief officers were from ethnic minority backgrounds, compared with 20% of the population. These disproportionalities have persisted since at least 2010.

This paper was commissioned in response to these figures. It explores the factors that inhibit (and attract) people from applying for the Assistant Chief Constable rank. It also explores the extent to which these factors are unique to women and ethnic minority people.

Research for this review was conducted in four distinct phases:

- a desk-based review of existing research into the progression of ethnic minority and female staff, and a review of current and best practice.
- background interviews were conducted with recruitment professionals currently working in the service, senior ethnic minority and female officers in a variety of forces, and representatives from trade union organisations.
- an online survey was circulated by Police Superintendents' Association to its members. In total, 365 people completed the survey.
- a series of focus groups and semi-structured one-to-one interviews were conducted with officers and staff from various ranks. Participants were from a range of ethnic background and genders. In total, 38 participants were engaged during this phase

Two of the most common concerns potential chief officer applicants have – worries around relocating and potential ramifications for their pensions – appear to be shared by people regardless of gender and ethnicity. Concerns more specific to female and ethnic minority officers include the following.

Many ethnic minority officers doubt the national police force's commitment to equality, based on negative experiences of both overt and covert discrimination over the course of their careers. Many ethnic minority officers also report having had to fight against prejudice to achieve the rank they have, and claim to be exhausted, frustrated, and not prepared to invite further struggle by applying for a higher role. In light of this:

- the NPCC and CoP should circulate an action plan outlining what steps they are taking to ensure progress on this agenda.
- the NPCC should set KPIs and targets linked to recruitment, development opportunities, and promotion.
- the data relating to these measures should be published and chief constables asked to explain persistent disproportionalities to PCCs.
- the CoP should consider devising a workforce equality standard that measures female and ethnic minority employees' experiences of working in different forces. The Workforce Race Equality Standard (WRES) used in the NHS provides a useful model.
- the CoP should devise a training programme for middle managers within the service on managing diverse teams.

Connected with the above, many ethnic minority officers are put off from applying for chief officer roles given a perceived lack of transparency around the appointments process. The College of Policing has produced guidance on the appointment of chief officers,¹ although it is not clear to what extent all its suggestions have been picked up by different forces. In light of this:

- the NPCC should communicate to all forces the importance of adhering to the guidance.

Many women and ethnic minority officers do not feel they can demonstrate they have the skills and experience necessary to obtain a chief officer role. Whilst this is in part connected to a lack of confidence in their own abilities, it also appears from their evidence that officers from these groups are less likely to have access to varied and interesting experiences gained through secondment opportunities, opportunities to act up, and invitations to work on important projects. In light of this:

- the NPCC should make clear to forces that all secondments should follow the procedure set out in the Police Advisory Board's 2013 guidance.
- the CoP (together with NPCC) should review its role as a central hub where secondment opportunities are advertised.
- the NPCC should also consider commissioning research to track the extent to which forces are advertising and recruiting fairly to secondment opportunities.
- the NPCC and CoP should also consider making public (on the CoP website) a register of secondment advertisements so individuals can check whether secondment opportunities occupied by their colleagues were advertised openly.

In addition, many female participants in this review highlighted a lack of flexible working opportunities early in their career as a barrier to them accessing secondment opportunities and higher roles. Furthermore, those who did work flexibly (around caring commitments) report being seen as uncommitted and unsuitable to take part in the kinds of projects that provide growth opportunities. In light of this:

- the NPCC and CoP should review existing flexible working practices across police forces to identify pockets of best practice and areas of improvement. Following this exercise, the NPCC/CoP should consider issuing guidance on flexible working that updates that issued by the College of Policing (2013) and the Police Federation (2013).
- the NPCC/CoP should consider the creation of a National Careers Hub, perhaps housed by the National College of Policing. Part of the hub should be a register of high-performing female and ethnic minority colleagues, nominated by forces and identified through their participation on leadership development and fast-track programmes.
- the hub should provide support on those issues raised by women and ethnic minority officers as part of this review; that is: guidance on structuring an application form, the opportunity to take part in mock interviews, and advice on how to present oneself in an interview.

One of the factors exhibiting the greatest disparity in responses between women/men and ethnic minority/white individuals is potential applicants' perceptions that chief officer roles simply aren't for them. Participants in this review talked at length about how their accents,

¹ College of Policing (2018) *Guidance for Appointing Chief Officers*

class, and lack of a university education could all make them feel personally unqualified to lead at a chief officer level. In light of this:

- the NPCC and CoP should develop a bespoke mentoring programme for female and ethnic minority officers. This may be aligned with the current Aspire programme, but should focus specifically on helping participants understand how their own leadership approach and natural strengths align with other existing, credible leadership models.
- the NPCC should use the creation of a central list of high-performing female and ethnic minority colleagues to actively encourage individuals to apply for relevant CI, Supt, CSI, and chief officer vacancies.

There is some suggestion, particularly from interviews conducted as part of this review, that some women experiencing menopause are put off from aspiring to chief officer rank because they feel their force won't make the reasonable adjustments they may need. In light of this:

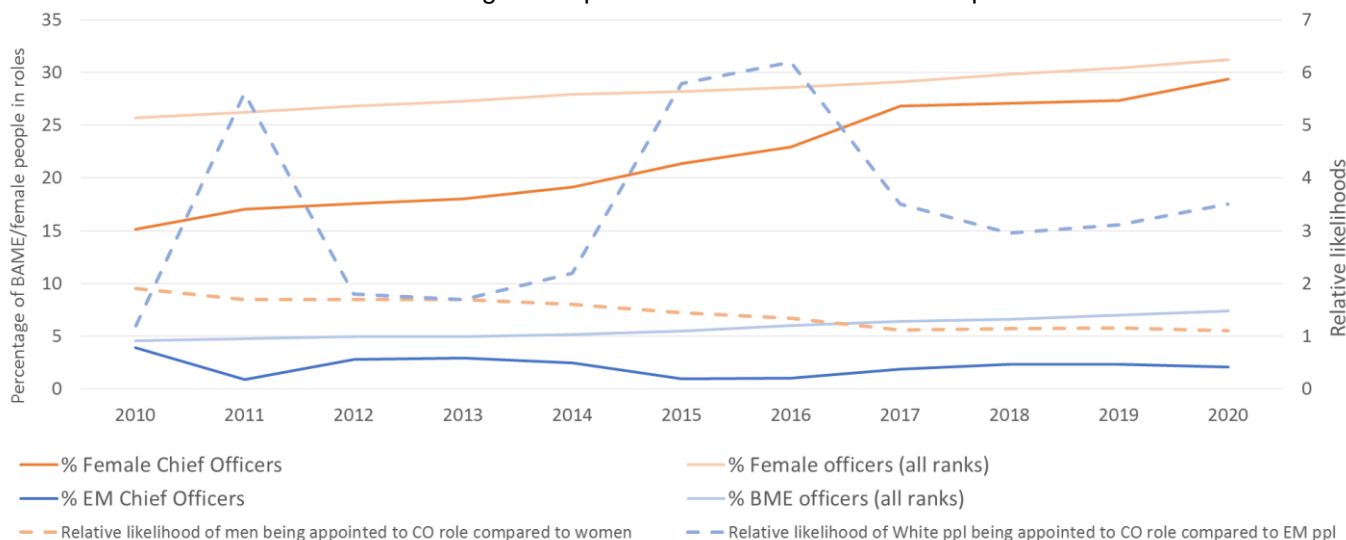
- the NPCC should reissue its Management of Menopause guidance, perhaps after it is reviewed next year. By the beginning of 2022, the NPCC should ensure the guidance has been adopted by all forces.

INTRODUCTION

1.1 PURPOSE OF THIS PAPER

As at 31 March 2020, 29% of chief officers (across all 43 forces) were women, despite women comprising over 30% of the entire officer workforce. 2% of chief officers were from ethnic minority backgrounds, compared with 7% of the entire officer workforce. As fig 1 shows, these disproportionalities have persisted since at least 2010.²

Fig 1: composition of chief officer roles compared with total workforce



The relative likelihood of being appointed to chief officer roles borrows a measure common to the NHS. As can be seen, progress on promoting equal access for women to chief officer roles has stalled since 2016. Furthermore, since 2012, the likelihood of a white person being appointed to a chief officer role compared with an ethnic minority person has actually increased (although the small sample sizes involved make the measure less informative in this case).

This paper was commissioned in response to these figures. It explores the factors that inhibit (and attract) people from applying for Assistant Chief Constable, Deputy Chief Constable, and Chief Constable ranks³. It also explores the extent to which these factors are unique to women and ethnic minority people.

1.2 ABOUT BRAP

brap is a charity transforming the way we think and do equality. We support organisations, communities, and cities with meaningful approaches to learning, change, research, and engagement. brap have supported a number of organisations with issues around organisational culture and leadership, including Oxfam, Children in Need, Macmillan Cancer

² Police workforce England and Wales statistics. See Appendix 1 for data.

³ And equivalent chief officer ranks in the Metropolitan Police Service

Care, Tate Museum, Royal Mail, the Welsh Government, NHS England, and the West Midlands Police to name just some. For more information, go to www.brap.org.uk.

1.3. METHODOLOGY

As stated above, the aim of this project is to identify the factors that attract and inhibit female and ethnic minority officers from applying for chief officer roles. In addition, the review aims to understand whether any barriers to applying for chief officer roles are specific to these groups (or whether they also confront men and White officers). As such, research for this review was conducted in four distinct phases:

Phase 1

Desk-based reviews of existing research into the progression of ethnic minority and female staff, and a review of current and best practice. As part of this phase, the equality and diversity plans of all 43 English and Welsh forces were reviewed (see Appendix 2 for an overview).

Phase 2

Six background interviews were conducted with individuals suggested by the commissioners of this review. The sample included recruitment professionals currently working in the service, senior ethnic minority and female officers in a variety of forces, and representatives from trade union organisations.

Phase 3

An online survey was circulated by Police Superintendents' Association to its members, with recipients encouraged to forward the survey more widely. In total, 365 people completed the survey, with responses broken down as follows. A full breakdown of responses is presented in Appendix 3. For reference, however, responses were broken down as:

- Female 51.4%
- Male 46.9%
- Prefer not to say 1.2%

- White British 85.8%
- Ethnic minority 13.0%
- Prefer not to say 1.2%

Phase 4

As a means of exploring some of the factors underlying the quantitative data arising from phase 3, a series of focus groups and semi-structured one-to-one interviews were conducted with officers and staff from various ranks. Participants were from a range of ethnic background and genders. In total, 38 participants were engaged during this phase.

Participants during this phase were guaranteed anonymity. For this reason, quotations from participants below do not identify the speaker's ethnicity.

LITERATURE REVIEW

This section provides an overview of existing research pertaining to:

- barriers/considerations affecting officers' decisions to apply for chief officer roles
- barriers to female officers' progression in the police force
- barriers to ethnic minority officers' progression in the police force
- the impact of various interventions intended to aid the progress of underrepresented groups in organisations

GENERIC FACTORS

There is a paucity of research exploring the factors that influence officers' decisions to apply for chief officer roles. However, three recent surveys give some indication of the factors that may be relevant.

In 2017 the College of Policing surveyed 123 officers to identify what factors are likely to influence an individual's decision to apply for promotion to a chief officer role. Common factors included: domestic circumstances (the impact a promotion may have on time spent away from family and on partners and children); financial impact (the survey highlighted a lack of information pertaining to pension and tax arrangements); considerations around fitting in with the recruiting force's culture and values; concerns around location and the disruption arising from relocation; and, finally, concerns around transparency and fairness of current selection processes.

Concerns around work/life balance were also found by Metcalfe (2018) and CPSOA (2019) to be significant considerations for those thinking about applying for chief officer roles. Metcalfe identifies concerns around working closely with a PCC as the most pressing worry amongst ACCs and DCCs thinking about applying for a chief constable post.

BARRIERS TO WOMEN'S PROGRESSION

The focus on identifying the barriers inhibiting the promotion of women and ethnic minority people to senior roles, despite the protections afforded by equality policy and legislation, is pressing when we consider the plateau effect in women's ascent through the ranks that has been observed in and beyond the UK (Prenzler et al, 2010 referenced in Jones, 2017). Most research into these barriers takes a qualitative approach, typically with interviews as well as focus groups and analysis of qualitative responses to surveys. The paucity of quantitative analyses, and the emphasis on understanding the lived experiences of women and ethnic minority people, is perhaps indicative of researchers' focus on articulating subtle, covert, and unprescribed behaviours as explanatory factors.

Many articles relate their findings of how women (fail to) progress through police ranks to wider societal gendered norms which leak into the police force as they would any other institution (Dombeck, 2003: 352 referenced in Showunmi et al, 2015). Waddington (1999) and Silvestri and Tong (2020) both make reference to what is colloquially referred to as a 'macho culture' within the police force to explain why women are assigned to less violent and dangerous incidents or perceived as best utilised in work with children and vulnerable women. A range of terms are used to conceptualise gendered dynamics within the police

force, such as 'masculine ethos' (Silvestri and Tong, 2020) and 'homosociality' (Holgersson, 2013); but many are similar to 'canteen culture' – the exclusion of those who do not conform to white, male norms. This exclusion can take many forms, including the 'vilification of women...and inappropriate jokes or story telling' (Astley and Harness, 2007), the exaggeration of gender differences (Prokos and Padavic, 2003), and the exclusion of women from social events (Holgersson 2013).

