



APCC

RACE DISPARITY

TOOLKIT – 4TH EDITION

MAY 2022

APCC Race Disparity Working Group

ASSOCIATION OF POLICE AND
CRIME COMMISSIONERS

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Introduction

Background

The murder of George Floyd at the hands of police in the USA in May 2020 led to protests around the world calling for greater action to eradicate race disparity throughout society.

Whilst we recognise that policing in the UK is rooted in the Peelian principles of “policing by consent” and is different from law enforcement in the United States, disparities in terms of race do exist here, and PCCs can play an important role in addressing and reducing them.

This toolkit was commissioned by the APCC Working Group on Race Disparity 2020-21 as part of the [APCC Action Plan](#) to address race disparity, and to provide PCCs and their offices with tools to help them drive progress in their areas.

Established in Summer 2020 the APCC Working Group on Race Disparity includes representation from the APCC Portfolio Leads for Equality, Diversity, and Human Rights (EDHR), Victims, Criminal Justice (CJS), Mental Health and Custody, Transparency and Integrity and Workforce, as well as a representative of Wales. The Working Group was established in recognition of the fact that addressing race disparity and disproportionality are key priorities across all APCC portfolios.

Following the PCC and Mayoral election in May 2021, the Working Group was re-established with the Leads as described above, also bringing in the APCC Leads on Serious Violence and Prevention. It published a [refreshed Action Plan in December 2021](#).

Purpose

As well as delivering on the APCC Action Plan on Race Disparity, this toolkit also aims to deliver on the commitments in the APCC Business Plan, to enable PCCs to confidently apply and champion equality and diversity principles locally, and to deliver against their duties under the Equality Act 2010. In line with this, this Toolkit aims to:

- **Bring together/signpost relevant reports/data that are already available online into one briefing** for PCCs on the areas of:
 - police workforce
 - disparity in the use of force and other police powers
 - disparity in the wider CJS.

This national data, coupled with local data provided by forces, can provide PCCs and their teams with useful information to hold Chief Constables to account effectively locally.

- **Provide an overview of the issues relating to race disparity**, which PCCs may wish to reflect on in terms of where they can exert influence, through their offices and the forums they participate in locally.
- **Provide examples of notable practice from local areas**, including contact details if any PCCs or OPCC staff wish to find out more.
- **Provide some examples of training providers that the APCC has successfully worked with**, who could effectively support PCCs and OPCCs on their work on equality and diversity. Of course, other training providers are also available both locally and nationally.

This is a living document. Data contained in the document will be updated twice a year. Any PCCs who have suggestions for future content would be more than welcome to get in touch with Richard.denham@apccs.police.uk.

APCC Resources

Equality Framework

In December 2021, the APCC published its [Equality Framework](#), which is designed to assist PCCs in meeting both the duties that apply to them under the Equality Act, and also holding the Chief Constable to account for their equality duties. The APCC also published a document entitled "[10 steps to promoting equality locally](#)". Taken from the Framework, this document provides examples of some of the key steps that PCCs can take to improve equality outcomes in their areas.

Knowledge Hub

Created and managed by the Police Digital Service, the Knowledge Hub is a secure web-based platform that enables police forces and other public-sector organisations to establish groups and networks to share information, discuss ideas, and work more collaboratively¹.

We would recommend that OPCC staff leading on Equality, Diversity and Human Rights (EDHR) within their OPCCs contact Richard Denham at the APCC (richard.denham@apccs.police.uk) in order to gain access to:

- the Knowledge Hub Workforce and EDHR Group, where some of the resources mentioned below are stored.
- The discrete group on the Knowledge Hub where the YJB Summary Disproportionality Tool is stored, as mentioned below. As of May 2022, staff from 18 OPCCs and Combined Authority/Mayoral offices are now accessing this resource. The PCCs for Merseyside and Norfolk spoke positively of their use of the data in a [YJB press release in September 2021](#).

Informal EDHR Network

The APCC administers an informal email network for OPCC staff leading on EDHR in their offices, which includes ad hoc updates on events and ongoing work relating to EDHR. Please contact the Richard.denham@apccs.police.uk if you would like to be added to this distribution list.

PCC Statutory Responsibilities

The Public Sector Equality Duty (PSED)

PCCs and their offices are subject to the PSED contained within the Equality Act 2010. PCCs are subject to the general duty, which means that in the exercise of their functions, they must have due regard to:

- the need to eliminate unlawful discrimination; harassment and victimisation and other conduct prohibited by the Act.
- advancing equality of opportunity; and between people who share a protected characteristic and those who do not.
- fostering good relations between people who share a protected characteristic and those who do not.

¹ <https://ict.police.uk/knowledge-hub/>

These are sometimes referred to as the three aims or ‘arms’ of the general equality duty. The Act explains that having due regard for advancing equality involves:

- Removing or minimising disadvantages suffered by people due to their protected characteristics.
- Taking steps to meet the needs of people from protected groups where these are different from the needs of other people.
- Encouraging people from protected groups to participate in public life or in other activities where their participation is disproportionately low

PCCs are also subject to the specific duty, which requires them to publish equality information annually to demonstrate compliance (organisations with fewer than 150 employees are exempt from publishing information about employees), and to publish one or more specific and measurable equality objective(s) every four years.

Furthermore, according to Section 1 (8g) of the Police Reform and Social Responsibility Act 2011, PCCs must hold the Chief Constable to account for the exercise of duties relating to equality and diversity. This primarily refers to the Equality Act 2010, and the Public Sector Equality Duty that it contains, as described above.

Work Across the Policing and Wider Landscape

NPCC and College of Policing Police Race Action Plan

In 2020, the National Police Chiefs’ Council and the College of Policing launched a discrete programme of work looking at inclusion and race. The APCC Equality, Diversity, and Human Rights Leads Alison Lowe OBE and John Campion have been represented on the Programme Board for this work.

As a part of this, the NPCC and the CoP recruited for an independent chair to scrutinise the programme and help address the “long-standing challenges in the relationship between Black people and the Police”. In August 2021, the barrister Abimbola Johnson was recruited to this role as the Chair of the Independent Scrutiny and Oversight Board, which aims to provide external oversight of the NPCC and the CoP’s work in this area.

The NPCC and CoP [Police Race Action Plan](#) was published on 24 May 2022, outlining the steps that they will take to achieve an anti-racist police service. A summary of the Plan can be read at Annex D.

Government

In Summer 2020, the Government established a Commission on Race and Ethnic Disparities, which reported in March 2021. The Government published their response to the report, entitled *Inclusive Britain*, in March 2022. More information on this report and its recommendations, including those citing the APCC - and the Government response - can be read at Annex A.

Parliament

In July 2022, the Home Affairs Committee published *The Macpherson Report: Twenty-two Years On*, which assesses progress against many of the recommendations contained within the report published by Sir William McPherson in 1999, following the racist murder of Stephen Lawrence.

The report states that there remains significant problems with confidence in the police within Black communities, and that despite many years of commitments being made to race equality by the police service and the Home Office, there are still persistent, deep-rooted, and unjustified racial disparities in key areas. A full briefing on this report is available at Annex B.

Whole-System Approaches

This section includes examples of how OPCCs and Mayoral offices are taking a whole-system approach to tackling race disparity.

Notable Practice Examples

London – An Action Plan to Improve Trust and Confidence

In November 2020, the Mayor of London, Sadiq Khan, [published an Action Plan to improve trust and confidence in the Metropolitan Police Service \(MPS\)](#). It set out to address community concerns about disproportionality in the use of certain police powers affecting Black Londoners.

The Action Plan was developed following a series of consultations with more than 400 individuals and groups that either work with, or within, Black communities. The work was undertaken in response to concerns raised about the disproportionate use of police powers, including stop and search, the use of force and Taser. Communities told the MPS and City Hall that they wanted to see increased transparency in police actions, decisions, and communications; a police service that better reflects the city it serves; and improved community monitoring and involvement in reviewing the disproportionate use of police powers and complaints.

