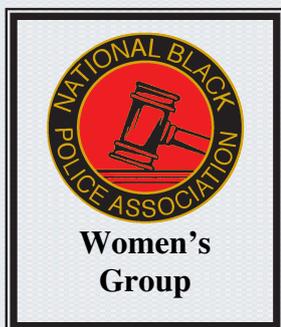


# What about US

## Black Women in Policing research paper Part I



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***THE INTENTION IS NOT TO APPORTION BLAME, BUT HIGHLIGHT GOOD PRACTICE AND MAKE RECOMMENDATIONS FOR IMPROVEMENT REGARDING THE RECRUITMENT, RETENTION AND PROGRESSION OF 'BLACK' WOMEN WITH IN THE U.K. POLICE SERVICE.***

## 1. ACKNOWLEDGEMENTS

The author would like to thank the following:-

- The 34 police forces who took the time to complete the questionnaires, without which, this report would have little or no validity. Thank you to:-

An Garda Siochana

Bedfordshire Police

British Transport Police

Cambridgeshire Constabulary

Centrex

Cheshire Constabulary

City Of London Police

Cleveland Police

Cumbria Constabulary

Derbyshire Constabulary

Devon & Cornwall Constabulary

Dorset Police

Durham Constabulary

Essex Police

Gwent Police

Hampshire Police

Hertfordshire Constabulary

Humberside Police

Merseyside Police  
Metropolitan Police  
National Crime Squad  
Norfolk Constabulary  
Northamptonshire Police  
Northumbria Police  
South Wales Police  
South Yorkshire Police  
Staffordshire Police  
States Of Jersey Police  
Suffolk Constabulary  
Surrey Police  
Sussex Police  
Thames Valley Police  
West Mercia Constabulary

- The N.B.P.A. Women's Sub-Committee, who spent a considerable amount of personal time during difficult circumstances, to ensure that the research was concluded. In particular, Hanason Liu (Merseyside Police) and Tony Smikle (Notts BPA), who gave me invaluable support and guidance.
- The Home Office for their continued support.

## **2. SCOPE**

The report covers the paid employment, as at 1<sup>st</sup> January 2004, of all police staff (civilian / support) and police officers in England, Wales, Scotland and Ireland, including those on secondment to the National Crime squad, Centrex or the National Criminal Information System.

## **3. TERMS OF REFERENCE**

The aim of this research, Phase One, is to identify the location of black females within the police service, more specifically:-

- The levels within the organisation that they occupy or influence.
- The types of roles they perform.
- Their representation.
- Any disproportionality.
- Any perceived barriers to recruitment, retention or progression.

## **4. LIMITATIONS**

The research has a number of limitations / constraints, namely:-

- Lack of response from all police forces upon the request for information.
- Local agreements within the police staff (civilian / support), preventing the ability to make comparisons or trend analysis.
- Insufficient data held by police forces, which is nevertheless a requirement under the Race Relations Amendment Act 2000.

- The constant cycle of police recruitment, which denotes that the number of black females, within the service, is not static but could fluctuate on a daily basis. However, it is agreed that this would not significantly impact the findings, conclusions or recommendations of this research.
- Non inclusion of those in a volunteer role, i.e. Special Constables.
- Non comparison with all the demographic trends and availability of black females in the employable field.
- Non distinction between ethnic groups, e.g. Asian or African Caribbean, etc., but uses the collective term 'black', as per the N.B.P.A. constitution.

## 5. INTRODUCTION & LITERATURE REVIEW

### 5.1 Background

5.1.1 The first reference found, referring to women employed within the police service, was via a 1944 Home Office circular. It stated, *“I am directed "by the Secretary of State to say, for the information of the police authority, that he has recently given further consideration to the need for appointing policewomen or increasing the number of policewomen...,*

*In the view of the Secretary of State, it is most important that every step should be taken to prevent any deterioration in the relationship, to maintain standards of order and decorum among certain young British girls and women, which in the absence of restraining influences, are apt in war time to "be lowered and to bring British womanhood into disrepute".*

5.1.2 In 1949, black society was asking itself, “is there a colour bar in the U.K.?” Why are we in the lowest paid jobs and denied access to opportunities?

Historically, black women have experienced sexual exploitation, not only privately but publicly in the work environment. There is an expectation that black women must conform to their culture, and commit to their families and communities, e.g. Asians are expected to work in the family business, and / or be subservient to her husband and nurture the family. Anything additional to this is considered inconceivable. The first black female to enrol in the service was Cecile Allen, in 1969.

The subject of black females in employment has rarely been researched, until the 1980s; many of these authors were black. The explanations of black women's labour market experience, according to Bhavnani (1994), may, in part, be due to such factors such as "different migration patterns", which may also be due to economic changes and government policy, thus, encouraging the racialisation of women's work through such things as immigration policy.

Growing racism, at this time, may have had an impact on black women's experiences. The tightening of immigration controls all contribute to divining a message that black people were no longer welcome in the country, (Bhavnani, 1994).

A message like this could have assisted employers to legitimise bad employment practice. This depicts the history of black female's experiences in a social and historical context, through gender, employment and patterns of segregation.

An article entitled 'Decline in Ethnic Recruits for Police' (Dodd & Gregory, 2001) illustrated the lack of black females employed within the service; "There has been an increase of black male officers by 155 in 2002"; this figure was distinctly less for black females. It further stated that 13 forces failed to either recruit a single black officer, or saw a decline in numbers.

Latest figures indicate that ethnic minorities account for approx 8% of the U.K.'s population 92% white, 4% Asian 2% African Caribbean, 0.4% Chinese and 0.4% Other. However it is significant that the current highest rates for unemployment are people of African Caribbean descent (BBC 2002)

'Black Britain', 30/01/03, identified that the reason black females are not positioned at high levels within the service, is mainly due to poor prospects of promotion (lack of role models) and the 'old boy' network, which exists in specialist areas.

Historically, the largest group of part-time workers is women. Black women can also be seen in this group. And, for far too long, part-time workers were afforded differential treatment and terms and conditions of employment.

The Employment Act and recent harassment legislation has procured equality to this group. Harassment legislation, previously applied to sex and race discrimination only, now applies to part-time workers, transsexuals, sexuality and religion. A modern offence of harassment has also been introduced for the first time.

Charles Husband (1982) talks about tendencies towards both 'ethnic organisation' and 'class unity' operating within the labour market. The racist division of labour at work forced certain ethnic group workers to create a self-defence mechanism against managerial oppression and trade union sectionalism.

This is also displayed by Sandra Wallman (1979), who states that people from ethnic minority backgrounds have to contend with external discrimination, which forces them into certain industries and occupation. The police service was never seen as one of those occupations.

It is evident that black females provide substantial social and economic contributions to the labour market. However, their aspirations are nowhere as high as their white counterparts, according to Mirza (1992).

5.1.3 In 1976, the government introduced the first piece of legislation pertaining to race, The Race Relations Act. Almost 24 years later, the government found it necessary to impose changes in order to motivate employers to change.

In 1999, the Lawrence Enquiry Inquiry Report, regarding the racist murder of Stephen Lawrence, was published. The police service was labelled “institutionally racist”. Some welcomed this statement but the majority took offence and deemed this as a personal attack against their character. The government responded with the Race Relations Amendment Act 2000 (R.R.A.), requiring the evolution of Race Equality Schemes.