However, many claim this gendered conception of the workplace is most clearly seen in perceptions of what constitutes effective leadership. In their study of European police forces, for example, Barth-Farkas and Vera (2018) found 'male' was the most common attribute associated with a prototypical leader. In her review of dominant models of police leadership, Silvestri (2018) goes some way to explaining this by identifying 'heroic masculinity' as the established norm in the sector. Conceptions of senior leadership within the force are, she argues, inherently linked to a romanticisation of supposedly 'masculine' attributes such as strength and stamina, and reinforced by notions of 'commitment' and 'dedication' which exclude people who have taken career breaks or are perceived to have family commitments. It is well-documented (see, for example, Holgersson, 2013) that informal aspects of the promotion process allow (unconscious) biases to inform outcomes and preserve men as the 'ideal' candidates for leadership positions (Holgersson discusses in particular relationships formed outside of work, at golf clubs, for example, or at bars). Referring to the police force in particular, Silvestri and Tong (2020) identify the importance of patronage to individuals being encouraged to apply for positions, being provided opportunities to gain experience for such roles, and being spoken of favourably to other colleagues. (It is interesting to note that Silvestri (2003) also suggests that women officers, in order to maintain relationships with their male colleagues, must adopt a 'script' which mirrors their language and behaviour and which therefore perpetuates assumptions of how leaders act.)

Given the perpetuation of these influences on promotion opportunities, it is important to disentangle factors that police forces can impact on directly from those that may be beyond their reach. For example, interventions around networking, working hours, and mentoring have yielded positive results in places but they do not necessarily disrupt entrenched beliefs about who the 'ideal worker' is, the attributes they have, or the likelihood that particular groups have these attributes (Silvestri, 2018).

In contrast to qualitative or theoretical research on gendered conceptions of the workplace, rather less quantitative research has been undertaken with female officers to explore their attitudes to promotion. Astley and Harness (2007), however, surveyed 175 female officers in an unnamed police force and found 43% had not considered promotion. Common reasons for this included: high training costs; a conscious decision being made to remain in a specialist role; and a lack of self-confidence. However, the greatest individual barrier to considering promotion related to 'inconvenient timing' (mostly connected to family commitments) which accounted for 24% of the total sample's reasons for not seeking promotion. Astley and Harness further note that during focus group discussions this was often linked to human resource development issues, in particular women's ability to study alongside family responsibilities. Nearly every officer who had family commitments stated that as primary carers of (principally) children, they tended to sacrifice their career aspirations in favour of their family.

BARRIERS FACING ETHNIC MINORITY PEOPLE

Whilst much research has been undertaken exploring barriers to ethnic minority *recruitment* into the police force, much less has focused explicitly on the barriers facing ethnic minority officers seeking *promotion*. Furthermore, much of this research is pre-2010 qualitative studies that explore those aspects of workplace culture which may make ethnic minority officers feel less valued (and as such posit only a tentative connection to their motivations around promotion).

Anecdotal evidence presented to the House of Commons Home Affairs Committee (2017) advances a range of factors to account for the underrepresentation of ethnic minority officers in senior roles. These include: a lack of ethnic minority leaders in the police service to act as role models; the lack of support, opportunities and encouragement for ethnic minority people to seek promotion and to recover from setbacks; and the existence of unconscious bias amongst selection panel members. However, the extent to which these factors actually contribute to the underrepresentation of ethnic minority people in chief officer roles is under-researched. Indeed, studies of the effectiveness of various equalities initiatives suggest highlighting 'role models' may have limited impact (see below).

Wider surveys have been undertaken with ethnic minority employees to understand barriers to them achieving their career goals. The CIPD (2017) conducted a survey with 1,290 UK employees, 700 of whom were from an ethnic minority background. The survey asked participants the work-related factors they felt prevented them from achieving their career progression expectations. The three most commonly cited factors identified by ethnic minority participants – having their skills and talent overlooked, negative office politics, and a lack of effective training and development programmes – differed from those identified by White British employees: poor quality line management from their immediate manager when they entered work; a lack of vacancies for senior roles; and feeling their contributions have been overlooked.

ENABLERS OF PROGRESSION

This section outlines the effectiveness of various interventions designed to promote progression for underrepresented groups.

Mentoring, coaching, and sponsoring

There is some evidence that coaching and mentoring may benefit some groups of under-represented staff. In her review of the impact of mentoring for female police officers, Jones (2017) found mentoring promoted self-confidence, increased participants' skills, and increased their access to wider social networks. However, wider reviews of the effectiveness of mentoring programmes have found mentoring may particularly benefit women, including ethnic minority women, but achieve less impact for ethnic minority men (Kalev and Dobbin, 2006). Furthermore, White men tend to find mentors on their own, but women and minorities more often need help from formal programmes to help them connect with a mentor with an appropriate level of experience. Roberts et al (2019) found ethnic minority employees obtain less value from mentoring relationships and are more likely to say that informal mentorship — having senior executives (white or minority) connect with them naturally through work groups or common interests — was more effective.

Stretch opportunities and talent management

Research suggests that 'stretch opportunities' such as secondments, acting up, and active involvement in projects which give new experience and challenges are by far the most important ways of developing careers. The National Improvement and Leadership Development Board (2016) claims 'senior executives report their sources of key development as learning from experience in role and on the job (70%), learning from others, especially mentors, coaches and learning sets (20%), and formal coursework and training (10%)'. In this respect, ensuring there are fair and transparent processes governing the allocation of secondment and stretch opportunities is commonly identified as an important factor promoting equality for women and ethnic minority staff.

Feedback from appraisals and interviews

Feedback in appraisals and after interviews can be problematic. Correll and Simard (2016) argue that 'women are systematically less likely to receive specific feedback tied to outcomes, both when they receive praise and when the feedback is developmental. Further, when women receive specific developmental feedback, it tends to be overly focused on their communication style'. As such men are more likely to receive clearer insight into how and in what areas they need to develop. Thomas (2006) and O'Neill (2002) both similarly suggest feedback is susceptible to 'protective hesitancy' especially when delivered to under-represented groups of staff, notably but not exclusively to ethnic minority staff (from white managers) and to women (from male managers). Protective hesitancy leads to vague feedback, which can often be interpreted positively, but which lacks specific advice on what can or should be done differently.

Diversity training (particularly unconscious bias training)

A meta-analytical integration of over 40 years of research on diversity training evaluation outcomes by Bezrookova et al (2016) found that diversity training such as unconscious bias training builds people's knowledge about other groups and can affect people's beliefs and behaviour, but these effects fade over time. Indeed, it suggests that learning at a later point tends to be minimal, possibly partly because 'people feel virtuous having done the training and stop making the effort that is needed to keep their prejudices' in check. In this respect, it is important unconscious bias training reinforces the notion that biases are not inevitable and that working to overcome them is a long-term process. Furthermore, organisations must look at the support provided to individuals after training has been completed to ensure people are able to put the training into effect.

FINDINGS

In this section, we outline key factors that impact on people's decisions to apply (or refrain from applying) for chief officer roles. For each factor we outline:

- the nature of the concern
- how it aligns with existing research on why people do/do not apply for chief officer roles
- whether the factor was raised by the three cohorts engaged as part of this research (White men; women; ethnic minority people)
- perceptions of each factor (e.g. strength of feeling towards each factor, whether people raised it unprompted or only when asked, and ways in which the concern may affect their decision-making)

A list of the relevant research is outlined in the bibliography. However, this section relies heavily on three particular surveys:

- CPOSA (2019) 'ACC/Commander resilience survey': a survey of 85 ACCs
- Metcalfe, Tim (2018) *Chief Constable Preparation, Selection, Tenure, and Retirement in the 'New Landscape of Policing'*: a paper commissioned by the Chief Constables' Council to understand the pressures chief constables experience and the views of those considering applying for the role. It includes responses to a survey of 70 ACCs and DCCs
- College of Policing (2017) *Chief Officer Appointments Surveys Results and Analysis Report*: the relevant section – questions aimed at identifying what factors were likely to influence an individual's decision to apply for promotion to a chief officer role – is based on responses from 22 chief constables and 101 'potential applicants' for chief officer roles (which includes DCCs, ACCs, chief superintendents, and superintendents)

None of the above surveys disaggregate results by ethnicity or gender.

3.1 THE PCC SYSTEM/ROLE INSECURITY

A number of studies have highlighted a reluctance to work closely with PCCs as a significant concern for ACCs and DCCs thinking about applying for a chief constable post. Indeed, some surveys have highlighted this as *the* biggest worry for those applying for such a role.⁴ In particular, those considering applying for such roles are concerned about the erosion of operational independence created by the PCC system, the ability of PCCs to remove a chief constable (under section 38 of the Police Reform and Social Responsibility Act 2011), and the fact that such acts can be politically motivated.

There is some suggestion from the existing literature that this concern is most pressing for assistant and deputy chief constables, and rather less so for those outside chief officer rank. This was borne out in this review, as none of the participants mentioned this as a concern unprompted. When asked specifically if it was/would be a factor in their decision making, only one person suggested it would be – but even then was clear that it would not prevent her from applying for ACC and DCC roles:

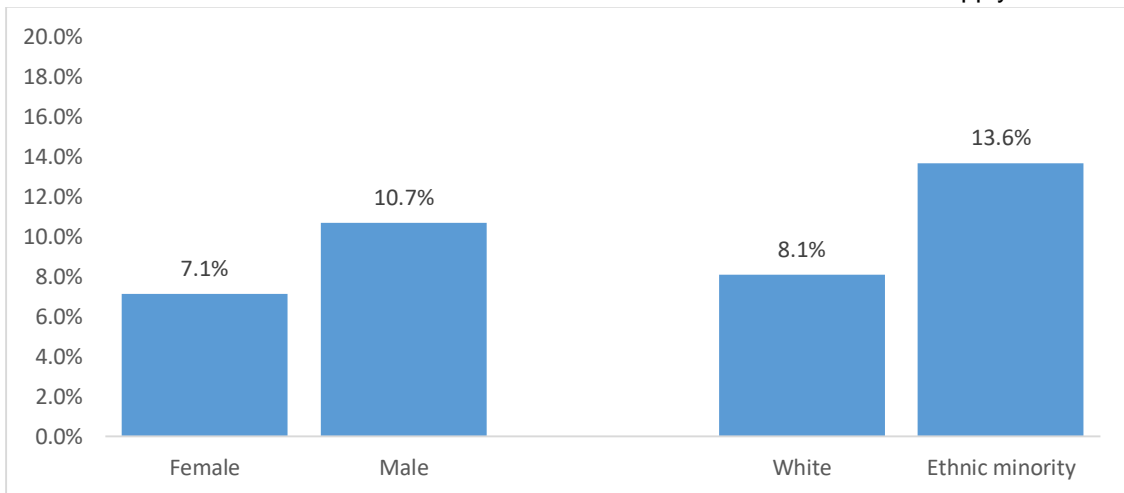
⁴ such as Metcalfe (2018)

If I wanted to be a chief constable, who the PCC was would be a factor. I've heard horror stories... there have been two CCs who have been sacked. It's all down to personalities. And, of course, PCCs don't have to account for their actions.

Superintendent, female

Only 8.4% of respondents to the survey circulated as part of this review identified this factor as something that had or would affect their decision to apply for a chief officer role. Results did not differ significantly by ethnicity (fig 2).

Fig 2: % respondents saying 'Having to work closely with PCCs' would/did affect their decision to apply for a CO role



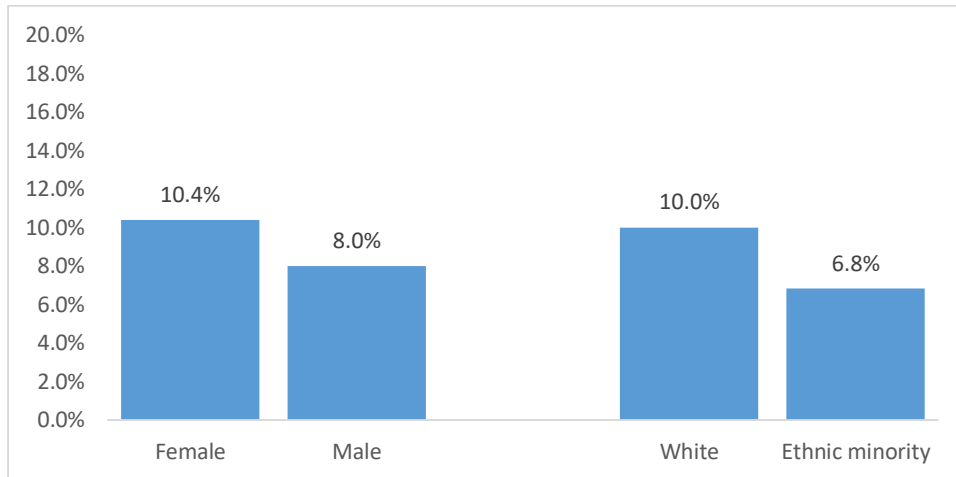
3.2 FINANCIAL IMPLICATIONS

Progressing through the ranks can have a significant negative impact on officers' take-home pay. Previous surveys have identified implications for people's pensions Annual Allowance and Lifetime Allowance, as well as wider concerns around financial remuneration for senior positions, as perhaps the second biggest reason potential candidates refrain from applying for chief officer roles.⁵

In the survey circulated to serving officers as part of this review, the impact of pension considerations and financial remuneration were separated. The suggestion that chief officer roles provide only limited financial reward was of concern to only a small proportion (9.3%). Results did not differ significantly by gender or ethnicity (fig 3). The issue of financial remuneration was raised spontaneously only once during the interviews. However, even in this case, the participants were clear that, while marginal diminishing returns on their salary and the potential impact on their pensions were concerns, they were not sufficient to put them off from wanting to attain chief officer positions. Indeed, some participants suggested that reductions in take-home pay after the move from, say, Inspector to Chief Inspector meant they had to try to continue moving up the career ladder.