The Mayor recognises the progress made by the MPS since the Macpherson Inquiry more than 20 years ago. It is more transparent and more accountable than at any time in its history and is more representative of London with more than 5,000 Black, Asian and Minority Ethnic officers, up from just over 3,000 a decade ago. But it is clear more needs to be done. City Hall figures show Black Londoners have less confidence and less trust in the MPS than White Londoners and that there remains a persistent disproportionality in the way certain police powers affect Black Londoners.

The Mayor wants all communities across London to feel they are able to trust their police service and have confidence that the police use their powers to keep them safe. It's crucial that the police are trusted to be able to use their powers to bear down on the scourge of violent crime in our city – which has a devastating effect on families and communities. The Mayor committed, as part of the Action Plan, to invest £1.7 million to develop greater community involvement in police officer training and in the recruitment and progression of Black officers in the MPS.

An overview of work conducted so far/any problems experienced.

The Action Plan – which the MPS welcomed and committed to take forward actions specific to the police service— focuses on:

- An overhaul of community monitoring structures to ensure that London's diverse communities are better represented
- Stricter oversight and scrutiny of the 'smell of cannabis' used as sole grounds for stop and search.
- Research into stop and search using Body Worn Video (BWV) footage
- The Mayor and Deputy Mayor for Policing and Crime, together with a panel of community members and partner agencies, are scrutinising the work of the MPS
- The piloting of a project to review vehicle stops to identify any disproportionality relating to ethnicity and call for mandatory data
- Developing community-led training for police officers
- Challenging aims for Black police officer recruitment.

The foundations of the Mayor's Action Plan were a response to the lower levels of trust and confidence that Black Londoners have in the MPS. While progress is being made to improve processes and structures to improve fair treatment and representation, it is vitally important to continue to monitor and understand Londoners' perceptions of policing in the capital. To aid this understanding and to ensure transparency, quarterly data updates to the Action Plan Disproportionality Dashboard are published on the MOPAC Website².

This data demonstrates that although the gap between White and Black residents' trust in the police has decreased there is still a 26% difference.

Progress against key priority areas includes:

- Disproportionality Board - The new Mayor's Action Plan Disproportionality Board held its inaugural meeting in October 2021 and a session on the Youth Justice Action plan in February 2022.
- Community Engagement— Progress is being made across the MPS and MOPAC to expand dialogue and ensure that all London's diverse communities and age groups are heard and represented. In addition, a rolling programme of engagement has been implemented to put Londoners at the heart of delivery.
- External reference group – Following the completion of a tender for an organisation to help recruit members to this forum, recruitment will commence early 2022.
- A significant amount of work has been undertaken to better understand the needs and experience of Black women who have been victims of violence
- A representative Police Service— A number of workstreams continue to be finessed and rolled out to meet the ambitious targets.



Contact: Isabel Collinson, **Senior Adviser to the Deputy Mayor**, Mayor's Office for Policing And Crime (MOPAC) , Isabel.collinson@london.gov.uk

West Yorkshire – Equality Information

In West Yorkshire, the police force publishes a range of equality Information annually³, broken down into Service Delivery and Workforce Data.

The Service Delivery data includes:

- Domestic violence offences, both outcomes and high-risk referrals (broken down by Sex, Ethnicity – White, or Ethnic Minority, and Age).
- Racist Incidents Victims Satisfaction (broken down by Asian, Black, White, and Other)
- Antisocial behaviour victim satisfaction (broken down by Sex, Age, Ethnicity – White or Ethnic Minority – and Disability).

Meanwhile, the Workforce data includes:

- Workforce Rank and Grade by Ethnicity and Gender
- Workforce Progression (broken down in Black, Asian, White, and Other)
- Leavers (officer, staff, and special constables), including by Ethnicity, sex, age, and disability.

² <https://www.london.gov.uk/what-we-do/mayors-office-policing-and-crime-mopac/data-and-statistics/policing/action-plan-dashboard>

³https://www.westyorkshire.police.uk/sites/default/files/2021-12/equality_report_2020_21.pdf



Contact: Wendy Stevens, Research Manager, Policing and Crime Team, West Yorkshire Combined Authority, Wendy.Stevens@westyorks-ca.gov.uk.

Police Workforce Diversity and Culture

National Statistics

- As of 31 March 2021:
 - 10,046 police officers were from Black, Asian, and Minority Ethnic groups, making up 7.6% of the workforce.
 - Black officers made up 1.3% of the total workforce, Asian officers 3.4%, and those identifying as a Mixed ethnic group or another ethnic group 2.9%.
 - Of the 3,343 police officers promoted the year ending March 2021, 3,270 (98%) indicated their ethnicity. Of these, 213, or 6.5%, identified themselves as belonging to a Black, Asian, or other Minority Ethnic group. Excluding the Metropolitan Police Service (MPS), to make a like for like comparison with the previous year, 108 officers from a Black, Asian, or other minority ethnic background were promoted, accounting for 4.5% of all promoted officers, compared with 4.9% in the previous year (2019/20).
 - under-representation of Black, Asian, and Minority Ethnic officers was highest among Senior ranks (i.e., chief inspector or above) compared with constables and other ranks— for example, 5.1% of officers of rank chief inspector or above identified as belonging to a Black, Asian, or ethnic minority group, compared with 8.3% of constables⁴.
- In 2018/19, a higher proportion of ‘internal conduct allegations’ were against officers from a Black, Asian, and Minority Ethnic background (10%), disproportionate to the percentage of Black, Asian and Minority Ethnic officers in the service (see above).
However, Black, Asian, and Minority Ethnic officers subject to misconduct investigations were significantly more likely to receive low level or no sanction outcomes compared to their white colleagues⁵

Resources

Diversity Dashboards from the Police Uplift Programme

All OPCCs and other police governance bodies should be receiving monthly diversity dashboards from the Police Uplift Programme regionally, providing them with localised data on how they are progressing with in regard to improving workforce diversity through the ongoing programme.

If your office is not currently receiving this data, please get in touch with the regional lead for Uplift locally, or with the APCC on Richard.denham@apccs.police.uk.

Ethnicity Facts and Figures Data

The Government’s Ethnicity Facts and Figures webpage contains various statistics relating to the [diversity of the police workforce](#), including a data set which allows for a comparison of the percentage of officers who are Black, Asian, Mixed, White, and Other (including Chinese) with the percentage of those groups in the force area population, according to 2011 census data.

The NPCC Strategy on Diversity, Equality, and Inclusion

⁴ <https://www.gov.uk/government/statistics/police-workforce-england-and-wales-31-march-2021/police-workforce-england-and-wales-31-march-2021>

⁵ <https://www.npcc.police.uk/documents/NPCC%20Understanding%20Disproportionality%20in%20Police%20Complaint%20Misconduct%20Cases%20for%20BAME%20Police%20Officers%20and%20Staff%202019.pdf>

In 2018, the NPCC published their [strategy on Diversity, Equality, and Inclusion](#), which contains a number of commitments to drive change within the police service, with communities and with policing and CJS partners.

The strategy contains a specific commitment to:

“work with partners to implement whole system strategies to explain, where necessary reduce, and where possible eliminate disparity and enhance public service.”

The APCC has previously [committed publicly](#) to driving forward the Strategy’s commitments.

The NPCC Workforce Representation, Attraction, Recruitment, Progression and Retention Toolkit 2018-2025

The Strategy mentioned above was accompanied by a [toolkit](#), which contains a number of actionable steps that can be taken by forces locally, in the areas of:

- Leadership and Culture
- Attraction/Recruitment/, Retention, Progression
- Well-being and Fulfilment
- Exit from Service with Dignity

NPCC – Understanding Disproportionality in Police Complaint & Misconduct Cases for BAME Police Officers & Staff 2019

Produced by Deputy Chief Constable Phil Cain (North Yorkshire), the NPCC [report on disproportionality](#) in misconduct processes found the following:

“Disparity is found in the amount of internal conduct allegations against Black, Asian and Minority Ethnic officers being assessed by Professional Standards Departments and a failure of supervisors to deal with low level matters at the earliest opportunity and proportionately.”⁶

The report found this to be the case, despite a higher proportion of conduct allegations for white officers being assessed as requiring further action. This means that Black, Asian, and Minority Ethnic officers were disproportionately subjected to a misconduct investigation when the matter should have been dealt with by their supervisor.