The Act is a historic step forward in a number of respects.

- It is the first major change to race relations legislation since 1976.
- It expands the scope of the previous act to include all the functions of most public bodies, including that of the police service.

- Places a modern General Duty on public authorities to have “*Due regard to need to eliminate unlawful racial discrimination and promote equality of opportunity and good race relations between persons of different racial groups when performing their functions.*”

This required forces to be proactive rather than reactive; it requires the elimination of discrimination and gives them a real opportunity to make a difference.

5.1.4 The ‘Gender Agenda’, a policy document published by the British Association of Women in Policing (B.A.W.i.P.), outlined the case regarding gender. The policy identifies barriers, action to be taken and examples of good / bad practice.

It states that “women are only 16% of police strength, whilst being over 50% of the population, with 44% of the economically active population being female (i.e. 35% of full time employees and 83% of part time employees are female, with 55% of ethnic minority women economically active).

5.1.5 On the 30<sup>th</sup> October 2003, following the public broadcast of ‘The Secret Policeman’, Trevor Phillips, Chair of Commission for Racial Equality, delivered a speech to the Metropolitan B.P.A., whereby he stated his intention to increase the momentum on race. He announced the C.R.E. would be “*formally investigating*” the service with regard to its recruitment and training. He concluded by saying that, “*the number of complaints,*

*which the commission received in 2003, against police forces, by police officers, had doubled in the past five years”.*

The consensus by the majority of Britons, irrespective of race, was disgust over the programme, and that something has to be done. The C.R.E. interim report concluded that a police race relations training, for most forces, is abysmal. The report further states that A.C.P.O. will be “consulting on a strategy for policing, based on the lessons of employment tribunals”.

And, in January 2004, as a result of the Metropolitan history regarding its conduct / relationship with its black employees, the Metropolitan Police Authority announced its intention to have an independent inquiry into the Professional Standards Departments and employment matters; the *Morris Inquiry* was established. This inquiry will encompass the following:-

- a) Policies, procedures and practices for and resolution of complaints and allegations against individuals and grievances by individuals.
- b) Policies, procedures and practices for and resolution of Employment Tribunal claims, in particular, those claims involving allegations of race or other discrimination against the Metropolitan Police Service.
- c) Policies, procedures and practices for and resolution of workplace conflicts falling short of allegations or grievances.

Other Government / Home Office initiatives attempting to encourage changes have included the following:-

- *Winning the Race I, II & III.* Race equality employment and accompanying action plans determined under this initiative in 1999.
- *Breaking Through, 2004.* This is phase two of Dismantling Barriers, which maintains focus on the process of achieving a representative service, and assists forces to accelerate progress towards achieving the targets.
- *Recording of Stops Implementation Guide,* in response to Recommendation 61 of the Stephen Lawrence Inquiry Report.

5.1.6 Previous research in the field of black women in the police service, have included the following

- *Dr. Nirmal Puwar (2003).* A valuable piece of research with a sample group of black females (officer & staff) employed within the service, to identify their feelings. It concluded that the techniques of discrimination faced by B.M.E. female staff can be blatantly overt but many are subtle and latent. Although these females are located on the inside of the police, at the same time, they are outsiders who occupy a tenuous position. Issues of invisibility and visibility mark their experience. Examples of these are as follows:-

- a) The overwhelming sense of being overlooked.
- b) Their abilities were not acknowledged and / or not valued.
- c) Their talents and skills remained underdeveloped in an atmosphere of quiet discouragement.
- d) They were subjected to an exoticised sexual gaze.
- e) Their capabilities were more likely to be doubted.

A summary of this research can be found under Appendix '1'.

## 5.2 What Is The Current Climate For Black Communities?

### 5.2.1 Increasing Trends Re: Racist Incidents

The climate is one where black people face an increasing trend as victims of racist incidents. In 1990, the police service recorded 6,000 racist incidents. This figure doubled in 1997 / 1998, doubled once again in 1998 / 1999 and again in 1999 / 2000. In 2002, the level of racist incidents stood at 48,525.

However, the latest 2003 figures reveal a 20% increase in defendants being dealt with for racially motivated crimes; 3,728 cases of racially motivated assaults in one year. This signifies that the communities have better relationships with the police and are reporting crimes.

Moreover, it also illustrates that the police service has not tackled this problem. If you are a victim of crime, your experience of the service will impact on your views of that organisation.

In 2001, there were a number of serious racist disorders, e.g. Bradford, Oldham and Burnley, demonstrating widespread segregation between Asian and white communities. The division played an important role in aggravating the fear of racial harassment and violence.

#### 5.2.2 Disproportionality Regarding Black Suspects

Statistics (C.R.E. 2003) confirm that the police service continues to bring charges, with insufficient evidence, against a higher percentage of cases involving minority ethnic people, in comparison to the white population.

Home Office research shows that black suspects are disproportionately more likely to be bailed by the police, pending further enquires, but less likely to get bail after being charged, irrespective of the offence in question and previous records. Another study shows that 20% of cases involving black defendants and 27% of cases with Asian defendants were terminated by the Crown Prosecution Service on grounds of lack of evidence or public interest.

Minority ethnic defendants are disproportionately discontinued; they disproportionately involve a reduction of charges, disproportionately involve “no evidence offered in court” and disproportionately involve acquittal through insufficient evidence.

#### 5.2.3 Stop & Search

Stop & Search figures are supporting the perceptions of disproportionality.

Black people are eight times and Asians three times more likely to be

stopped and searched, than their white counterparts (2002 data). Compared to three years ago, this represents a rise of 4% for black people, although for their white counterparts, it actually declined. During the last 12 months, stop and search, on black people has increased by 40% and decreased by 15% for whites.

The Home Office has now deployed resources to identify the reasons for this variance, publishing a Code of Practice in April 2003, and in 2004, a 'Stop & Search Action Team Interim Guidance and Strategy' document.

#### 5.2.4 Employment

At the National Holly Royde Conference 2002, Gurbux Singh, then director of the Commission for Racial Equality, stated that you were 4 times more likely to be unemployed if you were black or Asian and that, more importantly, he had not identified any skills deficiency to explain these statistics. In fact, he identified that:-

- Black people tend to be more qualified than their white counterparts.
- In particular, black and African graduates find it seven times harder to get the same job as their white counterparts.
- No one public sector organisation reflects the population at large.

The number of black people working within the police service has increased, but is there an over representation of black people in the lower graded jobs.

Home Office research entitled 'Career Progression of Ethnic Minority Police Officers' (1999) concluded the following:-

- The number of black applicants to enlist in the service is consistently lower than might be expected from their representation in the economically active population. They were less likely than their white counterparts to be offered an interview, receive a formal offer of employment and be appointed on probation.
- Retention figures for black officers had deteriorated over the past four years. In contrast to those of white officers, who had improved?
- Black officers were twice as likely as white officers to resign from the service. The rate of dismissal (including the requirement to resign) was three times higher than for white officers.
- That promotion of black officers was, on average, to take 23 months longer and 16 months longer for Asians, than their white counterparts.
- 9.9% of white officers and only 3% of 'black' and 1.9% of Asian officers had some experiences of working in a specialist department, E.g. traffic, C.I.D., etc.