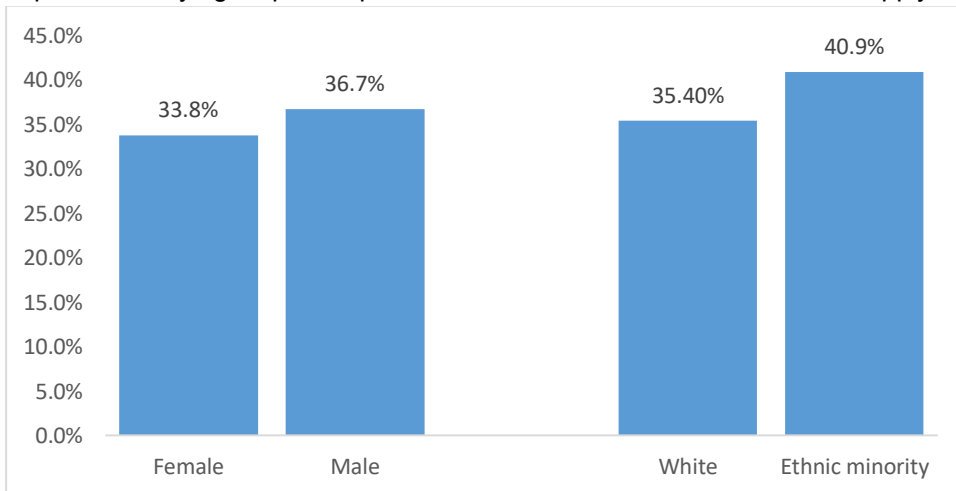
⁵ see, for example, College of Policing (2017)

Fig 3: % respondents saying 'Limited financial reward' would/did affect their decision to apply for a CO role



The potential impact of promotion to chief officer rank on pensions weighs much more heavily on people, and was cited as a concern by 34.9% of survey respondents (the third most-chosen answer). Responses did not differ significantly by ethnicity or gender (fig 4).

Fig 4: % respondents saying 'Impact of pensions' would/did affect their decision to apply for a CO role



The potential impact on pensions was raised by about half of women and ethnic minority participants, in most cases only when prompted. Participants from these groups were much more conflicted about whether the impact on their financial security meant they could apply for chief officer roles. Some participants, particularly those with longer service, are considering moves out of the police force entirely to protect their pensions:

I can retire end of next year. I love my job, but biggest thing for me is if I stay will I get my pension? I don't trust the government not to take it away. I hate doing the yearly self-assessment – I don't have any choice about how much pension I contribute! If I stay on, I'll be breaching pension allowances. Doctors can do fewer hours and pay less in.

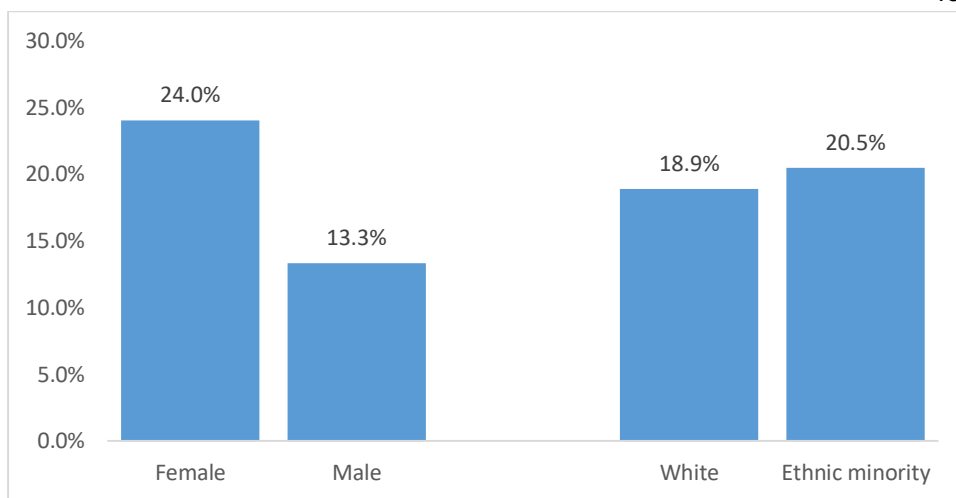
Superintendent, female

3.3 CONCERNS AROUND WORK/LIFE BALANCE

Concerns around work/life balance were found by Metcalfe (2018) and CPSOA (2019) to be significant considerations for those thinking about applying for chief officer roles (Metcalfe identifies it as respondents' third priority). In particular, people are concerned about having to work weekends, having to take work home with them, and the potential impact of all this on their relationships with their children.

A lack of flexible working options was identified by 19.7% of survey respondents as a factor influencing their decision to apply for a chief officer role. While responses did not differ significantly by ethnicity, women were 1.8 times more likely than men to identify this issue as a concern (fig 5).

Fig 5: % respondents saying 'Lack of flexible working options' would/did affect their decision to apply for a CO role



This disproportionality was mirrored to some extent in interviews, during which the issue of stress was more commonly discussed by women and ethnic minority participants. Participants, however, tended to talk about work-related pressure in relation to other factors; that is, participants talked about whether the stress of being a chief officer was worth it given the financial reward, the strain it would place on participants' health, and the fact that participants doubted they would be able to implement the changes they wanted (see below for an expansion of this last point).

White male officers also expressed concern about the impact of a chief officer role on their family life. Participants in this group, however, also claimed that working evenings, nights, and weekends was something they already did (particularly at Chief Inspector level). They claimed, therefore, they had already discussed domestic arrangements with their partners (resolving issues around childcare, for example) and they expected to have similar arrangements with their partners should they attain chief officer level.

As with the White male participants, female and ethnic minority participants acknowledged that policing at most levels is a stressful, long-hours profession, but they also saw the responsibilities of a chief officer role as a significant extra burden. 'Not wanting to deal with

the extra stress,' was a common sentiment expressed by both female and ethnic minority people.

Female officers claimed, from experience, that they are more concerned than men about the potential impact of working at chief officer level on their families as they are aware that they, more so than men, are tasked with making childcare arrangements and managing home life. (And this is borne out to some extent by the different attitudes expressed by male and female participants in this review.) Some women claimed that the perception that senior officers couldn't be both female and have a family was created early in their careers:

I always had it in mind to progress but I didn't think I'd make it to superintendent level. There weren't any women supers when I joined. And the women who were weren't family people.

Superintendent, female

Some ethnic minority women claimed the impact on their home life was especially of concern to them as they faced additional cultural pressures around managing their households:

Why is it worse for us [women]? My kids are grown up but live with me. Especially for women from the subcontinent, there's that expectation that we will run the households. I'm not sure ethnic minority men have the same responsibility as ethnic minority women. It plays on my mind.

Superintendent, female

Finally, some women discussed how, as they had progressed through the ranks, they had gained more control over how they were able to use their time – that is, they had more scope to work evenings and weekends and therefore fulfil family commitments. Some of these participants suggested being a chief officer would provide even more autonomy over their working patterns. Others, however, disagreed, and claimed that women should not expect forces to be understanding of childcare commitments:

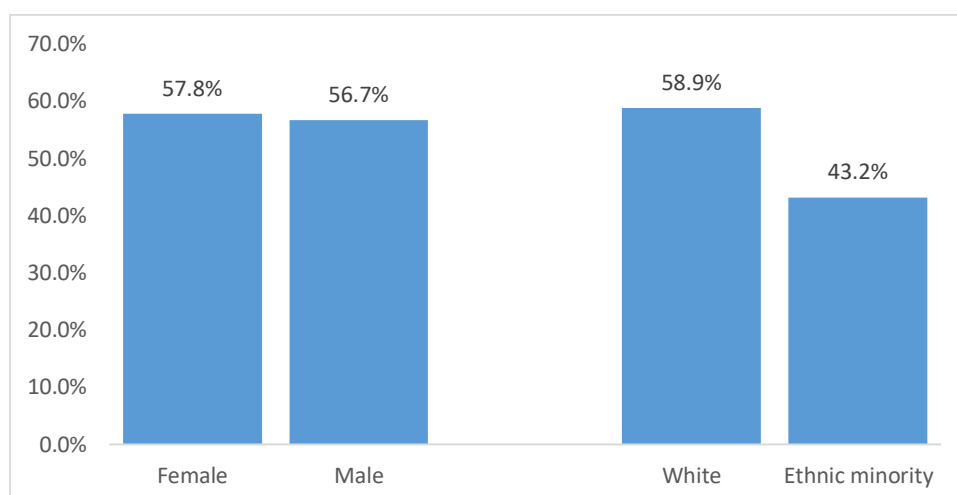
It's a 24/7 role – there's a shift pattern: you may have to work nights. You can't have all the school holidays off, bank holidays off. So you've got to be realistic – you can't say you won't work nights. Women have to step up.

Chief Inspector, female

3.4 NOT WANTING TO RELOCATE/MOVE HOUSE

A major factor identified in the literature – and the single most important issue identified by the College of Policing (2017) survey – is the potential need for officers to relocate if they are to take up a chief officer role. This was borne out in responses to the survey circulated as part of this review: 55.5% of respondents said the possibility of having to move would or did affect their decision to apply for a chief officer role (the most chosen response). Responses did not vary significantly by gender. It does, however, appear less of an issue for ethnic minority officers (fig 6).

Fig 6: % respondents saying 'Not wanting to relocate' would/did affect their decision to apply for a CO role



During interviews, all respondents, regardless of ethnicity and gender, highlighted concerns around the impact on their family – their children moving school, their partner having to perhaps find a new job – as a significant consideration that would weigh on them if considering a chief officer position. Many of the issues highlighted in the section above ('Work/life balance') are also relevant.

However, men – of all ethnicities – were much more likely to say the possibility of relocating wouldn't prevent them from applying for chief officer roles. Many acknowledged this was because their partners would provide support around family life. As one participant put it:

I won't relocate my family, I will just work away during the week.

Superintendent, male

About half of female participants were ambivalent about the impact of potential relocations on their decision to apply for chief officer roles. 'I'd have to think about it and make a decision on case-by-case basis was a common sentiment. Just under half of female participants were clear that the prospect of relocating would stop them from applying for chief officer roles all together. Some people claiming this suggested the concern was also related to their age ('Who wants to move at my age? I don't need/want the money'), with others not really offering specific reasons for not wanting to move other than talking generally about disruptions to their family's lives.

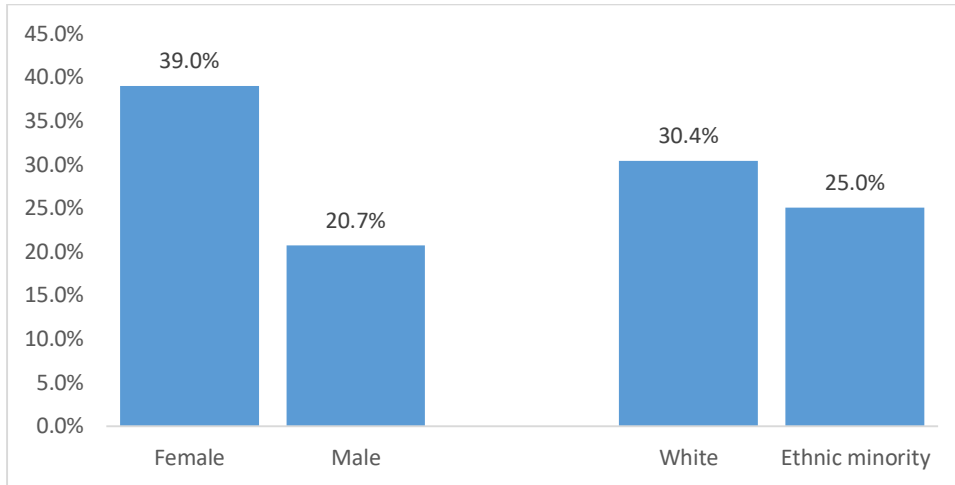
3.5 A LACK OF EXPERIENCE AND CONFIDENCE

A factor underexplored (if not completely ignored) in the literature is the confidence applicants to chief officer roles have in their ability.

A lack of faith in their own ability was the fourth most common factor survey respondents chose, with about a third of participants (30.2%) saying it did or would weigh on their decision to apply for chief officer rank. While results did not differ by ethnicity, women were

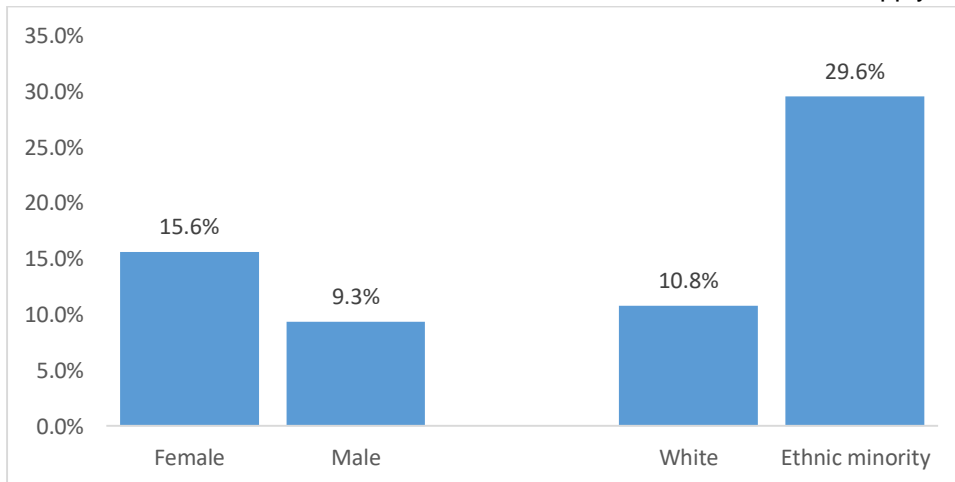
1.9 times more likely to select this option compared with men (the largest disparity exhibited within the results) (fig 7).

Fig 7: % respondents saying 'A lack of faith in own ability' would/did affect their decision to apply for a CO role



Similarly, 13.7% of respondents claimed 'not seeing people from similar backgrounds occupy the same role' was a factor that did/would influence their decision to apply for a chief officer role. Women were 1.7 times more likely to identify this as an issue compared to men. Ethnic minority officers were 2.7 times more likely to claim it is a consideration compared to White officers (fig 8).

