Matthew Barber
Police & Crime Commissioner
for Thames Valley

Report of the Police and Crime Panel

Report title: <u>Arrest Data by Ethnicity, including Stop and Search and the Police Race Action Plan.</u>

Date: 27th January 2023

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Purpose of the report: At the request of the PCP

Recommendations: Information Only

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Executive Summary

1.1 This report is requested by the PCP to show TVP's arrest data by ethnicity. It also includes stop and search, and a progress report on the Police Race Action Plan, as requested by the PCC.

1.2 This report presents local data in the context of race disproportionality in the use of police powers, and looks at the developing governance structure and HMICFRS findings.

1.3 Current disproportionality rates indicate that a Black person is 3.3 times more likely to be arrested than a White person, per head of population. By contrast, the likelihood of an Asian person being arrested is exactly equal to that of a White person.

1.4 To facilitate analysis, Thames Valley's datasets have been improved in the last eighteen months

1.5 For the purpose of transparency and legitimacy the national Race Action Plan has set up an Independent Scrutiny Oversight Board (ISOB) to deliver dedicated community advice and feedback. Thames Valley has mirrored this approach by taking the innovative step of establishing its own ISOB.

1.6 TVP is an Icebreaker force for the National Race Action Plan

1.7 TVP has produced a command/meeting structure and action plan to deliver its Race Action Plan workstreams.

2 Background: Police Legitimacy, the Race Action Plan, and 'Explain or Reform'

2.1 Following the killing of George Floyd in the USA in May 2020, HMICFRS commented that 'over 35 years on from the introduction of stop and search legislation, no force

fully understands the impact of the use of these powers. Disproportionality persists and no force can satisfactorily explain why.' [1]

2.2 In mid-2022 the national Police Race Action Plan heralded an unprecedented programme for systemic change, reflecting on the full legacy of post-Windrush racism, through the Scarman report on urban racial discontent that prompted the reforms to stop & search, through to the death of George Floyd, and the strip search of Child Q in a London school. These decades have yielded innumerable reports, innovations, campaigns, and representations from public, professional and official sources, including the Lammy report, the public protests of the Black Lives Matter movement, Through the Race Action Plan, the police have staked a claim that they will listen and act where others before them are perceived to have failed. History will judge the police on this claim, and the cost of failure could be devastating.

2.3 The fair application of police powers across ethnic groups is inherent within the Race Action Plan's evidence base for change and critical to the outcomes that are sought. It cites that '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. Testimonies tell us that Black people find these encounters – particularly stop and search – confrontational, stigmatising and humiliating. Confidence in the police is 20% lower in the Black Caribbean group than the national average. These historically low levels of trust in policing by Black communities risk undermining policing's Peelian mission of policing by consent.'[2]

2.4 Consistent with the recent national narrative around police powers (and indeed wider disparities within the justice system) is that policing legitimacy will be defined not by whether disproportionality exists, but by whether it is either explained or reformed. In 2017 the Lammy Review wrote that if 'if CJS agencies cannot provide an evidence-based explanation for apparent disparities between ethnic groups then reforms should be introduced to address those disparities. This principle of 'explain or reform' should apply to every CJS institution.[3] In 2022 the Police Race Action Plan affirmed its commitment to this principle: 'Every police force in England and Wales will adopt an 'explain or reform' approach to examining policy or practice where racial disparity exists.'[4]

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[1] Disproportionate use of police powers A spotlight on stop and search and the use of force, HMICFRS 2021, p.5

[2] NPCC and College of Policing: *Police Race Action Plan Improving policing for Black people*, 2022, pp.6-7, with reference to:
- Home Office. (2021). Police use of force statistics, England and Wales: April 2020 to March 2021. [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]
- GOV.UK. (2021). Confidence in the local police [internet]. [Accessed May 2022]

[3] The Lammy Review: An independent review into the treatment of, and outcomes for, Black, Asian and Minority Ethnic individuals in the Criminal Justice System, p.14

[4] NPCC and College of Policing: *Police Race Action Plan Improving policing for Black people*, 2022, p.13

![Matthew Barber — Police & Crime Commissioner for Thames Valley]

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2.5 There is a growing consensus among national governing agencies about the required approach. A number of NPCC workstreams had to come together to unite the delivery structure of the Race Action Plan. The plan, now published in its first iteration (the full plan is expected in early 2023) is complemented by its own Independent Scrutiny and Oversight Board (ISOB) – see point 3.2.5. It remains an active landscape: the IOPC have recently surveyed stop & search, a super-complaint enquiry has probed searches conducted under S60, the Children's Commissioner has harvested data on juvenile strip searches (following Child Q), the Home Office is developing its model for community scrutiny as part of 'Inclusive Britain' (in response to the Commission for Race and Ethnic Disparities report) alongside NPCC/APCC developments of custody scrutiny. HMICFRS is expected to apply an inspection regime around the above.

