



WEST YORKSHIRE POLICE AND CRIME PANEL

9 October 2020

Diversity, Equality and Inclusion Update

1.0 Purpose

- 1.1 Following ongoing discussion during Police and Crime Panel meetings in 2020, it was agreed a written update would be provided for further consideration between Panel Members and the Police and Crime Commissioner (PCC).
- 1.2 The purpose of this paper is to continue a conversation with regard to Equality, Diversity and Inclusion and to particularly focus on the current issues with regard to proportionality that have been brought to the fore by recent national and international headlines.

2.0 Introduction

- 2.1 It should not be forgotten that this area of policing has been under the spotlight for a while. The death of Stephen Lawrence in 1993 and subsequent enquiry highlighted issues nationally and many different parts have been addressed over the years. The National Police Chiefs Council raised the opportunities of reducing the disproportionate rate of Black Asian and Minority Ethnic young people at the first point of contact with the Criminal Justice system in August 2018. Statistics around use of force, Taser deployment and Stop and Search rates have courted much media interest over several years.

3.0 Ongoing discussions

a) Community Outcomes meeting 23 June 2020 - Urgent Items – reassurance for Diverse Communities

- 3.1 As part of the Community Outcomes meeting (COM) on 23rd June 2020, the PCC added an urgent item to the agenda and invited public questions. To support greater transparency, the PCC used these questions and some issues raised via casework from my office to inform the questions, so I could

offer reassurance to our diverse communities. The answers the PCC received were particularly frank, the Q and A was filmed and is available on the OPCC website, key issues included:

- Discussion around bias, discrimination and racism, the death of George Floyd and its impact on British policing.
- The impact of the stop and search figures from Op Jemlock and how they impacted on the overall stop and search disproportionality in WY including the reasons offered by West Yorkshire Police.
- Broader discussion on Stop and search disproportionality (other than street population) and its impact.
- Monitoring and response to community tensions on the back of the recent demonstrations and counter demonstrations, and what was happening to address community cohesion in the areas of greatest concern.
- Reassurance around training/decision making when it comes to use of force and what improvements have been made to ensure the police complete data accurately (due to believed current under reporting).
- Covid breaches - any potential bias and how WYP plan to better engage with diverse communities during, and post, lockdown.
- The current strategy to combat Islamophobia.

b) Police and Crime Panel Meeting 17 July

3.2 Panel members and the PCC discussed in detail the enforcements from the Coronavirus legislation and how this impacted our communities.

3.3 The following highlights some of the areas that were analysed. This includes the majority of notices issued during the first wave of the pandemic:

- 85.9% of all the notices were given to male recipients
- For the age ranges, the most notices were given to the 18-24 age group (53%) and 25-34 were next with 32%. No Fixed Penalty Notices have been issued to under 18's, however 9.3% of occurrences have an under 18 linked, the majority of these are where a Fixed Penalty Notice has been issued to their responsible adult. The least were given to the 65 and over group (0.7%)
- With regard to ethnicity – there are two records for this metric, self-defined and officer defined ethnicity
- With the self-defined ethnicity, nearly 13.2% of the data is recorded as not stated, this is one of the options the person can pick to define themselves as and is also used when the person refuses to identify their ethnicity
- Officer defined ethnicity is recorded as 'unknown' in 3.7% of cases. This is a valid option the officer can select when they cannot identify which ethnicity the person belongs to

3.4 The following looks at the self-defined ethnicity. It excludes the cases with not stated or not recorded data.

- For this data set, the largest number of notices were given to those defined as white (60.0%).
- 2.1% of the notices were given to those defined as black. This correlates perfectly with the proportion of the population which were classed as black in the 2011 census (2.1%)
- This is similar to those of a mixed background with 3.2% of the notices given to this group whereas the actual population is 2.2%.
- The largest discrepancy is with regard to the Asian population with 31.9% of the notices given to this group which makes up 13.1% of the population, a difference of 18.8%.

3.5 At the COM meeting it was highlighted that officers had been responding to calls for service from the public who were reporting breaches, so officers were deployed, both NPTs and operational support, to those areas. Analysis had shown that calls and deployment demand directly correlated with the ticket numbers but these were the areas where members of the public were stating that breaches had occurred. They were not an officer based random approach but were from community based intelligence reports.

4. Ongoing scrutiny of Stop and Search

4.1 The latest stop and search statistics were published nationally in March 2020 and relate to the 2018/19 financial year. The following looks at West Yorkshire in comparison to other police forces nationally.