Fig 8: % respondents saying 'Not seeing people similar backgrounds occupy the same roles' would/did affect their decision to apply for a CO role



This lack of confidence was also expressed during interviews and focus groups. The single most common reason ethnic minority and female participants cited for not applying for chief officer roles was a lack of experience. This was commonly expressed as an inability to evidence a range of skills in application processes.

The issue of lacking experience was also raised unprompted in the White male focus group as a concern people had around applying for chief officer roles (and progressing more generally). However, participants also discussed this in terms of the steps they were taking to fill gaps in their experience/skills: studying for a degree, for example, or seeking secondments in other teams and specialisms. Participants also remarked (again unprompted) on a popular stereotype that men will apply for positions they're not completely qualified for on the basis they can pick up skills in role. Many participants suggested this was true for them and, indeed, that they had already done so at some point in their careers.

Women and ethnic minority participants were much clearer that they would not apply for positions they were not qualified for, and, in fact, had had to be encouraged to take up the leadership positions they currently occupy. Some attributed this to the fact that they had never considered themselves potential leaders (see below).

Women and ethnic minority participants suggested their careers had not progressed at the same rate as their White male colleagues, and this meant they were disadvantaged in the application process. Factors leading to this hindered progress include:

- **perceptions of who a senior leader is:** both female and ethnic minority participants talked at length about how – particularly when they joined the force 20+ years ago – senior leaders were invariably White, university-educated men, and how this template has (perhaps subconsciously) prevented them from considering themselves as potential leaders. Furthermore, many ethnic minority participants talked about how their upbringings (lower income, few examples of family members achieving managerial roles, less facility with language) prevented them from seeing themselves as potential leaders (as one participant put it: 'whenever people asked me what I was [thinking of] doing, I always said, 'I don't speak like a posh ACCI!'). Many participants claimed this form of upbringing was more common for ethnic minority people than White British people. Participants were asked if they had joined the policing profession with an idea of attaining senior roles. The vast majority of ethnic minority and female participants claimed they had not, and it was relatively late in their careers that they had considered senior management as something to strive for. This is in contrast with White male participants who generally joined the force with some expectation of progressing through the ranks
- **access to and perceptions of development programmes:** participants talked about how particular ethnic minority-focused programmes, such as the Realising Potential Programme, had been instrumental in giving them the confidence to apply for more senior roles. In particular, access to a coach was crucial to many people developing soft skills around networking, career planning, etc. Many participants are concerned that access to such programmes is now restricted to a fewer number of applicants. Furthermore, participants talked about how participation in such programmes could lead to criticism from colleagues who saw it as special treatment.
- **lack of sponsorship/'old boy's network':** many participants claimed there is a lack of transparency around how development opportunities – such as secondments and the chance to work on important projects – are allocated. In particular, participants claimed it was important to have a sponsor or, at the very least, a senior member of staff who was interested in your development and would alert you to opportunities. Furthermore, many participants claimed that such relationships are still developed and maintained outside of

work, at golf and rugby clubs or at bars and pubs. Women and ethnic minority officers claimed they avoid or are naturally excluded from such places.

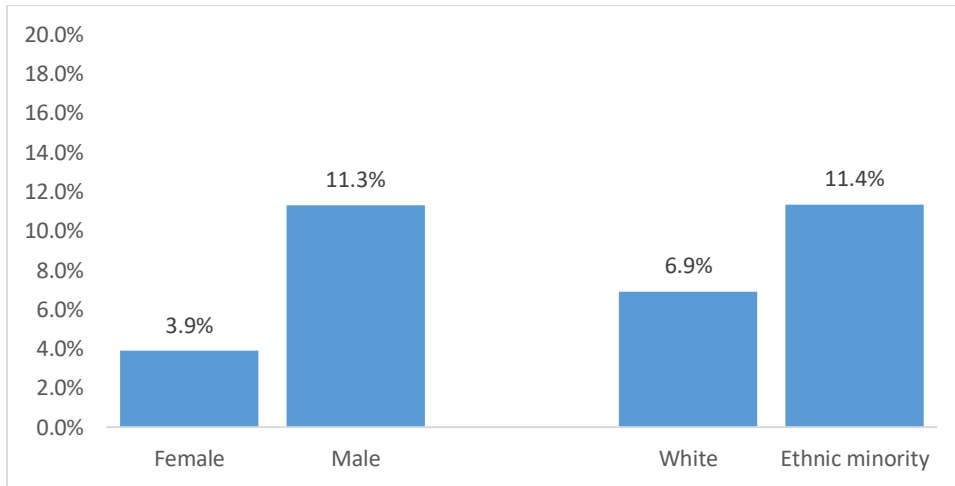
- **maternity, flexible working, etc:** many female participants claimed their careers hadn't progressed at the same rate as their male colleagues' because they have had to work part time or compressed hours to care for children. There appear to be pockets of good practice in relation to flexible working, with some participants claiming to have felt supported by their chief officers. Many, however, have felt they have been perceived to be uncommitted and therefore overlooked when it comes to career progression: 'As a part time officer, I've given more than full time ones, but I'm seen as giving less. I've worked more hours,' claimed one participant (Superintendent, female) when explaining why she thought she had been overlooked for work and development opportunities. Another participant claimed that for 'lower levels of promotion, flexible working patterns are not compatible with shift work... promotion is therefore not workable with childcare where nurseries only take children on set days and there's no evening/weekend cover and there is no wider childcare options'. Other participants also relayed examples of how their access to development (and promotion) opportunities had been curtailed because they were pregnant: 'when you're pregnant, managers risk assess your role... people have said, 'don't apply for that while you're pregnant, don't think about promotion while you're pregnant'').
- **organisational/service-wide attitudes to equality:** participants commented on why many measures to increase transparency or promote equality fail. In particular, participants pointed out that because of the issues identified above (especially, those relating to a lack of confidence) simply ensuring female and ethnic minority officers have access to information about career progression/development opportunities is not enough. Instead, it is necessary for senior leaders to encourage participation in and uptake of these activities (much as other officers are (see 'lack of sponsorship/'old boy's network'' above)). Given the disadvantaged position ethnic minority and female officers start from (given their lack of privilege) it was claimed that equality measures need to be more proactive and not rely on colleagues from these backgrounds having the confidence or belief that senior roles are for them

3.6 MENOPAUSE AND WIDER HEALTH ISSUES

Health concerns were cited by 6.9% of survey respondents as potentially weighing on their decision to apply for a chief officer role. As fig 9 shows, this is not an issue that disproportionately appears to affect women. However, during the interview phase some female participants discussed at length the impact of menopause and wider health issues, stating that, at a point where they have wanted to apply for more senior roles, they have felt hindered by health issues and, in particular, the menopause. A 2019 survey by the Police Federation of England and Wales found nearly half of respondents (44%) who found their menopause symptoms extremely problematic had considered quitting the force as a result.⁶ Participants in this review talked about feeling tired and needing time away from work, although some also relayed concerns about working conditions which have prevented them from being as effective as they would like (such as having to chair afternoon-length meetings without recourse to breaks).

⁶ PFEW (2019) *Menopause Survey Headline Statistics April 2019*

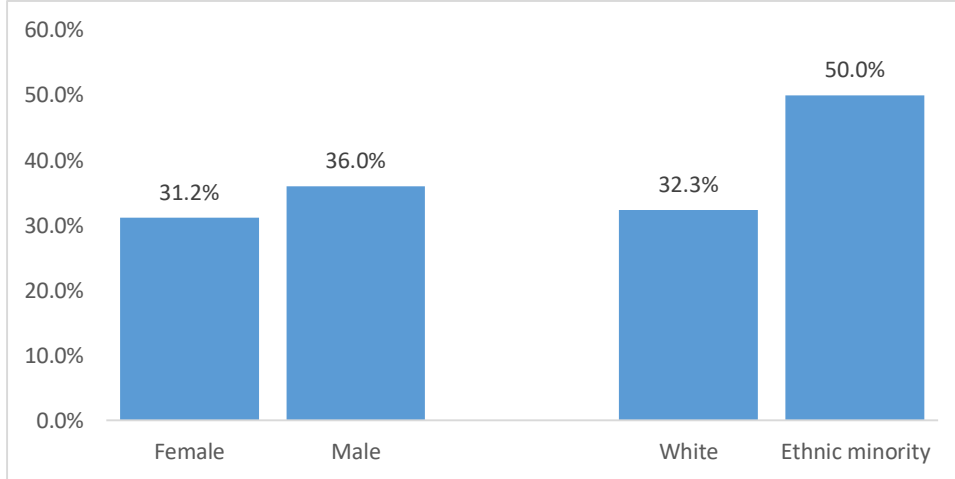
Fig 9: % respondents saying 'Health-related reasons' would/did affect their decision to apply for a CO role



3.7 FAIRNESS WITHIN THE RECRUITMENT PROCESS AND WIDER WORKPLACE

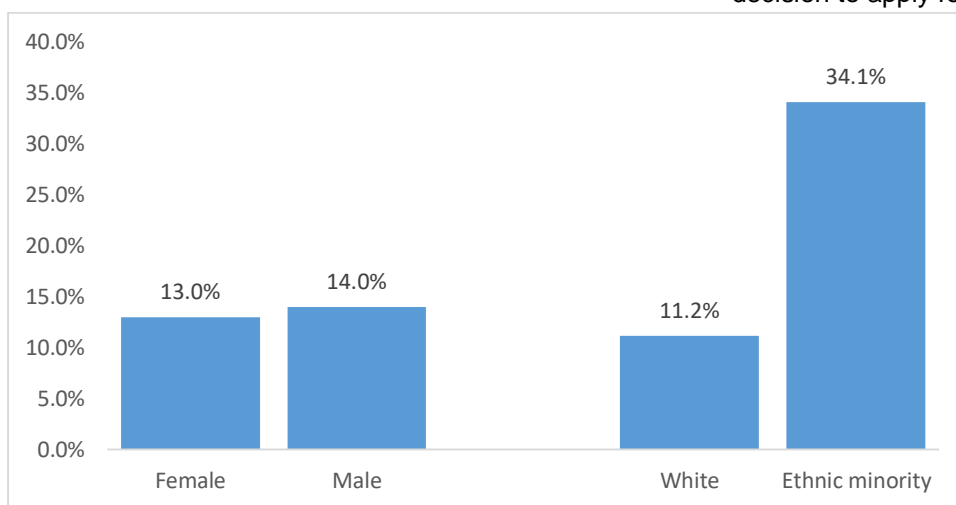
Concerns with the perceived fairness of the recruitment process was the second most common issue cited by survey respondents (35.5%). As fig 10 shows, this was far more likely to be a concern for ethnic minority officers (who were 1.6 times more likely to raise this as a worry than White officers).

Fig 10: % respondents saying 'Perceived fairness of the promotion processes would/did affect their decision to apply for a CO role



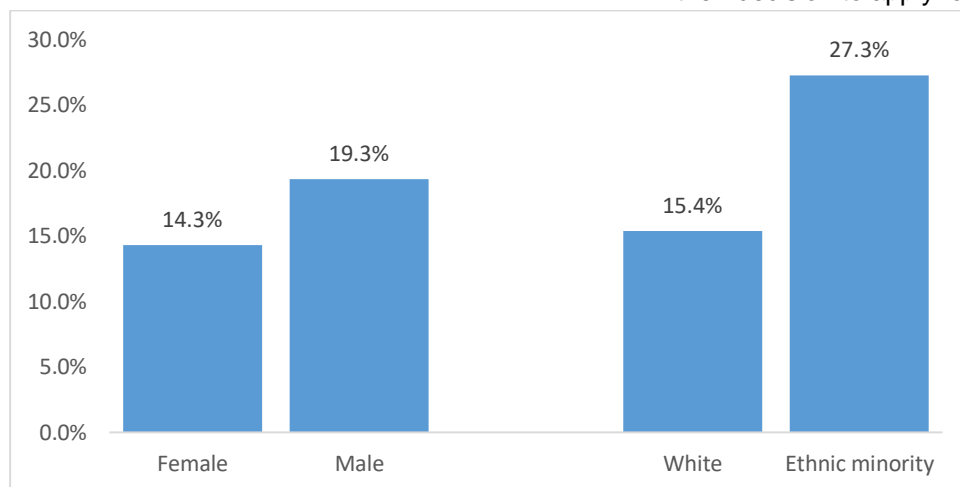
Furthermore, ethnic minority officers were 3.0 times more likely than White officers to be concerned about a lack of oversight to the recruitment process (fig 11).

Fig 11: % respondents saying 'Lack of oversight to the recruitment processes would/did affect their decision to apply for a CO role



Previous poor experiences of trying to gain promotion also weigh disproportionately on ethnic minority officers who are 1.8 times more likely than White officers to cite this as a concern (fig 12).

Fig 12: % respondents saying 'Previous poor experiences of trying to gain promotion' would/did affect their decision to apply for a CO role



It was quite common for ethnic minority participants (and, to lesser extent, female participants) to suggest during interviews that chief constables already have a firm idea of who they will appoint to new chief officer roles before the recruitment process even begins. There was some ambivalence around this, however, with participants talking about a 'perception' that appointments are 'fixed' but not necessarily suggesting this was the case in their particular force. Most, however, claimed that they felt they had, on at least one point in their career, been overlooked for promotion and subsequently felt that a manager's 'favourite' had been selected. Given the lack of transparency around the processes, most could not provide evidence that they had been overlooked unfairly.

Some ethnic minority participants (and, to a much lesser extent, female participants) spoke about their frustration with the police service. Ethnic minority participants often claimed they have had to 'fight' to achieve the rank that they have and they are not prepared to continue to struggle. The obstacles they claim to have faced relate to many of the issues highlighted above (such as being excluded from networks and not receiving the same development opportunities), and encompass subtler forms of discrimination such as microaggressions. One ethnic minority senior officer summed up the frustration of many considering applying for chief officer roles:

It's tiring – we've been having the same conversation for 20 years. I don't have the energy. It's about surviving, not thriving. They're talking about the microenvironment. We need more nurturing

Senior officer, male

Fundamentally, participants attributed the persistence of these obstacles to the values and culture of their local force and the police service as a national organisation. In this respect, many participants believe that equality is such a low priority that even if they were to attain an ACC role they still wouldn't be able to affect change on culture and attitudes. For example:

I want to progress, but I feel I'm being forced out... the taxation and pension rules don't make it realistic to stay, and then do I want to put my family through the stress when nothing will happen? I could live with all this if I thought I could progress and make a difference, but I know nothing will change at the end of the day.