In terms of action that can be taken locally, amongst other recommendations the report recommends that forces “support the increase in diversity and representation within PSDs through a bespoke positive action programme based on the NPCC Workforce Representation Toolkit” (see above). In their 2021 report Macpherson: 22 Years On (see Annex B), the Home Affairs Committee recommended that Her Majesty’s Inspectorate of Constabularies and Fire and Rescue Services (HMICFRS) carry out an audit on progress on implementing the review’s recommendations after two years⁷.

IOPC – Operation Hotton Learning Report

In September 2021, the Independent Office of Police Conduct published their Learning Report on Operation Hotton, a series of nine linked independent investigations concerning serving police officers from the Metropolitan Police Service.

⁶ NPCC: Understanding Disproportionality in Police Complaint & Misconduct Cases for BAME Police Officers & Staff 2019 <https://www.npcc.police.uk/documents/NPCC%20Understanding%20Disproportionality%20in%20Police%20Complaint%20Misconduct%20Cases%20for%20BAME%20Police%20Officers%20and%20Staff%202019.pdf>

⁷ <https://committees.parliament.uk/publications/7012/documents/89144/default/>

Amongst its findings, the Operation uncovered that a number of officers were using social media platforms to share inappropriate messages containing offensive language. The report made a number of recommendations to the MPS, including recommendations on improving its policies to counter bullying and harassment, as well as improving its training with regard to social media use⁸.

Notable Practice Examples

West Midlands – Recruiting 1000 Black, Asian and Minority Ethnic Officers

In the West Midlands, the PCC has made a commitment to make West Midlands Police (WMP) representative of the people and communities it serves. WMP is aiming to meet this aim by recruiting 1000 officers from under-represented groups as part of Operation Uplift.

To achieve this, work carried out by WMP has included the following:

- Sent out postcards to 150,000 homes across the West Midlands region in areas where there is 50% representation of people from under-represented groups, to highlight the career opportunities on offer at WMP and encourage people to consider a career in policing.
- In order to ensure a concerted effort is focused on equality, diversity and fair representation across new recruits, the force has also increased the number of Positive Action co-ordinators, who carry out workshops, coaching sessions, and other interventions with candidates, so they are better prepared for application and assessment activities.
- WMP are also funding Level 2 English and Maths qualifications to enable applicants to meet minimum educational qualification requirements.
- 10 digital billboards around Birmingham, advertising recruitment to engage with under-represented groups by showing force diversity. Billboards occurred 2 weeks out of every 4 until December 21.
- 108 positive action interventions made with applicants during October, compared to 119 in September, through methods of providing support to applicants on a 1-1 basis for procedures, such as guidance for assessment centres and vetting.
- Introduced Engagement Zones, where commercial premises and residences were leafleted by a team of PCs, PCSOs, Recruitment Ambassadors and volunteers to raise awareness of the Recruitment drive and signpost potential applicants to the Recruitment Zone.
- Engagement Zones were also made available through the Go To Guide Recruitment App, an electronic referral process to signpost applicants into the recruitment zone.
- Stalls were constructed at the One Stop Shopping Centre, Perry Barr over 6 days at which Recruitment Officers, Positive Action Co-ordinators and Recruitment Ambassadors were equipped to interact with under-represented groups to advise and encourage them to join WMP. Over 26,000 diverse households were reached during the 4-day period, over 500 individuals who expressed interest in the recruitment process applied for the force and the event measured community positive experiences as a success.
- Leadership in Crime Prevention programmes and career fairs have been held throughout the West Midlands in schools and colleges that are based in deprived communities.
- The Ethics Committee is concentrating on preventing race disparity in the future such as, by advertising with recruitment agencies who focus on under-represented groups for roles within the policing service, including the Ethics Committee and independent panel members for public hearings.



Contact: Yazmin Francis, Research Officer, West Midlands OPCC,
yazmin.francis@westmidlands.police.uk.

⁸ <https://www.policeconduct.gov.uk/sites/default/files/Operation%20Hotton%20Learning%20report%20-%20January%202022.pdf>

South Wales – Positive Action in Practice 1

In 2015, the South Wales PCC undertook a review of Black, Asian & Minority Ethnic representation in South Wales Police and launched a joint strategy on Black, Asian & Minority Ethnic Recruitment, Progression and Retention. One of the things introduced as a result of strategy was a dedicated Positive Action Recruitment team, which oversees all positive action relating to minority ethnic recruitment across the force and delivers events in the community to encourage and attract members of under-represented groups.

In addition, the force, with sponsorship from the Commissioner, has pioneered a positive action programme in partnership with the University of South Wales to support and prepare Black, Asian & Minority Ethnic candidates through the police application and assessment centre process. Each applicant from an ethnic minority is also offered a ‘Development Champion’— an existing officer or member of staff that has been trained to guide and support applicants through the process. An ‘app’ on each South Wales Police officer’s mobile device provides up to date information on local recruitment events, and a facility to easily refer minority ethnic people into the programme if they are at events or on patrol.

South Wales Police has also invested in the development and mentoring of existing minority ethnic staff, including a bespoke course that progresses and retains the best minority ethnic talent and ensures more equality in promotional and lateral development.

The measures put in place in South Wales Police have led to minority ethnic people being appointed every year since the programme began, and to the highest ever application and appointment levels of minority ethnic people. Results since the formation of the Positive Action recruitment team, have included an application rate from Black, Asian & Minority Ethnic people rising from 2.8% in 2015, to 11.5% in 2019. A total of 49 minority ethnic PCs were appointed by South Wales Police between 2015 and 2021, meaning that ethnic minority officers make up 3.3% of all Constables, up from 1.9% in 2015.



Contact: Hannah Jenkins-Jones, Strategic Lead (Scrutiny, Assurance & Equality) Hannah.Jenkins-Jones@south-wales.pnn.police.uk

Northumbria – Positive Action in Practice 2

Northumbria Police recognises that a workplace which embraces diversity is more likely to attract and retain talented people. The Force’s workforce is not representative of the communities it serves so working alongside the OPCC, a Positive Action Programme was developed in 2018 to increase the representation of people from diverse backgrounds, with a particular focus on increasing Black, Asian, and ethnic minority recruitment through targeted attraction and support for candidates. This programme has proved to be a huge success and continues to have a positive impact on recruitment.

The OPCC and Northumbria Police continues to develop the community partnership landscape to share local insights to better understand the make-up of communities across Northumbria. This has enabled the Force to engage with community groups that are not engaging in the recruitment process in order to remove barriers to participation. At the same time, the Force continues to undertake work to increase confidence in reporting of protected characteristics to better understand the make-up of its workforce.

The Positive Action Programme offers additional support and insight throughout the recruitment process. The programme provides opportunities to those who would not ordinarily consider Northumbria Police as an employer of choice whether in relation to culture, perceptions of the role or accessible role models.

The results since the introduction of the programme in March 2019 have been very promising, and work will continue to develop into other areas where the force is underrepresented against the regional demographics and also offer support throughout the employee lifecycle. As of February 2022, a total of 3.14% declared their

ethnicity as being from a Black, Asian, and/or ethnic minority background, which was an increase from 2.90% in April 2021. This upward trend has continued since the introduction of the programme in 2018.



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West Mercia – The Step in Programme

The ‘Step In’ programme aims to provide support to potential new recruits who identify with a protected characteristic, e.g., female, BAME, dyslexic, LGBTQ+ etc. Details of applicants who have a protected characteristic will be shared with the force’s staff networks (e.g. B-ME network for BAME candidates). The network will identify a suitable member who will be responsible for making contact with applicants. The network member will be expected to engage with the applicant to act as a point of contact and offer encouragement throughout the recruitment process. This personal contact will be further supplemented by positive action activities (if agreed by the applicant) including:

- Discovery sessions with those who have expressed an interest in the force, focusing on women and BME candidates, and walking them through the process. These are currently online due to COVID-19.
- 1-2-1 buddying; and
- Workshops to deliver at each stage, such as Assessment Centre/mock interviews. These are currently online due to COVID-19.