- The Metropolitan Police in London made almost half (48%) of all stops and searches in England and Wales
- There were 22 stop and searches for every 1,000 people in London, compared with four per 1,000 people in the rest of England and Wales
- West Yorkshire Police mirror the rest of England and Wales with four per 1,000 people subject of stop and search
- There were 51 stop and searches for every 1,000 Black people in London, compared with 19 per 1,000 Black people in the rest of England and Wales
- West Yorkshire Police are well below the rest of England and Wales with eight per 1,000 Black people subject of stop and search.
- In West Yorkshire six per 1,000 Asian people are subject of stop and search, similarly four per 1,000 Mixed Race, three per 1,000 White and two per 1,000 people from an Other ethnic background.

Data Quality

4.2 WYP are determined to improve data quality relating to stop and search records thereby enabling more accurate insights into stop and search activity and behaviours. Analysis for the latest 12 months to June indicates that around one in five stop and search records have the self-defined ethnicity of the person stopped recorded as either 'Not Stated' or 'Not Recorded'. Improvements are being driven through new monitoring processes, scrutiny at accountability

meetings whilst improved engagement with people subject to stop and search will also provide a more complete and richer dataset in relation to stop and search activity.

- 4.3 The following data should be considered alongside this recording caveat. In 2014 West Yorkshire Police adopted the College of Policing Best Use of Stop and Search programme which at the time saw a decrease in the number of stop and searches.

Current Overview

- 4.4 The following reports the number of stop & searches undertaken by WYP in the latest 12 months to June 2020 and compares this to the previous 12 months.
- Stop and search activity has increased significantly in the latest 12 months to June. Much of this increase is due Op Jemlock (the response to Serious Violent Crime enforcement in West Yorkshire). These stop searches are intelligence led and are undertaken by officers who are working due to the surge funding from the government.
 - White stop and searches have increased by 67% in the past 12 months, whereas Asian stops have increased by 101%, Black stops by 81%, Mixed Stops by 123% whilst stops for all Other ethnic backgrounds have increased by 86% in the past 12 months.
 - When comparing stop and search activity per 1000 population, in the latest 12 months to June 2020 WYP have undertaken 16.7 stops for every 1000 black people in the local population. This means that black people are 3.4 times more likely to be stopped than a white person, although this is still less than the 19 stops per 1000 for England and Wales as detailed before
 - In the latest 12 months to June 2020 WYP have undertaken 14.0 stops for every 1000 Asian people in the local population. This means that Asian people are 2.8 times more likely to be stopped than a white person.
 - In the latest 12 months to June 2020 WYP have undertaken 11.2 stops for every 1000 people from a mixed background. This means that people from a mixed background are 2.2 times more likely to be stopped than a white person.
 - In the latest 12 months to June 2020 WYP have undertaken 16.7 stops for every 1000 people from an Other ethnic background. This means that people from an Other ethnic background are 1.2 times more likely to be stopped than a white person

5. Current Work

- 5.1 In the OPCC there has continued to be a plethora of work to inform this agenda and we are ensuring that this work is as supportive as possible.

a) Safer Communities Fund

5.2 A full mapping exercise of the fund to bring it up to date is underway and should be ready by the end of October 2020. However for Grant Rounds 16-18 and the Covid Extra Ordinary Round (currently running) the OPCC has found:

- 10 projects out of 143 mapped have a BAME focus 7%
- Awarded £57,262.44 to support 1625 individuals
- The 10 projects are running across Calderdale, Kirklees and Bradford

5.3 *Grant Round 19* was launched by the PCC on 7 Sept 2020 with total funding of £140,000 available. This will only fund projects which can deliver now during Covid, with some flexibility due to local restrictions and a second wave. The funding is targeting:

- Projects across all Police and Crime Plan priorities which offer support to diverse communities.
- Projects which will tackle Hate Crime including what hate crimes are, their impact, how to report them and support for victims/repeat victims.

b) Comms, Engagement, Research and Casework

5.4 Weekly meetings of the above teams allow us to respond to community concerns in a co-ordinated way. Following the death of George Floyd my casework and engagement teams fielded a number of responses following questions about the policing of BAME communities across West Yorkshire. OPCC Engagement also meet regularly with engagement colleagues from WYP and IOPC.

c) Community Conversation Survey

Community Conversation Survey Results June 2020

5.5 The survey was hosted online, and promoted through social-media platforms and through partners to encourage a response from the public. In total, 1044 people responded to the survey. Over 300 of these people were residents of Bradford, who accounted for the largest share of survey respondents (30%). Wakefield residents were the second largest group (21%), although there was a relatively low response from Leeds residents (19% of respondents) in this particular survey.