## 6. METHODOLOGY

### 6.1 Introduction

Methods had to be designed, which would provide essential information on:-

- a) The number of black females within the police service of England, Wales, Scotland and Ireland (E.W.S. & I).
- b) The location of black females within the police service of E.W.S. & I.
- c) The roles that black females perform within the police service of E.W.S. & I.

This will provide the author with primary and secondary data to reach valid conclusions and make reliable recommendations.

Due to financial constraints, the following methods were used to provide evidence:-

- Questionnaires.
- Scrutiny of literature.
- Author's observations.

However, the ability to conduct interviews would have given the service better identification of the barriers and would consequently grant this research greater validity.

The various methods were looked at, but needed further consideration in relation to the issues of reliability and validity. Bell (1987) describes

reliability as, “the extent to which a test or procedure produces similar findings under constant conditions, on all occasions”.

Validity is whether or not an item measures or describes what it is supposed to measure or describe! There is little sense in a document where no clear conclusion can be made because the methods are not reliable or valid. The methods for each were decided upon and the author’s arguments behind those choices are quoted.

Bell (1987) advises that, “*The extent of data collection for a research project will be influenced by the amount of time that is available, the willingness of the people to be interviewed or to complete questionnaires and the resources available in terms of manpower and finance*”.

## 6.2 Method For Ascertaining Location, Grades & Roles

The author is in the fortunate position of being a black female employed within the service and therefore, able to identify two methods that were appropriate. The first was by means of questionnaires, the second, observations of the current working environment.

### 6.2.1 The Questionnaire

The practise of employee surveys is not novel. Their history unfolds back before World War One, and has been used in U.K. employment organisations since the 1930’s. Interest grew during the 1960’s, particularly as many organisations began to introduce behavioural and social science techniques into Human Resource Management.

A booklet published by the IPD in 1970 illustrates case studies of various employee surveys. Companies such as IBM, Rank Xerox, 3M and Royal Mail have conducted regular, major surveys for many years.

The questionnaire is an extremely effective tool for collating information from large numbers of people, in a relatively short period of time. There are many advantages to a questionnaire, namely:-

- Standardised wording and order of questions allow comparison of responses.
- It can be administered to large numbers of people simultaneously.
- It is a prompt way of collecting data.
- It can be completed in the respondent's own time.
- The permission of the respondent's point of view, selecting what is relevant to them.

However, like any other method it also has its disadvantages, namely:-

- Vocabulary understanding (phraseology).
- Percentage of returns is often low.
- The range of pre-specified multiple choice answers could bias responses.

The questionnaire that was issued and can be found under Appendix 'B'.

In formatting the questionnaire, the sequence of the questions to be asked is imperative. This is particularly necessary, as is the overall presentation.

Good sequencing is helpful to the respondent and ensures the questions have a natural and logical order.

The rule is, factual questions should precede narrow, detailed questions, followed by questions of opinion in order to assist with rapport and the respondent's understanding of what is required.

The questions were kept to a minimum and were unambiguous to encourage a higher completion and return rate. However, only 33 questionnaires were returned out of 62 sent. The accompanying letter clarified that the aim of this exercise was not to lay blame, but look for methods that could improve the retention, promotion and progression of black women within the service.

The final part of the questionnaire required forces to identify current strategies or practices aimed to secure the above. Accordingly, the data will be abundant, but more difficult to analyse.

The questions were designed to be semi-open ended, encouraging open comments to pre-specified answers. These questions were successful in eliciting useful and relevant data, which gave the author more information than had been anticipated.

Sample size was a consideration; however, the advice from Herbert (1990) was considered. In brief, he said, ***“the generalisation (if any) that you can make about your findings depends on the nature of your research sample, so your decisions in this area cannot afford to be frivolous”***.

His rule of thumb is to use as large a sample as is feasible, given the constraints of time, availability of subjects, and other relevant circumstances operating in the research setting.

To increase the reliability and validity aspect of this research, the author decided to despatch questionnaires to all forces, in England, Wales, Scotland and Ireland and partnership organisations.

A full list is attached under Appendix '3'.

#### 6.2.2 Observations

The other considered approach was observation. The author's role during observation was sometimes passive, other times active. It is not considered that this participation altered the findings. The observation has only been used as a method of triangulation to confirm what has already been highlighted by the completion of questionnaires.

The observations were performed in numerous police environments.

#### 6.2.3 Scrutiny of Literature

The timing of the research coincided with the introduction of several management strategies in order to make the police service representative of the communities it serves. Increasing coverage of this is embraced in Government publications, and managers are exploring guidelines on the most appropriate way forward.

#### 6.2.4 Conclusion

To conclude, the methods chosen were considered the most appropriate, with such limitations as time and money. Bell (1987) argues that there is no one best method; decisions must be based on limitations and appropriateness, considering the issue of reliability and validity. These methods highlighted can be employed to validate conclusions through triangulation.

It has been argued that quantitative research is strong on reliability and weak on validity, whilst the reverse is true of this type of qualitative research (Filstead (1970), referred to in Walker (1985)). By following his four rules, the author will increase the reliability in qualitative research.

1. Involve other people as opposed to relying on the interpretation of one individual.
2. Secure replication where possible.
3. Record accurately what is observed and how it is observed (i.e. be explicit about your research methods).
4. Where appropriate, make use of established data collection instruments where there is information available as to their degrees of reliability.

According to Hardiker and Littlewood (1987), qualitative research tends to emerge in 'natural settings'. In relation to very complicated, under-researched areas, such as black females within policing, the paradigms require a phenomenological or inductive, interpretative (in depth) approach. Action research such as this has been utilised for several years. The Home

Office, BP and Glacier Metal Company have all used such techniques to successfully research their problems.

## 7. FINDINGS

### 7.1 Strengths

7.1.1 Current Home Office statistics for black females in the police service are as follows:-

Police Officer Table →

ALL Police Staff	Numbers	%
Total	67,013	100
<b>B.M.E. Female</b>	<b>2456</b>	<b>3.66</b>
B.M.E. Male	1272	1.90

Police Officer Table →

Rank	Female	B.M.E. Female	B.M.E. (F) % of all staff	All Ranks Total
C.C.	6	0	0	53
A/D.C.C.	10	0	0	157
S/C.Supt.	102	1	0.07	1,353
C.I.	150	2	0.11	1,760
Insp.	554	9	0.14	6,435
Sgt.	2187	39	0.20	19,114
P.C.	22,381	733	0.69	105,578
Totals	25,390	784	0.58	134,450

It is easy to recognise that black females account for 3.66% of all police staff and 0.58% of all police officers; just over 4% of the service total strength.

Police staff roles and functions data are unavailable. Since local government reorganisation in 1996, whereby forces were given permission to deviate

from A.P.T. & C. terms and conditions of employment, police staff, pay and conditions vary considerably across the country. Therefore, it is difficult to make comparisons across the board. For example, a clerical assistant's pay could range from A.P.T. & C. Scale 1 to 4 (£10,836 to £16,000 a single salary point of £21,042, or, anywhere between the two.

Police officer data indicates that the majority of black females hold the rank of constable. The highest rank of a black female is a single officer at Chief Superintendent. The Home Office data does not indicate what roles these officers occupy; for example, the number of black female officers in the role of detective.

7.1.2 Completed questionnaires provide information of the level of black females within the organisation, compared to their total strength, to that of their white counterparts.