Whilst in its infancy, the ‘Step In’ project has been expanded to include sister projects, entitled ‘Step Up’ and ‘Step Across’. This approach leads to an opportunity for the three programmes to be strongly branded. ‘Step Up’ encourages staff with a protected characteristic (include BAME staff / officers) to seek promotion, and ‘Step Across’ seeks to encourage staff with a protected characteristic (including BAME staff/ officers) to progress to specialist roles where they are traditionally under-represented. As part of the ‘Step Up’ programme, staff have been supported before, during and after promotion processes. As part of the ‘Step Across’ programme, targeted communications and support have been used to encourage diverse recruitment into Detective and Authorised Firearms Officer roles.

The PCC is supportive of this work and remains regularly updated by the force. This work clearly aligns to the diversity, equality, and inclusion objectives within the PCC’s Safer West Mercia Plan. The progress of the programme is monitored through the force’s Equality, Diversity and Inclusion delivery plan and internal governance boards on which the PCC is represented. Initial evaluation of force data shows that since the launch of the ‘Step in’ programme there has been a considerable reduction in rejection rates for female and ethnic minority applicants across the assessment centre and interview stage of recruitment. Subsequently West Mercia has had a considerable increase in the female and ethnic minority student officer joiner rates compared to the previous 3 years.



Contact: Natasha Noorbakhsh, Policy Officer, West Mercia Office of the Police and Crime Commissioner, natasha.noorbakhsh@westmercia.pnn.police.uk

Training Providers

Here are details of some training providers who have delivered training to the APCC . Other training providers are also available locally and nationally to support this work.

Pearn Kandola

Professor Binna Kandola is a Business Psychologist, Senior Partner and co-founder of [Pearn Kandola](#). Over the past 35 years, he has worked on a wide variety of projects for public and private sector clients both in the UK and overseas, and is the author of a number of critically acclaimed books on the subjects of unconscious bias – ‘The Invention of Difference: The story of gender bias at work’, ‘The Value of Difference: Eliminating bias in organisations’, and ‘Racism at Work: The Danger of Indifference’.

Action for Race Equality (previously known as Black Training and Enterprise Group)

In April 2020, the APCC undertook a three-session course on diversity, equality and inclusion provided by the charity the [Action for Race Equality](#)

Carried out on Zoom and including both full-team discussions and breakout sessions, the course covered topics including recognising and interrupting unconscious bias and developing cultural competency. The final session provided APCC staff with an opportunity to consider how collectively as an organisation we can further put our commitment to DEI into practice.

Any OPCCs who think that this online training package could benefit their teams would be encouraged to get in touch with Tebussum Rashid, the Deputy Chief Executive of BTEG, on Tebussum@actionforraceequality.org.uk.

Police Powers and Use of Force

National statistics

- **Stop and Search**

In the year ending March 2021, based on self-defined ethnicity,

- individuals from a Black or Black British background were searched at a rate 7.0 times higher than that of those from a White ethnic group (compared with 8.8 times in the previous year), across England and Wales.
- individuals identifying as Asian or Asian British were searched at a rate 2.4 times that of those from a White ethnic group (compared with 2.5 in the previous year), as were people from a Mixed ethnic group (2.6 times in the previous year).
- people from Other ethnic groups were searched at a rate 2.7 times higher than that of those from a White ethnic group (compared with 2.9 times in the previous year).⁹
- There were around 115,600 stop and searches of children in the year ending March 2021. Black children were involved in 18% of stop and searches where ethnicity was known. This was 14 percentage points higher than the proportion of Black 10-17-year-olds in the 2011 population¹⁰.

- **Arrests**

In the year ending March 2021, persons who identified as Black (or Black British) were arrested at a rate over 3 times higher than those who identified themselves as White; Mixed and Other ethnicities were arrested at a rate around 2 times higher, and people who identified as Asian or Asian British were arrested at a rate 1.2 times higher.

Combined, people of Black, Asian or minority ethnic backgrounds were arrested at a rate of almost 2 times higher than those who identified themselves to be White in the latest year.¹¹

- **CED (conducted energy device) use**

According to the Police Use of Force Statistics for England and Wales 2020-21¹²:

- 18% of conducted energy device (CED, which includes Taser) incidents involved people perceived as being from a Black ethnic group, whilst 7% were perceived as being from an Asian ethnic group.
- CED use— incorporating both discharge and non-discharge incidents— involved someone perceived as being from a Black ethnic group at a rate 6.3 times higher than someone perceived as being from a White ethnic Group in police force areas in England and Wales (excluding the Met).
- 57% of all CED incidents involved people perceived as aged 18-34.
- For all incidents involving CED use, possession of a weapon was more likely to be an “impact factor” for those perceived to be Black and aged 18-34 years (62%), compared to their White counterparts (53%).

⁹ <https://www.gov.uk/government/statistics/police-powers-and-procedures-stop-and-search-and-arrests-england-and-wales-year-ending-31-march-2021/police-powers-and-procedures-stop-and-search-and-arrests-england-and-wales-year-ending-31-march-2021>

¹⁰ https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1054236/Youth_Justice_Statistics_2020-21.pdf

¹¹ <https://www.gov.uk/government/statistics/police-powers-and-procedures-stop-and-search-and-arrests-england-and-wales-year-ending-31-march-2021/police-powers-and-procedures-stop-and-search-and-arrests-england-and-wales-year-ending-31-march-2021>

¹² <https://www.gov.uk/government/statistics/police-use-of-force-statistics-england-and-wales-april-2020-to-march-2021/police-use-of-force-statistics-england-and-wales-april-2020-to-march-2021#ced-conducted-energy-device-use>

Resources

Ethnicity Facts and Figures website

The Ethnicity Facts and figures website contains a page on [Stop and Search](#), which contains data on ethnicity and force area. The website additionally contains a page on [Arrests](#).

Criminal Justice Alliance

Stop and Scrutinise –

Published in 2019, the [report](#) sets out key principles and recommendations for good practice in community scrutiny of stop and search. Pages 18-19 of the report outline recommendations, including those for forces and/or OPCCs in terms of ensuring that Community Scrutiny Panels are effective.

Nina Champion, Director of the Criminal Justice Alliance, provided a presentation at the APCC and NPCC Workshop on Stop and Search summarising the report, which can be accessed on the APCC Knowledge Hub in the Workforce and EDHR Group (see below).

More Harm Than Good – Super-Complaint

In May 2021, the CJA published a [super-complaint](#) regarding the use of Section 60 Stop and Searches. Section 60 of the Criminal Justice and Public Order Act 1994 allows the police to stop and search anyone in a given area for a set period of time without needing reasonable grounds to suspect they've committed a crime.

In the super-complaint, the CJA described the power as “discriminatory and traumatising”, and called for the Government to repeal the powers, whilst advocating that if the powers are retained the Government should introduce stronger safeguards to mitigate harm caused.

As of August 2021, HMICFRS, and senior representatives from the IOPC and the College of Policing have assessed the super-complaint as being eligible to be investigated¹³.

Independent office of Police Conduct

Report Review of IOPC cases involving the use of Taser 2015-2020

In August, the Independent Office of Police conduct published a [report setting out their findings following a review of 101 independent investigations they had conducted involving the use of Taser](#) between 2015 and 2020. The report made a number of recommendations to Government, the College of Policing, the APCC, forces and PCCs for improvements to scrutiny .

IOPC recommendations to the MPS

In October 2020, the Independent Office for Police Conduct made [eleven recommendations](#) to the MPS on how the use of Stop and Search can be improved, including ensuring that training for officers incorporates a section on de-escalation, and ensuring that supervisors play a more proactive role in monitoring and supervising the use of the power.