Superintendent, male

CONCLUSIONS AND RECOMMENDATIONS

It is clear that two of the most common concerns potential chief officer applicants have – worries around relocating and potential ramifications for their pensions – are shared by people regardless of gender and ethnicity. This section relays conclusions and recommendations that relate to those issues that exhibited the largest disparity in responses from women compared to men, and ethnic minority respondents compared to White respondents.

4.1 VISION AND COMMITMENT TO EQUALITY

Many ethnic minority officers doubt the national police force's commitment to equality, based on negative experiences of both overt and covert discrimination (such as microaggressions) over the course of their careers. Many are reluctant to apply for higher ranking roles as they believe obtaining such roles requires a sponsor advocating for the applicant behind the scenes. Finally, many ethnic minority officers report having had to fight against prejudice to achieve the rank they have. Many in this position simply claim to be exhausted, frustrated, and not prepared to invite further struggle by applying for a higher role.

In light of this:

- *the NPCC and CoP should articulate a vision for anti-racist practice which includes a statement explaining why anti-racism is important to the force delivering its core services. This should be accompanied with an action plan outlining what steps the NPCC is taking to ensure progress on this agenda. (We understand the NPCC issued a statement after the death of George Floyd. It may be that this needs to be circulated more widely, and, crucially, include practical actions the Council is taking).*
- *the NPCC should set KPIs and targets linked to recruitment, development opportunities, and promotion. Currently, forces collect, analyse, and – to some extent – publish data on recruitment, promotion, and turnover, disaggregated by gender and ethnicity. Given some of the issues raised as part of this review, forces should measure the relative likelihood of women and ethnic minority officers attaining Chief Inspector, Chief Superintendent, and chief officer positions relative to White male colleagues in the same force. Access to development opportunities should also be measured through a) a staff survey asking people if they believe that their force provides equal opportunities for career progression or promotion; and b) the protected characteristics of people attending PNAC by force⁷*
- *following the above, the data relating to these measures should be published and chief constables asked to explain persistent disproportionalities to PCCs. Research has shown this principle of 'comply or explain' is effective when extended into organisations too.⁸ In this respect, recruitment panel chairs/managers should be asked to explain outcomes where a candidate who was female or ethnic minority was not appointed. (It is*

⁷ We understand that point b) already occurs: however, it is not clear to what extent this data is routinely published by force and CCs held to account for the proportion of ethnic minority and female officers who attend

⁸ Dobbin F, Kalev A (2016) 'Why diversity programs fail' in *Harvard Business Review*, 94(7/8), 52-60

important to note that this is not a requirement for managers to automatically nominate/appoint women or ethnic minority officers).

- *the CoP should consider devising a workforce equality standard that measures female and ethnic minority employees' experiences of working in different forces. The Workforce Race Equality Standard (WRES) used in the NHS provides a useful model.*
- *the CoP should devise a training programme for middle managers within the service on managing diverse teams. Training should cover the formation of in- and out-groups; how to have difficult conversations; how biases are formed and how they can leak into day-to-day interactions with people, and how different performance management approaches can support the development of underrepresented staff.*

4.2 TRANSPARENCY AND FAITH IN THE PROMOTION PROCESS

Connected with the above, many ethnic minority officers are put off from applying for chief officer roles given a perceived lack of transparency around the appointments process.

In recent years, the College of Policing has undertaken a number of steps to ensure its processes do not unfairly discriminate against applicants to senior PNAC or the SCC (for example, by ensuring assessors receive unconscious bias training and being explicit that chief constables can refer talented individuals who have significant potential but who may not yet have had the opportunity to undertake the full range of challenges within senior roles). However, the use of some of these measures appears patchy. In 2019, for example, HMCI⁹ found some chief constables 'only endorse candidates who they consider to be 'ready now' for chief officer rank' despite clear College of Policing guidance stating this need not be the case.

In light of this:

- *the NPCC and CoP should conduct an annual review of applications for SPNAC and SCC. The audit should review a sample of applications from different forces to determine whether candidates with development areas are receiving endorsement.*
- *the CoP should review the unconscious bias training provided to assessors to ensure it meets best practice, such as:*
 - *training should be interactive, rather than online, and encourage participants to reflect on their own personal biases*
 - *training should include strategies on how to 'de-bias'*
 - *training should provide space for participants to think about how bias may play out in their day-to-day roles, and how they can spot when it occurs*
 - *training should provide participants the skills and confidence to call out bias in their colleagues*

⁹ HMIC (2019) *Leading Lights: An inspection of the police service's arrangements for the selection and development of chief officers*

The College of Policing has produced guidance on the appointment of chief officers,¹⁰ although it is not clear to what extent all its suggestions have been picked up by different forces.

In light of this:

- *the NPCC should communicate to all forces the importance of adhering to the guidance*

It is important that recruitment practices at all levels of the force – not just chief office rank – are informed by the latest evidence of what works.

In light of this:

- *the CoP should commission the development of a training package on fair recruitment that can be accessed by recruiters in different forces. The programme should cover how bias can affect various stages of the recruitment process, including the devising of job descriptions, advertising, shortlisting, interviewing, and providing feedback.*
- *the NPCC should communicate best practice to all forces, which includes:*
 - *holding recruitment panels to account: specifically, by empowering independent members to raise concerns and by requiring panel chairs to explain outcomes to a very senior manager where a candidate who was female or ethnic minority was not appointed.*
 - *using structured interviews for recruitment and promotions. Structured and unstructured interviews both have strengths and weaknesses, but unstructured interviews are much more likely to allow unfair bias to creep in and influence decisions*
 - *where possible, using skill-based assessment tasks (work samples). Rather than relying solely on interviews, candidates should be asked to perform tasks they would be expected to perform in the role they are applying for*
 - *including multiple women in shortlists for recruitment and promotions*
 - *using anonymised and gender neutralised applications and letters of recommendations*
 - *conducting joint evaluation of candidates – seeing more than one CV at a time, side by side. This approach has been found to decrease gender biases and increased the likelihood that assessment would be based on performance and potential, rather than stereotypes.*

4.3 PERCEIVED SKILLS DEFICIT

Connected to the above, many women and ethnic minority officers do not feel they can demonstrate they have the skills and experience necessary to obtain a chief officer role. Whilst this is in part connected to a lack of confidence in their own abilities, it also appears from their evidence that officers from these groups are less likely to have access to varied and interesting experiences gained through secondment opportunities, opportunities to act up, and invitations to work on important projects. This is a significant issue, partly given the

¹⁰ College of Policing (2018) *Guidance for Appointing Chief Officers*

importance of on-the-job experience to professional development¹¹ and partly given existing guidance that suggests secondment opportunities should be allocated to individuals following a transparent recruitment process.¹²

In light of this:

- *the NPCC should make clear to forces that all secondments should follow the procedure set out in the Police Advisory Board's 2013 guidance. As a means of reinforcing this, the NPCC should review and reissue the guidance, updating it to reflect any changes in employment law and best practice that have occurred in the intervening years.*
- *furthermore, the CoP (together with NPCC) should review its role as a central hub where secondment opportunities are advertised. It is clear the CoP's website used to act in this capacity, but it is not clear from participant responses whether this is still the case. If it is, greater communication is required with officers to alert them to this fact. If, however, this is no longer the case, NPCC should explore the possibility of creating a central register of secondment opportunities.*
- *the NPCC should also consider commissioning research to track the extent to which forces are advertising and recruiting fairly to secondment opportunities. It is beyond the scope of this report to suggest a methodology, but this could perhaps be achieved by identifying a sample of officers currently on secondment and asking them about their experience of accessing the secondment, including whether it was advertised.*
- *the NPCC and CoP should also consider making public (on the CoP website) a register of secondment advertisements so individuals can check whether secondment opportunities occupied by their colleagues were advertised openly.*

In addition, many female participants in this review highlighted a lack of flexible working opportunities early in their career as a barrier to them accessing secondment opportunities and higher roles. Furthermore, those who did work flexibly (around caring commitments) report being seen as uncommitted and unsuitable to take part in the kinds of projects that provide growth opportunities.

In light of this:

- *the NPCC and CoP should review existing flexible working practices across police forces to identify pockets of best practice and areas of improvement. Both female and male officers and staff should be consulted to see if existing arrangements are fit-for-purpose. Following this exercise, the NPCC/CoP should consider issuing guidance on flexible working that updates that issued by the College of Policing (2013) and the Police Federation (2013).*

¹¹ Section 2 makes reference to Lombardo and Eichinger's 70:20:10 model of learning and development that suggests 70% of learning is derived from on-the-job experience, 20% from informal feedback and mentoring, and 10% from formal training.

¹² See College of Policing (2017) *Supplementary Guidance for Police Officers and Staff on secondment* and Police Advisory Board Guide (2013) *Guide on Police Officer and Staff Secondments*

- *the issue of how women (in particular) are seen as uncommitted if they work flexibly needs to be tackled within the context of a management development programme and work to promote leadership models that do not stress 'commitment' (measured by the hours people work in the office). These are discussed below. However, the NPCC should also promote examples of higher ranking female officers who have successfully discharged their duties whilst working flexibly as a means of changing attitudes to this practice.*

However, the issue of female and ethnic minority staff development also needs to be addressed more strategically and within a service-wide framework. At the moment, the support available to female and ethnic minority officers relies on individual forces undertaking good work on this issue.

In light of this:

- *the NPCC/CoP should consider the creation of a National Careers Hub, perhaps housed by the National College of Policing. Part of the hub should be a register of high-performing female and ethnic minority colleagues, nominated by forces and identified through their participation on leadership development and fast-track programmes.*
- *the NPCC should consult with PCCs and other relevant stakeholders to identify the skills that will be required of future chief, deputy, and assistant chief constables. Findings should be used to devise a programme of development for women and ethnic minority officers at chief inspector level and above. Additional and bespoke support should be provided to female and ethnic minority chief officers.*
- *the hub should provide support on those issues raised by women and ethnic minority officers as part of this review; that is: guidance on structuring an application form, the opportunity to take part in mock interviews, and advice on how to present oneself in an interview.*

4.4 LACK OF CONFIDENCE

One of the factors exhibiting the greatest disparity in responses between women/men and ethnic minority/white individuals is potential applicants' perceptions that chief officer roles simply aren't for them. Participants in this review talked at length about how their accents, class, and lack of a university education could all make them feel personally unqualified to lead at a chief officer level. There is also some suggestion – borne out by the existing literature on the subject (see section 2) – that the police force emphasises models of leadership which promote values traditionally seen as masculine (such as stamina and command). Furthermore, whilst imposter syndrome undoubtedly affects men too, many male participants in this review discussed this in relation to support they were accessing to mitigate its effects. In contrast female participants did not appear to have similar strategies in place.

In light of this:

- *the NPCC and CoP should develop a bespoke mentoring programme for female and ethnic minority officers. This may be aligned with the current Aspire programme, but*

should focus specifically on helping participants understand how their own leadership approach and natural strengths align with other existing, credible leadership models. As part of the mentoring scheme, CoP should developed a bank of external mentors who understand the challenges women and Black, Asian, Minority Ethnic officers face, particularly in relation to imposter syndrome, feeling undervalued, and being more reticent in asking for secondment and development opportunities.

Many women and ethnic minority respondents claimed they had only applied to the positions they occupied because they had been actively encouraged to do so by managers and senior leaders in their organisations. Merely seeing the vacancy hadn't been enough: most had assumed they were unqualified for the role.

In light of this

- *the NPCC should use the creation of a central list of high-performing female and ethnic minority colleagues to actively encourage individuals to apply for relevant CI, Supt, CSI, and chief officer vacancies.*

4.5 HEALTH FACTORS

There is some suggestion, particularly from interviews conducted as part of this review, that some women experiencing menopause are put off from aspiring to chief officer rank because they feel their force won't make the reasonable adjustments they may need. Action to improve women's experience of menopause at work has gained some traction in recent years, culminating in national guidance on the issue produced jointly by the NPCC and the Police Federation.¹³ It is not clear, however, to what extent this guidance has been adopted across the service as a whole.

In light of this:

- *the NPCC should reissue its Management of Menopause guidance, perhaps after it is reviewed next year. By the beginning of 2022, the NPCC should ensure the guidance has been adopted by all forces.*

4.6 FLEXIBLE WORKING

A quarter of women responding to the survey circulated as part of this review were concerned about a perceived lack of flexible working opportunities at chief officer level.

In light of this:

- *the NPCC should review practices across different forces to identify best practice in relation to flexible working patterns adopted by chief officers. Examples of chief officers working flexibly should be publicized.*
- *following the above, the NPCC should explore the possibility of issuing guidance stating that all adverts for chief officer roles should make clear that flexible working patterns will*

¹³ NPCC Menopause Action Group/PFEW (2019) *Management of Menopause Transition in the Police Service*

be permitted. As a minimum, job adverts should remind people of their legal right to request to work flexibly.