Different communities' experience of Lockdown

5.6 Ethnicity: Unfortunately only 150 (14%) of our respondents were from a non-White British background. With 73 responses, people who described their ethnicity as Asian/Asian British were the largest BAME group, 19 people described their ethnicity as Black/Black British.

5.7 With these small sample sizes, it is difficult to draw hard conclusions about different opinions shown by different ethnic groups, but the data suggests that:

- Asian and Black respondents found it harder to cope during the lockdown than White British respondents. 19% of White British respondents said they found it hard to cope or were unable to cope during lockdown, whereas this figure was 37% for Asian respondents, and 47% for Black respondents.
- People of different ethnicities showed the same type of concerns about the relaxing of lockdown restrictions as each other; no real differences were seen in the data. Further, no real differences were recorded in different ethnic groups' sense of safety in their neighbourhood.
- 36% of White British respondents felt that the Black Lives Matter protests had had an impact in their community during June. Although the equivalent figure amongst Asian or Black ethnicity respondents was higher, it was not sufficiently higher to register a statistically significant difference to that of White British respondents. Here the small sample sizes impact on our analysis.

	Count	Column N %	
Ethnicity	White (British)	905	85.90%
	White (Other)	27	2.60%
	Asian or Asian British	73	6.90%
	Black/Black British	19	1.80%
	Chinese	3	0.30%
	Mixed race	16	1.50%
	Other ethnic group	10	0.90%
	Total	1053	100.00%

Community Conversation Sept 2020

5.7 The PCC will be launching the survey again with some slight changes to see how communities are coping now. The OPCC Engagement Team will be working with BAME communities and Third Sector partners to increase the number of BAME respondents.

d) Youth Advisory Group (YAG) – BAME discussion

5.8 The YAG met on 27 June 2020 via skype and discussed (at their request) the impact of British Policing on BAME communities.

e) Third Sector Engagement and support

5.9 OPCC and WYP Engagement teams are in the early stages of a project working with the Third Sector to improve BAME satisfaction and confidence in policing – this is a long term engagement plan to really get to the detail and improve satisfaction levels.

5.10 The PCC will also be asking the third sector groups he commissions/works with, namely Bradford CNET, Calderdale North Bank Forum, Kirklees Third Sector

Leaders supported by Volunteering Kirklees, Leeds Voluntary Action Leeds, Wakefield NOVA to report on their work to promote diversity and inclusion ensuring all voices are heard and represented.

f) National VRU Workshop on Community Involvement - 22 July 2020

5.11 Following OPCC attendance at the National VRU workshop on community Involvement the PCC will be working closely with the VRU to ensure they are supporting constructive conversations about structural racism, inequality and its manifestation in the services being provided, and how power can be shared between organisations and communities to tackle serious violence

g) Understanding / Evidence / Data Collection and Analysis

5.12 There is a significant piece of work underway that the PCC has commissioned from West Yorkshire Police to present figures and statistics from eleven different areas of policing. These key findings will be part of a report to his office and the subject of periodic update and review. The areas under examination are:

- Use of Force
- Use of Taser
- Custody Incidents
- Stop and Search
- Complaints
- Roads Policing
- Intelligence
- Offender Outcomes
- Workforce
- Victims Outcomes
- Victim Satisfaction

5.13 Further areas of work are; understanding the deployment of resources, understanding our population (considering a potentially out of date Census) and the impact of incomplete data submissions (failure to complete Self Defined Ethnicity for example).

5.14 To provide a more accurate, scientific understanding of our community demographic, data from schools, Local Authorities and partners also be collated. This data will provide a better understanding rather than the out of data census data that is currently used.

5.15 We have also benchmarked all Home Office Forces for Strategic Plans and research they may hold, this benchmarking will scope wider to other sectors, private, public and voluntary.

5.16 Understanding disproportionality is a key factor to the development of further critical actions and is also a requirement from HMICFRS with regards to Stop and Search powers. There have been many academic reports produced over

the years, which seek to explain disproportionality. Research between 2003 and 2020 has been reviewed and summarised.