2.6 Within Thames Valley Police governance of police powers is guided by the Force's Legitimacy Board, chaired by ACC de Meyer: 'Arrest and Custody' and 'Stop and Search' comprise two of ten workstreams. Underneath the Legitimacy Board, there is a bespoke governance structure for stop and search specifically including central and local leads. With the initiation of the Race Action Plan, which includes specific direction for the use of police powers, and is led locally by ACC Murray, there is ongoing work to remodel/realign the overall governance structure. This is explained below, together with a consideration of external/community governance.

3 National and Local Picture

3.1 Disproportionality Data

3.1.1 Writing in May this year (based at that time on 2011 census data) the Race Action Plan noted that 'nationally, 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.'[5] Recent Thames Valley data (based on the 2021 census) affirms a similar rate of disproportionality in Thames Valley Police. Figure 1 below shows the arrest rates per core ethnic group – for example, 10.2% of recent arrests have been of Black people. Figure 2 shows the rate of disproportionality: the Relative Rate Index shows that a Black people in Thames Valley is 3.3 times more likely to be arrested than a White person, while the likelihood of an Asian person being arrested is exactly equal to that of a White person, per head of population.

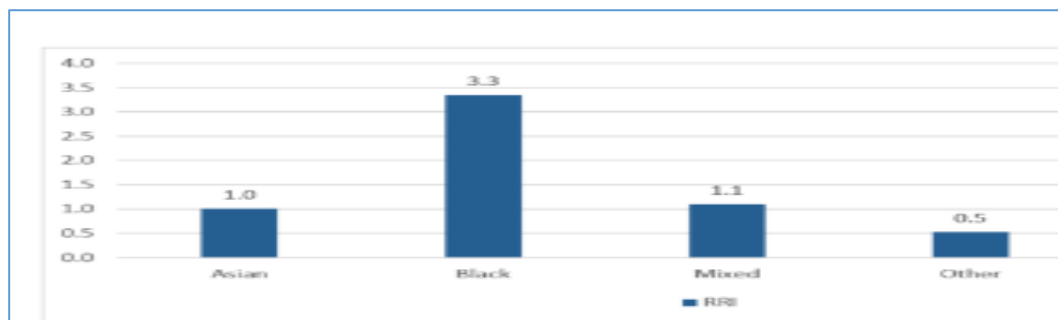**Figure 1: TVP Arrests by Ethnicity 1st October 2021 – 30th September 2022**
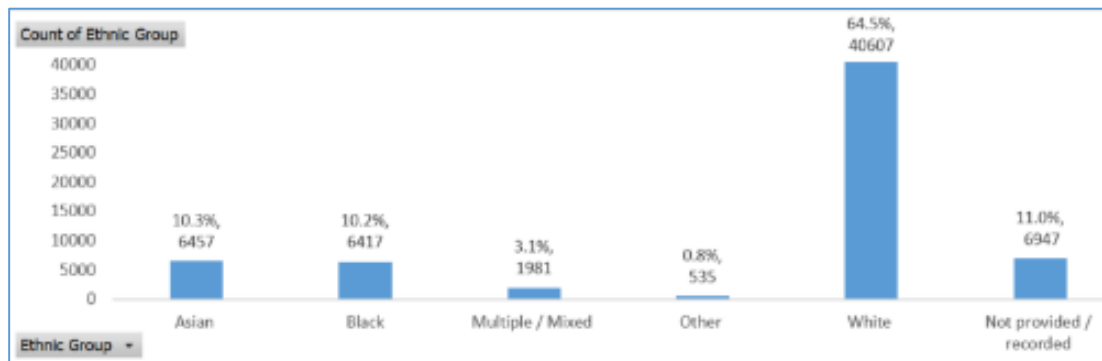
Figure 2: TVP Arrests – Relative Rate Index 1st October 2021 – 30th September 2022, 2021 Census


3.1.2 Despite the national narrative of 'explain or reform', arrest does not feature in the Race Action Plan other than the one comment cited at point 3.1.1. TVP's Legitimacy Board conducted a detailed review of 'Arrest and Custody' in 2021 which offers some possible explanations for the lack of insight into this area. The probative value of the research was limited by the fact that geographical data of arrests can be unhelpful (unlike stop and search, the location in which a person is arrested may bear no relation to any part of the offence or incident). The scope of the analysis excluded cases where officers had decided *not* to arrest someone, which, had it been included, would have enabled a more rounded view of police discretion. Finally, a decision to arrest may be prompted more by information provided by the public rather than an officer's initiative, choice or skill, compared to other police powers like stop & search and use of force. That said, the 2021 review did show a trend in heightened disproportionality in drugs arrests (e.g. Class A drug supply), magnified in the case of young people, correlating with further layers of race disproportionality concerning strip searches (a pattern apparent outside as well as inside custody – see section 3.2) and pointing to the wider context of social inequality (the relationship between poverty and violent crime/drugs being a key driver behind the creation of Violence Reduction Units). Moving forward it is intended that custody scrutiny panels will offer opportunities to scrutinise arrest disproportionality and drive service improvement (see point 3.2.5)

3.1.3 In contrast to arrest, stop and search has received concerted and sustained scrutiny. Recent Home office data shows that those who were Black (or Black British) were stopped at a rate 6.2 times higher than White people (down from 7.0 in 2020/21, and down from the peak disparity of around 9.5 in 2017/18 and 2018/19)[6], therefore remaining at double the rate of arrest disproportionality. As figures 3 and 4 show (again, respectively, the volumes and disproportionality by ethnicity), rates of stop search disproportionality in Thames Valley Police are considerably lower than the national average.

