

Workstream Four: NUV 01.01

Inaugural workshop

NPCC will use the Office for National Statistics (ONS) Crime Harm Index methodology to map crime and harm impacting on Black communities.

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Executive Summary

This document pulls together the main themes from the NUV01 inaugural workshop meeting transcript which took place at Hampshire headquarters on 22/05/23 with attendees from Hampshire and West Midlands police, the Office of National Statistics, NPCC the College of Policing and ISOB.

This meeting explored the views of the attendees with regards to 'Equality of service' and went on to frame the question and understand the focus for this piece of work going forward. The focus will be to map information sets across the geographical areas of the Hampshire and West Midlands icebreaker police forces.

It was agreed that the ensuing work needs to be SMART and be established with a 5 year baseline starting from 2018 to assist with data comparison. Once the data has been obtained the ONS will work with the NPCC & the College of Policing (CoP) to develop a methodology for mapping the data effectively into a visual product.

The scope considers how this piece of work can be rolled out to forces. A 'logic model' will need to be used in order to understand the outputs and mechanisms of how this intervention will work. There will need to be a collection plan with a decision on whether to focus on victims or offenders or both. The high-level data will need to draw on census, crime survey, HMICFRS, ONS and force data.

Once approved it can be incorporated into Authorised Professional Practice (APP) and shared with other forces via the College of Policing.

There is a gap in knowledge with ethnicity data so the evidence base will need to be looked at and other data areas drawn upon such as 'calls to service', academic and residential data. Challenges to be aware of are to remain careful about oversimplifying, ensuring the work is relevant and that action plans are not pre-empted.

Definition will be different for each icebreaker force involved so the level of analysis will need to be established. In order to have an impact the Lammy and Crest reports will also need to be revisited. Defined metrics and a baseline that enables the understanding of performance in the action plan will also be required as well as the possibility of the creation of a problem profile.

The next steps for this intervention are to create a plan and governance document and reconvene at the end of June as a working group to shape the next milestones for this project.

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Introduction

The purpose of the workshop was to better understand the impact of crime on where Black people reside by asking the opinions and advice of the workshop attendees. Further work will seek to identify those crime types most disproportionately impacting on Black people and the service level that Black victims receive. This analysis will form the basis of ensuring equality of service.

Workstream 4 of the Police Race Action Plan is looking for a starting point to discuss and progress the next steps and consider different perspectives to incorporate into future discussions.

The workshop was held online and in person at Hampshire Headquarters in Southampton.

The two icebreaker forces – Hampshire and West Midlands police were in attendance and have agreed to be a part of this work.

At the workshop the following was discussed:

- To outline the current approach.
- To discuss metrics and better understand where the impact of crime is compounded by other factors.
- Identify wider connections and define scope of the metrics.
- Consider interdependencies such as Disproportionality in Intelligence.
- Agree next steps, early timelines and dates for recurring discussions.

This report will pull together the discussed themes and will also outline the next steps for NUV01.

Attendance

S40 Personal Information

Equality of Service

The workshop started with the attendees stating what 'equality of service' means for them:

Equality of service - doing the right thing and for the right reasons. It's about being courageous and brave and having those difficult conversations. There needs to be equality and inclusivity.

Needs to be about fairness. Treating someone equally. How to integrate fairness as part of the service. We need to take this onboard and move it at pace to deliver. Rather than talking we need action.

Equality of service is a service that listens to the community and helps to build a service. It utilises data to answer questions and not just prove a point.

Focusses on community, policies, and procedures. Relies on a proper evidence base and not just how we've always done things. Lived experience and academia are important. Providing an equitable service and not just an equal service. Bringing it all together and pushing it forward.

Incorporating constant priority and long-term vision which is everyone's responsibility. Building good relationships with Black people, removing disadvantages, and accepting everyone for their differences. Ensuring that Black communities have access to the police service which meets their needs. Ensuring they don't feel over protected and under policed.

Purpose of the analysis

Focus

The first aspect of this discussion aimed to frame the question and the purpose of this analysis.

Slide three of the workshop presentation considered the following aspects:

Mapping information sets across geographical areas of Hampshire Constabulary & West Midlands Police as 'icebreaker' forces

Testing the premise: Policing has the ability to more effectively tailor support to communities most in need of reassurance and preventative support.