Eleven out of thirty three forces employed either none or less than five black females, be they staff or officers. The balance had between six and thirty employed, with the exception of the Metropolitan police force, which employed almost 350 black females.

Only five forces had more than 1% but less than 2% of black females accounting for their total strength. The largest groupings were under Bedfordshire, Centrex, Metropolitan, Suffolk and Surrey police forces.

In comparison to that of their white counterparts, percentages for black females were still low; the majority stood between 1 and 4 percent. Even the

Metropolitan, which was the highest, stood at only 7.18%. Put simply, the total black female strength for the force is only 7.18%.

In general, when scrutinising the population of females within the police service, the statistics were very damning. Only one force exhibited equal representation between gender, i.e., male and female, at a staggering 53%. Four forces had 40% or more, whilst the majority ranged between 10 and 31%. In plain terms, more than 80% of the forces had less than 31% female staff employed (staff / officer).

The returns indicate that the total strength is divided, with 60% of black females as police officers and 40% as police staff. However, this figure may be slightly misleading, as a number of forces could not accurately specify the number of police staff who fell within the category of black female.

## 7.2 Roles Which Black Females Perform

### 7.2.1 Police Officers

Via Home Office statistics, it has been established that the highest ranking black female is that of Chief Superintendent. Only one black female has achieved this status within the police service. The returns further indicated black females occupy 96% of the rank of Police Constable, 3.8% of Sergeants, with the remaining 1.2% between the ranks of Inspector to Chief Superintendent.

Black females performing specialist roles (i.e. traffic, detective, firearms, dog handling, etc) was as low as 12.94% of the total number. Compared to their white counterparts, this was figure was still less than 20%, standing at

17%. This reconfirms that women are densely confined to core, front-line, policing roles, not specialist posts. This does little to increase morale, reinforcing the suspicions that black females are purely placed there for 'tokenism'.

#### 7.2.2 Police Staff

Just one black female earns the maximum salary of £40,164. After that, there was one individual earning a maximum salary of £36,816. 92% of black females receive a salary between £10,836 and £25,326, i.e., the lower salary bands. There were no black females described as departmental heads, chief officers or above.

Nine out of the thirty three forces (27%) could not supply data pertaining to grades or roles of black staff. This was as a result of various grading structures and methods.

#### 7.3 Turnover

The responses received were particularly limited. Turnover was observed over a three year period, (2000/1), (2001/2) and (2002/3). The responses were not differentiated between police staff / officer or length of service.

Only a small percentage of forces were able to identify personnel who left their employ as either full or part time staff over the various financial years, therefore, trend analysis was prevented.

##### 7.3.1 Full Time Staff

Eight out of the thirty three forces (24%) were unable to provide data. Black females in full time employment were the second smallest group to depart from the organisation. On average, only 2.29% of black females are leaving the organisation, either through natural wastage, ill-health, retirement, requirement to resign or dismissal.

### 7.3.2 Part Time Staff

Black females in this sector were the smallest group to depart from the organisation. On average, less than 1.1% of black females were leaving the organisation through natural wastage, ill-health, retirement, requirement to resign or dismissal.

The largest group to leave part time employment were females. This is a natural conclusion as the majority of part time employees are females. However, an average of 44% of leavers in full time employment was female, yet they are only representative of 31% of the total strength.

### 7.4 Current Initiatives

The emergence of a Black Police Association (B.P.A.), Female Police Association (F.P.A.) or similar, gives valuable support to those group members. It demonstrates that management take the issues seriously and wish to progress and dismantle any barriers.

79% of forces had a B.P.A. or similar, or were in the process of establishing one. Only 49% of forces had a F.P.A. or similar, or were in the process of establishing one.

Only four forces (12%) had a dedicated individual, whose responsibility was to encourage applications from B.M.E. applicants. Not a single force had an individual dedicated to female, or more specifically, black female issues, be they issues pertaining to recruitment, retention or progression.

## 7.5 Recruitment

The recruitment initiatives described on the questionnaire focused purely on the recruitment of police officers, not police staff. There were few exceptions, as listed below, who went further than Home Office requirements or current legislation. For example, one force raised an initiative to offer part time work to females returning from maternity leave. This is a requirement under the Employment Act 2000, not an initiative.

Some examples of forces that went above and beyond legislation and Home Office requirements were as follows:-

City of London	Advertisements in black women magazines, e.g., Pride.
Cheshire	Recruitment strategy evaluated by their local Race Equality Council.
Cleveland	Devise a number of initiatives with local female groups.
Centrex	Involve their Race & Diversity Unit with all aspects of recruitment.

South Yorkshire	Provide female only familiarization events.
Derbyshire	Launched and fully supported the 'Gender Agenda' and produced a strategy document, which also included race. A personnel officer monitors and provides quarterly reports on the number of black females and their recruitment, progression and retention.
Suffolk	Provide feedback to unsuccessful black female recruits and offer an access course.

Several forces used role models to assist in their recruitment. However, this is motive is questionable. For the majority of forces, the highest rank for the majority of black females was Police Constable.

#### 7.5.1 Progression

Responses regarding the current initiatives for the progression of females were extremely disappointing, let alone black females. Less than 1% offered spring board training, targeted or maintained contact with black females. However, four forces have worked hard to encourage the progression of females in general.

Cheshire	Provide quarterly reports to the Police Authority on the progression of females.
City of London	Provide High Potential Development Scheme (H.P.D.S.) awareness training for black females.

Derbyshire	Positive action for specialist posts. Setting targets which are documented in their people strategy. Provision of workshops on the H.P.D.S.
Thames Valley	Provide females with a study programme, which includes resources and funding.

#### 7.5.2 Retention

Not much work was identified under this heading. Only 10% of forces offered mentoring and less than 5% had a senior female forum, or conducted exit interviews.

Some examples of good practice were:-

Cheshire	Identification of a force retention strategy and provision of quarterly reports to their Police Authority.
Derbyshire	To improve retention, a 'Gender Agenda' document and steering group are in place. They have an excellent exit interview strategy and perform quarterly monitoring. The B.P.A. and F.P.A. work closely and are involved in grievance resolution.
Norfolk	Conducted research into the barriers that B.M.E. females face.

## 8. CONCLUSION

It has been 23 years since Scarman and five years since Lawrence, but has the look of the police service visibly changed? Does it reflect the communities that it serves? Has it made the most of its resources?

The service has undoubtedly progressed since the Lawrence Enquiry and the recommendations contained therein. We have seen the Home Office play a strategic role in setting targets and echoing its commitment to change.

There have been a number of welcome changes in the equal opportunities policy and substantial inroads made to advance the integration of females within policing. At least on a policy level, attempts to bring about change through the twin doctrine of equality and quality can be identified.

Despite the optimism, policy does not always translate into practice. Gender is and always will be a crucial division in society. Whilst working in a male dominated profession, female police staff continue to encounter resistance and discrimination working. Discrimination is now more covert and as a result, more difficult to challenge and prove. Bringing about a sustained and meaningful change has always been a challenge for the police.

In general, there is a lack of consistency in approaches to the recruitment of females. The different cultures that exist in the various forces require a different approach to the recruitment, retention and promotion of female staff. This therefore affects the outcomes and success of each organisation to increase its numbers.