Figure 3: TVP Stop & Searches between 01 October 2021 - 30 September 2022 per Ethnic Group by percentage and count
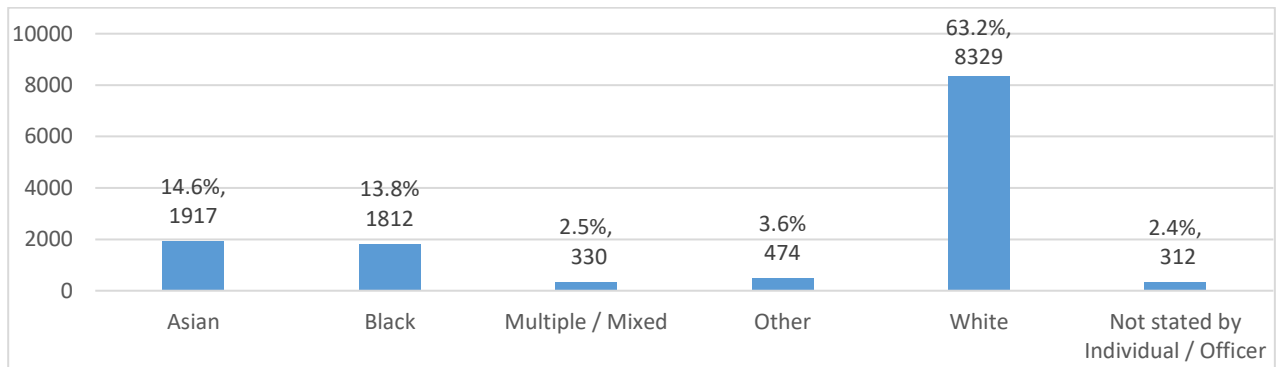
Figure 4: TVP Stop & Search – Relative Rate Index 1st October 2021 – 30th September 2022, 2021 Census
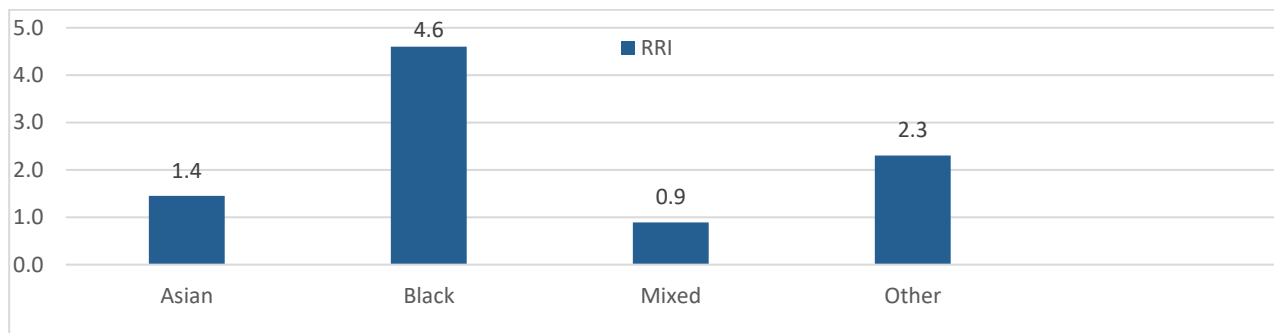
3.1.4 Although comparatively favourable at a national level, race disproportionality in Thames Valley Police stop and search is still considerable. To facilitate analysis, Thames Valley's datasets have been improved in the last eighteen months (both the toolkit accessible to leads and the performance pack, which is contained in **Annex A**). The datasets equip local leads with details of the reasons for stop and searches (including relevant operations), outcomes (items found, persons arrested), and the prevalence of stop and search encounters (e.g. subjects, staff


[6] Home Office, presentation to NPCC Stop and Search CPD December 2022

and teams that are engaged in the most stop searches). The varying patterns of arrest and stop and search disproportionality are shown in figures 5 and 6 below: it should be noted that disproportionality is lowest in the four urban areas (Milton Keynes, Reading, Oxford and Slough) which account for the most encounters (see **Annex A**). Positive examples of local accountability and 'explain and reform' that have been applied through the governance structure include a review of intelligence in an area on high race disproportionality (Aylesbury) in which the analysis (and local command team) showed that most searches and the intelligence products driving them were conducted in the areas which had highest violent crime, and a review of the most-searched persons in Milton Keynes revealing links to crime groups associated with homicide, both of which examples offered excellent explanations for specific examples of disproportionality.