Forces identifying locations:

- For targeted intervention and support
- Where continual use of police powers has become unhelpful in building community confidence

Enabling remedial action to be taken to improve the confidence of Black people in the Police in their area.

Community or location

The attendees wanted to understand if we are focussing on where people reside or is the purpose specifically about the impact on Black people. This may be different and it needs to be taken into consideration that available population data is difficult to get hold of.

If we are talking about Black communities and where they reside there will be more crime. What is the question? we need to make sure we're not going down a rabbit hole with this. Shouldn't be about comfort zones, avoiding the key challenges and difficult areas.

We should also be considering different generations within communities who have different needs and perception of what policing and equality entails. Getting the engagement right is most important here.

Methodology

The group agreed that in order to get the best out of this piece of work it would need to be Specific, Measurable, Achievable, Relevant, Time-bound. We also need to ensure that every force understands the methodology and aims to answer the question in point.

Taken from Slide 4 of the presentation:

1. The initial stage of this work will be to identify, obtain and verify all the information acquired to achieve the ambition as laid out in this proposal. This task will need to be undertaken in conjunction with the analyst, the data leads from the ice-breaker forces and the Office of National Statistics (ONS), with the assumption that they will have the data requirement parameters to achieve accurate mapping.
2. It is assumed that once the data has been obtained that the ONS will work with the NPCC & the College of Policing (CoP) to develop a methodology for mapping the data effectively, this could include the creation of a 'community trauma score' or another methodology. It is hoped that the methodology will be explored in more detail across the project team once they are brought together.
3. Once the methodology or mapping approach has been developed the data will be mapped into a visual product.

Modular approach

The group discussed the possibility of applying a modular approach to this piece of work and categorising e.g., Rural, inter-city etc.

Some things will work well for one force but will be different for another. Needs to be adaptable to the whole of UK geography. Needs to be framed in this way with sub-groups and modules that can be adjusted.

The scope also needs to be in report format with modular recommendations on how we can roll this piece of work out to forces. It needs to be taken to the Police Board and also to the Chiefs' Council.

Action Plan

The activity for the icebreaker forces is to provide an action plan of how this will work and to discuss whether preventative measures are needed as opposed to proactive measures.

We need a baseline and to establish how we can compare against this baseline.

Logic model

As we are creating a new intervention, it was put forward that we need to use a 'logic model' or 'theory of change'. Icebreaker forces will need to have this in order to understand the outputs and mechanisms of how this intervention will work.

There was also a suggestion that this could be incorporated into Authorised Professional Practice (APP).

Share

Once the intervention has been approved, we can then look to share this with other forces. It could then become an approved professional practice that the College of Policing can adopt.

Challenges

Oversimplification

For this to work we need to be careful about oversimplifying things. We also need to be careful we are not moving into the territory of creating a problem profile. This piece of work should be about adding value.

There was also a question of whether the problem profile is still in the new action plan and whether it is still required and necessary. There is a danger of straying into this area.

Relevance

This piece of work will need to be agile, to ensure that the metrics in each police force remain relevant. It needs to be specific around disproportionality and be mindful of not stereotyping.

We also need to consider how we can make this product specific to different areas as different forces will face different challenges around disproportionality.

Pre-emption

We need to be careful of pre-empting the action plans and approach it neutrally. If we don't understand the challenge, we need to question how we can work on the action plan. First, we need to sort out what the challenge is; what the crime types are, and then move forward as an ice-breaker force to create an action plan around the findings. The group agreed there was little point in wasting efforts.

Establishing the Question

The next section of the workshop was centred around establishing the question and the following themes were discussed:

Accuracy & validity

Knowledge gap

There was a question on whether we can get hold of the national survey data. If so, we can do analysis on this but there may be a problem with putting it out in the public domain.

We don't collect ethnicity data because we don't ask people who are reporting crimes. We are less comfortable asking about gender and ethnicity.

Because we don't have this ethnicity data it leaves a gap in our knowledge. If we don't already capture this, we need to establish if there is a possibility to look at what other data we hold which might help us.

There could also be data available on our systems we can use. Our data is detailed and doesn't tap into which crimes are disproportionately affecting Black people. We need to identify other perspectives we can bring into these discussions and consider how we build in the views of Black people.

Evidence base

The group felt we are not using our data strategically. For this reason, how can we expect to know if our data is valid and accurate. What is our evidence base?

There is a need to understand our information on how we police Black people and how we are looking after Black victims.