The current climate which requires long working hours, on the grounds of operational needs and 'exigencies of the service' from a senior position, causes a further disadvantage for females, contributing to the ongoing process of gender demarcation and exclusion. Silvestre (2003) refers to this as the 'smart macho' culture.

The use of more flexible working practices should be encouraged by the organisation. It provides an important strategy for the retention of trained females and offers work / life balance.

Spence (2000) makes reference to part time employees continuing to be classed with a mentality of part time, part committed. Management must facilitate the change of this view regarding part time employees, utilising flexibility at all ranks.

The police force has traditionally responded and not inspired change. However, the Race Relations Act gives the police service that opportunity to make a change.

Police staff, not officers, form the largest group of black females. Black females are concentrated in lower paid jobs, which in turn, could exacerbate feelings of "them and us". Black females must be seen in all ranks and performing all types of roles.

Despite the lack of formal mentoring, it is common knowledge that many black females have informal mentors, predominately male, internally and externally of the organisation. However, the police service needs to take on

this responsibility if it truly wants to support black females, especially in specialist posts and career aspirations.

The 'Gender Agenda', produced by the British Association Of Women Police (B.A.W.i.P.) is an excellent prompt for the organisation, but is yet to be fully embraced. The subject of gender was assigned to the management table.

However, it is evident that a number of forces have not demonstrated their support for the issues by failing to public ally a launch and encourage the establishment of a local Female Police Association.

The Police Reform Act 2002 means that police staff can now assist in support of their sworn colleagues and fill a range of important front line roles, e.g., Scene of Crime Officers, Detention Officers, Investigators, etc. This is probably the largest growing group of staff.

Segregation is incontestable, with diverse commitment between police staff and officers. With the current strategy of civilisation in full swing, managers must and need to pay equal attention to police staff. A gulf exists between police staff and officers. Most, if not all, of the effort put in to recruitment, retention and progression is with regards to police officers.

This reinforces the view of police staff that they are second rate to officers. Yet in years to come, the largest employee group is likely to be police staff.

Current legislation provides greater flexibility. The Disability Discrimination Act 1995 will apply to police forces from October 2004.

Redeployment and other initiatives, instead of termination, afford greater flexibility in the retention of employees who manage temporary or permanent disability.

The London based Morris Inquiry, reflects the reality for policing in the U.K. Police activity in the capital is seen as the way forward for the rest of the service. I am not advocating that all practices are transferable, but purely illustrating the point that the outcomes from any inquiry into the Metropolitan police service will, undoubtedly, mean changes for the rest of the service. The entire service should embrace the recommendations contained therein.

The national treatment of black staff (Viridi, Dizaei, etc.), as identified by the media or support groups, justifiably raises cause for concern. Do people really want to join an organisation that, they believe, has racist tendencies and policies, repressing progress or fulfilment of ambitions?

It is indisputable that culture and experiences affect the decision to be a police officer. However, with good recruitment strategies, these groups can be easily encouraged to enrol into the service. This is unlikely to happen if the service appears to have:-

- Limited role models.
- Institutionalised racist practices.
- Little or no flexibility.
- Limitations to career aspirations.

Stop & search, detention, etc. practices are crucially linked to B.M.E. communities. Unless you are under 20 years old, then it is likely that either

you or your parents would have knowledge of historical events surrounding the policing of diverse groups, e.g., Brixton riots.

These events arose as a direct result of high levels of stop & search and racist behaviour of policing. These images are still, very much, in the minds of the black communities and will require a lot of sustained, hard work, to change those images.

Nationally, various forces and individuals have worked tirelessly to bring about change and thereby encourage recruitment. It is important to recognise the exemplary work being done by forces, for example Derbyshire, City of London. However, we must not become complacent; all is not well.

A lot of ground is yet to be covered, until the N.B.P.A. is assured that black women have equality of opportunity. There is a distinct lack of involvement, identified by police authorities, to encourage or show responsibility of the change required.

It is irrefutable that a number of matters impact on black women's perception of the service, namely:-

- Role models.
- Media.
- Experiences of themselves and family members.
- Lack of knowledge of the service and its opportunities.
- Current level of racist hate crime.

The recruitment of more black females will not dispel the deep rooted gender problems, but it is a change mechanism and will assist in the change process.

It is alarming the lack of commitment and work in respect of police staff, nationwide. Police forces are putting their resources into the recruitment, progression and retention of police officers, yet the fastest growing group of personnel, I believe, will be police staff. When you consider this with the strategies of central government, it is quite clear that its intention is to increase the number of police staff and utilise police officers for front line / operational policing.

The service must progress police staff matters with the same drive, determination, resource and commitment as police officers, otherwise it continues to exacerbate feelings of 'them and us'.

To achieve meaningful change, we must think beyond numerics. If the government / service truly wish to see a service that is reflective of the communities, to which it serves, then it needs to tackle the whole problem and not the issues in isolation.

Black people need to have confidence in the service, whether as suspects, employees, offenders or victims of crime. There is a need to change / develop strategies, re-evaluate access to training, challenge practices and behaviour, re-evaluate schemes, e.g., H.P.D.S. and its access, demonstrate

that it embraces the 'Gender Agenda', set national targets and hold forces accountable.

Goodwill cannot bring about the sustained change required by the service. Strategic research into females in policing to identify barriers / experiences will aid the identification of sustainable strategies for success.

Mainstream race equality must be conducive throughout everything that the service does, from internal employment through to external service delivery and partnership working. It requires new responsibilities and a new way of working.

Policing is no different to any other public service, yet we have seen resistance, slowing the momentum to the change. If the service is continually unsupportive of females and black females, it will continually mismanage its resources, thereby limiting its success as a service provider.

The fight for change must emanate and be maintained by females themselves. If we want real change, better leadership and greater numbers of females at all grades and ranks must follow. If longevity is our ambition, the work needs to be underpinned by a stronger philosophical position, informed by a feminist theory of structural oppression.

It is imperative that we make the most of our resources, including the most valuable people, and our employees. Be mindful that gender and race place different responsibilities on individuals, offering flexibility, encouraging promotion and providing opportunity to progress laterally or vertically.

Issues of race and gender need to progress and maintain some momentum, or black females will continue to face disadvantages within those groups.

The N.B.P.A. Women's Group is committed to change. It is a resource and vehicle for change and will work tirelessly to continue the momentum, ensuring that black females are represented and can be seen at every level within the police service.

This is an opportune time for the service to look and feel differently, to be seen to be inspiring change and show strategic direction. It will require a collective response from everyone working within the service, including the N.B.P.A.

The N.B.P.A. Women's Group intends to work with A.C.P.O. and B.A.W.I.P. to bring about everlasting change. Issues of race and gender need to progress at the same speed, otherwise black females will always be disadvantaged, as we fall within two groups.

It is vital that we conduct further research. The second stage will concentrate on the barriers for 'black' women, (officers / staff) taking into account their concerns, aspirations and visits to forces to assess the impact of their strategies, to this key group. Obtaining evidence to support how the organisation has assisted in the recruitment, progression and retention of 'black' females.

The largest gender group, irrespective of race, are females. Census data also informs us that this group is rising. The largest, available for employment, group, are females. Therefore if we choose to ignore the rest of this research it makes good business sense to channel resources to this group.

## **9. RECOMMENDATIONS**

The report advocates a significant programme of change.

