

Police Race Action Plan

Improving policing for Black people



The Police Race Action Plan has been developed jointly by the National Police Chiefs' Council (NPCC) and the College of Policing with input from stakeholders, including the National Black Police Association, the Independent Scrutiny and Oversight Board Chair, and the Association of Police and Crime Commissioners.

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Foreword



Chief Constable
Sir David Thompson QPM DL



Chief Constable
Andy Marsh QPM

In the summer of 2020, nations across the globe were rocked by the outpouring of emotion following the murder of George Floyd. It provided a catalyst for the expression of deep concerns about the social injustice experienced by Black people. This was the same in the UK. Although this was a wider expression against societal injustice, it was about policing.

Policing has a difficult history in its relationships with Black communities. The overt racism many of the Windrush generation experienced included policing. The Scarman report, following the 1981 riots across England's major cities, identified the harmful impact of policing on Black Britain.

Stephen Lawrence's murder in London in 1993 and the 1998 Stephen Lawrence Inquiry by Sir William Macpherson were watershed moments in facing up to racism in policing. The attribution of institutional racism, defined by Macpherson below, was a seismic moment in policing's history.



The collective failure of an organisation to provide an appropriate and professional service to people because of their colour, culture or ethnic origin. It can be seen or detected in processes, attitudes and behaviour which amount to discrimination through unwitting prejudice, ignorance, thoughtlessness and racial stereotyping.”

Much has been done in the intervening years by policing to address racism in the police and society. There has been a stronger focus on neighbourhood policing to bring us closer to issues affecting communities and their involvement and oversight in areas such as protests and stop and search. A more robust independent inspection and complaints process has been introduced to scrutinise the police. And there has been a much greater focus on policing being diverse and inclusive. As policing grows as part of the Police Uplift Programme, there is a huge focus on building a more representative service.

Despite this, change has not been fast nor significant enough in Black communities. As we have prepared this plan, we have heard the views of Black people and their experiences of policing. We have listened to the voices of our own Black colleagues about the service they belong to. 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 institutionally racist and have grounds for this view.

We accept that policing still contains racism, discrimination and bias. We are ashamed of those truths, we apologise for them and we are determined to change them. We have much to do to secure the confidence of Black people, including our own staff, and improve their experience of policing – and we will. We will be held to account and we welcome scrutiny. We hope that in the future, we will be seen as the institutionally anti-racist organisation we want to be, because we took action and delivered on our promise to change.

That need for change is evident. Policing lags behind almost every part of the public service as an employer of choice for Black people. Confidence levels are much lower, and our powers are disproportionately applied to Black people. In some crimes, victimisation rates are higher. Black officers and staff leave policing earlier in their careers than White staff and the fact we have only seen two Black officers reach chief constable or assistant commissioner rank in policing's history is a failure.

Chief constables have decided that they should initiate and own this plan. We need policing to be an actively anti-racist organisation and are taking the steps to achieve this. We need collective action across the

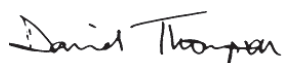
entire police service to deliver the changes that we need, which is why we have agreed a national programme of action.

There remains overt racist behaviour in policing, which has been highlighted by recent criminal and misconduct proceedings. This will not be tolerated. No-one in policing can be a bystander to such behaviour. However, more is expected than this alone. The majority of police staff would assert they would not consciously tolerate racism. The challenge for this plan is to create a police service that is anti-racist. Only being 'not racist' is not enough. It requires a much more active approach and mind-set.

This has to be a mandate for a service that stands for justice. We know that societal racism to Black people is much wider than policing. However, policing has a much higher obligation than any other public service, given its ability to deprive liberty and use the most intrusive powers. The collective trust of society is critical to a police service built upon consent.

This plan and the work that flows from it is more than just tackling individuals who damage policing by their overt racism or just the necessity to recruit more Black officers and staff. It is about looking at how policing works and challenging the policies, procedures, operations and cultures in policing where racism, bias and discrimination exists, so we can ensure there is no longer a debate to be had on policing and institutional racism.

This plan starts to set out what we will do. As we develop the plan, we will publish new iterations. Our Independent Scrutiny and Oversight Board will actively challenge this work to ensure it is the best it can be, bringing public accountability and informed input.



Chief Constable
Sir David Thompson QPM DL
West Midlands Police
Chief Constables Council,
Vice Chair



Chief Constable Andy Marsh QPM
Chief Executive Officer,
College of Policing

Overview

Development and scrutiny of the plan

The Police Race Action Plan ('the plan') has been developed jointly by the National Police Chiefs' Council (NPCC) and the College of Policing ('the College') with input from stakeholders, including the National Black Police Association (NBPA), the Independent Scrutiny and Oversight Board (ISOB) Chair, and the Association of Police and Crime Commissioners (APCC).

Some of the activity in the plan is already underway. Over the next six months, there will be wider engagement with stakeholders and communities to test and refine the actions. At the same time, the ISOB, chaired by Barrister Abimbola Johnson, will scrutinise the plan and the approach to delivery. Work will also be undertaken to determine timeframes for delivery of the actions.

As a result of this engagement, there will be scrutiny and further scoping of how and when actions will be delivered. An updated iteration of this plan will be published in December 2022 that contains further delivery detail.

We have taken into account the recently published [**Inclusive Britain report**](#), the government's response to the Commission on Race and Ethnic Disparities (CRED).

We have also considered the recommendations in the Independent Office for Police Conduct (IOPC) [**National Stop and Search Learning Report 2022**](#).

In developing the plan, we have referred to a clear evidence base in the information that is publicly available on GOV.UK's [**Ethnicity facts and figures webpage**](#). This data has been used throughout this document and forms our evidence base for action to be taken.

The case for change

Our vision is for a police service that is anti-racist and trusted by Black people

The legitimacy and effectiveness of UK policing is built on relationships between the police and the public, but there are longstanding challenges in our relationship with Black communities. Without the trust and confidence of Black communities, policing is less effective at protecting all communities.

Although much has been done over the years to tackle racism, discrimination and bias in policing, change has not been fast enough nor significant enough.

Black people are seven times more likely to be stopped and searched than White people and five times more likely to be subjected to the use of force.¹ Testimonies tell us that Black people find these encounters – particularly stop and search – confrontational, stigmatising and humiliating.²

Negative disparities also extend into the policing workforce itself. Although the service is more diverse than ever, Black people continue to be significantly under-represented. Black officers and staff are more likely to have routine performance management issues escalated into formal disciplinary proceedings and are less likely to progress through the ranks than their White counterparts. There are also accounts from whistle-blowers of experiencing victimisation after calling out racism and discrimination.

There is a trust deficit in the police among some Black communities – for example, confidence in the police is 20% lower in the Black Caribbean

1 Home Office. (2021). [Police use of force statistics, England and Wales: April 2020 to March 2021](#). [internet]. [Accessed May 2022]

2 See, for example: Keeling P. (2017). [No Respect: Young BAME men, the police and stop and search](#), [internet]. Criminal Justice Alliance. [Accessed May 2022]

group than the national average.³ These historically low levels of trust in policing by Black communities risk undermining policing's Peelian mission of policing by consent.

The government's recent **[Beating Crime Plan](#)** sets clear expectations on policing to improve its performance in tackling the crimes that matter most to the public, as well as improving its service to victims. This cannot be achieved when sections of society, often those experiencing the highest levels of crime, are not engaged in the work of the service.

The aim of the plan is to give officers the tools they need to build trust and confidence with Black communities, so that they are better equipped to challenge racism and to identify and address any ingrained cultural biases that may be fuelling racial disparities across policing.

It is not the aim of the plan to characterise all officers as racist or to suggest that the entire system is broken. The vast majority of police officers are not racist, and racism is prohibited and repudiated in the rules and codes of practice that underpin policing.

Focus on Black communities and people

Policing recognises that the racial disparities affecting Black people are most acute and the trust deficit presents a significant challenge to police legitimacy and effectiveness. This plan, therefore, focuses on improving policing for Black people.

When we say Black people, we mean Black African, Black British, Black Caribbean, Black Other and Mixed Black backgrounds.

Disparities also exist in policing's relationships with other ethnic minorities, including the UK's Asian communities and Gypsy, Roma and Traveller communities. We do not intend to minimise these issues. The plan is in addition to ongoing efforts to ensure that policing is inclusive and fair to all, and that concerns from minority or under-represented groups are acted on.

3 GOV.UK. (2021). **[Confidence in the local police](#)** [internet]. [Accessed May 2022]

Evidence shows that disparities are the widest among Black people.

- Black people have significantly lower than average rates of confidence in their police force, at 64% compared with an average of 74%. Among Black Caribbean people, the rate is just 54%. Asian people, meanwhile, have higher than average rates of confidence in their police force, at 77%.⁴
- While there is disparity in the rates of stop and search among other ethnic minorities, these rates are at a much lower level than with Black people. The stop and search rates are:
 - Black people, 54 per 1,000
 - Asian people, 15 per 1,000
 - White people, six per 1,000⁵
- Black men are over three times as likely to be arrested than White men, with 60 arrests per 1,000 Black men, compared with 17 for every 1,000 White men.
- In the three years to the year ending March 2021, the average homicide rate for Black people was around six times higher than for White people and almost four times higher than victims of other ethnicities.⁶ Other ethnic minorities are more likely to consider a career in policing: 4.8% of recent recruits from 2020 are Asian, compared with 1.5% who are Black.