We need to have that precursor definition of what racism and disproportionality means for different force areas and to consider the problem first.

Data

Calls to service

There was a suggestion that we could use 'calls to service' data specifically for 'use of Taser' on Black communities. Layering of the data will start to show us our findings. This will feed into our direction and provide us with useful insights.

'Calls to service' data involves the initial calls coming into 111/999 which involves closing codes. This is the most expansive data that the police force holds. This isn't subject to Home Office counting codes and the data isn't always captured on the caller themselves. We specifically need to capture the caller's ethnicity and know more about Black people who are calling in. This would be a better starting point for our analysis.

Comparison data

When looking at comparison data we will need to consider metrics and not just by utilising policing data. We will still want to capture data from white communities for comparison purposes so we can establish what disproportionality looks like.

Location level

We need to consider what is the lowest level of location we are going to drill down to with the analysis. Problems may arise if we are comparing a crime occurring at someone's location with a resident's location.

Residential data is important. Each bit of data needs to be substantiated with other data and data sets require validation. This is where it becomes complex.

Stop and search

The group put forward some important papers to be aware of here:

Understanding ethnic disparities in involvement in crime – a limited scope rapid evidence review by Professor Clifford Stott et al.

Vomfell, Lara and Stewart, Neil (2021) Officer bias, over-patrolling, and ethnic disparities in stop and search. *Nature Human Behaviour*, 5. pp. 566-575.

The evidence shows that where we have suspect residents in an area that this doesn't necessarily lead us to stop and search. There isn't always a link between the two.

Where conducting section 60s most of these are conducted in an area with small ethnic communities. This can lead to bias and causes huge amounts of disproportionality.

Risks

Disparity

There was a view put forward that we need to be careful about connecting disparity in Black communities and racism as every community is different. This could be due to a lack of understanding rather than a racist action.

There was also a concern around the layering of metrics and that there wouldn't be any differences shown.

Fear and vulnerability

It was stated that fear and vulnerability needs to be understood. Within some communities there is a fear of being tasered by the police and if more Black people are being tasered there is the fear side to be considered. This can lead to a vicious circle whereby fear can actually bring on the response that is feared in the first instance.

Defining the Question

Analysis

Baseline

The group talked about the baseline and the need to consider pre and post covid data. We shouldn't go further back than 2018 – 2019. This is useful to keep as the baseline as five years will enable us to capture comparison years.

Collection Plan

We will need to have a collection plan. There is still a need to agree whether we will focus on victims and offenders or both. We would also need a definition for victims and to establish whether we are focussing on 'reported' or 'not reported'. Both ice-breaker forces can RAG (red, amber, green) rate what data they have available.

Data

The group discussed the need for the data to be high level and granular to establish which individuals we need to consider in order to include Black voices. We also need to identify high-level definitions on impact and take the opportunity to fine-tune where we think we can get the other data sets from.

We have already established we will be looking at data from over the last 5 years. We can filter this down to crime types and the ethnicity of the victim and offender. We can then look to do comparisons with locations. Deprivation data can also be established.

Census Data

We can look to see if we can use census data. Personal data can get complex when sharing. We do use census data for disproportionality calculations but it should be noted that this can alter the disproportionality rates for suspects and offenders.

Crime survey data

We can do some good secondary analysis on the crime survey data from England and Wales. Non-policing data can give a more complete picture. With the crime survey data we need to consider what geographical level it goes down to. It can be difficult to tie this data to reported crime types.

HMICFRS

We can use the HMICFRS Crime Tree and expand out from that.

ONS

We can link in with the Office of National Statistics. We need to consider their remit with this work. We have also been offered support by the Data Analytics Group.

Force Data

We can use the data we already have as a good starting point. This can be maximised by the external data and explore what things we need to answer. We will need a timeframe and other required fields such as age and gender, crime types. It will need to be established at whether this will be at a force or district level.

Define

We need to consider what will need to be considered for the two ice-breaker forces. Looking at individual point pattern data – local level up to ward level would be a good starting point and allow us to aggregate up from there. Definitions will be different for each project.

Hate crime is very subjective. Not everyone defines the crime as a 'hate crime'. This hasn't been a proposed data set.

We also need to establish our 'key knowns' and our 'key unknowns'. The challenge here is to map crime and harm impacting on Black communities based on the priority action we have already got.

It is important to establish - Did the victims feel that this was a hate crime? Are we looking at victims or offenders or both? We also need to consider what terminology we are looking to define that will support the work we are doing.