IOPC Recommendations on Stop and Search

In April 2022 the IOPC published a national learning report on Stop and Search. The report underlines that whilst the IOPC recognises the value of having a power that allows officers to detain and search a person who is not under arrest, its disproportionate use against Black, Asian, and other minoritized ethnic groups has been

¹³ <https://www.gov.uk/government/publications/police-super-complaints-police-use-of-stop-and-search-powers#full-publication-update-history>

a “concern of many years”. The report makes a number of recommendations at a national and strategic level, to the NPCC, the College of Policing and the Home Office.

For more information, please see the briefing available at Annex C.

HMICFRS Report on Disproportionate Use of Police Powers

In February 2021, HMICFRS published their report [“Disproportionate use of police powers: A spotlight on stop and search and the use of force”](#).

The report found that generally, forces are improving training for officers and staff in terms of preventing unfair behaviour as well as ensuring that this training is applied in interactions with the public. The report also states that in 2018-19, forces were better at monitoring stop and search following the Inspectorate’s last inspection in this area in 2017.

However, the report also states that disproportionality in the use of Stop and Search persists, and that no force can satisfactorily explain why. The [APCC response to the report can be viewed on the APCC website](#).

Notable Practice Examples

Bedfordshire – Community Scrutiny

Bedfordshire Community Scrutiny Panel have been cited as an example of good practice by the Criminal Justice Alliance report mentioned above. The previous Chair of the Bedfordshire Scrutiny Panel Montell Neufville, provided a presentation at the APCC and NPCC Stop and Search workshop in January 2020 which included good practice tips for Community Scrutiny panels. The slides of this presentation can be accessed on APCC Knowledge Hub in the Workforce and EDHR Group (see above).

Mr Neufville additionally created a Community Scrutiny Toolkit which additionally can be accessed on the Workforce and EDHR Group on the Knowledge Hub.



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Humberside-- Police Powers and Hate Crime Scrutiny

In 2020-21 Humberside OPCC reviewed scrutiny arrangements. Key change was a more community-led and independent approach.

There is now a Police Powers Scrutiny Group, incorporating stop and search/use of force scrutiny, and a Hate Crime Scrutiny Group. Each group has an independent Chair and twelve community volunteers. Their diverse representation allows for better influence of local needs, differences in thinking, points of view and approaches. When recruiting, we wanted to hear from those affected by use of police powers or who had lived experience of hate crime.

They meet 4-5 times per year, reporting direct to the independently chaired Ethics and Scrutiny Board. The Board explores ethical issues and matters raised through scrutiny, generating organisational learning, informing policing priorities, challenging, and creating openness and transparency.

The scrutiny groups look at Humberside Police’s use of force, stop and search, and hate crime records and policies, analysing the appropriateness of powers used and assessing potential disproportionality. This is achieved through examination of logs, reports, policies, practices, and body worn video footage, providing feedback to the force, and highlighting areas of good practice or concern.

Data is regularly scrutinised, and actions and outcomes published on the OPCC website. An update also forms part of the OPCC annual report.

In addition, members observe and comment on police training, including Officer Safety Training, Stop and Search classes and training on use of Taser.



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North Wales – Race Stakeholder Group

North Wales Police host a Race Stakeholder Group meeting which enables Black, Asian, and Minority Ethnic (BAME) stakeholders to share views on policing, and current and ongoing issues experienced in relation to policing and crime. The group contains individuals, external agencies and third sector race representative organisations.

Meetings are held quarterly, currently chaired by a BAME member of OPCC staff, with the view for the chairship to be taken on by a member of the community in future.

The Force also operates a Public Encounters Board and Body Worn Video Scrutiny Group, both of which include community members along with OPCC attendance. This ensures openness and transparency around stop search data and scrutiny.



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Northumbria – Annual Reports on the use of Stop and Search

Northumbria Police produce annual reports into the use of Stop and Search for the purpose of providing a transparent view of their performance. At the conclusion of the financial year 2020/21, 5,035 stop and searches were carried out which was a -5% reduction compared to 2019/20. The impact of Covid and lockdown restrictions did impact on the number of stop and searches conducted. Within Northumbria, the disparity rate for Black African, Black Caribbean and Black Other has reduced for consecutive years, with the ratio being 3.4 for the period between 1 April 2020 and 31 March 2021.

The force is committed to understanding and tackling this disparity. All searches conducted are individually scrutinised by experienced Area Command Single Point of Contacts to ensure they are legitimate and fair. This process identifies any issues to be addressed immediately with the searching officer and their supervision and forms part of performance discussions.

A force-wide internal scrutiny panel also sits every 6 weeks; the panel review trends and disparities and review samples of BWV to identify any further learning. Through scrutiny of stop and search, the OPCC has established a community scrutiny panel comprising a diverse mix of people who represent communities within Northumbria Police area. The group is newly formed and will provide support and feedback to the force to help understand how the use of stop and search and use of force can be improved.



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Contact: Nitin Shukla, Policy Performance and Scrutiny Officer, Office of the Police and Crime Commissioner Northumbria, nitin.shukla@northumbria-pcc.gov.uk

Training Providers

The social enterprise [Att10tive](#) additionally provides workshops on best practice in terms of Community Scrutiny Panels. The lesson plan for this workshop can be accessed on the APCC Knowledge Hub in the Workforce and EDHR Group (see above).

Disparity in the Wider Criminal Justice System

National Statistics

- In the year ending March 2021, in the youth secure estate 29% of children in custody were Black – compared with 18% ten years ago.¹⁴
- The Lammy Review in 2017 found that despite making up just 14% of the population, BAME men and women make up 25% of prisoners, while over 40% of young people in custody are from BAME backgrounds¹⁵.
- While the number of 10 to 17-year-old first time entrants (FTEs) to the youth justice system has been falling for each ethnicity over the last ten years, The proportion of FTEs from a Black background has increased over the same period, from 9% to 16%¹⁶.
- As of 1 April 2020, Black, Asian, or individuals of other ethnic minorities represented 8% of all court judges, an increase from 6% in 2014¹⁷.

Resources

Lammy Review

In January 2016, the then Prime Minister David Cameron invited David Lammy MP to find out why Black, Asian and minority ethnic (BAME) groups appear to be over-represented at most stages of the criminal justice system (CJS) and make recommendations for change. Published in 2017, the [Review](#) recommended that any response to the overrepresentation of BAME groups within the CJS should be based on the following three principles:

- Fair treatment
- Trust
- Responsibility.

Additionally, an APCC briefing focusing on the recommendations most relevant to OPCCs' work can be accessed on the APCC Knowledge Hub in the Workforce and EDHR Group.

Revolving Doors – Evidence Review: diverting young adults away from the cycle of crisis and crime

Keen to provide support to all new PCCs in the development and implementation of new policing plans, the charity Revolving Doors published a [review](#) in July 2021.

Their review brought together the latest evidence and emerging good practice shown to divert young adults away from the criminal justice system. The evidence serves to highlight the need for investment in police-assisted diversion services to meet the ever-rising demand on policing and courts.

Youth Justice Board (YJB)

¹⁴

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1054236/Youth_Justice_Statistics_2020-21.pdf

¹⁵ The Lammy Review, Sept 2017

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/643001/lammy-review-final-report.pdf

¹⁶ https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1037289/URD_3_pager_2021.pdf

¹⁷ https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/918529/diversity-of-the-judiciary-2020-statistics-web.pdf

Disproportionality Tool

The latest version of the Youth Justice Board's Summary Disproportionality Tool is now available to download on the Knowledge Hub.

The Disproportionality Tool provides information about how members of all ethnic groups were represented in the Youth Justice System (YJS) in England and Wales in the years ending March 2015 to March 2021. APCC members can use the Tool to increase their understanding of YJS disproportionality in their areas.

Please contact Richard.denham@apccs.police.uk for access via the Knowledge Hub.

Youth Justice Statistics 2020/21

As cited above, the Youth Justice Board publishes [a range of statistics](#) about children and young people in the Youth Justice System (YJS) from 1 April 2020 to 31 March 2021, including information on demographic characteristics.