4 GOV.UK. (2021). [Confidence in the local police](#) [internet]. [Accessed May 2022]. See section 3, 'By ethnicity over time'.

5 GOV.UK. (2021). [Stop and search](#) [internet]. [Accessed May 2022]. See section 3, 'By ethnicity'.

6 Office for National Statistics. (2021). [Homicide in England and Wales: Year ending March 2021](#) [internet]. [Accessed May 2022]

Our vision

Our vision is for a police service that is anti-racist and trusted by Black people

The plan seeks to create an anti-racist culture, values and behaviours within policing. This will inform all operational policing practice, improving the experience and outcomes for Black people. It will enable the experiences of our Black communities, officers and staff to have a direct influence on our policies and practices going forward.

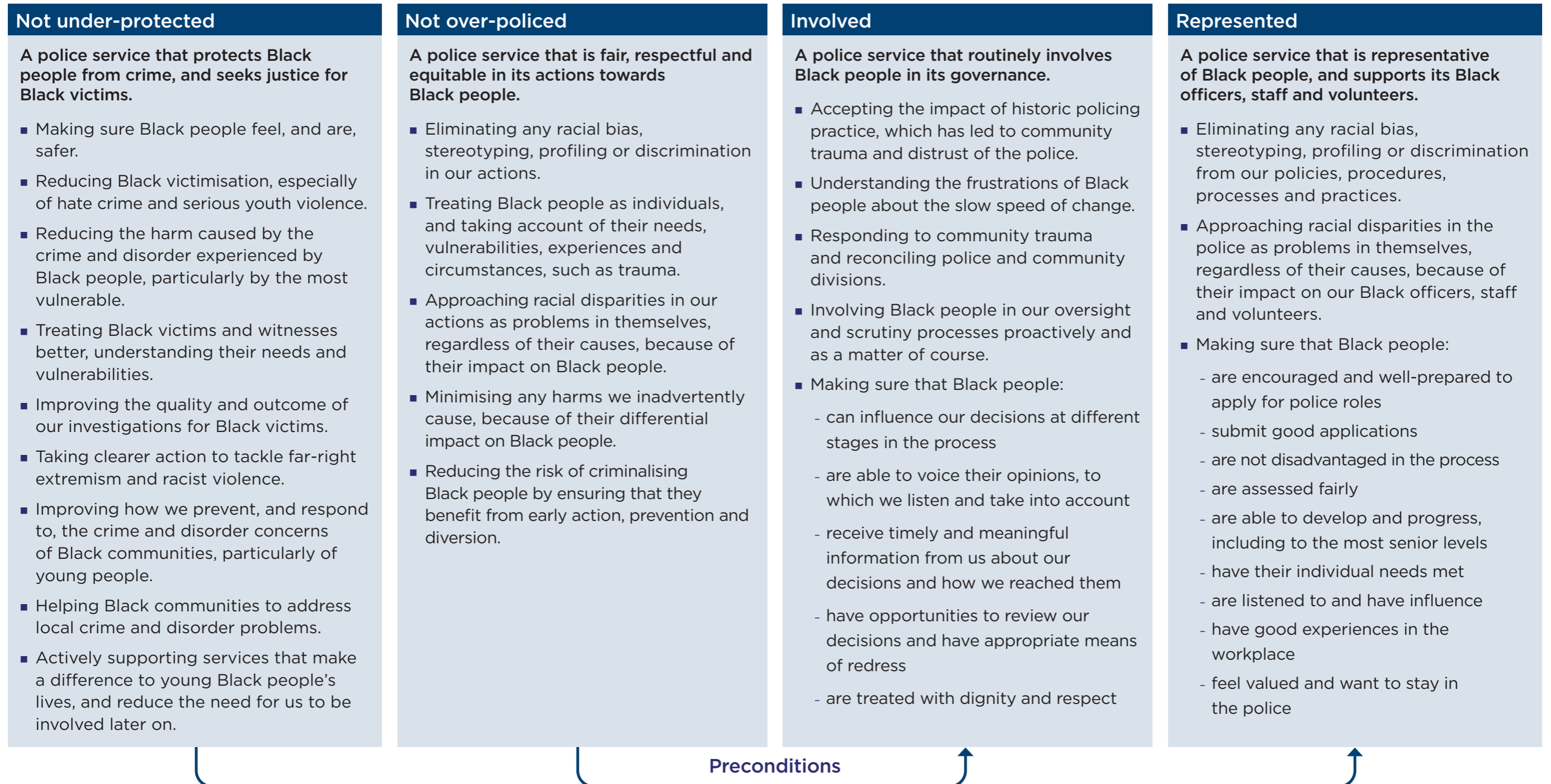
An anti-racist police service – the outcomes we are seeking to achieve

Outcome framework

A police service that is anti-racist and trusted by Black people

An anti-racist police service requires us to tackle racial disparities in policing proactively, to not exacerbate racial disparities that may exist elsewhere in society, and to be continually alive to issues of race and racism.

We are responsible for making sure Black people feel...



Summary of the plan

The plan sets out our core commitments and the actions we will take to build an anti-racist police service. These are set out below.

Our commitments

1. Zero tolerance of racism in policing.

At a personal and interpersonal level – Racist behaviour can be a criminal or disciplinary offence, which blights the reputation of forces and has significant consequences for individuals involved. The police service will enforce a zero-tolerance approach to racism in policing. That means it will not tolerate racist language, behaviour or actions by any serving officer or staff member. This includes behaviour in person, via social media or online to policing colleagues and members of the public. There is an explicit expectation for all serving officers and staff members to speak up and report inappropriate behaviours by colleagues. Mandatory national training, rolled out under this plan, will help drive home the fundamental importance of reporting. The training, which will be co-designed by the NBPA, will deliver the knowledge, cultural competence and confidence that officers and staff need to challenge, interrupt and report racism wherever they see it. It will strive to embed a proactive approach to opposing discrimination in any form, and to ensure that all officers are actively tackling racism in society and within the service.

The service will protect any affected officer or staff member who speaks up to report racist and discriminatory behaviours. As part of this plan, enhanced nationwide support will be put in place for Black officers and staff who are subject to alleged racial victimisation or racially motivated harassment and hate crime from any source.

At a force level – Reports of racist behaviour or action by officers and staff will be thoroughly investigated and will be dealt with swiftly and robustly, with appropriate support for victims and those reporting racist behaviours. The police service will not only deal with racism and discrimination where it occurs, but will be proactive in preventing it from happening in the first place.

We will use available sanctions within the disciplinary process and, where criminal offences may be disclosed, we will liaise with the Crown Prosecution Service (CPS). Every police force in England and Wales will review their policies, procedures and practices, embedding an anti-racist stance. Chief officers will be accountable for the identification and remedy of areas of potential conscious bias, unconscious bias or discrimination, at both personal and institutional levels. They will also ensure the effective investigation of any concerns raised by officers and staff, and will ensure that those who raise these concerns receive appropriate support. Under this plan, the NPCC will design new anti-racism principles for police standards and disciplinary departments. Misconduct panels will be made appropriately diverse, and members will receive anti-racism training that emphasises the gravity of racist and discriminatory behaviour. Progress within this area will be scrutinised by both local communities and the ISOB.

At a national level – The College and the NPCC will review all national standards for practice and training, ensuring that we support the development of an anti-racist police service. Commitment to anti-racism will be embedded as part of leadership programmes at all levels, wider promotion frameworks and appraisal processes. These programmes will be developed using both internal and external expertise. Actions under this plan will put in place national standards for recruitment and promotion to minimise racial disparities. These will be made subject to independent inspection by Her Majesty’s Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS).

The College and the NPCC will review the Code of Ethics, to further define the exemplary professional standards required of all police personnel. Chief officers in forces will be responsible for promoting increased levels of self-awareness, ensuring that everyone in policing feels able to always do the right thing and is confident to challenge colleagues irrespective of their rank, role or position.

The College and the NPCC will continue to work with partners and wider public services to develop an integrated and coherent approach to address inequalities faced by Black people. The police service will seek the support of HMICFRS to maintain this focus and accelerate change.

2. Policing will adopt an ‘explain or reform’ approach to address the negative impact and outcomes experienced by Black people.

Every police force in England and Wales will adopt an ‘explain or reform’ approach to examining policy or practice where racial disparity exists. At times, there will be reasons why disparity exists. Where disparity cannot be explained, the expectation is that it should be changed. There will be a particular focus on the lawfulness, proportionality and necessity of the use of police powers to ensure demonstrable legitimacy.

3. Policing will ensure that officers and staff understand the history of policing Black people and the ongoing impact and trauma of disproportionality.

The College and the NPCC will develop a mandatory programme that ensures every police officer, member of staff and volunteer is provided with training and education. This will support greater understanding of the national and local history of policing Black communities. It will seek to provide staff with confidence in discussing race and racism, as well as a greater understanding of historical relationships with Black communities, their personal role and the impact of their behaviours, in order to improve trust and confidence within Black communities.

4. The development of a representative workforce.

The College and the NPCC will improve attraction, retention and progression of Black people. This will include improving and/or changing processes and practices to eliminate any discrimination or bias from initial recruitment and at each stage of an individual’s career. This will ensure that the potential, talent, energy, enthusiasm and expertise of Black officers and staff is not wasted. The police service will seek the support of HMICFRS to inspect every force in England and Wales to determine the progress that it has made in this regard.