5.17 The key themes identified were;

- Discrimination / Racial Bias
- Street and Population Availability
- Approaches to Deployment
- Accuracy of the Data
- Crime Rates

5.18 WYP has successfully applied to work with the N8 Policing Research Partnership on COVID 19 submission. Under the academic leadership of the University of Liverpool and collaborating with Cumbria, Cheshire and Greater Manchester, research will take place on the potential disproportionate approach taken to enforcing Fixed Penalty Notices under Coronavirus Regulations. This research is expected to deliver some key findings by late 2020 or early 2021. The findings will be critical given the likelihood of further restrictions during the pandemic and similarities in disproportionality seen across other areas of Policing

5.19 In order to ensure that West Yorkshire Police address some of the above themes, a strategic plan has been developed to monitor progress.

6. The Proportionality Strategic Plan

6.1 The Proportionality Strategic Plan has been developed, as a dynamic working document, to capture organisational work streams, capture incoming recommendations and to monitor progress towards understanding proportionately in its many forms and the steps to take to address areas of concern.

6.2 It is clear there is an overlap with existing plans, such as the Diversity Equality and Inclusion Plan, which is maturing and becoming embedded as everyday business. At this stage, the plans will not be merged, but will be run in parallel. This will ensure focus can be applied to all areas, gaining traction across a broader spectrum of work.

6.3 During focus groups and meetings with Senior Leaders and experts, the main headings of the plan were created, these are;

1. Governance
2. Understanding / Evidence (Data Collection and Analysis)
3. Engagement and Communication
4. Training / Skills / Internal Culture and Inclusivity
5. Use of Powers

6.4 The headings also reflect the National Police Chiefs Council proposed plan which is due to be published in October 2020. Any findings from a national

perspective can therefore be included within the plan for local consideration and development.

- 6.5 There are currently 19 live actions on the plan, each graded using a red, amber and green methodology. The majority are now amber – as either works progress, scoping or understanding. The remaining actions are red, as the work has not yet been commenced. This is mainly due to sequencing of work streams and not due to barriers or challenges.

7. Summary Position Sept 2020

- 7.1 The below provides a summary of each critical action area, why it is important and the next steps.

a) Governance

- 7.2 It is essential to create an effective governance structure with a balance of operational and corporate leadership. We already know that proportionality in policing (and wider society) is a complex topic, therefore, there must be a structured approach, to prevent duplication, increase accountability and gain traction swiftly. In recognition of the importance and potential overlap, the Deputy Chief Constable will take strategic ownership of the Plan.
- 7.3 Dates for the Governance Board have not yet been identified, this however has not delayed critical actions from commencing. Direction from Chief Officers has already prompted changes and proposed additional work streams.

b) Understanding / Evidence (Data Collection and Analysis)

- 7.4 This work stream has commenced (as detailed before) and is due to report on the 11 areas of policing as well as other data sets as and when they become available.

c) Engagement and Communication

- 7.5 Each area of the plan is important, but arguably, the section under engagement and communication is critical to success both internally in the police and externally with our communities.
- 7.6 The WYP workforce and communities need to understand in simple terms what disproportionality is and how conclusions are reached – this should provoke thoughts and reflection when decisions are being made or policing powers utilised. They (internal and external) also need to be informed frequently what we are doing, what the next steps are, celebrate progress and understand areas for improvement. We also need to ensure that communication is balanced so colleagues are not fearful of performing their roles.
- 7.7 This communication strategy is under development by the lead from Corporate Communications and the engagement lead for Local Policing.

- 7.8 Our workforce and communities also need to be considered part of the solution, not the cause. The ideas generated from grassroots, thoughts and opinions must be valued. We hold a significant amount of experience and influence within our communities and have the ability to reach out to people with 'lived experience' who can assist us in understanding the impact of Policing.
- 7.9 A simple action already undertaken is a brief question set to our communities, asking how they want to be engaged with and in what type of format and frequency – we recognise that we are speaking about sections of our community, but that they may not be represented. By engaging and communicating, we will enhance our ability to seek advice and scrutinise our approach moving forward, this action also feeds into our ability to communicate with communities when critical incidents occur, locally, nationally and worldwide.
- 7.10 We must also develop a more robust publication strategy, this will increase transparency and trust with our communities, colleagues and partners. This is also an area under scrutiny from HMICFRS to display our data and show a level of understanding (even if we cannot fully explain all the reasons for any disproportionality).