- 9.1 Harmonisation of terms and conditions of employment for police staff. This includes pay, which will allow police staff to transfer to other forces, ensuring retention of skills, knowledge and experience.
- 9.2 Hold all Chief Constables accountable, unless they can evidence their work in the recruitment of black women. Use the latest census data to guide Chief Constables to their appropriate levels, which would make each force truly representative of the communities it serves.
- 9.3 Better accessibility of the High Potential Development Scheme for all, regardless of race or gender. This scheme requires complete evaluation to identify the barriers which lie within, in line with equality practices.
- 9.4 Formal Induction Training, including Diversity Training, prior to commencement of employment, for all staff employed or contracted to the police organisations.
- 9.5 Recording of employment data by all forces, in accordance with the Race Relation Amendment Act, utilising the full enforcement of the Act.
- 9.6 Police Authorities need to play a more active role in the recruitment, retention and progression of black females. They are responsible, must accept their position as a change lever and sustain the momentum.

- 9.7 Gender Specific Training to all staff, including coping strategies and the history of women in policing. The Women's sub-committee will be piloting Gender Specific training to the NEC members on the 3<sup>rd</sup> September, 2004. This will allow us to ascertain honest feedback, make necessary amendments and develop a full days training package, with short, medium and long term strategies for change, identifying local issues relevant to the delegates.
- 9.8 Diversity Training that includes the history of racism, BME employment and the history of policing, stop and search and the inference of no action by police officers. Enabling individuals to put in perspective why some individuals feel the way they do. It will give greater understanding of the issues.
- 9.9 Where will our future leaders come from? The youth are our future police personnel. We have already established that females are largest gender group and will continue to be so. Government plans for more police staff are in full swing. We must be strategic in resource planning. It makes good business sense to invest in our future leaders. Engage, train, empower and commit to it now.
- 9.10 Working practices and outcomes must be understood by management, either through the delivery of training or other organisation communication systems. Flexible working patterns are key when looking at issues of motivation and retention of skilled, loyal employees. The length of time an

individual spends at their desk should not be synonymous with commitment or outcomes. Historically it has been well documented that part time employees are as committed and their output greater, if not equal to, those of full time employees. Let's not be scared to offer flexibility irrespective of rank or grade.

Employees are our most valuable of assets. The way an organisation, attracts, employs, retains and provides them the opportunity to fulfil their potential, says a lot about that organisation and the importance, they place, on people.

### **Recruitment**

It is vital that a service, such as policing, reflects the communities that it serves. Therefore raising levels of trust and confidence and providing greater opportunities for community engagement.

- 9.11 Encourage and support all black females enquiring into potential employment within the organisation, irrespective of whether it is police officer or staff (civilian / support).
- 9.12 Use of a follow up questionnaire to identify reasons why a candidate does not return a completed application form.
- 9.13 Monitor the number of requests, applications submitted, interviews or assessment centres offered and appointments made to black women. Evaluate against their white counterparts, identifying reasons and any disproportionality.

- 9.14 Review advertising strategies to ensure that all groups of the community are reached. Utilise black women's magazines, e.g., 'Pride', 'Essence', etc.
- 9.15 Ensure all staff are appraised of the 'Gender Agenda' document (B.A.W.i.P.) and demonstrate its commitment by an official force launch.
- 9.16 Conduct research to identify particular local evidence for barriers and lack of motivation to join the force.
- 9.17 Forge partnerships with the following in order to gain access to individuals, promote the organisation and its opportunities. Liaise with:-
- Job Centres.
  - Religious Groups.
  - Schools, Colleges, Universities or other educational establishments.
  - Community Centres (Formal or Informal).
- 9.18 Conduct women only recruitment or familiarisation days.
- 9.19 Attend local events, with recruitment staff, to promote the organisation, with appropriate representation to enhance communication.
- 9.20 Ensure that the recruitment teams are truly reflective of the communities that they serve. Train all personnel involved in any part of the recruitment and promotion process in all aspects of race gender and sexuality.
- 9.21 Utilise Police Authority members to reinforce commitment and gain access to communities.

- 9.22 Work closely with the local B.P.A., G.P.A & B.A.W.i.P. to ensure that the links are in place, knowledge and understanding is retained and access to communities. Seek assistance from the B.P.A, G.P.A. & B.A.W.i.P. in recruitment strategies and employment schemes established to recruit, retain or progress, e.g., mentoring.
- 9.23 Review all Job Descriptions and Person Specifications, paying particular attention to essential and desirable criteria, to ensure they are up to date, valid and role specific.
- 9.24 key personnel should familiarise themselves with the following:-
- Winning the Race I, II and III, Home Office.
  - Breaking Through, Home Office.
  - People Matters, Association Of Police Authorities.
  - Diversity Matters, Her Majesty's Inspectorate of Constabularies.
  - Gender Research, N.B.P.A.
- 9.25 Review interviewer / accessor feedback with regard to applicants. Identify trends or correlations.
- 9.26 Provide feedback to unsuccessful candidates at each and every stage of the recruitment process and offer support, i.e. mentoring.
- 9.27 Awareness of religious or cultural dates, times and events which may hinder performance and / or attendance.

### **Prevention / Reduction In Wastage Rates**

The police service must find ways to retain the skills, knowledge and experience of an individual, if for no other reason than, initial cost and protecting its investments.

- 9.28 Identify reasons for non acceptance of offer.
- 9.29 All applicants to be kept informed of the current position.
- 9.30 Where the applicant is considered unsuitable, consider other suitable employment, e.g., temporary employment.
- 9.31 Conduct staff exit interviews, including line manager. Execute trend and correlation analysis.
- 9.32 Flexibility with requests to change, i.e., contracted hours, work patterns, locations, etc. as per the Employment Act 2002.
- 9.33 Formal induction process for all staff, whether permanent or temporary.
- 9.34 Conduct Annual Development Reviews for permanent or temporary staff. Identify, consider and deliver training needs and aspirations, where possible.
- 9.35 Make links with probationer training providers and establish a strategy for communication and periodical updates regarding each probationer.
- 9.36 Record all Unsatisfactory Performance, Discipline or Grievance involving black women, whether they be informal or formal, divisional or via the Professional Standards Departments. Perform trend analysis and identify

disproportionality. Review procedures, policies and outcome, by the force Diversity or Equality Officer.

- 9.37 Conduct periodical staff surveys / cultural audit to identify the levels of staff morale.
- 9.38 Regular consultation with support groups, i.e. B.P.A., B.A.W.i.P., G.P.A and participation / involvement in strategic committees / meetings.
- 9.39 Chief Constable to have regular meeting with the B.P.A., B.A.W.i.P. & G.P.A.

### **Retention**

Key to retention is progression, lateral or vertical. Employees must feel they can fulfil their potential and career aspirations / ambitions. You can not expect to a 'black' female, chief constable if there is no vehicle to achieve this.

- 9.40 Collation of departmental statistics to identify the current level of black women employed. Where levels are low, promote familiarisation days or trainee opportunities.
- 9.41 Encourage promotion practices and support black women to seek lateral or vertical promotion. Offer mentoring, secondments and familiarisation events to increase applications.
- 9.42 Use Annual Development Review to identify and approach black women, who are considered to have the potential to progress, encourage development and applications.