5. Policing will increase the involvement of Black communities in its work and improve support to Black victims of crime.

The plan sets out a series of actions that will support a step change in the way that policing engages with, and responds to, input and feedback from Black communities. This includes greater involvement of Black communities in oversight and scrutiny activity, as well as input to inform strategic decision-making at national and local levels. It also includes wide-ranging activity that will improve policing response and effectiveness to support Black victims of crime and vulnerable group.

Our activity

We will deliver these core commitments through the actions set out across four areas of work which seek to ensure the following.

1. Black people and communities are properly **represented** within policing, with an internal culture that promotes inclusivity and supports their development and progression.
2. Black people and communities are **not over-policed** and treated in a fair and equitable way.
3. Black people and communities are routinely **involved** in the governance of policing.
4. Black people are **not under-protected** and properly supported as victims of crime and as vulnerable groups.

Each of these **areas of work**, have distinct programmes and delivery plans. They are each led by senior officers from across the service, who will continue to be responsible for delivery of actions across them.

Summary of actions we will take

A thematic summary of the actions we will take across these areas of work is set out below.

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

1. **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
2. **Improving the recruitment, retention and progression of Black people within policing through:**
 - 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
 - a commitment from the College to establish an advisory group comprising members of Black heritage to help inform and develop its work
3. **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
 - annual force surveys to capture data on the experiences and perceptions of Black officers and staff
 - using that data to monitor and improve the experience and confidence of Black officers and staff within the workplace

4. 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 from initial assessment, investigation and outcomes, then implementing necessary changes
- the NPCC and the College leading on the collation and analysis of disciplinary data, to identify and support forces in addressing any racial disparities
- ensuring that the work of Professional Standards Departments (PSDs) across forces is informed by best anti-racist practice
- every force ensuring that Black officers and staff have access to appropriate support, including to their local Black Police Association (BPA) and Race Equality Networks
- the provision of enhanced nationwide support for all Black officers and staff who are subject to alleged racial victimisation or racially motivated harassment or hate crimes

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

1. Development of a new national approach to help forces identify and tackle racial disparities in the use of powers, particularly those that have the greatest impact on Black people:

- traffic stops under section 163 of the Road Traffic Act 1988 (RTA)
- stop and search that require reasonable grounds for suspicion (including intimate searches)
- stop and search under section 60 of the Criminal Justice and Public Order Act (CJPOA) 1994
- the use of Taser and other types of force

2. **Use of the new national approach to improve and promote consistency in the recording, analysis, monitoring** and publication of data on police powers and the effective use of that data at force level to tackle inequalities.
3. **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 of police interaction with Black people.
4. **Improving the knowledge and skills of all officers on the use of powers, including:**
 - lawful and legitimate use of powers
 - leadership
 - supervision
 - intelligence-led deployment
 - decision-making
 - communication and de-escalation
 - peer challenge and active bystandership
5. **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.

1. **Developing a stronger national-level and force-level approach to improving the engagement of Black communities in policing activity and governance.**
 - The NPCC will work with the APCC and with Black communities to review existing engagement channels, such as independent advisory groups and scrutiny panels, to identify ways of further strengthening the voice and influence of Black communities in policing governance.

- The College will build the evidence base on effective community engagement and share it with forces, including piloting and evaluating different approaches for engagement.
- Work will be undertaken to define a national data approach to support community confidence mapping by forces.
- Forces will map community confidence, produce local action plans to support community engagement, publish outcomes of their engagement and publish their response to issues raised by Black communities locally.

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

- The College will review evaluations of the impact of using specialist police school and education officers to support engagement with young Black people to understand what works.
- The College will draw upon the findings of its rapid evidence review looking at whether approaches such as community trauma and reconciliation support can help build trust, confidence and engagement with Black communities, and will pilot approaches with forces.

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

1. **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.
2. **Developing a more effective police response to hate crime** committed against Black people, including online and on social media, to improve governance, understanding and police response.

- 3. Work to improve understanding, police interaction and support for vulnerable groups within Black communities, including:**
 - addressing the criminal exploitation of vulnerable young Black people
 - disrupting the cycle of victims becoming offenders
 - ensuring the consistent use of age-appropriate policing
 - improving police response and effectiveness in supporting missing persons from Black communities
 - improving police response and effectiveness in supporting vulnerable Black people with mental ill health issues
- 4. 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.
- 5. Establishing a National Black Mentoring Scheme to develop a national register and cohort of Black peer mentors** to work with frontline officers, chief officer teams and national policing bodies to improve engagement with, understanding of, and support for marginalised Black communities.
- 6. 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.

Building an anti-racist police service: Summary of the plan

Our commitments

1 Zero tolerance of racism in policing.	2 Policing will adopt an ‘explain or reform’ approach to address the negative impact and outcomes experienced by Black people.	3 Policing will ensure that officers and staff understand the history of policing Black people and the ongoing impact and trauma of disproportionality.	4 The development of a representative workforce.	5 Policing will increase the involvement of Black communities in its work and improve support to Black victims of crime.
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Our activity and the actions we will take to ensure:

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

- Introducing a mandatory training programme for all officers and staff on racism, anti-racism, Black history and its connection to policing.
- Improving the recruitment, retention and progression of Black people through mentoring and talent development, as well as new national standards for recruitment and progression informed by Black people’s experiences.
- Understanding and addressing racial disparities through consistent recording and reporting of pay gaps, and introducing annual force surveys to capture the experiences and perspectives of Black officers and staff.
- Addressing racial disparities in misconduct and disciplinary processes through end-to-end review, consistent national collation and use of data, and ensuring that best anti-racist practice informs the work of Professional Standards Departments.
- Enhancing support for all Black officers and staff, including those subject to alleged racial victimisation or harassment.

Black people and communities are respected and treated in a fair and equitable way.

- Developing a new national approach for forces to identify and tackle racial disparities in the use of police powers.
- Promoting consistent recording, analysis, monitoring and publication of data on police powers, as well as the effective use of that data at force level to tackle disparities.
- Strengthening governance and oversight of the use of police powers through effective supervision and through community scrutiny of police data and body-worn video footage of police interaction with Black people.
- Improving the knowledge and skills of all officers on the use of powers, including lawfulness, proportionality and necessity.
- Assessing the impact of digital forensics on Black people.

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

- Strengthening national and local approaches to engaging with Black communities by reviewing and improving engagement channels, building the evidence base on effective community engagement, and sharing and piloting new approaches.
- Mapping community confidence at force level, developing a national data framework to support confidence, mapping and producing local action plans to support engagement, and publishing outcomes of engagement, including responses to issues raised by Black communities locally.
- Assessing the impact of neighbourhood policing on community confidence, school, education and community support activities carried out by police officers, staff and volunteers.
- Developing a framework for reconciliation between policing and Black communities based on research and emerging practice in forces.

Black people are protected and properly supported as victims of crime and as vulnerable groups.

- Improving our understanding of disproportionate Black victimisation and enhancing the service victims receive.
- Developing a more effective police response to hate crime committed against Black people.
- Improving policing’s response to vulnerable groups within Black communities, including those at risk of criminal exploitation and people with mental ill health.
- Refreshing local crime prevention to reduce victimisation and improve outcomes for Black communities.
- Establishing a National Black Mentoring Scheme where peer mentors from Black communities work with senior police personnel to improve understanding and engagement.
- Identifying opportunities for additional funding to support better outcomes for Black communities.

How progress will be monitored: Governance and scrutiny of this plan, including progress against delivery, will take place through engagement and feedback from Black communities at a local force level, through the Independent Scrutiny and Oversight Board, and through elements that will be inspected by Her Majesty’s Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS).

Workstream 1: Represented (Internal culture and inclusivity)

A police service that is representative of Black people and supports its Black officers, staff and volunteers.

The policing workforce is far from representative. Just 1.3% of police officers are Black, compared to 3.5% of the wider population.⁷ That equates to fewer than 1,600 Black police officers (full-time equivalent) spread across all 43 forces in England and Wales. The proportion has barely increased at all over the past decade. In 2010, Black people made up 1.0% of the force.⁸

The Police Uplift Programme to recruit an additional 20,000 police officers over three years has succeeded in increasing the proportion of female recruits, as well as Asian and other minority ethnic recruits. However, the proportion of Black new recruits remained low, at just 1.7%.⁹

Once recruited, progression through the ranks for Black officers is markedly slow. The vast majority of Black officers are constables (83%).¹⁰ There are no Black chief constables. There has only ever been one.¹¹

Black officers are more likely to leave the force early through voluntary resignation or dismissal than their White counterparts.¹² A report commissioned by the NPCC found that a disproportionately large number of internal conduct allegations against Black, Asian and minority ethnic officers are being assessed by Police Standards

7 GOV.UK. (2021). [Police workforce](#) [internet]. [Accessed May 2022]. See section 1, 'Main facts and figures'.

8 GOV.UK. (2021). [Police workforce - GOV.UK Ethnicity facts and figures \(ethnicity-facts-figures.service.gov.uk\)](#) [internet]. [Accessed May 2022]. See section 1, 'Main facts and figures'.