Figure 5: LPA Arrest disproportionality per local authority census area – Relative Rate Index 1st October 2021 – 30th September 2022, 2021 Census
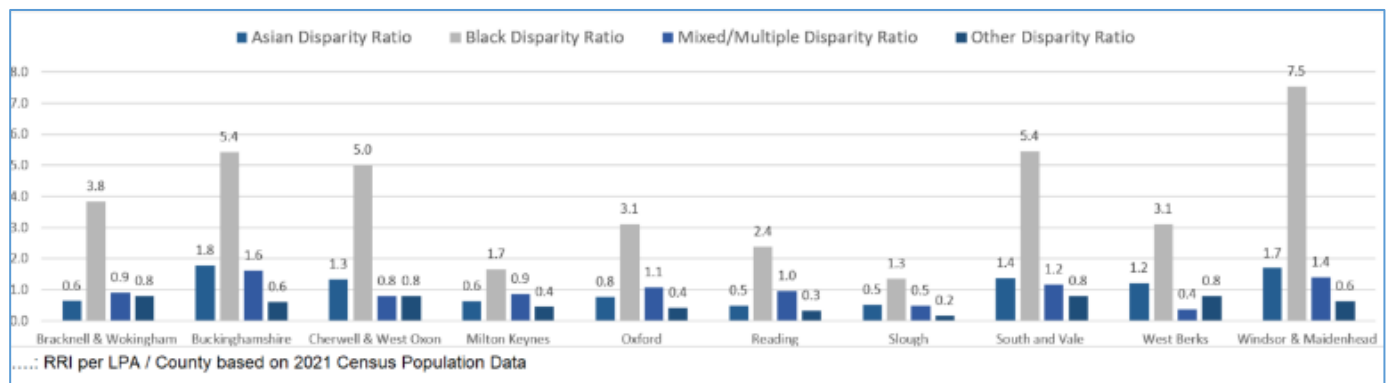
Figure 6: Stop & Search disproportionality per local authority census area – Relative Rate Index 1st October 2021 – 30th September 2022, 2021 Census
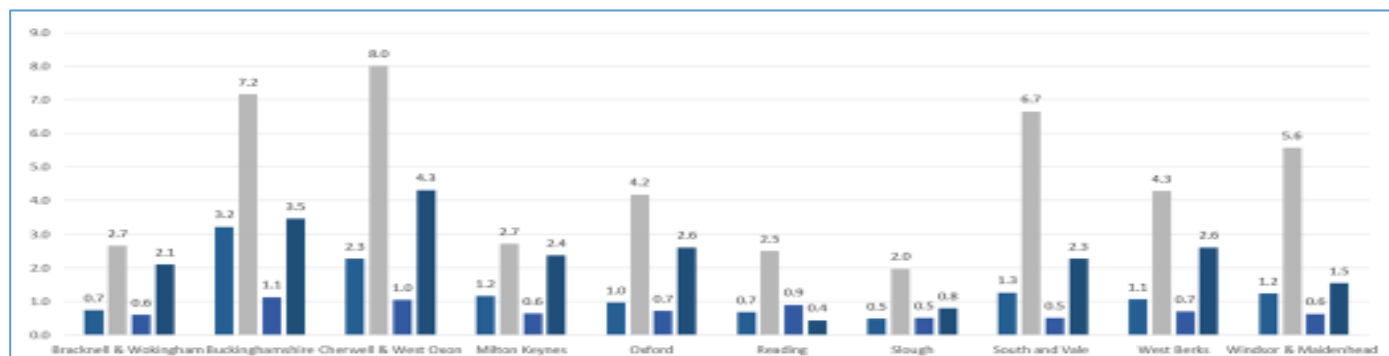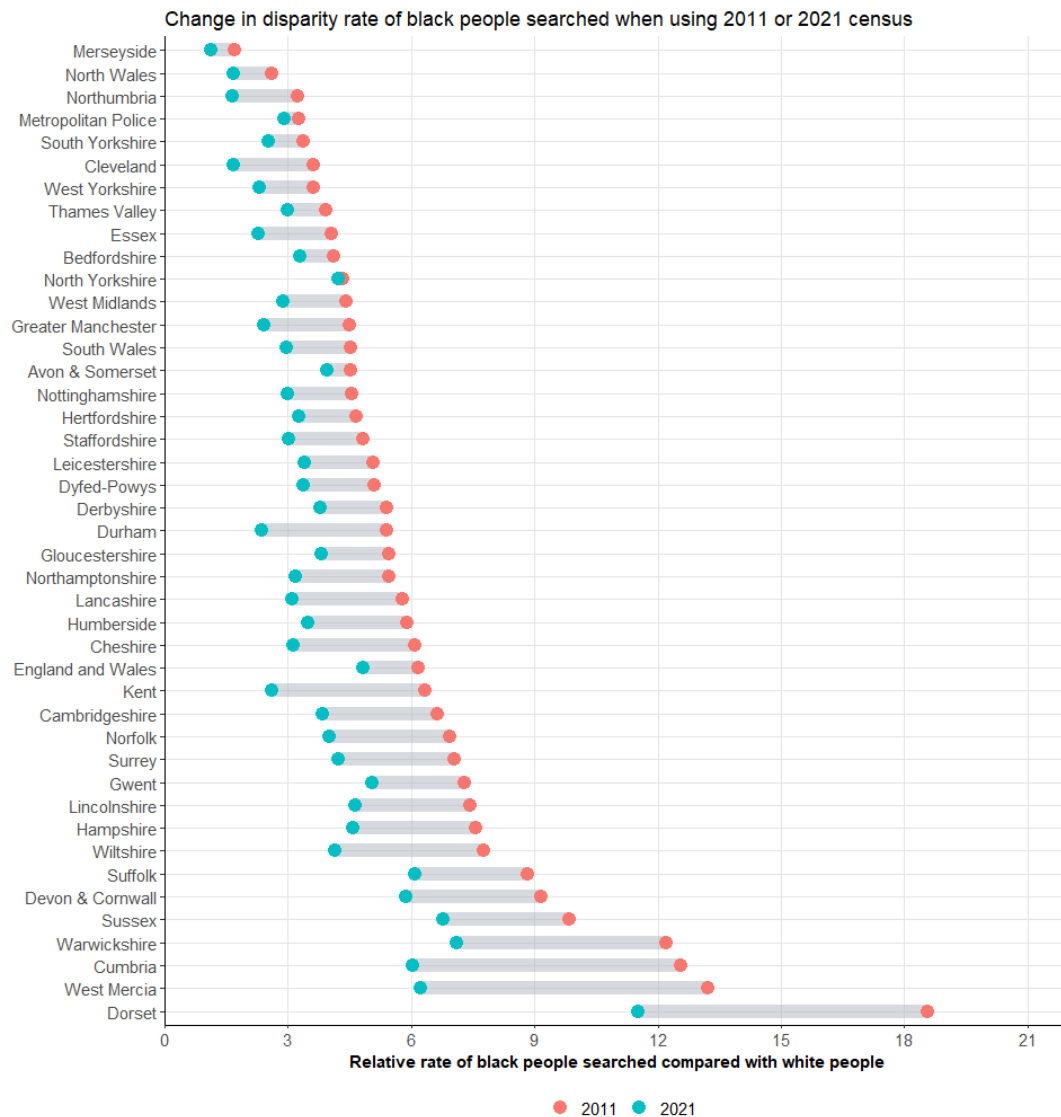