9.43 Encourage individuals to identify their aspirations when completing Annual Development Plans.

# GLOSSARY

B.A.W.i.P.	British Association of Women in Policing
Black	The definition of “Black” is one that emphasises the common experience and determination of people of African, African – Caribbean, Middle Eastern, or Asian sub continent origin, to oppose the effects of racism and victimisation.
B.M.E	Black and Minority Ethnic
F.P.A	Female Police Association.
G.P.A.	Gay Police Association
N.B.P.A.	National Black Police Association
P.O.	Police Officer. Sworn or attested status, with power to arrest, search and seize.
P.S.	Police Staff. Personnel employed by the police, non sworn status of a constable.

## APPENDIX 1

### DR. NIRMAL PUWAR'S REPORT

#### **Pilot Research Project on the Barriers facing BME Female Police Personnel<sup>1</sup>**

The techniques of discrimination faced by BME female staff can be blatantly overt but many are subtle and latent.<sup>2</sup> While being located on the inside of the police they are at the same time outsiders who occupy a tenuous position. Issues of invisibility and visibility mark their experiences.<sup>3</sup>

#### **1. The Invisibility of the Burden of Doubt**

Amongst BME female staff there is an overwhelming sense of being over looked. They are not sufficiently encouraged to excel and to develop in their careers. They are judged to be less capable than other staff. In the words of one of the respondents this means, "you have to work twice as hard to keep up, to be seen...Because they don't see it. You have to prove yourself all the time."<sup>4</sup> As it is not standard practice to see their full range of skills and abilities they are less likely to be selected for high profile portfolios. In fact the "condescending manner" in which they are treated means they are more likely to be trusted with "tedious work" than with more challenging roles. Assumed to be lacking or not quite up to the fit of positions that carry weight their competencies are sidelined. Interestingly even if they are in senior or managerial roles they can still be told they don't quite belong by for instance "being left out of decision making" and by "conversations" that exclusively circulate between men.

The incidents where BME female staff find that their "abilities are not acknowledged", "not valued", "not utilised" or "fully appreciated" and they are "made to feel useless" accumulate in to a burden of doubt. These dynamics generate a burden of representation whereby they feel the pressure is on them to show that BME women are competent and can more than measure up to the demands of the job. Thus they have to constantly work against a burden of doubt to prove them selves. Low expectations amount to training opportunities, secondment and other career enhancing opportunities being curtailed and limited. They have to make a concerted effort to be exposed to experiences that are automatically made available to others. Otherwise their talents and skills remain underdeveloped in an atmosphere of quiet discouragement. This "frustration" has caused many BME female staff to consider leaving the force for other organisations. In some cases police officers are kept on the front line so that the force can represent a diverse police force. These tokenistic forms of inclusion pigeon-hole and straight-jacket staff into predetermined positions. It is a form of multiculturalism that excludes by its forms of inclusion.

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<sup>1</sup> This is a very short summary of a pilot research project based on in-depth qualitative interviews with BME female support staff and police officers. While there is room to conduct further analysis of the existing data what is really needed is a larger research project.

<sup>2</sup> This does not mean that the entire experience of BME female staff is one of discrimination. A study of identity would allow us to elucidate that as people they are not just defined by racism or sexism. The focus of this study is however on discrimination and barriers.

<sup>3</sup> The experiences of discrimination are not uniform or homogenous. Nonetheless, using the technique of grounded theory in conjunction with the research data it has been possible to identity a cluster of overlapping themes characterised by issues of in/visibility.

<sup>4</sup> All comments from research interviewees are indicated by inverted commas. In order to ensure anonymity interviewees have not been numbered.

## **2. The Visibility of Surveillance**

The paradox is that while on the one hand BME female staff find their capabilities are often *unseen* on the other hand their work is overly observed. Existing “under a microscope” their work is “scrutinised and monitored much more carefully than other colleagues”. Thus the tiniest of errors can be amplified out of proportion and used as evidence of not quite measuring up to the demands of the job. This practice marginalises staff and in a quiet way signals that they are in many respects out of place; they don’t have an undisputed right to occupy the space. There is a sense of “caution” and “suspicion” that haunts their performance. People are especially “weary” of them if they have developed a portfolio of anti-racist and anti-sexist work. The consequences of existing under undue levels of surveillance and mistrust can be wearing. The scrutiny is accelerated if a complaint is made against the organisation. Then the powers of the “spotlight” become much more concentrated and sophisticated.

It is possible to argue that the character of an organisation and its power dynamics become especially evident in the techniques that are employed to defend it when an employee makes a complaint against it. A significant number of interviewees described themselves as a “challenger” or “a person who speaks my mind”. However they all accepted that “it is easier to conform and comply, it’s harder to challenge”. Explaining this further:

“It is not difficult to occupy the job as long as you do what they want. It is not difficult to occupy the job if you keep your head down. When it becomes difficult to hold the job is when you start questioning their views and their opinions.”

Those who speak out against sexism or racism outside of the accepted frameworks for doing this clearly risk being seen as problematic. The tenuous position of BME female staff can become further destabilised if they speak out of turn. Within the police culture inappropriate views can exacerbate their outsider positionality, locating them as “one of them rather than one of us”. Given that many of them already feel “lonely” and conspicuous as a minority within an institution that is predominantly white and male they have tread carefully.

## **3. The Visibility of Sexuality**

BME female staff are especially visible as sexualised bodies. They are subject to an exoticised sexual gaze by white male staff who see them as being sexually inquisitive. One interviewee reported:

“When I first joined, the attention I had from white males as an Asian woman was quite a lot. It was like I was some kind of prize. The sexual advances I got from male colleagues were unbelievable. I felt as though I was a freak. Because there were not many Asian women it was as if everybody needed a piece of me. Black officers get that constantly – being seen as unique”

Sexual objectification, through the lens of ethnicisation, makes it even harder to be seen as a highly competent professional colleague. It is another way in which BME female staff are made to feel inferior.

Sexual attention can easily become harassment especially when it is combined with intimidation. BME female staff have found that there is reluctance amongst supervisors and senior personnel to take complaints against sexual harassment seriously. This is partly explained by the structure of the police. With any grievance there might be a reluctance to deal with it - "because it has implications for their colleagues they won't say anything." Charges of a sexual nature have an added dimension to them. The ostracisation and organisational gossip that comes with all complaints gets infused with the sexual banter that is a part of the collectively of male police culture. Thus if BME female staff are already discussed in highly racialised sexual terms once they complain they risk being further isolated by the ways in which they will be "talked about" in derogatory terms in their team.

#### **4. The Invisibility of Cliques**

The cliquy buddy nature of the institutional structures means that senior officers who are made aware of unacceptable behaviour are confronted with dealing with long time colleagues who have become friends. One interviewee who had experienced an officer trying to rip off her stockings in a patrol car described how the Seargent was reluctant to deal with the perpetrators of a continual litany of sexual harassment because they were his friends. On another occasion she found that the Police Federation representative was a friend of the offending officer. The intermeshed nature of networks within the police makes it difficult for already objectified and marginalised voices to be heard and taken seriously. In addition, the risks of further isolation in a police culture that many BME female staff already feel separate from can cause extreme anguish when taking the decision to complain. Thus the anticipated backlash encourages staff to suffer in silence.