Understanding Racial Disparity

In December 2021, the Youth Justice Board (YJB) published a [presentation and infographic highlighting where over-representation occurs in the youth justice system](#).

Criminal Justice Alliance and the Centre for Justice Innovation-- Working with the community and voluntary sector

In June 2021, the Criminal Justice Alliance and the Centre for Justice Innovation published a document highlighting challenges currently facing the criminal justice system and suggesting solutions that PCCs could include in their plans.

The report '[Public Safety, Public Trust](#)' focuses on ways that PCCs could work together with community and voluntary sector organisations to tackle issues including race inequality, the harm caused by drugs, and violence and exploitation. The report cites numerous examples of good practice from PCC areas including Warwickshire, Dyfed-Powys, and the West Midlands.

Notable Practice

Best Practice Case Study-- Cross criminal justice system inclusion and diversity training

Wiltshire OPCC, co-funded by The Probation Service, have commissioned Diversiti UK ([Homepage-- Diversiti UK](#)) to deliver an inclusion and diversity training programme to criminal justice organisations across Wiltshire and Swindon. The aim was to have an event based on discussion rather than the largely e-learning based approach to increase interactivity not only with the subject matter but also with colleagues across the criminal justice system.

The inclusion and diversity learning programme, developed by the OPCC in partnership with Diversiti UK, consisted of four modules:

- Module 1: Defining equality and supporting legislation
- Module 2: Do we pre-judge and what affects our decision making?
- Module 3: Cultural Awareness
- Module 4: Cultural Competency

When the programme was first run in 2021, five sessions of each of the modules were delivered virtually over 12 weeks, on different days and at different times, to enable maximum accessibility to staff. Overall, 100 people, from Police, Court, CPS, Probation, YOT, 3rd Sector, the Local Authority and the OPCC attended at least one module, with 20 people completing all 4 modules.

All attendees completed a pre course questionnaire asking them to score, out of ten, their understanding and behaviours around inclusion and diversity over 10 areas. The same questionnaire was completed straight after the course and again 3 months later. Immediately after the course, there were improvements in the average scores across all 10 areas, with a 1.99 point (out of ten) average improvement in understanding of equality legislation and 1.23-point improvement in awareness of different types of prejudices. 3 months later, just one area (I am open to other people's feedback about my language and behaviour) showed a slight (0.02 point) decrease in pre-course scores, however the remaining 9 areas all showed a sustained improvement over the pre course average scores.

The average feedback on the programme delivery, across 8 different delivery areas, was above 9 out of 10— for example the trainers were engaging scored 9.44 / 10, the course materials were relevant 9.41 / 10, and the trainers were well prepared and able to answer any questions scored 9.51 / 10. Attendees also reported that they were 8.85 / 10 likely (10 extremely likely) to recommend the course to colleagues.

Qualitative feedback on the course emphasised the discursive and thought-provoking style of the course delivery as really engaging, with a good balance of participation and listening, both to the session facilitator and to the other people on the course from other areas of the criminal justice system, really driving self-reflection and learning. Comments included:

- “This group/interactive approach made a welcome change. It encouraged more active reflection and I found it very interesting.”
- “I've learned a lot about myself that I wasn't aware of before, even though I had previously considered myself quite open-minded, inclusive and equality-driven.”
- “As professionals who would already consider themselves open to diversity and committed to anti-racism, I was surprised how much more there was to learn on the subject.”

This year, in addition to the OPCC re-commissioning the training in 2022 (the last module delivery is due mid-May, so it is too early to have formal feedback, however anecdotal discussions have shown that the programme is as thought provoking as in 2021) the OPCC commissioned 4 one-hour lunch and learn sessions covering four specific themes, Gender Equality, Racism and Race, LGBTQ+ and neuro diversity. Although, again, it is too early to have formal feedback, early indications are, for example, that the Racism and Race session, which 34 people attended, scored on average 8 out of 10 on a range of metrics covering understanding and behaviour.



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Annex A: Commission on Race and Ethnic Disparities Report

On 31 March, the Government’s Commission on Race and Ethnic Disparities published [the report of their findings](#). The report states that whilst the UK is not yet a “post-racial society”, “the roots of advantage and disadvantage for different groups are complex, and often as much to do with social class, ‘family’ culture and geography as ethnicity”.

1. Recommendations

The report makes 24 recommendations for change, grouped into four broad themes: building trust; promoting fairness; creating agency and achieving inclusivity. Those specifically relating to policing, crime and criminal justice are as follows (recommendations where the APCC are cited specifically are shown in turquoise):

- **Recommendation 4: Bridge divides and create partnerships between the police and communities**
 Develop a minimum standard framework for independently chaired community ‘Safeguarding Trust’ groups that scrutinise and problem-solve alongside policing, and independently inspect forces against this minimum standard.
The Commission recommends that [the College of Policing, working alongside the APCC and the NPCC develop a minimum standard framework for these Trusts, which should include:](#)
 - **A requirement for stop and search data to be made more granular and publicly available.**
 - **A requirement for groups to be independently chaired.**
 - **An ability for these groups to scrutinise and hold forces to account on policing activity and disparities in stop and search, use of force, workforce mix and internal misconduct.**
- **Recommendation 5: Improve training to provide police officers with practical skills to interact with communities**
 Develop a strategy to improve the efficacy and implementation of stop and search, and de-escalation training ensuring a consistent approach is taken by all police force areas.
The Commission recommends that [the CoP, working alongside the NPCC and the APCC, develop this strategy, which should include de-escalation training as a requirement for all new police officers, and as a key aspect for continual professional development.](#)
- **Recommendation 12: Prevent harm, reduce crime, and divert young people away from the criminal justice system**
 Develop an evidence-based pilot that diverts offences of low-level Class B drug possession into public health services.
- **Recommendation 14: Increase legitimacy and accountability of stop and search through body-worn video**
 Increased scrutiny of body-worn video footage of stop and search encounters, with senior officer involvement required in cases where interactions are of concern and need improvement.
- **Recommendation 18: Improve safety and support for children at risk**
 Develop a digital solution to signpost and refer children and young people at risk of, or already experiencing criminal exploitation, to local organisations who can provide support.
- **Recommendation 21: Create police workforces that represent the communities they serve**
 Introduce a local residency requirement for recruitment to each police force area, with the College of Policing developing guidance to support implementation.

The Commission recommends that the progress and efficacy of the residency requirements should be monitored and evaluated at a national level by the Home Office, working in partnership with the CoP, APCC and NPCC.

- **Recommendation 22: Equip the police service to serve the needs of their local communities**
Design and evaluate recruitment pilots that match candidates' life skills with the needs of the communities they serve in their local areas.

Broader recommendations which also apply to policing are as follows:

- **Recommendation 3: Improve the transparency and use of artificial intelligence**
Issue guidance that clarifies how to apply the Equality Act to algorithmic decision-making and require transparency for public sector bodies when such is applied to decision making concerning individuals.
- **Recommendation 23: Use data in a responsible and informed way**
Develop and publish a set of ethnicity data standards to improve understanding and information gathering, reducing the opportunity for misunderstanding and misuse.
- **Recommendation 24: Disaggregate the term 'BAME'**
Stop using aggregated and unhelpful terms such as 'BAME', to better focus on understanding disparities and outcomes for specific ethnic groups.

2. Responses to the Report

Following the report's publication, much of the national and international media coverage focused on the report's statement that the UK "no longer" has a system rigged against people from ethnic minorities¹⁸ and that that the UK should be a "model for other white majority countries" to emulate¹⁹; as well as passages within the report that used the term "Caribbean experience" in reference to slavery²⁰.

David Lammy MP described the report as divisive²¹; former MPS Chief Supt. Dal Babu expressed regret at taking part in the report²²; whilst Baroness Lawrence has said that the report "has pushed fight against racism back 20 years or more"²³.