3.1.5   Recent Home Office data shows the relative rates of disproportionality for stop and search of Black people in each police area, comparing the 2011 and 2021 census data (figure 7). According to 2011 census data, Thames Valley performed very

strongly (the eighth lowest disproportionality nationally) and although its position is less favourable when the now-accurate 2021 data is applied, it is still highly competitive (approximately the fourteenth lowest disproportionality rate nationally).

Figure 7: Stop Search national comparison of 2011 and 2021 census data[7]

Change in disparity rate of black people searched when using 2011 or 2021 census

Relative rate of black people searched compared with white people

● 2011 ● 2021

3.2 **The wider context of police powers: data, direction and governance**

3.2.1 To complete the national and local picture the following paragraphs will summarise key contemporary developments in the scrutiny and governance of police powers, including the Race Action Plan, use of force, Child Q, and community oversight.

3.2.2 **Police Race Action Plan Workstreams**

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[7] Home Office, presentation to NPCC Stop and Search CPD December 2022

It may be helpful to provide a brief overview of the Race Action plan before going into the individual workstreams.

Since the launch of the national plan, the Force has been working on translating the national plan into a TVP context. There has been a focus on building an effective foundation to allow the successful delivery of the plan over the coming years.

Milestones to date:

- TVP is the only Police Force to have set up its own ISOB (Independent Scrutiny Oversight Board) to demonstrate our commitment to meaningful race action place;

- Our force has provided evidence that enshrined the National Race Action Plan's key commitments and has been recognised by the NPCC as an 'icebreaker' force;

- The Force has successfully hosted its first-ever in-person Black History Month event (118 attendees). Over the month, different event attendances and page views reach 1,375;

- The Force provided one of the highest response rates for the national race action plan survey;

- The Force has been awarded the Race Equality Matters Trailblazer status by an independent panel of judges; the first Police Force to do so;

- We have a formalised programme structure in place to deliver the Race Action Plan together with a qualified programme manager;

- The Force has committed to a full-time Race Action Plan Programme Coordinator;

The Police Race Action Plan has applied clear direction to the police powers agenda, expanding it into new areas. Three of its four workstreams are public-facing and include:[8]

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

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[8] NPCC and College of Policing: *Police Race Action Plan Improving policing for Black people*, 2022, pp.17-18, 20, 39-47.

- Consistent recording, analysis, monitoring and publication of data on police powers, and effective use of that data to tackle disparities (see sections 3.1.1, 5, and 9)
- Strengthened 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 (see section 3.2.5)
- A wider range of police powers disproportionality reviews including vehicle stops under S163 of the Road Traffic Act, use of force and Taser, specific focus on stop and search for drugs on children, searches under S60 of the Criminal Justice and Public Order Act (serious violence), and digital forensics (biometric data, facial recognition and artificial intelligence), which will feature within the TVP Race Action Plan delivery plan/timeline.[9]
- Thames Valley Police is a national 'Icebreaker' force for S163 vehicle stops, working with regional forces (led by C/Inspector Hiles of Sussex Police) to develop and apply a reporting methodology through the Pronto application on officers' handheld devices (vehicle stops are not routinely recorded currently).
- There will be a requirement for all forces to provide S163 data by Q3 2023/24[10].