BIBLIOGRAPHY

- Astley, J and Harness, T (2007) 'Career progression within police service: Dispelling the myth about the thin blue ceiling?' available at: www.ufhrd.co.uk/wordpress/wp-content/uploads/2009/07/6-12-refereed-paper.pdf
- Beck, Vanessa; Brewis, Jo and Davies, Andrea (2019) Women's experiences of menopause at work and performance management. Organization (Early Access).
- Bezrukova, K., Spell, C.S., Perry, J., & Jehn, K. (2016) A meta-analytical integration of over 40 years of research on diversity training evaluation. Psychological Bulletin. Vol 142, No 11. pp1227–74.
- Barth-Farkas, F., & Vera, A. (2018). Female Leaders in a Male Organisation. European Law Enforcement Research Bulletin, (17), 51-66.
- Chamorro-Premuzic, T (2013) 'Why Do So Many Incompetent Men Become Leaders?' in *Harvard Business Review* available at: <https://hbr.org/2013/08/why-do-so-many-incompetent-men>
- Correll and Simard (2016) 'Vague Feedback Is Holding Women Back' in *Harvard Business Review*
- Chartered Institute of Personnel and Development (2017) *Addressing the Barriers to Black, Asian, Minority Ethnic Employee Career Progression to the Top*: CIPD
- College of Policing (2018) *Guidance for Appointing Chief Officers*: College of Policing
- College of Policing (2017) *Chief Officer Appointments Surveys Results and Analysis Report*: College of Policing
- College of Policing (2015) *Leadership Review*: College of Policing
- CPOSA (2019) ACC/Commander resilience survey (internal document)
- Bury, J; Pullerits, M; Edwards, S; Davies, C; DeMarco J (2018) *Enhancing Diversity in Policing*: NatCen Social Research
- Holgersson, Charlotte (2013) *Recruiting Managing Directors: Doing Homosociality* July 2013 Gender Work and Organization 20(4) DOI: 10.1111/j.1468-0432.2012.00595.x
- Jones, J (2017) How Can Mentoring Support Women In A Male Dominated workplace? A Case Study of the UK Police Force. Palgrave Communications. P.1-11.
- Hales, G (2020) *A Diversity Uplift?: Police Workforce Gender And Ethnicity Trends From 2007 To 2018 And Prospects For The Future*: The Police Foundation

Home Affairs Committee (2016) *Police Diversity*: House of Commons

Home Office (2008) *Policing Minister's Assessment of Minority Ethnic Recruitment, Retention and Progression in the Police Service*: Home Office

HMIC (2019) *Leading Lights: An inspection of the police service's arrangements for the selection and development of chief officers*

Kalev A, Dobbin F, Kelly E (2006) 'Best Practices or Best Guesses? Assessing the Efficacy of Corporate Affirmative Action and Diversity Policies' in *American Sociological Review*, 71(4), 589–617. <https://doi.org/10.1177/000312240607100404>

London Assembly Police and Crime Committee Members (2014) *The diversity of the Met's frontline*: London Assembly

Metcalf, Tim (2018) *Chief Constable Preparation, Selection, Tenure, and Retirement in the 'New Landscape of Policing'* (internal document)

NPCC Menopause Action Group/PFEW (2019) *Management of Menopause Transition in the Police Service*: Police Federation of England and Wales

Police Advisory Board Guide (2013) *Guide on Police Officer and Staff Secondments*

Police Federation of England and Wales (2019) *Menopause Survey Headline Statistics April 2019*: Police Federation of England and Wales

Prokos, A., and I Padavic. (2002) "There Oughtta Be a law against Bitches. Masculinity Lessons in Police Academy Training." *Gender, Work and Organization* 9, no. 4 pp441-59

Regina M. O'Neill and Stacy D. Blake-Beard (2002) Gender Barriers to the Female Mentor/ Male Protégé Relationship. *Journal of Business Ethics* Vol. 37, No. 1, Advancing Women's Careers: Current Status and New Directions (Apr. 2002), pp. 51-63

Laura Morgan Roberts, Anthony J. Mayo, David A. Thomas (2019) *Race, Work, and Leadership: New Perspectives on the Black Experience*. Harvard Business Review Press

Silvestri, M (2018) Disrupting the "Heroic" Male within Policing: A Case of Direct Entry Feminist Criminology 2018, Vol. 13(3) p. 309–328

Silvestri, M and Tong, S (2020) Women Police Leaders in Europe: A Tale of Prejudice and Patronage. *European Journal of Criminology*.

Silvestri, M; Tong, S; Brown, J (2013) 'Gender and Police Leadership: Time for a Paradigm Shift?' in *International Journal of Police Science and Management* 15(1):61-73

Silvestri, M (2015) 'Police Culture and Gender: Revisiting the 'Cult of Masculinity'' in *Policing: A Journal of Policy and Practice*, 11(3): 289-300, <https://doi.org/10.1093/police/paw052>

Saeeda Shah & Jalil Shaikh (2010) Leadership progression of Muslim male teachers: interplay of ethnicity, faith and visibility, *School Leadership & Management*, 30:1, 19-33,

The McGregor-Smith Review (2017) *Race in the Workplace*: Department for Business, Energy & Industrial Strategy

Tate, S and Arshad Mather, N (2018) Visioning Muslim women leaders and organizational leadership in the 21st century. In: *Research Handbook of Diversity and Careers*. Edward Elgar, pp. 292-307.

Victoria Showunmi, Doyin Atewologun and Diane Bebbington (2015). *Educational Management Administration & Leadership* 1–19 The Author(s).p.19

Waddington, P.A.J., (1999), "Police (canteen) sub-culture: an appreciation", *British Journal of Criminology*, Vol 39, No2, pp287-309

APPENDIX 1: CHIEF OFFICER NUMBERS BY GENDER AND RACE

GENDER

	No. of chief officers			% Female chief officers	% Female officers (all ranks)	Relative likelihood of men being appointed to CO role compared to women
	Male	Female	Total			
2020	163	68	231	29.4	31.2	1.1
2019	154	58	212	27.4	30.4	1.2
2018	156	58	214	27.1	29.8	1.1
2017	153	56	209	26.8	29.1	1.1
2016	151	45	196	23.0	28.6	1.3
2015	158	43	201	21.4	28.2	1.4
2014	165	39	204	19.1	27.9	1.6
2013	168	37	205	18.0	27.3	1.7
2012	178	38	216	17.6	26.8	1.7
2011	185	38	223	17.0	26.2	1.7
2010	196	35	231	15.2	25.7	1.9

RACE

	No. of chief officers			% ethnic minority chief officers	% ethnic minority officers (all ranks)	Relative likelihood of White ppl being appointed to CO role compared to ethnic minority ppl
	White	Ethnic minority	Total			
2020	226	5	231	2.2	7.4	3.5
2019	207	5	212	2.4	7.0	3.1
2018	209	5	214	2.3	6.6	3.0
2017	205	4	209	1.9	6.4	3.5
2016	194	2	196	1.0	6.0	6.2
2015	199	2	201	1.0	5.5	5.8
2014	199	5	204	2.5	5.2	2.2
2013	199	6	205	2.9	5.0	1.7
2012	210	6	216	2.8	5.0	1.8
2011	221	2	223	0.9	4.8	5.6
2010	222	9	231	3.9	4.6	1.2

Source: Police workforce England and Wales statistics, available at: www.gov.uk/government/collections/police-workforce-england-and-wales

APPENDIX 2: AVAILABILITY OF ENGLISH AND WELSH FORCES' EQUALITY AND DIVERSITY PLANS

See over page.

Creating A More Diverse Executive

POLICE FORCE	LINK TO DIVERSITY AND INCLUSION PLAN	YEAR OF PUBLICATION
ENGLAND		
Avon and Somerset Constabulary	https://media.aspolice.net/uploads/production/20191126143842/inclusion-and-diversity-strategy-and-equality-action-plan.pdf	2019
Bedfordshire Police	N/A	N/A
Cambridgeshire Constabulary	https://www.cambs.police.uk/assets/PDFs/About/Transparency/AboutUs-Equality-EqualityObjectivesAchievementsReport2018.pdf	2018
Cheshire Constabulary	https://www.cheshire.police.uk/SysSiteAssets/media/downloads/cheshire/about-us/equality-objectives.pdf	2016
City of London Police	https://www.cityoflondon.police.uk/about-us/Documents/Equality%20and%20Inclusion%20Strategy%202017-20.pdf	2017
Cleveland Police		
Cumbria Constabulary	https://www.cumbria.police.uk/About-Us/Department-Information/Equality-Objectives.aspx	2016
Derbyshire Constabulary	https://www.derbyshire.police.uk/SysSiteAssets/media/downloads/derbyshire/about-us/equality-and-diversity-strategy-2016-2020.pdf	2016
Devon & Cornwall Police	https://www.devon-cornwall.police.uk/media/303161/equality-objectives-2016-19-dcp.pdf	2016
Dorset Police	N/A	2017
Durham Constabulary	N/A	N/A
Essex Police	N/A	N/A
Gloucestershire Constabulary	N/A	N/A
Greater Manchester Police	https://www.gmp.police.uk/SysSiteAssets/media/downloads/greater-manchester/about-us/gmp-equality-diversity-human-rights-strategy-2018-21.pdf	2018
Hampshire Constabulary	N/A	N/A
Hertfordshire Constabulary	https://www.herts.police.uk/Information-and-services/About-us/Diversity/Equality-Duty-Objectives/April-2016-April-2020/Objective-4	2016
Humberside Police	N/A	2010
Kent Police	https://www.kent.police.uk/SysSiteAssets/foi-media/kent/what-are-priorities-are-and-how-we-are-doing/diversity-and-inclusion-strategy2018-2021.pdf	2018
Lancashire Constabulary	https://lancashire.police.uk/media/1342825/valuing-difference-strategy.pdf	2017
Leicestershire Police	https://www.leics.police.uk/SysSiteAssets/media/downloads/leicestershire/careers/positive_action_strategy_2018-2021.pdf	2018

Creating A More Diverse Executive

POLICE FORCE	LINK TO DIVERSITY AND INCLUSION PLAN	YEAR OF PUBLICATION
Lincolnshire Police	https://www.lincs.police.uk/about-us/equality-and-diversity/strategic-equality-and-diversity-board/	2018
Merseyside Police	N/A	2016
Metropolitan Police Service	https://www.met.police.uk/SysSiteAssets/foi-media/metropolitan-police/policies/inclusion-strategy-2017-2021.pdf	2017
Norfolk Constabulary	https://www.norfolk.police.uk/sites/norfolk/files/norfolk_equality_and_diversity_strategy.pdf	2017
North Yorkshire Police	https://ac299a4b87076a66ac1c-ba8981882613ab522a836b37c94562dc.ssl.cf3.rackcdn.com/content/uploads/2016/01/EDHR-Position-Statement-March-2016.pdf	2016
Northamptonshire Police	N/A	
Northumbria Police	N/A	2018
Nottinghamshire Police	https://www.nottinghamshire.police.uk/sites/default/files/documents/files/PS_197_Equality_Diversity_and_Inclusion_Policy.pdf	2016
South Yorkshire Police	https://www.southyorks.police.uk/media/4736/edi-strategy-2019-21.pdf	2019
Staffordshire Police	N/A	N/A
Suffolk Constabulary	https://www.suffolk.police.uk/sites/suffolk/files/page/downloads/diversity_strategy_agreed_document.pdf	N/A
Surrey Police	N/A	N/A
Sussex Police	N/A	N/A
Thames Valley Police	N/A	N/A
Warwickshire Police	N/A	N/A
West Mercia Police	N/A	N/A
West Midlands Police	N/A	N/A
West Yorkshire Police	https://www.westyorkshire.police.uk/sites/default/files/2019-06/diversity_equality_and_inclusion_strategy_200519_final.pdf	2019
Wiltshire Police	https://www.wiltshire.police.uk/media/3593/Full-24-page-Strategy/pdf/EqualityStrategy_final_04_04_2019.pdf?m=636900821025670000	2019
WALES		
Dyfed-Powys Police	https://www.dyfed-powys.police.uk/en/about-us/our-departments/equality-and-diversity/our-equality-objectives/	2020
Gwent Police	https://www.gwent.police.uk/fileadmin/Documents/About_Us/Equality_and_Diversity/Strategic_Equality_Plan_2020_-_2024.pdf	2020

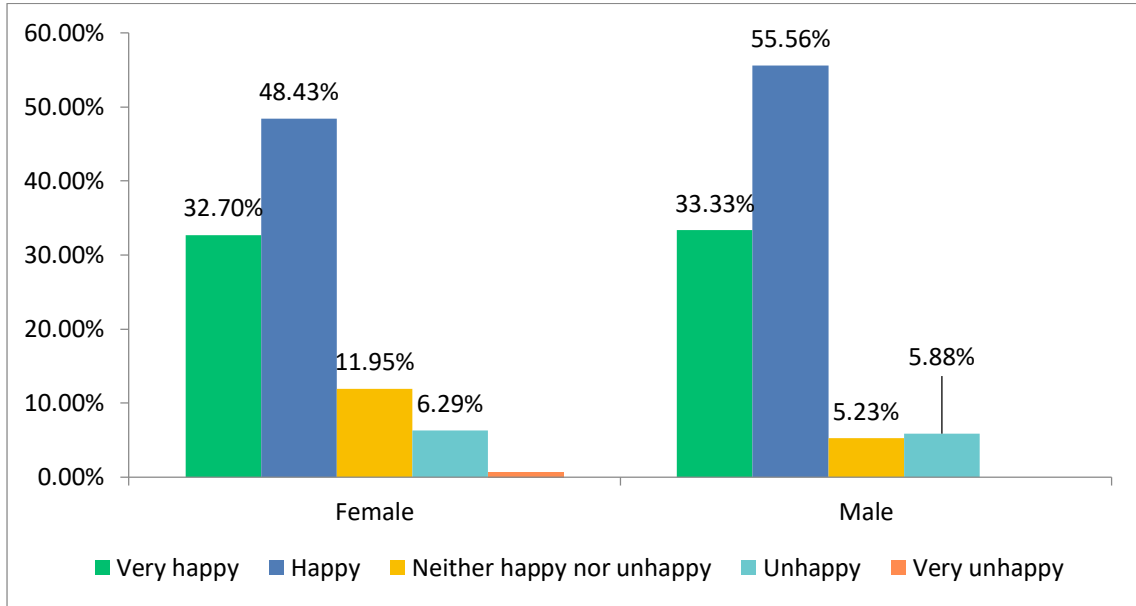
Creating A More Diverse Executive

POLICE FORCE	LINK TO DIVERSITY AND INCLUSION PLAN	YEAR OF PUBLICATION
North Wales Police	https://www.north-wales.police.uk/media/656565/80891-equality-plan-e.pdf	2019
South Wales Police	https://www.southwalescommissioner.org.uk/en/our-work/equality-inclusion/	2019