9 Home Office. (2022). [Police officer uplift, England and Wales, quarterly update to 31 December 2021](#) [internet]. [Accessed May 2022]

10 GOV.UK. (2021). [Police workforce](#) [internet]. [Accessed May 2022]. See section 8, 'By ethnicity and role (whole workforce)'.

11 Mike Fuller QPM, Chief Constable of Kent Police, 2004-2010.

12 Home Office. (2022). [Police workforce, England and Wales: 31 March 2021 second edition](#) [internet]. [Accessed May 2022]

Departments, with supervisors failing to deal with low-level matters at the earliest opportunity and proportionately.¹³

In February 2022, the IOPC published its report into Operation Hotton, which shone a light on racist attitudes and conduct in policing. The IOPC emphasised that this was not an isolated case and that similar instances have been uncovered in subsequent separate allegations in policing.¹⁴

Here, we set out a series of actions designed to address the unrepresentative nature of police recruitment, retention and progression of Black people, to ensure that the misconduct system is fair and representative, and to work towards building a more inclusive working culture across policing.

Detailed overview of actions and delivery: Represented workstream

- 1. Develop officers' and staff members' understanding of Black history and the relationship between policing and Black communities. This will be mandatory and role- or rank-specific for all staff. It will challenge assumptions and bias. This will also be used to assist with developing a shared local and mutual understanding with Black communities.**

To achieve this ambition:

- forces will review local products and existing initiatives
- the College will work with the NBPA and external partners to co-design a product for inclusion in the national curriculum (including anti-racism training)

13 Cain P. (2019). [**NPCC: Understanding Disproportionality in Police Complaint & Misconduct Cases for BAME Police & Staff 2019**](#) [internet]. National Police Chiefs' Council. [Accessed May 2022]

14 Independent Office for Police Conduct. (2022). [**Operation Hotton Learning report**](#) [internet]. p 4, paragraph 5. [Accessed May 2022]

- forces will work with their local BPA and Race Equality Network to develop an action plan to deliver and implement a local bespoke version of the national product produced by the College
2. **Create an advisory group within the College, with membership from those of Black heritage, to provide constructive challenge and advice about the development of policies, procedures and practices. This affirms the College's commitment to becoming anti-racist in all activities and deepening its understanding and use of the experiences of Black officers, staff and communities.**

To achieve this ambition:

- the College will establish a Black Heritage Advisory Group
 - together with the NPCC, the College will agree the process for, and governance of, how the programme will engage with the group
 - the NPCC and the College will build in a periodic review of the process, which includes assessing the experience of those involved
3. **Implement a national standard throughout all police officer recruitment and promotion processes. This will minimise the racial disparity that Black officers and staff face in selection and progression.**

To achieve this ambition:

- the College will complete ongoing work to develop standards
 - the College and the NPCC will work with forces to roll out and implement the standards
 - the College and the NPCC will work with HMICFRS to develop the inspection regime for compliance with the standards
4. **Develop mentoring and talent management programmes, as well as an approach for adoption and delivery of those programmes. These programmes will be proactively offered to all Black officers and staff. All those who mentor or coach staff across policing will be required to develop their anti-racism awareness and will be provided with access to guidance and materials to do so.**

To achieve this ambition:

- the College will develop national guidance on mentoring and coaching support (including anti-racism training awareness for mentors and coaches)
- forces will develop an implementation plan for this guidance
- the NPCC will measure and monitor implementation of guidance

5. We will recommend that the Chief Constables' Council (CCC) adopt annual ethnicity pay gap reporting, mirroring the College's decision to develop and publish this data by the end of 2022. This action, if approved, will be implemented by forces within the 2023/24 fiscal period.

To achieve this ambition:

- the NPCC Police Race Action Plan will present proposals to CCC and obtain agreement from forces
- during the fiscal year 2022/23, forces will implement recommendations to enable them to publish data for the 2023/24 financial year
- annual monitoring will be carried out within the annual data requirement (ADR) and HMICFRS inspection regimes

6. Every Black officer and member of staff will be offered access to their local BPA or Race Equality Network. These must have the capacity and capability to provide strategic advice to chief officer teams, must offer bespoke welfare support to members and must enhance community engagement.

To achieve this ambition:

- the NPCC will build on ongoing work within the Diversity, Equality and Inclusion Committee to develop principles and service-level agreements for staff networks
- the NPCC will carry out a comparative analysis between BPAs, Race Equality Networks and other associations to identify learning, capability and capacity

- the NPCC will identify what additional support is required to enable BPAs and Race Equality Networks to provide strategic advice to chief officer teams, bespoke welfare support to members and enhance community engagement
 - the NPCC will publish analysis and recommendations for forces to adopt
 - the NPCC, working with the NBPA, will monitor progress and publicise the benefits and good practice demonstrated by forces
- 7. All Black officers and members of staff will be encouraged to complete a survey to capture their experiences within policing. This aims to establish a national baseline data set of experiences, attitudes and perceptions. This annual commitment ensures that the experiences of Black personnel have a direct influence on the strategic direction of the College, the NPCC and local forces. Its aim is to improve the experience and confidence of Black officers and staff within the workplace.**

To achieve this ambition:

- the NPCC and the College will develop and issue a commitment to those taking part, taking a 'You said, we did' approach
- forces will actively encourage Black officers and staff to complete the questionnaire, discussing its context and potential impact on policing
- forces will produce a local action plan for addressing issues and will implement learning from the survey
- the NPCC will review action plans and monitor implementation of these by forces
- the NPCC will monitor participation rates and uptake by forces, although responses will be anonymous
- the NPCC will measure improvement against the baseline
- forces will be required to contribute to a national strategic assessment around race – this survey baseline will inform the assessment and the results will be published

8. Develop a nationwide minimum level of support for Black officers and staff who are subject to alleged racial victimisation or racially motivated harassment and hate crime from whatever source.

To achieve this ambition:

- the NPCC will build upon existing work around supporting internal victims of hate crime using recommendations and initiatives, and will provide an assessment of force practice across the country
- via the National Wellbeing Service, the NPCC will identify any gaps in behaviour or provision to local forces
- the NPCC will put in place arrangements to monitor and measure the availability and effectiveness of support in place across the country

9. Develop a fair and equitable misconduct and complaints process from initial assessment through to investigation and outcome. This will minimise the racial disparity that Black officers and staff face in the disciplinary process.

To achieve this ambition:

- the NPCC will work with the APCC to develop guidance around Independent Panel Chair selection and the provision of anti-racism training for all panel members, building on actions within the APCC Race Disparity Action Plan and Equality Framework
- the NPCC will work with the APCC to develop guidance, where there will be an assumption of seeking panel members from an ethnic minority where race is considered a factor in the case or where the officer is from a visible ethnic minority
- the NPCC will develop a measurement and reporting approach
- NPCC leads will work with the APCC and forces to implement changes to the misconduct and complaints processes

10. The NPCC and the College will collate data and scrutinise police staff disciplinary processes to identify any disproportionality for Black police staff and develop an anti-racist response.

To achieve this ambition:

- the NPCC will establish minimum data standards against which forces will be required to submit data returns (initially and then annually) relating to police staff disciplinary processes
- the NPCC will develop anti-racism principles and responses within police staff disciplinary processes

11. Collate best practice to maximise the benefits of utilising Black officers, staff and scrutiny panels to inform PSDs' initial severity assessment, investigation and decision-making processes in forces.

To achieve this ambition:

- the NBPA will work with the NPCC's Misconduct and Complaints lead to collate practice relating to use of Black staff in scrutiny panels within the initial assessment investigation and decision-making process in forces' PSDs
- the NPCC lead will develop guidance for forces around the use of local BPA members within PSD decision-making processes
- the NPCC will implement and roll out guidance, including baseline data
- the NPCC will monitor usage and application of guidance and measure this against baseline data

Workstream 2: Not over-policed (Use of powers)

A police service that is fair, respectful and equitable in its actions towards Black people.

We are entrusted with powers on behalf of the public. As such, we must ensure that they are used in a fair and just way that seeks to protect the public and secures trust from all communities. When we use – or are seen to use – our powers in ways that are unequitable or unfair, or when we do not treat people with respect, we undermine the trust that the public has in us. Over time, this could lead to communities withdrawing their consent from the police. We should consider where racial inequality in the application of police powers is amplified due to overlapping with other protected characteristics, such as age and gender.

Concerns about the over-policing of Black communities are longstanding. There is a body of evidence that points to racial disparities in the use of police powers at a national level. As the Stephen Lawrence Inquiry highlighted,¹⁵ attempts to ‘explain away’ these disparities and suggest they do not exist, create a climate of distrust and deny the experiences of Black people.

We will do everything in our power to overhaul systems, processes and procedures that drive bias, discrimination and racism in how we operate.

We expect police leaders to understand and care about their responsibilities, creating an environment and culture in which police powers are used appropriately to keep the public safe. Leaders must demonstrate and welcome scrutiny of the use and impact of police powers within the communities they serve.

Our intention is to remove bias, discrimination and racism from the use of police powers. Where disparities remain, we will explain why and set out what we believe can be done to address them.

While powers such as stop and search are important for the police, particularly in tackling drug offending and violent crime, they have to be

15 Macpherson W. (1999). [The Stephen Lawrence Inquiry](#) [internet]. [Accessed May 2022]

used proportionately and sensitively. The actions proposed here do not seek to fetter police ability to take action needed to cut crime and keep people safe, but rather to tackle misuse, poor behaviours and activities that ultimately undermine that core mission.