Workstream 3: Involved: *Black people and communities are routinely involved in the governance of policing.*
- A review of existing engagement channels, including independent advisory groups and scrutiny panels, and identification of ways of strengthening the voice and influence of Black communities in policing governance
- Mapping community confidence, producing local action plans to support community engagement, publishing outcomes of their engagement and publishing their response to issues raised by Black communities locally.
- Relevant community engagement structures are discussed in more detail in point 3.2.5 below. TVP's stakeholder network group for Workstream 3 has been established (autumn 2022) to commence mapping of community engagement pathways, and to establish channels for effective dialogue with grassroots community groups (starting with those agencies that represent the local Black communities). The Workstream's coordination group is due to meet in January 2023.

Workstream 4: Protected: *Black people are protected and properly supported as victims of crime and as vulnerable groups.*

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[9] NPCC and College of Policing: *Police Race Action Plan Improving policing for Black people*, 2022, pp.30-36
[10] From DCC Tyron Joyce, National Programme Director during the December 2022 monthly all forces update

- Developing analysis and interventions to protect Black communities from harm, recognising that Black people suffer disproportionately from certain crime types – in particular, homicide and violent crime – and are less likely than White and Asian adults to have confidence in their local police.
- Developing an effective response to hate crime committed against Black people (including online and on social media), missing person reports, and mental distress suffered by Black people.

- Thames Valley Police is an Icebreaker force with regard to the following commitment: to '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.' This is envisaged to include:[11]
  - Working with the PCC regarding strategies for commissioning of victim services for Black people.
  - Seeking the support of the PCC to identify an effective public safety response to Black people who go missing and their families.
  - Working with the PCC and independent advocates to reduce victimisation within the Black community.
  - Working with the PCC and independent advocates to consider/review current crime prevention activities within Black communities and make the results publicly available.
  - Ensuring effective joined-up working between the PCC and the ISOB (see sections 2.5 and 3.2.5)

Additional Workstream 4 objectives include overcoming barriers to effective ethnicity recording (victim ethnicity data is under-recorded) and improving investigations and outcomes to hate crime committed against TVP staff.

For completeness, Workstream 1: Represented predominately relates to the internal workforce. However, these activities will have an impact across the other workstreams in terms of changing culture and behaviour.

- **Workstream 1: Represented**: *Black people and communities are properly represented within policing, with an internal culture that promotes inclusivity and supports their development and progression.* Thames Valley Police is an Icebreaker force with regard to the following commitment relating to the misconduct and complaints process: Develop a fair and equitable misconduct and complaints process from initial assessment through to

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[11] NPCC and College of Policing: *Police Race Action Plan Improving policing for Black people*, 2022, p.43

investigation and outcome. This will minimise the racial disparity that Black officers and staff face in the disciplinary process.

Thames Valley Police has produced a command/meeting structure and action plan to deliver its Race Action Plan workstreams. The prospective timescales are summarised in point 7 and contained in **Annex C**. Further detail on community scrutiny will be provided in point 3.2.5. **Annex B** contains an overview of the wider scope of the Race Action Plan in Thames Valley Police and a summary of its 'Icebreaker' roles.

3.2.3 Use of Force and other police powers

a) Use of Force

Further to the Police Race Action Plan, Thames Valley Police has an existing scrutiny and oversight framework for use of force led by C/Supt Grahame (strategic lead) and Supt Hahn (tactical lead) under the auspices of the TVP Legitimacy Board. The force has an HMICFRS Area for Improvement for use of force recording. At the time of writing, reporting has risen from approximately 40% of cases in early 2022 to over 55% by the end of Quarter 2 (July-Sept 2022). The launch of recording via the Pronto app from July has been key to this success, among other steps taken (e.g. awareness in custody and improvements to training products). Disproportionality within the use of force is subject to ongoing review. Indicators suggest rates of disproportionality similar to stop and search, albeit low levels of reporting have hampered accurate measurement. The now-improved reporting will inform actions taken in the months ahead.

b) Serious Violence Reduction Orders

Serious Violence Reduction Orders are due to go live in Thames Valley Police in 2023 (as a pilot force). The Violence Reduction Unit is leading on this work, which will introduce new stop and search powers. The internal and external governance framework for disproportionality will be unified within the existing framework (Legitimacy and Race Action Plan).