Because this is being signed off by Chief Constables we have to be careful not to deviate too far. It is also imperative that the views of the Black community are considered.

Make it a very simple question. Where is the disparity? Write it as a strategic intelligence requirement. There is a need to determine the metrics. As long as there is a fair balance and we have the views of Black communities.

Are we looking at two forces or national views? Are we considering the Lammy report and the Crest report? What are the views around these two reports?

What is impacting on Black people? Do we need to go back out and get those lived experiences? If so, this takes a long time. This is why it has taken 40 years to get to this point.

If we are going to have an impact then we need to address these two reports and establish if there are gaps.

Impact

In terms of impact, we need to identify what we mean by impact and at what level. Is it communities, inter-generational trauma? Collective trauma? A group of people experiencing the same thing? Community trauma is experienced with people who are all from the same background. Here we need to consider sub-groups within Black ethnicity.

Inter-generational trauma concerns Black people experiencing racism from generations going back. Location might come into this when we are defining but we may also need to consider different options.

Roles

We have ONS, NPCC and CoP support with this project. We need to define the roles and responsibilities in the two ice-breaker forces who will be working on it.

It was suggested that the NPCC defines the metrics and then the ice-breaker forces will take this onboard as an action plan and enable learning to support other forces.

Product

Terms of Reference

We need to recognise that we need a product but that we need to consider the perspective of Black people here. We would need the intervention to target the problem and also understand the evaluation. The timelines need to be established at this point.

Logic model

Ideally, we'd consider this before we start to design our model. We'd need to consider what measurements would give us what we need for implementation and to establish short/long term outcomes. There is a need to be careful of acting before understanding.

Problem profile

There was a split feeling in the group about creating a problem profile. One person felt strongly that the word 'problem profile' shouldn't be used at all as this is a new initiative and a 'starting point'. They also asked the question:

Would everyone write a problem profile? Then we'd just have two or we would ask everyone to write a 'national' problem profile. Then we are no longer creating metrics but going into depth in a particular area which will skew the figures even more and delay things even further. If the problem profiles don't work what happens then?

They did feel there is a benefit in aggregating this for national learning and that it isn't impossible, just challenging. They stated this should be a joint, specific piece of work between the CoP and the NPCC.

Another attendee put forward an opposing view to the above:

Why don't we just write the problem profile as part of the assessment. This would constitute two actions which also considers the baseline. This is a different perspective. This could be a starting point for two different pieces of work.

Caveats

We don't want the victim data to be skewed/tapered. Persistent callers for example will skew the data. There is a need to tag these anomalies for the data sets and to look at the data through disproportionality and not just volumes.

We need to consider high impact/residency areas. Black communities often live in high crime areas therefore there exists the possibility for stereotyping. We'll need more external support with this.

We need defined metrics and a baseline that enables us to understand performance in the action plan. There is a need to focus on data, fact, opinion and the consideration of victims/offenders. The two ice-breaker forces will have different data sets therefore there is a danger that we will end up creating a problem profile.

Next Steps

The workshop lasted three hours and there was a consensual need to keep an open mind around this. This work also ties into 'seeking justice for Black people' under Workstream 4.

From the aforementioned themes the below actions emerged which will be addressed going forward by the NPCC and the two icebreaker forces:

- Determine who are the IAGs we are going to go to.
- Create a paper agreeing and documenting the question with a bullet point list incorporating high level definitions and assumptions statement.
- One page plan to be created with a separate governance paper.
- Consider calling this a data validation exercise and not a collection plan. This is a start and will be inclusive and holistic.
- Both forces to go back and RAG rate the collection of this data before coming back to regroup. ONS to help operationalise and publish on website.
- Pull out themes and map out plan and where we will go next with this piece of work.
- Establish working groups to drive this forward.
- Mid-June produce first draft document.
- Re-convene at the end of June as a working group and shape next milestones.
- Governance - Analytical sub-group and reference group to be created in conjunction with community members and ISOB.

Glossary

Acronym	Definition
APP	Authorised Professional Practice
CoP	College of Policing
HMICFRS	His Majesty's Inspectorate of Constabulary and Fire and Rescue Services
IAG	Independent Advisory Group
ISOB	Independent Scrutiny and Oversight Board
NPCC	National Police Chiefs' Council
ONS	Office of National Statistics



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