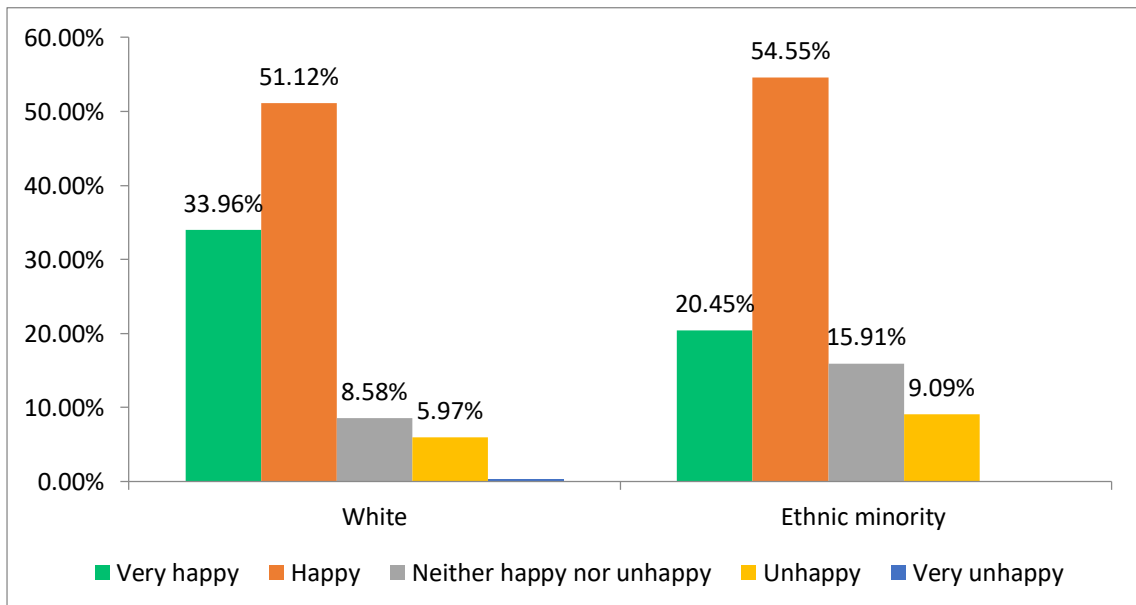
APPENDIX 3: OVERVIEW OF SURVEY RESPONSES

ON A DAY-TO-DAY BASIS HOW HAPPY ARE YOU WORKING IN YOUR FORCE?

Results by gender

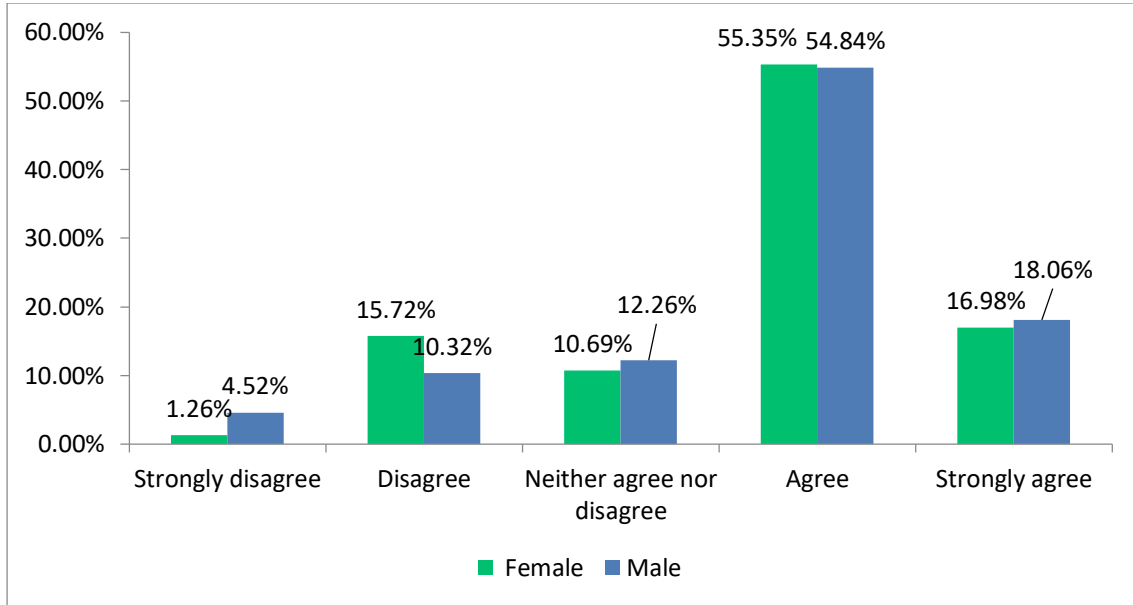


Results by ethnicity

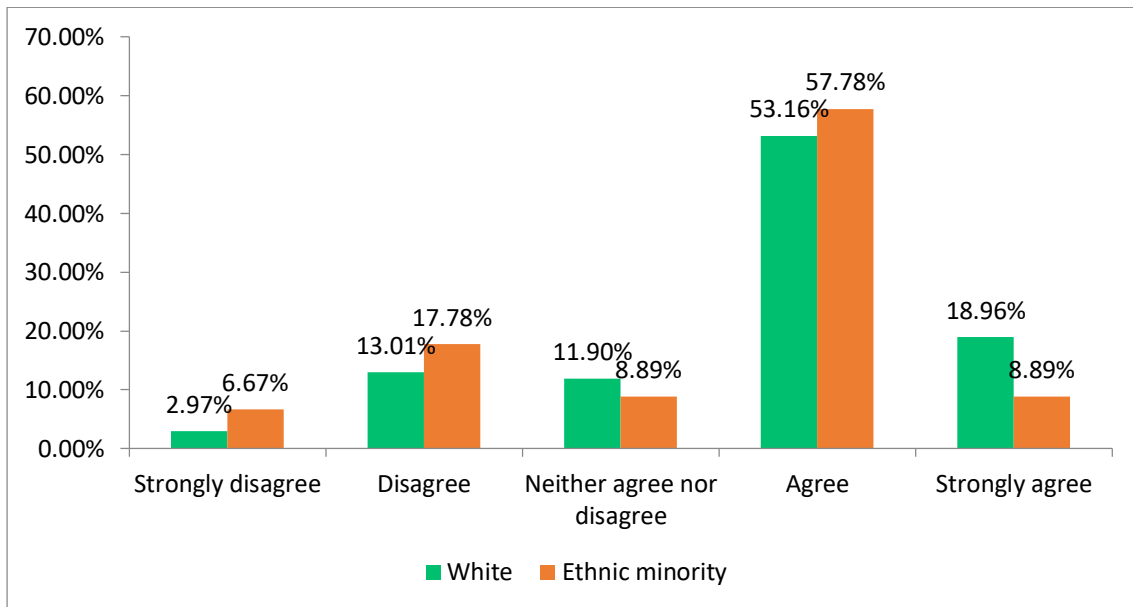


TO WHAT EXTENT DO YOU AGREE WITH THE STATEMENT: 'I AM SUPPORTED AND ENCOURAGED APPROPRIATELY TO DO MY JOB'?

Results by gender

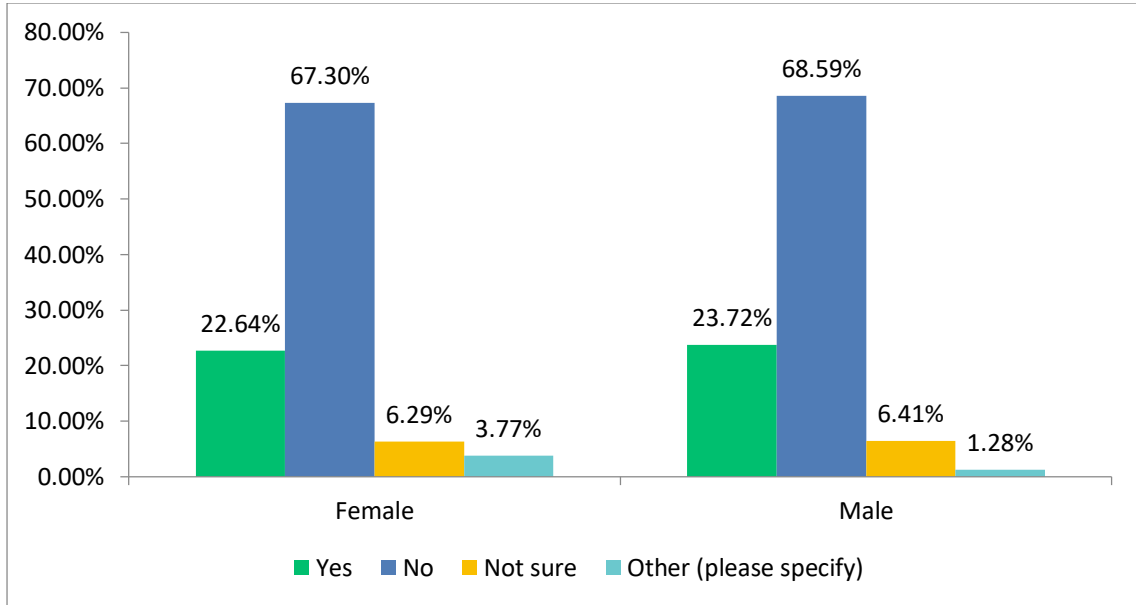


By ethnicity

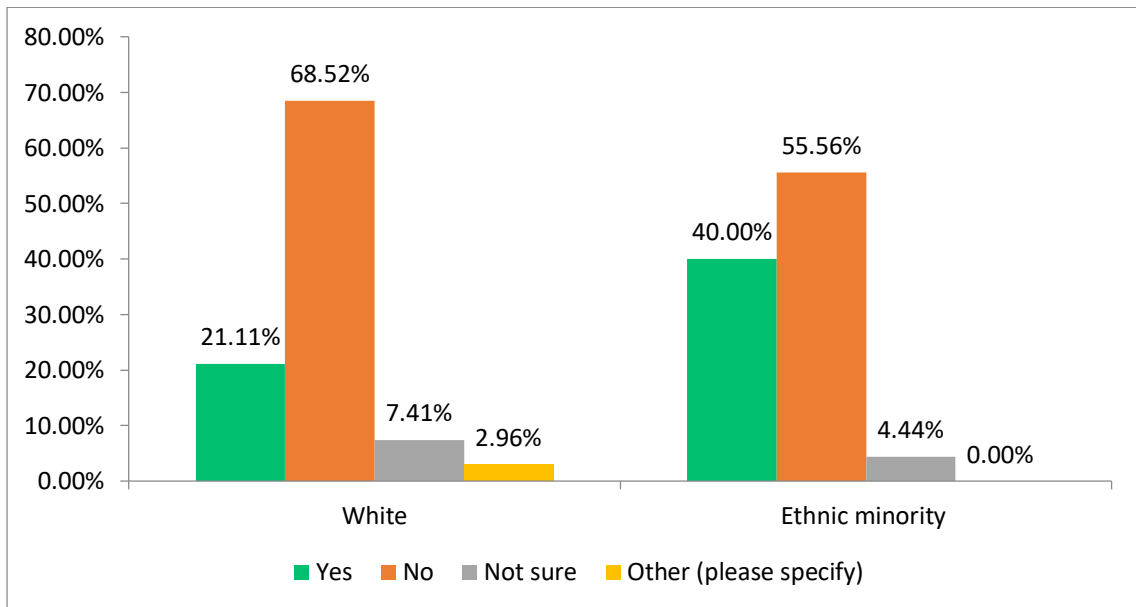


DID YOU JOIN THE POLICE FORCE WITH THE INTENTION OF REACHING AT LEAST CHIEF SUPERINTENDENT LEVEL?