The official statistics for England and Wales, which are published by the Home Office and based on police-recorded data, regularly show that we use our powers on Black people disproportionately often compared with White people. Last year, we stopped and searched Black people at a rate that was seven times higher than it was for White people.¹⁶ The rate at which we used force was five times higher for people we perceived to be Black.¹⁷ We discharged or drew Taser on Black people at a rate that was six times higher.¹⁸

Looking at this data in a different way, 10% of our recorded searches, 27% of use-of-force incidents and 35% of Taser incidents involved someone from a Black ethnic group. The latest estimates suggest that only 3.5% of the population is Black.¹⁹

Other sources present a similar picture. The Crime Survey of England and Wales, which does not rely on police recording, shows that Black people are significantly more likely than White people to experience police contact that has been initiated by officers, even after controlling for other explanatory factors.²⁰

Gaps in our knowledge remain. We do not routinely record or monitor the use of some of our most contentious powers, such as section 163 of the RTA, which allows an officer to stop any vehicle being driven on a road without grounds of a criminal offence being committed. This lack of data hampers the scrutiny of police practices and prevents us

16 Home Office. (2022). [Police powers and procedures: Stop and search and arrests, England and Wales: 31 March 2021 second edition](#) [internet]. [Accessed May 2022]

17 Home Office. (2021). [Police use of force statistics, England and Wales: April 2020 to March 2021](#) [internet]. [Accessed May 2022]

18 Home Office. (2021). [Police use of force statistics, England and Wales: April 2020 to March 2021](#) [internet]. [Accessed May 2022]

19 Office for National Statistics. [Population estimates by ethnic group and religion, England and Wales 2019](#) [internet]. [Accessed May 2022]

20 Bradford B. (2017). 'Stop and search and police legitimacy'. London: Routledge.

from tackling concerns that we stop Black motorists disproportionately often. We have data on other police powers, but spend too much time discussing the validity of different measures or carrying out analysis inconsistently, without properly understanding the causes of racial disparities or taking action to eliminate them.

We understand that the disproportionate use of police powers is a problem in and of itself, regardless of the reasons for those racial disparities. There is growing evidence to suggest that coercive police contact can be traumatic, damage the public's trust in the police, undermine the legitimacy of the police and be counter-productive in the long term. Racial disparities mean that these adverse impacts will be experienced more strongly by Black people.

Here, we set out a series of actions designed to address racial disparities in the use of police powers, with a commitment that policing must explain or reform to reduce such disparities. The actions seek to address recommendations within ['Inclusive Britain'](#) (the government's response to the CRED report) and the IOPC's ['National Stop and Search learning report, April 2022'](#).

Detailed overview of actions and delivery: Not over-policed workstream

- 1. Chief constables will adopt an agreed national approach for the recording, analysis, supervision and scrutiny of police powers (section 163 of the RTA, section 60 of the CJPOA, use of Taser, use of force), to identify and take actions to eliminate racial disparities at force and individual levels.**

To achieve this ambition:

- the NPCC and the College will develop and set a national approach, process and guidance
- the NPCC will drive implementation of this approach
- the NPCC will pilot an ADR for the use of section 163 of the RTA
- the College will develop a code of practice to put the national approach on a statutory basis

- the NPCC will support forces with a mechanism to be able to proactively identify and rectify racist behaviours and bias in interactions with Black people when using powers
- forces will adopt an agreed method of consistency of publishing data and put in place processes to effectively scrutinise the information

2. Chief constables will identify and address disproportionality in the use of Taser and use of force, by having robust accountability and learning processes based on scrutiny and supervision. This will include:

- training and continuous professional development (CPD) in legitimate use, decision making and communication
- managing the deployment of Taser officers
- effective de-escalation training
- community involvement in scrutiny of Taser usage

To achieve this ambition:

- we will publish the results of an independent programme of research that explores the causes of racial disparities in the police use of Taser – the College and the NPCC will fund the delivery of this independent research programme by a consortium of UK universities, which is being overseen by an independent academic advisory panel
- the NPCC will commit to adopting a publication scheme on an annual basis, relating to training activity
- following publication of the independent research findings, the NPCC will set out where and how recommendations need to be implemented across policing, including any changes to the national policing curriculum and guidance in relation to the use and scrutiny of Taser, guided by the independent academic advisory panel for Taser

- 3. Chief constables will identify and address disproportionality in the use of stop and search, particularly in relation to drugs and the searches of children. This will be achieved by having robust accountability and learning processes based on scrutiny and supervision. This will include training and CPD in legitimate use, decision making and communication, effective de-escalation training and community involvement in scrutiny of stop and search powers. These activities address the recommendations within 'Inclusive Britain', the government's response to the CRED report.**

To achieve this ambition:

- the College will review current activity within forces piloting the use of procedural justice approaches, with assessment considering the identification of trends, the impact on officer behaviour, communication and empathy
- the College and NPCC leads will work with forces to establish a procedural values approach that goes beyond assessment of lawful activity, focusing on the fairness and respect in the use of police powers
- the College will deliver revised Authorised Professional Practice (APP) and appropriate amendments to the national training curriculum
- clear policy decision will be provided to officers clarifying the consideration of the smell of cannabis as potential grounds for searching
- the NPCC and the College will develop toolkits for the supervision and scrutiny of BWV of stop and search
- the NPCC and the College will establish good practice guidance to improve our interactions with Black people and to improve trust and legitimacy within Black communities in relation to police use of powers (section 163 of the RTA, section 60 of the CJPOA, use of Taser, use of force)
- the NPCC and the College will work with the Home Office in development of a national approach for the scrutiny of stop and

search (delivery by Summer 2023), which will consider adoption of additional metrics:

- the reduction in racial disparity in the use of force
 - a public attitude survey to determine any change in Black people's confidence in the police use of powers
- forces will implement the national approach for scrutiny of stop and search
 - the NPCC will advocate for mandated levels of supervision in a national approach for scrutiny of stop and search, section 60 CJPOA searches and searches involving intimate places on the body
 - the NPCC will develop a strategy to drive consistent implementation of College Standards
 - forces will carry out an audit of training provision in place
 - forces will carry out a self-assessment as to whether they are complying with APP and provide feedback on its suitability to the College
 - the NPCC will commit to adopting a consistent national publication scheme on an annual basis, relating to training
- 4. Chief constables will identify and address disproportionality in the use of section 60 of the CJPOA and its impact on communities, by having robust accountability and learning processes based on scrutiny and supervision. This will include training and CPD in legitimate use, decision making and communication, managing the intelligence-led use of the powers and its effectiveness in dealing with serious violence, and community involvement in the scrutiny of section 60 CJPOA usage.**

To achieve this ambition:

- the NPCC will review and challenge the efficacy of current legislation, and will provide any evidence to suggest amendments
- forces will commence local scrutiny and monitoring of authorisations of section 60 CJPOA usage

- forces will carry out an audit of training provision in place
 - forces will carry out a self-assessment as to whether they are complying with APP and provide feedback on its suitability to the College
 - the NPCC will commit to adopting a publication scheme on an annual basis, relating to training
- 5. Chief constables will develop a framework to implement the recording of vehicle stops under section 163 of the RTA. They will encourage other stakeholders within the motoring and insurance industry to supply relevant data. As this information is collated, its impact on Black people will be considered. Any apparent disparities will be subject to challenge and learning processes will be implemented based on scrutiny and supervision. This will include training and CPD in legitimate use, decision making and communication.**

To achieve this ambition:

- the NPCC will develop a consistent approach on the recording of the use of section 163 RTA powers by all forces by working with the College of Policing and reviewing previous force pilots on the collection and analysis of this data
 - the NPCC and the College will consider data, identifying and challenging any apparent disproportionality
 - the NPCC will implement a trial for inclusion of section 163 RTA monitoring within the annual data requirement
 - the NPCC will monitor the effect of activity in recorded disparities identified within national and force data
 - the NPCC to commit to adopt a publication scheme on an annual basis
- 6. The College will review the national decision model (NDM) to ensure that officers and staff are equipped to consider cultural impact and trauma when considering the use of powers (section 163 of the RTA, section 60 of the CJPOA, use of Taser, use of force). The NPCC will make recommendations for changes required to the NDM.**

To achieve this ambition:

- the College will review the NDM
 - the NPCC will provide recommendations for changes to ensure that the NDM meets the operational necessity of consideration of community trauma and cultural impact
 - the College will implement any changes to the current national training curriculum
 - the NPCC will implement any changes to standardised recording practice to capture elements around cultural impact and trauma
 - the NPCC leads will apply the revised NDM to portfolio areas, then the College will amend APP accordingly
 - forces will assess changes to APP, ensuring that local training delivery is amended to demonstrate compliance
- 7. The NPCC lead for BWV will define operational parameters that ensure consistent national usage by police officers and staff. This will deliver enhanced confidence in policing legitimacy, providing a mechanism to proactively identify and rectify racist behaviours and bias in interactions with Black people when using powers.**

To achieve this ambition:

- the NPCC lead on BWV will make a policy decision defining the usage of BWV within policing activities
- the College will determine guidance on the use of BWV in an operational context
- the NPCC will produce guidance around scrutiny and monitoring of BWV relating to quality assurance of encounters
- forces will implement the NPCC guidance for use and scrutiny of BWV
- the NPCC will monitor compliance in use of BWV operational guidance
- the NPCC will explore use of further technology in monitoring encounters and when applying powers

8. Policing will develop an ethical approach governing the use of digital forensics, eliminating the influence of unconscious bias, assumptions or discriminatory practice (to include the use of biometric data, facial recognition and artificial intelligence).