The Prime Minister meanwhile has described the report as "interesting" and that the Government does not necessarily "agree with every word" but will be responding in due course²⁴.

Going Forward – the Government response

The Government published their response to the Commission on Race and Ethnic Disparities Report, entitled *Inclusive Britain*, in March 2022²⁵.

Of particular relevance to APCC members, Action 10 in the report commits the Home Office to working with policing partners including PCCs to develop a "national framework for how the use of police powers [...] are scrutinised at a local level" by Summer 2023. Additionally, Action 15 commits the HO and the RDU to work with policing partners including the APCC to "consider a range of

¹⁸ <https://www.bbc.co.uk/news/uk-56585538>

¹⁹ <https://news.sky.com/story/uk-should-be-model-for-other-white-majority-countries-finds-government-ordered-race-review-12261343>

²⁰ <https://www.washingtonpost.com/world/2021/04/01/uk-race-report-backlash/>

²¹ <https://www.politicshome.com/news/article/david-lammy-says-landmark-report-which-claims-uk-a-model-for-diversity-is-an-insult-to-those-who-have-suffered-racism>

²² https://www.theguardian.com/world/2021/apr/02/uk-racial-disparity-report-consultation-fawlt-towers-like-former-met-officer-dal-babu-says?CMP=Share_iOSApp_Other

²³ https://www.theguardian.com/world/2021/apr/01/doreen-lawrence-says-no-10-report-gives-racists-the-green-light?CMP=Share_iOSApp_Other

²⁴ <https://www.bloomberg.com/news/articles/2021-04-01/johnson-distances-himself-from-race-report-after-backlash>

²⁵ https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1061421/Inclusive-Britain-government-response-to-the-Commission-on-Race-and-Ethnic-Disparities.pdf

metrics for stop and search rates in order to identify and [...] challenge disparities at a police force area level”.

Meanwhile, Action 5 within the report commits the Government to stop using aggregated terms such as ‘BAME’ in its own communications, and to encourage other public sector bodies to do the same; the report states that the Government will be as “granular” and “specific” as possible in terms of how they talk about ethnicity going forward.

Actions 41 and 42 in the report also pertain to drug diversion schemes, and funding that will be provided by the Home Office to police forces to introduce or expand out of court disposal schemes for people using illegal drugs from Summer 2022.

As of April 2022, the APCC is at the initial stages of working with the Home Office to drive forward progress on the actions above. The APCC Leads on EDHR will meet with the Minister of State for Equalities Kemi Badenoch MP in June 2022 to discuss further.

Annex B: Home Affairs Committee Report on Macpherson Report: 22 Years On

Background

The Home Affairs Committee report [Macpherson Report: 22 Years On](#) assesses progress against many of the recommendations contained within the report published by Sir William McPherson in 1999 following the racist murder of Stephen Lawrence.

This includes recommendations that Sir William made on community confidence, tackling racist crimes, recruitment and retention of Black and other minority ethnic officers and staff, the use of stop and search and other powers, as well as the overall aim of the elimination of racism and the demonstration of fairness in policing.

The APCC submitted both [written](#) and [oral](#) evidence to the Inquiry that has led to the publication of this report:

Findings

The report states that evidence to their inquiry underlined that there is a significant problem with confidence in the police within Black communities, and that despite many years of commitments being made to race equality by the police service and the Home Office, there are still persistent, deep-rooted, and unjustified racial disparities in key areas. The report states that:

“The failure to make sufficient progress on BME recruitment, retention and progression, troubling race disparities in the police misconduct system, unjustified inequalities in the use of key police powers such as stop and search and a worrying decline in confidence and trust in the police among some BME communities point to structural problems which disadvantage BME groups.”

The report does highlight some areas of good practice, including:

- Information on public perceptions broken down by ethnicity published by the Metropolitan Police.
- Targets set by the previous PCCs in West Midlands and Leicestershire to improve workforce diversity in those force areas.

The report also highlights the [APCC In-Focus on Race Disparity](#) published last year and the initiatives that it showcased.

Recommendations

The report makes the following recommendations specifically relevant to PCCs:

- ***“The Home Office and National Police Chiefs’ Council must ensure that confidence data is gathered and regularly published for all forces so that their communities and Police and Crime Commissioners can hold them to account, with further targeted qualitative work by forces to assess confidence levels in areas with smaller BME communities”.***
- ***“We recommend that the Association of Police and Crime Commissioners works with Police and Crime Commissioners (PCCs) to enable force level comparison, and shared learning***

from different PCCs' approaches to addressing race equality in recruitment to the police service."

- *"The Home Office, NPCC and APCC need to agree a clear action plan endorsed by the National Policing Board to ensure that **all forces are following the HMICFRS recommendations** [made in their [Spotlight](#) report published earlier this year]"*

The report makes the following recommendations also:

- *"Police forces in England and Wales should set out clear local plans to improve confidence informed by local confidence data."*
- *"Police forces also must improve the recording of hate crime offences so that data is accurate and consistent and must collect better information on the victims of hate crime."*
- *For "the Government to work with police forces to implement the disaggregation of race hate crime so as to be able to publish results in the Home Office's hate crime statistics release for 2022–23".*
- *"The Home Office [to] set out a new framework and strategy to increase BME recruitment and ensure that all forces commit to action, not just some."*
- *"All forces must do far more to use the positive action provisions of the Equality Act 2010 to develop targeted recruitment campaigns, mentoring and support".*
- *"[T]raining [for police officers should involve] an explicit focus on anti-racism which should include examining racial disparities and seeking to reduce differences in experience and outcomes by racial and ethnic group."*

What the APCC said

Joint Leads of the APCC Race Disparity Working Group, Alison Lowe, Deputy Mayor for Policing and Crime in West Yorkshire, and John Campion, PCC for West Mercia, said the following in response to the report's publication:

"We welcome the publication today of [The Macpherson Report: Twenty-two years on](#) – as the newly-appointed Joint Chairs of the [APCC Working Group on Race Disparity](#), this report and its findings will be crucial, as we draw PCCs together from across APCC Portfolios to tackle race in policing and criminal justice moving forward.

"We were glad to see examples of how PCCs have made a difference cited within the report. However, as the report underlines, we need to see more action and greater focus across England and Wales in order to ensure that all the communities that PCCs and Mayors represent can be confident in the police forces that serve them.

"The APCC has helped to share good practice amongst its members via our [In Focus on Race Disparity](#) and other initiatives. We look forward to driving progress through our Working Group nationally and with partners across policing and criminal justice."

Annex C: IOPC National stop and search learning report, April 2022

Purpose

The purpose of this briefing is to provide an overview of the Independent Office of Police Conduct's national [Stop and Search learning report](#), as published on the 20 April 2022.

Overview

The report underlines that whilst the IOPC recognises the value of having a power that allows officers to detain and search a person who is not under arrest, its disproportionate use against Black, Asian, and other minoritized ethnic groups has been a "concern of many years".

The report aims to improve public confidence in policing by reviewing and collating existing evidence, and identifying opportunities for learning and development. The report brings together an evidence-based informed by a review of 37 independent IOPC investigations, views and concerns expressed by community groups and other stakeholders, and a review of evidence such as national data and research reports.

Recommendations

The report makes a number of recommendations at a national and strategic level, to the NPCC, the College of Policing and the Home Office. The report additionally poses a number of questions directly to Chief Offices.

Recommendations include:

- For the NPCC and the College of Policing to develop guidelines together on safeguarding people from a Black, Asian, or other minoritized groups from being stopped and searched, because of decision-making impacted by intelligence based upon assumptions (Rec 1). Also, that they develop guidelines on safeguarding people from Black, Asian, or other minoritized ethnic groups from experiencing disproportionate use of force during stops and searches (Rec 8).
- For the Home Office to review what constitutes reasonable grounds for suspicion for cannabis possession, and for the NPCC to support forces in reducing officers' reliance on the smell of cannabis alone when deciding to stop and search someone (Rec 2).
- For the Home Office to agree an approach to recording data on the use of Section 163 powers under the Road Traffic Act (1988), including the characteristics of the occupant (Rec 12).
- For the NPCC to support Chief Officers to take steps to ensure they have structures in place to facilitate appropriate monitoring and supervision of the use of stop and search powers (Rec 14).
- For the NPCC to support Chief Officers to work with local policing bodies to implement the principles of the College of Policing's Authorised Professional Practice on community oversight in relation to stop and search (Rec 15).
- That the NPCC, College of Policing, and the Home Office explore the feasibility of commissioning research into the trauma caused predominately to people from a Black, Asian, or other minoritized ethnic backgrounds, including children and young people, by the use of Stop and Search (Rec 18).