**The BPA is recognised as being supportive and empowering. It is a welcome refuge away from a culture of whiteness and racism. . Most interviewees have to defend their participation in the BPA in the face of colleagues who see it as a "black clique that is a scrutinising body". The visibility of the BPA is contrasted with the invisibility of other more powerful cliques operating in the police service. The status of the Masons is not for instance made visible and marked out in the same way. More over its status is not disputed through sly comments or a heated discussion, as it is the case with the BPA.**

#### **5. Attaining Visibility**

**Despite the fact that the BPA is held up as absolutely essential to the well being of BME female staff at the same time it is stated that BPA is also riddled by a male culture which has its own networks of power. Moreover, the invisibility suffered by BME female staff [as discussed in Section.1. above] is mirrored in the BPA. The high profile roles are given to men. As one interview succinctly put it:**

"A lot of the men in the BPA do not share the work load or the prestige. They just cherry pick. And if they could just work with men they would."

Women's capabilities are much more likely to be doubted. They are not automatically granted authority. It is something they have to fight for. They are judged to have failed even before they are given a chance. Thus BME male colleagues also place the scrutinising powers of the burden of doubt on them in a way that they don't apply to men. The men don't embrace women or the needs of BME women. At best they seem to listen but they don't hear what they are saying.

Hence we have the emergence of the Women's Group in the BPA. The necessity for this autonomous organisation within the BPA is however questioned by some men. Arguments that are commonly made against the BPA by the Police Federation for instance seem to be directed by some members of the BPA against the Women's Group. The general objections are - why do you need some thing separate, your needs are served by the mixed organisation, you are dividing forces. The same objections are raised by some white women in the Women's Network who fail to recognise the differential "pecking order" that impinges on the police service as well as its worker based organisations.

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## **APPENDIX 2**

### **‘BARRIERS THAT BLACK WOMEN FACE WITHIN THE SERVICE’ WORKSHOP SUMMARY**

#### **AIM**

To develop a greater understanding of the issue of multiple discrimination faced by for Black Women.

#### **OBJECTIVES**

- Identify forms of discrimination that affect black women.
- Explore the affects of the discriminations
- Develop strategies to minimise the affects of the discriminations.

Further to Dr. Puwar’s Report, a workshop was considered to be productive at the N.B.P.A. A.G.M. 2003.

The workshop was divided into four groups, whereupon the following concerns were raised:-

- Lack of support / mentoring for probationers.
- External training is necessary to give a wider perspective.
- Uncertainty over organisation that we join.
- Doubt over who you can trust / turn to.
- Authority, position, superiority.
- Dual standards, access fast track promotion.
- Access to training.
- Media stereotyping is unacceptable.
- Dilemma with racism / sexism or poor performance.
- Legal protection.
- Rigidity of processes (ignorance / lack of awareness).
- Sexual assault.

- Pregnancy.
- Vulnerability of being subject of complaint or grievance procedures.
- Current procedures are ineffective or inconsistent.
- Focus on black women as the problem versus looking at the organisation and management.
- Our own oppression - we need to be more self aware and able to self develop.

Each group was tasked with what they regarded as possible solutions to the concerns.

These included:-

- Quicker response to the issues - organisational and personal accountability.
- External bodies to monitor procedures, including B.P.A.
- Take responsibility for ourselves and others.
- Share knowledge and expertise.
- Appropriate support.
- Know your rights and how that can be communicated.
- Continuous training.
- Make time to inform yourself, e.g., utilise N.B.P.A. website.
- Engage the Federation via a Memorandum Of Understanding.
- Identify suitably trained mentors.
- Recruit and identify B.M.E. females.
- Religious needs, e.g., early identity of the necessity for headwear.
- Cultural issues, e.g., hair.

To resolve the concerns, each group was asked for what they considered appropriate intervention or resolution.

- Early intervention to recognise the problems.
- An action plan.
- First contacts to monitor progress.
- Specify the problems.
- Honesty – disclosure, say what you want. Stand up and be counted.
- Effective training and sanctions.

- Networking / mentoring.
- B.P.A. & community support.
- Encourage individuals challenge the inappropriate behaviour.
- Awareness of your rights and responsibilities, where self knowledge is empowerment.
- Performance indicators for various community contacts.
- Ensure skilled officers provide cultural services.
- Don't collude with the organization when it is wrong.
- Appropriate sanctions.
- Challenge media stereotypes.
- Legal advice. Involve independent external organisations, e.g., C.R.E., A.C.A.S., etc.
- Sharing the lessons learned.
- Raise awareness.
- Early intervention of mediation schemes.

It is recognised that these issues can only be resolved if raised at an early stage, either by the individual or via the mentor / First Contact Support. All staff have a 'duty of care' and all line managers must take responsibility. It is no longer acceptable to do nothing.

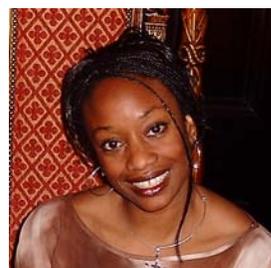
Unless management are prepared to deal with these issues, and realise that individuals who challenge the organisation need support as they will invariably be ostracised, the working environment will deteriorate and result in the loss of black staff.

Black police officers and staff are only asking to be treated fairly; the organisation must recognise that and are duty bound under the Race Relations Act and Sexual Discrimination Act.

## APPENDIX 3

### Questionnaire Distribution List

1. Avon & Somerset Constabulary	32. Lothian & Borders Police
2. Bedfordshire Police	33. Merseyside Police
3. British Transport Police	34. Metropolitan Police
4. Cambridgeshire Constabulary	35. National Identification Service
5. Central Scotland Police	36. National Criminal Intelligence Service
6. Centrex	37. National crime Squad
7. Cheshire Constabulary	38. Norfolk Constabulary
8. Cumbria Constabulary	39. Northamptonshire Police
9. Derbyshire Constabulary	40. Northern Constabulary (Scotland)
10. Devon & Cornwall Constabulary	41. North Wales Police
11. Dorset Police	42. North Yorkshire police
12. Dumfries & Galloway Constabulary	43. Nottinghamshire police
13. Durham Constabulary	44. Police Service of Northern Ireland
14. Dyfed Powys Police	45. Serious fraud office
15. Essex Police	46. Scottish Drug Enforcement Agency
16. Fire Constabulary	47. Scottish Criminal records Office
17. Garda Siochana (Dublin)	48. Scottish Police Information Strategy
18. Gloucestershire Constabulary	49. South Wales Police
19. Grampian Police	50. South Yorkshire Police
20. Greater Manchester police	51. Staffordshire Police
21. Guernsey Police	52. States of Jersey Police
22. Gwent Police	53. Strathclyde Police
23. Hampshire Constabulary	54. Surrey Police
24. Hertfordshire Constabulary	55. Sussex Police
25. Home Office Crime Reduction College	56. Tayside Police (Scotland)
26. Humberside Police	57. Thames Valley Police
27. Isle of Man Constabulary	58. Warwickshire Police
28. Kent Police	59. West Mercia Constabulary
29. Lancashire Constabulary	60. West midlands Police
30. Leicestershire Constabulary	61. West Yorkshire Police
31. Lincolnshire Police	62. Wiltshire Police



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The first black woman officer was Sislin Fay Allen who served from 1968 - 1972.



*Sislin Allen*