3.2.4 Child Q

The strip search of Child Q in a London school prompted a range of national reviews, including a requirement by the Children's Commissioner for all forces to produce data on child strip searches (excluding searches in custody) from 2018 to

2022. This research was completed in December 2022. In TVP, the number of such searches was low (approximately ten per quarter, forcewide) and revealed an encouraging ethos of safeguarding, with 65% of searches resulting in a relevant referral, such as communication to Social Services, Multi-Agency Safeguarding Hubs or a Child Protection Order being created. Appropriate Adults were present in at least 81% of search encounters (the searches were recorded on paper forms which were not always accurate – this has since been improved by Pronto reporting – see section 5). The research revealed that 39% of the searches were conducted on young people of Black ethnicity, 41% of White ethnicity and 20% of Asian ethnicity (taken from officer defined data). This data is not dissimilar to strip searches conducted in custody (presented to CCMT in October 2022), although the custody data distinguished between people of mixed race (approximately 50% of strip searches of young people in custody were conducted on people of White ethnicity, 32% of Black ethnicity, 12% mixed race, and 6% Asian ethnicity). The work on Child Q in TVP is poised to deliver several service improvements (for example, improved notification of parents and guardians) and, now recorded accurately via Pronto, child strip searches will fall within the same governance framework as stop and search. TVP CJ department has introduced internal governance arrangements for strip searches conducted in custody.

3.2.5 Community/External governance

a) Independent Advisory Groups

TVPS's Independent Advisory Group infrastructure for stop and search scrutiny is long established, comprising a central Stop Search IAG (SSIAG) at force level, and a network of local IAGs to oversee local performance. While this model remains in place, it has been transformed in the last two years, conducting body worn video (BWV) reviews of stop and search (and use of force) locally and centrally, supported by a growing network of community scrutiny panels that permit a more representative membership than the existing IAGs (TVP's IAGs are reasonably representative by way of ethnicity but do not reach younger age groups). Points 5 and 9 of this report will note key points of achievement – which are considerable – and key points of ongoing development. Examples of scrutiny include SSIAG examination of patterns of compliant handcuffing which have informed force training products, and a recent use of force case referred from the Oxford IAG to the SSIAG for review (involving a young Black female), resulting in an ongoing review of how follow-up care is managed locally.

b) Independent Scrutiny and Oversight Board

The Race Action Plan's bespoke Independent Scrutiny and Oversight Board (ISOB) has been noted at points 2.5 and 3.2.5. Receptive to the rationale that prompted the ISOB's creation (the lack of representativeness of existing institutions and the need to apply fresh oversight to achieve the objectives of the Race Action Plan) TVP launched a local ISOB in October 2022, convening a core

leadership from the Black community. The Board, still in the process of building its terms and membership, has been warmly received nationally and is expected to enable a level of objective critique that could not otherwise be assured. Crucially, the chair of TVP's SSIAG is a founding member of the ISOB ensuring that Thames Valley's critical independent scrutiny bodies are joined-up.

c) PCC Governance and LCJB/Custody Scrutiny

As a final point, national and local development of community scrutiny of custody points to opportunities to engage PCC governance of community scrutiny products. A TVP custody scrutiny panel was convened in 2021/2 – highly representative by way of race – and current work led by the LCJB is exploring opportunities to situate the scrutiny panel within the LCJB network. If successful this could enable products from other scrutiny groups to be brought within the PCC's governance, further augmenting the ethos of independent oversight in TVP. A draft governance framework is enclosed below (figure 8)

Figure 8 Draft LCJB Governance Structure for Community Scrutiny
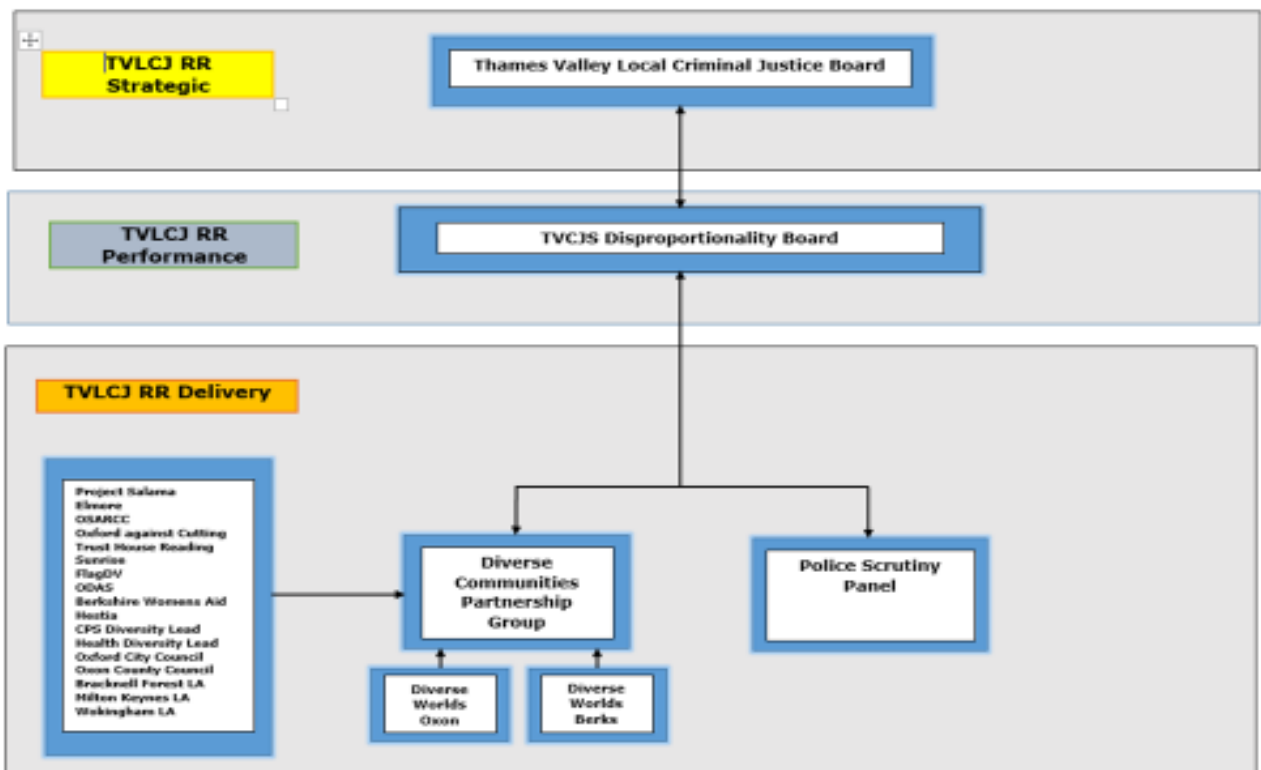
4 Operational Perspective