To achieve this ambition:

- policing will develop a national approach for data ethics to help ensure that digital policing is not biased
- policing will develop a digital strategy for the ethical use of digital forensics and introduce a national approach for data ethics
- the NPCC will develop and implement a publication and scrutiny standard
- the NPCC will invite PCCs to scrutinise the activity

Workstream 3: Involved (Community engagement and relations)

A police service that routinely involves Black people in its governance.

The relationship between policing and Black communities has been damaged by evidence of racism, as well as failures in protection and support experienced by many Black people over the years. The IOPC Operation Hutton report shows the reality that racism still exists in policing.

The impact of these events is deeply damaging, and it perpetuates the legacy of Black communities' trauma and mistrust of the police. Confidence in the police is at the lowest it has ever been across Black communities. Building relationships of trust between policing and Black communities has never been more critical.

This can only be achieved by ensuring that Black people have a genuine voice and influence in the oversight, shaping and scrutiny of the police service, and by ensuring that we achieve our commitment to create an anti-racist police service that's defined by a culture of zero tolerance towards racism.

We know we need to improve existing opportunities for Black people to be involved in shaping how we work, as well as identifying new and more wide-ranging points of contact and engagement. We also know we need to find ways of addressing the legacy of trauma and mistrust, including reaching out and connecting with members of Black communities where mistrust is greatest.

Here, we set out actions that we will take – working with communities, organisations, policing stakeholders and the ISOB – to improve community engagement and the relationship between the police and Black communities.

Detailed overview of actions and delivery: Involved workstream

- 1. Develop a national approach to improve engagement in policing activity and governance. Work with Black people and external partners to design engagement methods that ensure Black voices are heard and can influence policing. This will involve engagement with, and learning from, other non-policing organisations.**

To achieve this ambition:

- the NPCC and the College will work with the APCC and with Black communities to test existing formal arrangements, such as independent advisory groups and scrutiny panels, which seek to enable Black communities to have a voice and influence policing governance
- the NPCC and the College will look outside of policing to review the evidence base for effective methods of community engagement
- the NPCC and the College will pilot examples in forces that will be subject to joint policing and community evaluation
- the NPCC and the College will produce evaluated practice models, as well as a knowledge bank that will be accessible to both police personnel and the public
- the NPCC will work with the APCC and Black communities to develop principles to implement a ‘You said, we did’ accountability

process, which will define local community needs and publicise police progress

- forces will self-assess their ability to deliver on those priorities
 - forces will produce an action plan for addressing actions and implementing the learning from the engagements
 - the NPCC will compile a national strategic assessment around engagement with Black communities and how these voices are able to influence policing
 - the NPCC will work with the APCC to support the creation of a consistent data set and collection approach around community confidence mapping for forces
 - the NPCC will carry out assessment of forces in implementation of neighbourhood policing guidelines in respect to Black communities specifically
 - the forces will publicise the level of representation from Black communities on local governance and oversight bodies that shape and influence policing issues
 - the NPCC will review and monitor implementation of self-assessments and action plans
- 2. The NPCC will carry out an assessment of neighbourhood policing, school, education and community support activities carried out by warranted officers, special constables, staff and volunteers. The assessment will seek to measure and determine the benefits of specialist community intervention upon community confidence.**

To achieve this ambition:

- we will work with Black communities to assess the impact of the presence and visibility of specialist roles that focus on engaging and safeguarding the community
- the NPCC and the College will challenge the current neighbourhood policing deployment model, establishing whether it achieves a consistent approach to Black community engagement

- forces will assist the NPCC in developing deployment models and piloting approaches to improve community safeguarding
 - the NPCC and the College will develop and provide guidelines for forces to implement
 - we will measure success via a public confidence survey
- 3. Using the output from a rapid evidence review being undertaken by the College, we will co-design pilots with the NBPA, external partners and Black communities that aim to improve relations, acknowledge and reconcile previous harms, and engage seldomly heard voices from Black communities.**

To achieve this ambition:

- the College will use the findings from a rapid review assessment to develop a template for reconciliation activities and a tactical toolkit to be utilised by forces, which will include a suite of evidence-based approaches
- forces will undertake local activities from the suite of options appropriate for their Black communities and publish an overview of their intended actions
- the NPCC Assessment Hub will monitor and report on the activities undertaken by forces utilising surveys and data-gathering processes
- we will invite HMICFRS to include reconciliation in their annual assessment of police efficiency, effectiveness and legitimacy

Workstream 4: Not under-protected against victimisation

A police service that protects Black people from crime and seeks justice for Black people.

Black communities are often described as over-policed and under-protected. The under-protected aspect of this is apparent in the disproportionate rates of victimisation that Black people suffer for certain crime types – in particular, homicide and violent crime.

In the three years to year ending March 2021, the average homicide rate for Black people was around six times higher than for White people, and almost four times higher than victims of other ethnicities.²¹ While homicide rates across all ethnic groups over the last three years have increased compared with the three-year period to year ending March 2015, the homicide rate for Black victims has shown the biggest increase, from 28.0 to 50.5 per million population.²²

Knife crime is an area of significant public concern with a disproportionate impact on Black people, particularly in our large cities.²³ The extent to which Black children and young people, particularly boys, are vulnerable to harm from criminal exploitation has been described by the Child Safeguarding Practice Review Panel as a cause for 'serious concern'.²⁴ Black women, meanwhile, are disproportionately victims of sexual assault²⁵ and the community as a whole is disproportionately targeted for hate crime.²⁶

Against this backdrop of increased victimisation, Black people are less likely than White and Asian adults to have confidence in their local police. In all, 74% percent of White adults in England and Wales

21 Office for National Statistics. [Homicide in England and Wales: year ending March 2021](#) [internet]. [Accessed May 2022]

22 Office for National Statistics. [Homicide in England and Wales: year ending March 2021](#) [internet]. [Accessed May 2022]

23 According to data compiled by Policy Exchange, the rate of admission to hospitals for White and Asian stabbing victims was 33 and 34 per 100,000 of their respective London population between March 2012 and September 2020. Over the same period, the rate was 164 and 163 per 100,000 for the Black and Mixed/Other London population. See: Falkner S. (2021). [Knife crime in the capital: How gangs are drawing another generation into a life of violent crime](#) [internet], p 19. Policy Exchange. [Accessed May 2022]

24 The Child Safeguarding Practice Review Panel. (2020). [It was hard to escape: Safeguarding children at risk from criminal exploitation](#) [internet]. [Accessed May 2022]

25 Office for National Statistics. [Sexual offences victim characteristics, England and Wales: year ending March 2020](#) [internet]. [Accessed May 2022]. See section 5, 'Ethnicity'.

26 According to Crime Survey data cited in: House of Commons Home Affairs Committee. (2021). [The Macpherson Report: Twenty-two years on](#) [internet]. [Accessed May 2022]

have confidence in their local police, compared to 77% of Asian adults, 64% of Black adults and 54% of Black Caribbean adults.²⁷

Victims of hate crime are notably less satisfied with the police response than victims of other crimes. Those who have received a negative or unsatisfactory response when reporting a hate crime feel less trusting towards the police and are less likely to complain.²⁸

This lack of trust and confidence in policing compounds the vulnerability to crime of Black people and young Black people in particular. When people do not perceive the police to be ‘on their side’, analysis suggests that they are less willing to disclose information to the police and less likely to ask for their help.²⁹

Concerns about the police response to crimes that disproportionately impact Black people have been echoed in independent inspection. While the police response to hate crime has been acknowledged to have improved since the Macpherson Report,³⁰ HMICFRS has raised concern about the ‘overall approach to hate crime’ and concluded that it ‘did not see a uniform commitment by the force leaders to treat victims of hate crime as a priority’.³¹ A separate HMICFRS inspection found that, despite some overall improvement, police forces are not consistently identifying young people in danger of harm through criminal exploitation.³²

The actions set out below include a commitment to making sure that we understand the nature, extent and causes of higher victimisation rates for Black people. The actions also establish the steps we will

27 GOV.UK. (2021). [Confidence in the local police](#) [internet]. [Accessed May 2022]

28 Home Office. (2020). [Home Office \(2020\) Hate crime, England and Wales, 2019 to 2020](#) [internet]. [Accessed May 2022]

29 GOV.UK. (2021). [Confidence in the local police](#); [internet]. [Accessed May 2022]. Also see: McNeill A and Wheller L. (2019). [Knife crime evidence briefing](#) [internet]. College of Policing. p 5. [Accessed May 2022]

30 House of Commons Home Affairs Committee. (2021). [The Macpherson Report: Twenty-two years on](#) [internet]. Paragraph 105. [Accessed May 2022]

31 HMICFRS. (2018). [Understanding the difference: the initial police response to hate crime](#) [internet]. [Accessed May 2022]

32 HMICFRS. (2020). [Both sides of the coin: The police and National Crime Agency’s response to vulnerable people in ‘county lines’ drug offending](#) [internet]. [Accessed May 2022]

take to use that enhanced understanding to improve the policing response. We hope that these improvements will, in time, lead to Black communities being better protected by the police and to these communities having greater confidence in the protection that the service provides.