The APCC Response

In response to the publication of the report, the APCC Leads on Equality, Diversity, and Human Rights Alison Lowe OBE, and John Campion, made the following [statement](#):

“We were pleased to be engaged by the IOPC as they developed this important report on stop and search learnings.

“The report includes some really thoughtful recommendations on specific actions that police forces and national police bodies can take to reduce race disparity in policing and criminal justice, particularly around commissioning research on community trauma.

“At the APCC, as part of our Race Disparity Action Plan 2021-22, we have developed an Equality Framework, which contains a number of criteria relating to ensuring that communities are able to effectively scrutinise police use of powers such as Stop and Search.

“The APCC Race Disparity Working Group will consider this report and its recommendations as part of our ongoing work to tackle race disparity and improve communities’ confidence in policing and the criminal justice system. We are also working closely with the National Police Chiefs’ Council and other organisations on the Race Inclusion Plan which we hope will also consider these recommendations carefully.”

Annex D: Summary of the NPCC and CoP Police Race Action Plan

Purpose

1. This summary of the [NPCC and CoP Police Race Action Plan](#) is intended to provide an overview of the Plan and highlight parts of the plan which specifically mention PCCs and Mayors. Parts of the Plan which reference the APCC, PCCs, and Deputy Mayors are put in bold italics below.
2. Over the next six months, the NPCC and the CoP will engage with “stakeholders and communities” to refine the actions; an updated iteration of the Plan will be published in December 2022.

Foreword (pages 2-4)

3. The Foreword acknowledges that in the UK, “policing has a difficult history in its relationships with Black communities”. It states that progress has been made since the publication of the Macpherson Report in 1999 following the racist murder of Stephen Lawrence, but that

“The challenge for reform, set out by Macpherson, cannot be said to have been unambiguously answered by policing. Many people believe policing to still be institutional racist and have grounds for this view.”

4. The Foreword acknowledges that “societal racism to Black people is much wider than policing”, but that “policing has a much higher obligation than any other public service, given its ability to deprive liberty and use the most intrusive powers”. The Foreword then underlines that “the collective trust of society is critical to a police service built upon consent”

Overview (pages 5-9)

5. The Overview explains how the Plan has been developed jointly by the NPCC and the CoP, with input from the stakeholders including the National Black Police Association, and the **Association of Police and Crime Commissioners**. The Overview also states that the NPCC and the CoP have taken into account the Government’s [Inclusive Britain](#) report.
6. The Overview then outlines the case for change, stating that “without the trust and confidence of Black communities, police is less effective at protecting all communities”; and that the racial disparities affecting Black people are “most acute”. The Overview clarifies that “Black” in the context of this report refers to people from Black African, Black British, Black Caribbean, Black Other and Mixed Black backgrounds.
7. The Overview acknowledges disparities faced by other ethnic minorities, such as the Asian, and Gypsy, Roma, Traveller communities. The overview states that this Plan is in addition to ongoing efforts to ensure that policing is inclusive and fair to all (e.g., the NPCC Strategy on Diversity, Equality, and Inclusion).
8. The Overview then concludes by stating that the NPCC and CoP’s vision is “for a police service that is anti-racist and trusted by Black people”.

Outcome Framework (pg. 10)

9. The Outcome Framework outlines how the Plan seeks to ensure that Black people feel “not under-protected” (e.g., through reducing Black victimisation); “not over-policed” (E.g., through eliminating racial bias); “involved” (e.g., in oversight and scrutiny processes), and

“represented” (e.g., through ensuring that Black people are encouraged and “well-prepared” to apply for police roles”).

Summary of the Plan (pg. 11-14)

10. The Summary of the plan outlines the NPCC and the CoP’s “core commitments”, which include “zero tolerance of racism in policing”, at a personal/interpersonal, force, and national level; adopting an ‘explain or reform’ approach to addressing negative impacts and outcomes experiences by Black people; ensuring that officers and staff understand the history of policing Black people and the ongoing trauma of disproportionality; developing a representative workforce, and increasing the involvement of Black communities in its work.

Summary of Actions (page 15-19)

Work stream 1: Black people and communities are properly represented within policing, with an internal culture that promotes inclusivity and supports their development and progression.

11. Actions in this workstream include the following:
- a. Increasing the awareness and understanding of every officer and member of staff of racism, anti-racism, Black history and its connection to policing through the introduction of a mandatory programme of training for all police officers and staff
 - b. Improving the recruitment, retention, and progression of Black people within policing through the targeted mentoring and talent development programmes to build the confidence and skills of – and to promote progression of – Black officers and staff; □ implementation of a national standard across all recruitment and promotion processes to minimise racial disparities.
 - c. Improving understanding of, and addressing, workplace disparities and the experiences of Black officers and staff through collation and annual reporting of the ethnicity pay gap across forces to understand and address any pay disparities
 - d. **Reducing racial disparities in misconduct and complaints processes and improving support to Black officers and staff through the NPCC, working with APCC colleagues**, reviewing misconduct and disciplinary processes. Page 26 outlines how the NPCC will work with the APCC to develop guidance around Independent Panel Chair selection.

Workstream 2: Black people and communities are respected and treated in a fair and equitable way

12. Actions in this workstream include:
- a. . Development of a new national approach to help forces identify and tackle racial disparities in the use of powers, including traffic stops, stop and search, and use of TASER.
 - b. Proposals to strengthen governance and oversight of the use of police powers through effective supervision and community scrutiny of police data and body-worn video (BWV) footage.
 - c. Assessing the impact of digital forensics on Black people (biometric data, facial recognition and artificial intelligence) and taking action to reduce bias.

Workstream 3: Black people and communities are routinely involved in the governance of policing.

13. Actions in this workstream include:
- a. **Developing a stronger national-level and force-level approach to improving the engagement of Black communities in policing activity and governance, working with the APCC**; including to develop a ‘You said, we did’ accountability process.

- b. . Evaluating current and new approaches for building trust and confidence with Black communities, including young Black people.

Workstream 4: Black people are not ‘under-protected’ and are properly supported as victims of crime and as vulnerable groups.

14. Actions in this workstream include:

- a. Developing a national programme of work, engaging the NPCC, the APCC and the College, to understand which crime types have a disproportional impact on Black people and the service level that Black victims receive.
- b. Developing a more effective police response to hate crime committed against Black people
- c. ***Police and crime commissioners leading a refresh of local crime prevention plans to improve support to Black communities, to reduce the victimisation and marginalisation experienced by Black people, and to improve victim satisfaction.*** Page 46 details how the NPCC will work with the APCC on this, to ensure that forces will be able to focus on areas within plans that reduce victimisation experienced by Black people.
- d. ***The NPCC and the College to work with PCCs and departments across government to explore opportunities to secure additional funding to support more effective outcomes for Black people.***

APCC Response

In response to the publication of the Plan, the APCC Joint Leads on Race Disparity [stated](#) the following:

“[...] we welcome the fresh energy that is now being invested by Chief Constables into a commitment to tackle the disparities faced by Black people in policing and criminal justice. We are encouraged that the NPCC and College of Policing will be working with the public on this important issue [...] We additionally welcome the way in which the APCC is being asked to engage by monitoring and scrutinising the progress and outcomes set out in the NPCC and the College’s Plan.”

The APCC press statement also detailed some of the key work that the APCC is doing in this area, including its own [Race Disparity Action Plan](#), and the [APCC Equality Framework](#).