By gender

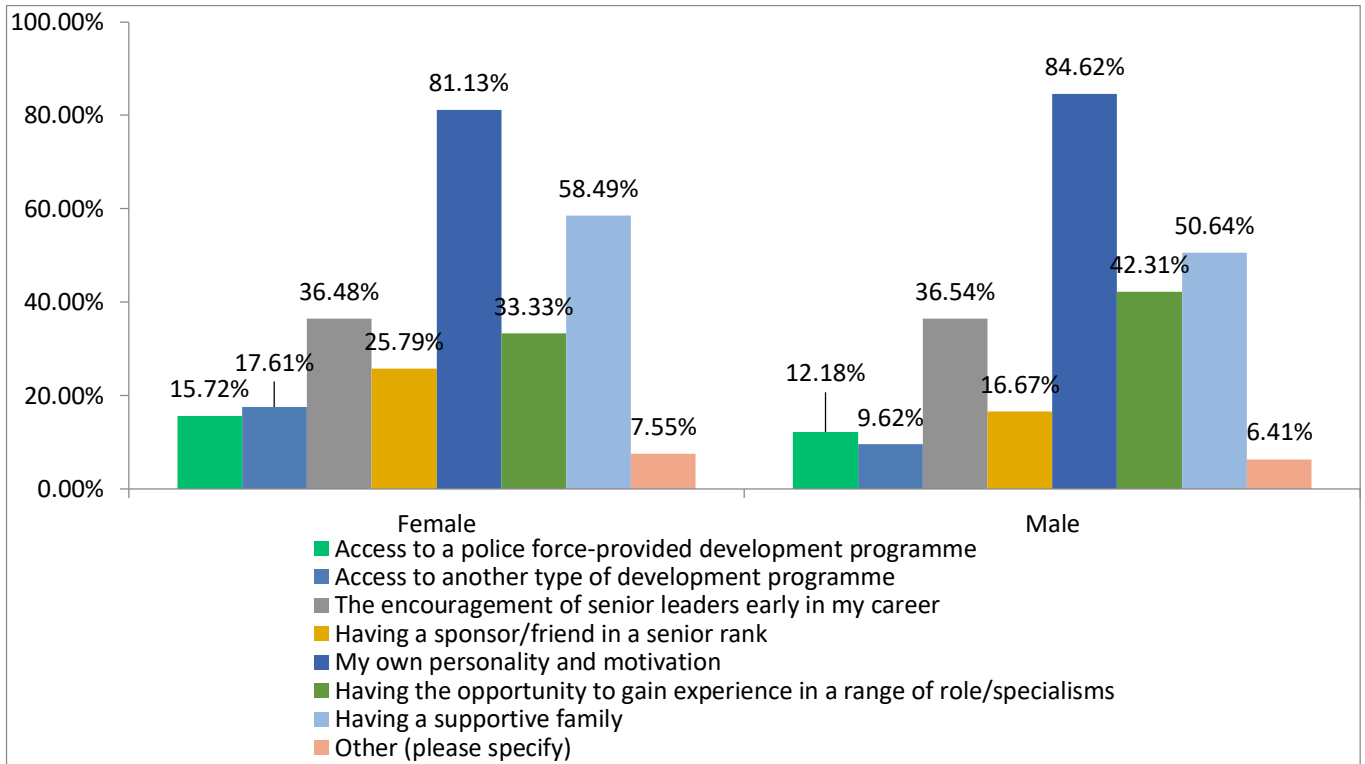


By ethnicity

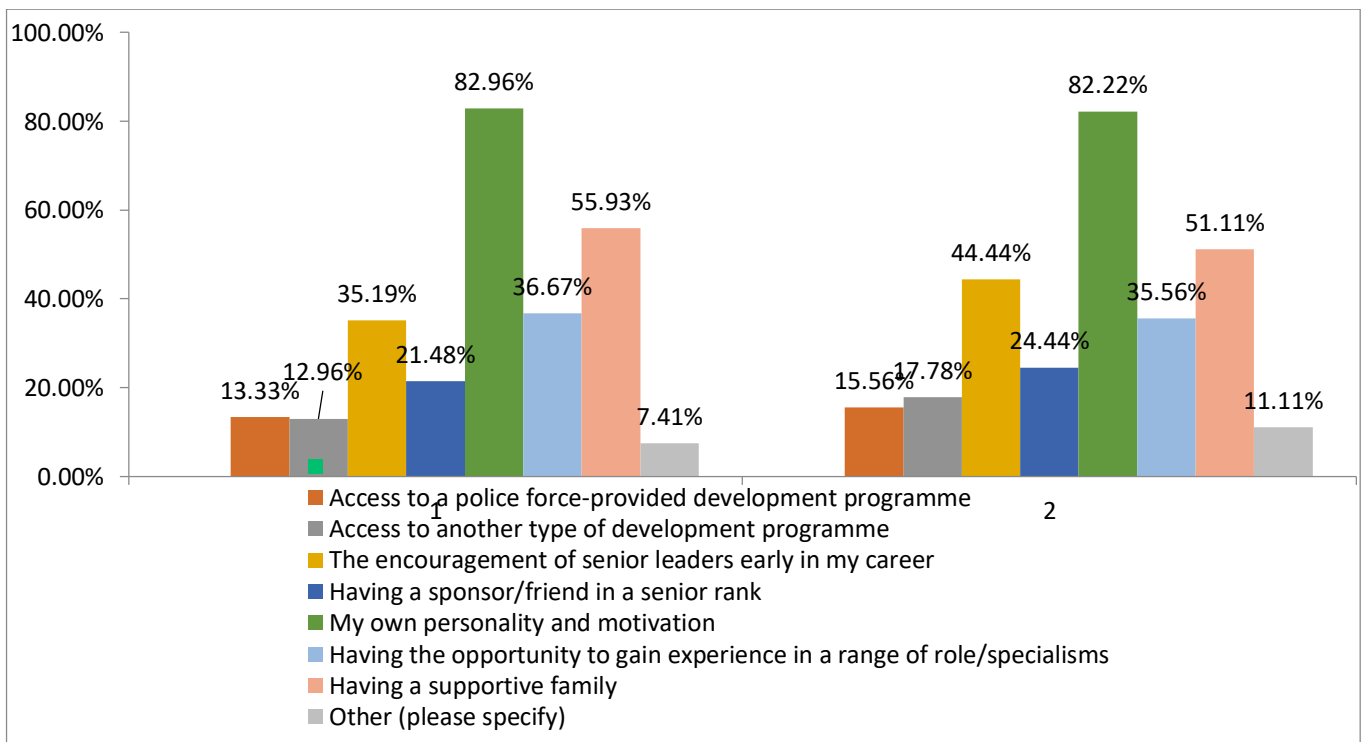


WHICH OF THE FOLLOWING HAD THE MOST IMPACT ON YOU ACHIEVING THE RANK THAT YOU HAVE? PLEASE SELECT THE THREE MOST IMPORTANT FACTORS.

By gender



By ethnicity

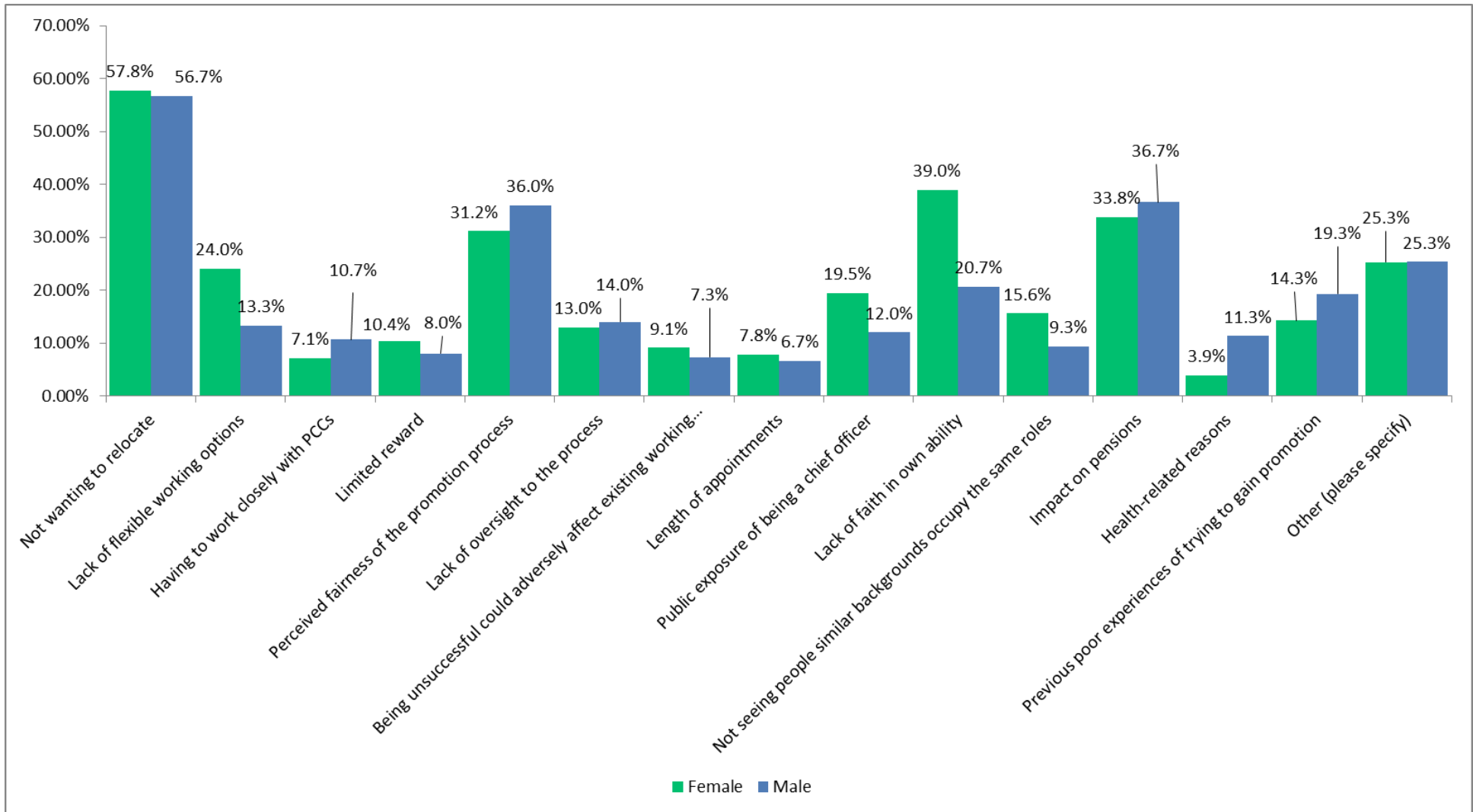


BELOW ARE A LIST OF FACTORS THAT INHIBIT PEOPLE FROM APPLYING FOR CHIEF OFFICER ROLES. IF YOU ARE AN ACC OR ABOVE, PLEASE SELECT EACH FACTOR THAT AFFECTED YOUR DECISION TO APPLY FOR YOUR CURRENT ROLE. IF YOU ARE NOT YET AN ACC, PLEASE SELECT EACH FACTOR THAT WOULD AFFECT YOUR DECISION TO APPLY FOR AN ACC VACANCY.

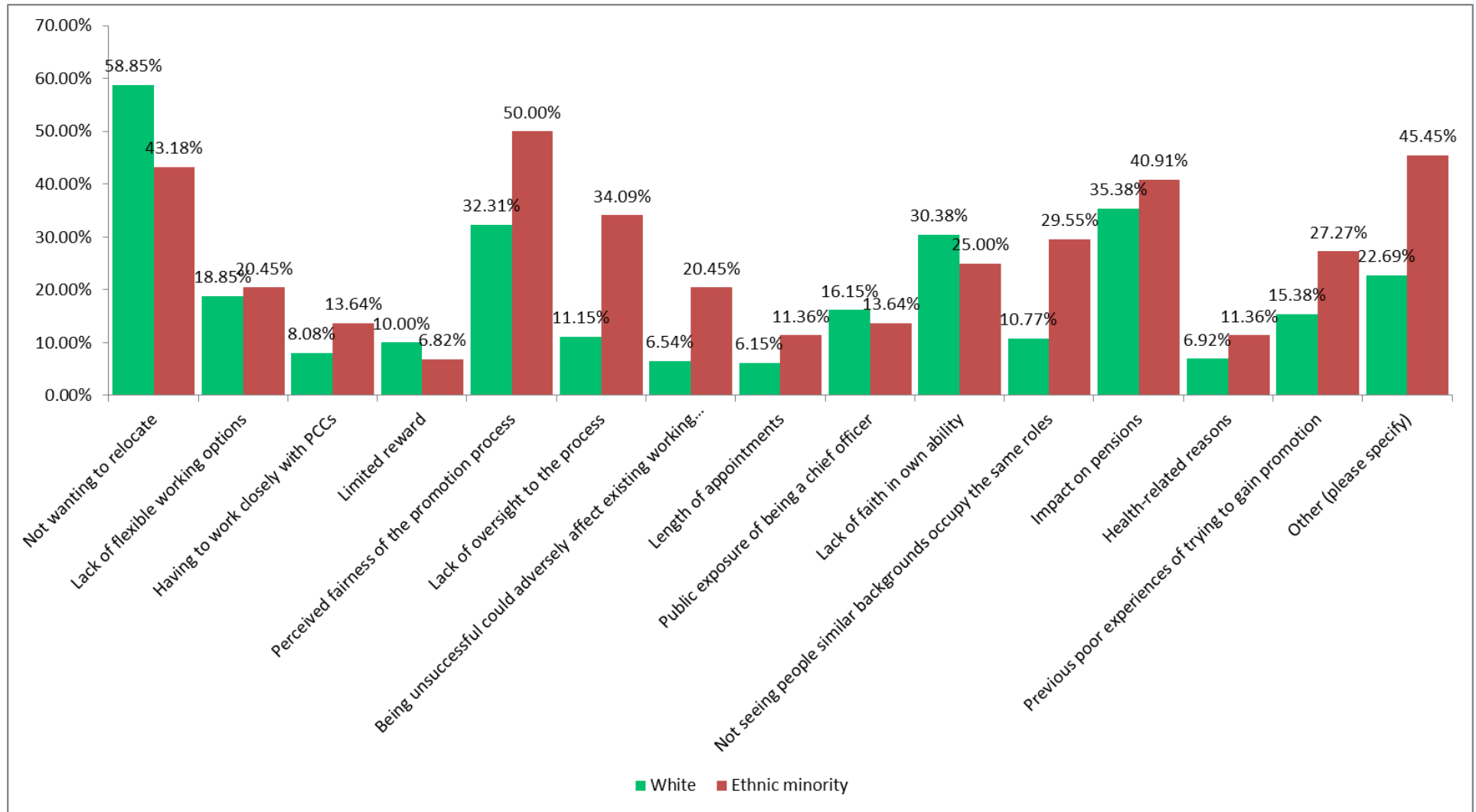
Over page.

Creating A More Diverse Executive

By gender



By ethnicity



brap is transforming the way we think and do equality. We support organisations, communities, and cities with meaningful approaches to learning, change, research, and engagement. We are a partner and friend to anyone who believes in the rights and potential of all human beings.

brap

making equality work for **everyone**

The Arch, Unit F1, First Floor, 48-52 Floodgate Street, Birmingham, B5 5SL

Email: brap@brap.org.uk | Telephone: 0121 272 8450

www.brap.org.uk | Twitter: [@braphumanrights](https://twitter.com/braphumanrights) | Facebook: [brap.human.rights](https://www.facebook.com/brap.human.rights)

Registered Charity Number: 1115990 | UK Registered Company Number: 0369349