Detailed overview of actions and delivery: Not under-protected workstream

- 1. Undertake analysis to identify which crime types have the most disproportional impact on Black people and the service level that Black victims receive. This analysis will form the basis of ensuring equality of service.**

To achieve this ambition:

- the NPCC will use the Office for National Statistics (ONS) Crime Severity Score methodology to map crime and harm that has an impact on Black communities
- the NPCC will help forces to identify geographical areas where the identified offences are occurring
- the College and the NPCC will work with analysts from the Home Office Inequalities Team to cross-reference data. While recording standards may differ between forces, consistency will be achieved by a change to the annual data requirement on ethnicity
- forces will complete a problem profile for race disparity that has an impact on Black people in their communities
- the NPCC will consult with the APCC regarding their strategy for commissioning victim services for Black people
- the NPCC will work with the Inclusive Britain Delivery Group to develop a new Black crime victim satisfaction survey
- the NPCC lead on Criminal Justice will work with the Ministry of Justice to further develop the Criminal Justice Scorecard – a key additional measure sought will be the comparison of time taken to complete criminal investigations into offences committed against Black people and those identifying as other ethnicities

2. Develop a more effective response to hate crime committed against Black people, including online and on social media, to improve the governance, understanding and police response.

To achieve this ambition:

- the NPCC and the College will review the recommendations from the **Inclusive Britain report** to tackle racist and discriminatory actions
- forces will work alongside their local BPA, Race Equality Network and external partners to review local policies, guidance and training delivery, to ensure that police personnel have the knowledge, training and understanding of how to deliver the most appropriate service to Black people who are victims of hate crime and their families
- the number of hate crime incidents, criminal allegations, victim satisfaction levels and outcome rate will continue to be subject to national monitoring

3. The NPCC will engage PCCs and local authorities to identify a more effective public safety response that improves the service given to Black people who are victims of hate crime and their families. This will seek to address the criminal exploitation of vulnerable Black people by disrupting the cycle of victims becoming offenders and ensuring the consistent use of age-appropriate policing.

To achieve this ambition:

- the College will undertake a rapid evidence review to assess the current policies and toolkits available to forces, local authorities and the voluntary sector to reduce the criminal exploitation of Black people
- the NPCC and the College, working alongside the NBPA and Black communities, will review current policies, training and CPD to ensure that staff have the knowledge, understanding and awareness to recognise and intervene where a Black person is vulnerable to criminal exploitation

- the NPCC, the College and the NBPA will utilise the output from the rapid evidence review to identify or develop diversion schemes that are successful in supporting vulnerable Black people to return to full-time education or employment
- the NPCC, the College and the NBPA will work with the Home Office to explore the development of a bespoke National Referral Mechanism to safeguard vulnerable Black people at risk of criminal exploitation
- the NPCC will develop a national information approach available to all forces identifying the service provision and availability to support Black victims of criminal exploitation

4. Improve the police response and effectiveness in supporting missing persons from Black communities.

To achieve this ambition:

- where they arise, the NPCC and the College will review IOPC recommendations on how police officers react and interact with Black people and their families who are reported as missing from home
- the NPCC and the College, working alongside the NBPA and Black communities, will review current APP, training and CPD to ensure that staff have the knowledge, understanding and awareness to recognise and intervene where a Black person is reported missing
- forces will work alongside their local BPA, Race Equality Network and external partners to review local policies, guidance and training delivery, to ensure that police personnel have the knowledge, understanding and awareness to deliver the most appropriate care to missing people from the Black community
- the NPCC will seek the support of the APCC to identify a more effective public safety response to identifying and improving the service given to Black people who go missing and their families

5. Develop a greater awareness of mental distress within Black communities to use that knowledge to improve policing interactions.

To achieve this ambition:

- the NPCC and the College will review IOPC recommendations on how police officers react and interact with Black people suffering mental distress, then will consider the levels of disproportionate contact between the police and Black people suffering mental distress to establish whether this is as a result of a request for help, a police incident or a request from another agency
- the College, working alongside relevant NPCC portfolio leads, will review its current curriculum of training and CPD from initial police contact onwards, to ensure that police personnel have the knowledge, understanding and awareness to deliver the most appropriate care to a Black person suffering from mental distress
- the College, working with the NBPA and external partners, will amend the current APP and co-design appropriate training material
- forces will work alongside their local BPA, Race Equality Network and external partners to review local policies, guidance and training delivery, to ensure that police personnel have the knowledge, understanding and awareness to deliver the most appropriate care to a Black person suffering from mental distress.
- we will invite HMICFRS to include mental distress, either in thematic inspections within portfolios or in their annual assessment of police efficiency, effectiveness and legitimacy
- the NPCC will engage with PCCs and local authorities to identify a more effective public safety response to identifying and improving the service given to Black people suffering mental distress

6. Creating a National Black Mentoring Scheme aimed at enabling the police service to be more effective at understanding and supporting Black people who feel marginalised.

To achieve this ambition:

- the NPCC and the College will work with the NBPA and external partners to develop the principles of a National Black Mentoring Scheme, which will include developing a national register of Black peer mentors to work with senior police personnel and placement opportunities with organisations recognised for their race equality status
- chief officers will work with local BPAs and Race Equality Networks to develop a cohort of Black mentors to work with frontline officers and those aspiring to become future police leaders
- the NPCC and the College will encourage and monitor the adoption of the National Black Mentoring Scheme across senior leaders, as well as its impact on understanding, activities and behaviour

7. The police are a service for all communities. Police and partners will refresh crime prevention plans to improve the support to Black communities. Forces will be asked to focus on areas within plans that introduce initiatives designed to reduce victimisation and marginalisation experienced by Black people.

To achieve this ambition:

- the NPCC will work with the APCC and independent advocates for their advice and recommendations on how to reduce victimisation within the Black community, then the NPCC will review the application of techniques by local forces
- the College will work with the APCC and independent advocates to consider current crime prevention activity within Black communities – the results of this assessment and subsequent activity will be made publicly available
- the College will review current training materials to make sure they are effective, drive CPD and promote effective crime prevention technique

- we will invite HMICFRS to include crime prevention in their annual assessment of police efficiency, effectiveness and legitimacy
- 8. To establish a working relationship with appropriate government departments, to maximise the use of current funding opportunities and deliver more effective outcomes for Black people.**

To achieve this ambition:

- the NPCC and the College will work with the Inclusive Britain Delivery Group (opportunity and agency) to assess current areas of opportunity and to consider its effect on improving neighbourhood policing for Black communities
- the NPCC will explore appropriate funding opportunities and partnerships to access and enhance local activity, including working with PCCs
- the NPCC and the College will seek to enhance awareness and access to government inequality initiatives, enhancing portfolio leads awareness and supporting more effective joint practice

Appendix A

Glossary

Anti-racism: Tackling racial disparities proactively and not exacerbating racial disparities that may exist in society. Being continually aware of, and addressing, issues of race and racism.

Bias: A tendency, trend, inclination, feeling or opinion, especially one that is preconceived or unreasoned, such as unreasonably hostile feelings or opinions about a social group.

Discrimination: The unjust or prejudicial treatment of different groups of people, especially on the grounds of protected characteristics (such as race, age, sex or disability).

Disparity: A noticeable and usually significant difference or dissimilarity.

Disproportionality: A group's representation in a category that exceeds expectations for that group or differs substantially from the representation of others in that category.

Institutional racism: Sir William Macpherson's definition of institutional racism, given in the 1998 Stephen Lawrence Inquiry, is as follows. 'The collective failure of an organisation to provide an appropriate and professional service to people because of their colour, culture or ethnic origin. It can be seen or detected in processes, attitudes and behaviour which amount to discrimination through unwitting prejudice, ignorance, thoughtlessness and racial stereotyping.'

Prejudice: An unfavourable opinion or feeling that is formed without knowledge, thought or reason.

Racial disparity: Defined by the Sentencing Project as existing in the criminal justice system when 'the proportion of a racial/ethnic group within the control of the system is greater than the proportion of such groups in the general population'.

Racism: A belief or doctrine that inherent differences among the various human racial groups determine cultural or individual achievement, usually involving the idea that one's own race is superior and has the right to dominate others or that a particular racial group is inferior to the others.

Unconscious bias: Also known as implicit bias. A term that describes the associations we hold outside our conscious awareness and control. Unconscious bias affects everyone. Unconscious bias is triggered by our brain automatically making quick judgements and assessments.

Appendix B

Data approach

There are three clear areas of work within the data and performance enabling workstream:

Data transparency

The Data and Information Strategy to be developed for the improvement of policing data publication in relation to race and inclusion:

- data vision and data strategy
- national data overview – gap analysis
- data collection plan
- recommendations for data gaps to be addressed
- improve existing data publication opportunities, such as [Police.uk](https://www.police.uk) publications

Data improvement and opportunity

Work across policing to improve the consistency of capture, application, and use of data and information relating to race and inclusion.

- Recommendations for data capture gaps to be closed via Home Office requirements and the mechanisms available, ADR and the Crime Survey of England and Wales (CSEW).
- Identify existing inconsistencies in the application and use of data, such as proportionality calculations.
- Address identified issues with current data use and application. This could be through the use of APP, changes in mandatory publications or alternative routes.