d) Training / Skills / Internal Culture and Inclusivity

- 7.11 There are some initial steps being taken, such as review of the Stop and Search Policy. We need to ensure it is robust, but flexible to adapt to local needs. In essence, this means that by understanding our data and trends, Districts will have to approach scrutiny and accountability differently. We will not apply a broad-brush stroke across WYP, we must tailor activity to demand and levels of disproportionality.
- 7.12 For example, activity could be enhanced through intrusive supervision, body worn video checks, additional training and internal & external communications.
- 7.13 Unconscious Bias training is already mapped out across the organisation following a presentation to the Chief Officer Team and to the wider Senior Leadership at the Strategic Planning Days. There will be a phased approach to develop all staff in West Yorkshire.

Phase 1 – A half-day training session will be delivered by trainers via Skype. All frontline officers will be prioritised and trained through October to November 2020

Phase 2 - Training will be delivered to Senior Leaders and Managers from January to March 2021

Phase 3 – Training will also be delivered to staff at WYP training days. This will include using guest speakers and will be facilitated by the training officers

- 7.14 Unconscious Bias training will also be a thread running through all Leadership Programmes, Public Order, Police entry degree programmes and any future course designed and delivered within West Yorkshire.

7.15 In September 2020, a review of Officer Safety Training was proposed and presented to Chief Officers and Senior Leaders. The package will be reviewed for content, the length of time taken to deliver and will incorporate further Unconscious Bias inputs, reinforcing the Code of Ethics and accountability for actions and decision making. A workforce wide email has already been sent by Chief Officers outlining the unacceptable actions of neck restraints. Staff are required to 'sign' to say they understood the briefing, thereby reducing the potential for serious injury and negative perceptions amongst our communities.

e) Use of Powers

7.16 To ensure that training and the development of skills is effective we must ensure that we are clear on our strategic vision for the use of Police powers and the service we provide for our communities, this will be reinforced at the Governance Board.

7.17 By way of example, do we currently encourage the use Stop and Search based upon intelligence and within a specific neighbourhood where a Deployment Plan directs our staff? As the Operation Jemlock deployments have shown, 'find' rates (positive stops) are increased by targeted patrols, reducing unconscious bias (and disproportionality), resulting in the deployment of our staff in the right areas, with the right skills to keep communities safe and feeling safer.

8. Moving forwards

8.1 West Yorkshire Police is taking the issue of proportionality very seriously. They have already volunteered for and completed a College of Policing PEER review in relation to Diversity, Equality and Inclusion. The Chief Constable attended the Home Affairs Select Committee to answer questions following the 20 year anniversary of the McPherson report.

8.2 The professional standards department has implemented a number of changes which were highlighted throughout the Peer review, these were with regard to reflections on actions towards officers from Black, Asian and Minority Ethnic groups. These changes have resulted in West Yorkshire Police's PSD now being highlighted positively.

8.3 WYP has a strong DEI strategy in line with the College of Policing and the linked Gold, Silver and Bronze groups meet regularly to raise and discuss matters which are important to those inside the organisation and wider. They have embraced the College of Policing Positive Action toolkit and use this to improve the DEI work.

8.4 They have an open and robust IAG system throughout WYP, which seeks scrutiny from the wider community. This is currently being enhanced and is a valuable tool to scrutinise current practise.

Upcoming work

The Police and Crime Plan 2016-21 sets out the PCC's strategic direction, outcomes and priorities. Making those commitments real for the diverse communities in West Yorkshire is an ongoing piece of work which requires new focus within the current context of Covid and community concerns.

To support this we will:

- Establish a task and finish group to support and lead on this area of work
- Develop across the OPCC to ensure that equality issues can be considered most effectively by staff involved in victim services in delivering the police and crime plan and objectives, so that outcomes can be improved
- Determine whether we need additional capacity to support this area of work.
- Work with the CC to ensure all data recorded supports our joint understanding and informs communities.
- Analyse data in relation to any and all disproportionality so we can have an honest conversation with our communities
- Work with communities to provide better transparency and more publicly available information via the PCCs website
- Work with partners to better understand true context of life experiences for our diverse communities.
- Use early intervention tools across our work to positively impact diverse communities.
- Work with partners to review any further emerging issues and community concerns.
- Working with 'Partnership to Keep Faith Communities Safe' – Virtual Event Jan 2021