Monitoring and scrutiny

- Data and information to monitor the programme impact for internal purposes, such as workstream leaders, data to support the outcomes framework and linked work with the College of Policing.
- Data and information to allow external scrutiny of the programme.

Appendix C

Referenced documents summary

College of Policing. (2016). [Stop and search](#) [internet]. [Accessed May 2022]

College of Policing. (2021). [Discovery report into workplace adjustments](#) [internet]. [Accessed May 2022]

GOV.UK. (2021). [Confidence in the local police](#) [internet]. [Accessed May 2022]

GOV.UK. (2021). [Stop and search](#) [internet]. [Accessed May 2022]

House of Commons Home Affairs Committee. (2021). [The Macpherson Report: Twenty-two years on](#). Paragraph 105: 'The Macpherson report brought about a transformation in the way police recognise racist incidents and deal with racist crimes, and we found a strong commitment from senior police officers to maintain the progress that had been made. This seismic change is one of the most important legacies of the Stephen Lawrence Inquiry and the vital work of those who fought to make sure the inquiry happened.'

Independent Office for Police Conduct. (2022). [Operation Hotton: Learning report](#) [internet]. [Accessed May 2022]

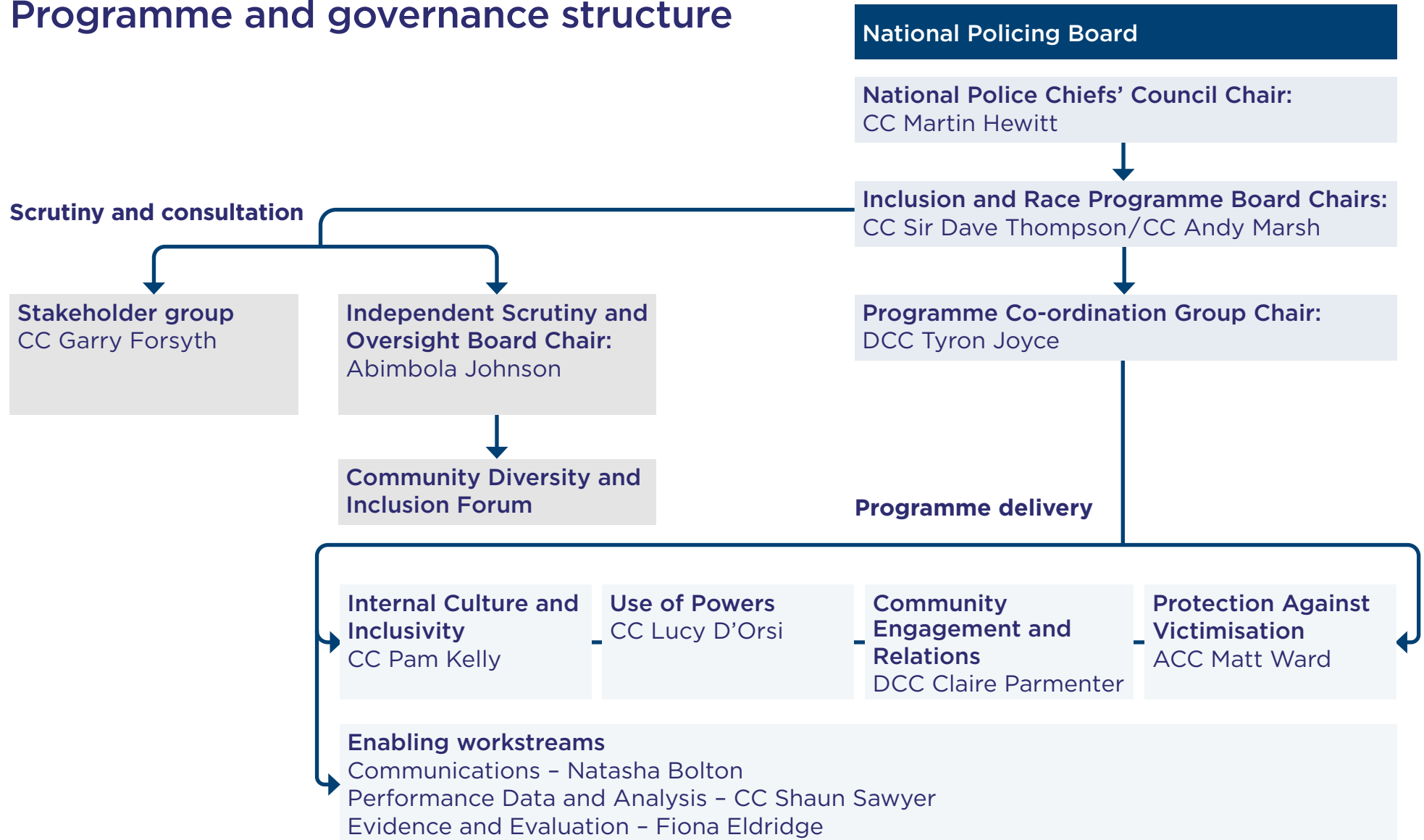
Keeling P. (2017). [No respect: Young BAME men, the police and stop and search](#) [internet]. Criminal Justice Alliance. [Accessed May 2022]

National Police Chiefs' Council. (2018). [NPCC Diversity, Equality Inclusion Strategy, 2018-2025](#) [internet]. [Accessed May 2022]

The Traveller Movement. (2021). [Policing by consent: Understanding and improving relations between Gypsies, Roma, Travellers and the police](#) [internet]. [Accessed May 2022]

Appendix D

Programme and governance structure



Board membership

Programme board

CC David Thompson QPM – Vice Chair, NPCC; Senior Responsible Officer for the Police Race Action Plan

CC Andy Marsh QPM – CEO, College of Policing

DCC Tyron Joyce – Programme Lead

CC Carl Foulkes QPM – Chair, NPCC Diversity Equality and Inclusion Committee

CC Garry Forsyth – Chair, Stakeholder Group; NPCC Lead for Race, Religion and Belief Portfolio

Rachel Tuffin OBE – Director What Works Centre for Crime Reduction, and Diversity and Inclusion Portfolio, College of Policing

CC Pam Kelly – Gwent Police, Police Race Action Plan Workstream Lead

DCC Clare Parmenter – Dyfed Powys, Police Race Action Plan Workstream Lead

CC Lucy D’Orsi QPM – British Transport Police, Police Race Action Plan Workstream Lead

ACC Matt Ward – West Midlands Police, Police Race Action Plan Workstream Lead

Alison Lowe – Deputy Mayor for Police and Crime, West Yorkshire Combined Authority; APCC Lead for Equality, Diversity and Human Rights

John Campion – Police and Crime Commissioner, West Mercia; APCC Lead for Equality, Diversity and Human Rights

AC Neil Basu QPM – Head of Specialist Operations, Metropolitan Police Service

Helen Ball QPM – Acting Deputy Commissioner of the Metropolitan Police Service

Rachel Watson – Policing Director, Home Office

Jo Farrar – Second Permanent Secretary, Ministry of Justice and
Chief Executive Officer, HM Prison & Probation Service

Johanna Keech-Jowers – Divisional Director of Diversity,
Inclusion & Wellbeing, Ministry of Justice UK

Wendy Williams CBE – Senior Responsible Officer for HMICFRS’s
Criminal Justice and Joint Inspection portfolio, HMICFRS

Sal Neesam – Regional Director for London, IOPC

Andy George – President, NBPA

**As part of the development of the plan, the views of the following
organisations and individuals were sought**

Criminal Justice Alliance

Dr Leroy Logan

The Runnymede Trust

Police Superintendents’ Association

Police Federation

National LGBT+ Police Network

National Black Police Association

National Association of Muslim Police

Leicestershire Police Hindu Association

UNISON

Dame Diana Johnson MP, Chair of the Home Affairs Committee

Yvette Cooper MP, Shadow Home Secretary

Independent Scrutiny and Oversight Board

Abimbola Johnson (Chair)

Katrina Ffrench

Colin Douglas

Racheal Grant

Nick Glynn

Ram Joshi

Appendix E

Reports and reviews

1999: **The Stephen Lawrence Inquiry (William Macpherson)**

2015: **Equality, diversity and inclusion in the civil service**

(National Audit Office)

2016: **Removing barriers: Race, ethnicity and employment**

(Scottish Government)

2016: **Healing a divided Britain: The need for a comprehensive race equality strategy** (Equality and Human Rights Commission)

2016-17: **Police diversity: First report of session 2016-17** (House of Commons Home Affairs Committee)

2017: **The Lammy Review** (David Lammy)

2017: **Addressing the barriers to BAME employee career progression to the top** (Chartered Institute of Personnel and Development)

2017: **Race in the workplace: The McGregor-Smith Review**

(Ruby McGregor-Smith)

2017: **Report of the independent review of deaths and serious incidents in police custody** (Elish Angiolini)

2018: **Code of practice for stop and search in Scotland: Six-month review** (Scottish Government)

2018: **Windrush Lessons Learned Review** (Wendy Williams)

2020: **Ethnic diversity enriching business leadership: An update report from The Parker Review** (John Parker)

2021: **Commission on Race and Ethnic Disparities: The Report**

(Commission on Race and Ethnic Disparities)

2021: **The Macpherson Report: Twenty-two years on** (House of Commons Home Affairs Committee)