Key operational considerations include the following:

4.1 Demand on front line staff and managers is a factor. The Force's Managing Frontline Demand project sits within a wider Force service review, and it is against this backdrop of demand pressures that officers are expected to challenge themselves about their selection of subjects to stop and search, to complete comprehensive records of their encounters, and their managers to dip-check their staff's BWV footage and challenge, coach and steer their behaviour. It is essential that the rollout of the Race Action Plan and associated toolkits and training is applicable to staff in high-pressure scenarios.

4.2 Secondary outcomes are a concept that is not yet widely recognised or accounted for within the context of disproportionality but forms an inherent part of operational policing. As noted in point 3.1.4 the research into child strip searches revealed a high level of ethical care and safeguarding referral associated with but secondary to the principle activity/outcome in question (the strip search). It is expected that the measurement and account of secondary outcomes will form a key feature of success measurement moving forward.

4.3 Operational Guidance products will continue to be developed through the course of the Race Action Plan. Significant improvement to strip search guidance will be introduced imminently to assist staff's decision-making (see point 3.1.4). Currently, there is no centralised guidance for use of force – it is dispersed among other topics such as firearms – and this is being reviewed as staff are not always clear on the process to follow (in one recent example, officers recorded using force on a two-year old when they carried the child from one room to another).

4.4 Pronto has been referenced throughout this report and will feature at point 5. Launched for stop and search reporting in June 2022 and use of force in July 2022, it has delivered significant process improvement regarding ease of use and data accuracy. Continued aliveness to its opportunities (including S.163 vehicle stop reporting) and its content (opportunities have been found to reduce the free text entered into the use of force reports, saving officers' time) will remain a key factor in the use of powers accountability.

4.5 Refresher training will be mentioned as a 'next steps' consideration in point 9, but training also features in basic rolling programmes, such as foundation training, officer safety training and the current rollout of supervisors' training (which includes awareness of harm and bias), the content and delivery of which will remain a factor in accounting for officers' actions and behaviours.

5 <u>Service Improvements achieved</u>

5.1 Key recent service improvements include

a) Successful rollout of Pronto for stop and search and use of force recording resulting in service performance improvement explained in points 3.2.3 and 4.4.

b) The stop and search management information pack has been dramatically improved (see 3.1.4). The data pack is contained in Annex A. The pack is readily tailored for internal and external audiences, and user-friendly for workplace leads

c) The gold (strategic) and silver (tactical) structure for stop and search and use governance is practically complete (due to 'go live' in January 2023), which will assist the process of alignment process between the Race Action Plan and Legitimacy Board (see points 6 and 9)

d) The development of the SSIAG has been mentioned at point 3.2.5. Recent examples of scrutiny include a BWV review of a search of a young Black male that had resulted in a complaint against the police. The SSIAG was not satisfied that the search or complaint had been appropriately handled, and this has resulted in a service improvement as TVP Professional Standards Department (PSD) has agreed to screen all stop and search complaints for direct PSD investigation, rather than devolve them to area investigators.

e) The pioneering launch of the TVP ISOB (see point 3.2.5)

f) Thames Valley's pilot of independent community scrutiny in custody (and associated national terms of reference) was ratified by the Chief Constables Council in early 2022 and the force is now working with the Association of Police and Crime Commissioners to finalise the product for ratification and rollout by PCCS, as well as working on local modelling as noted in point 3.2.5/figure 8). This work has influenced the Home Office's draft terms of reference for community scrutiny within its 'Inclusive Britain' programme.

g) Mandatory Body Worn Video of stop searches has been implemented, and compliance is very high (compliance is shown in the Service Improvement toolkit)

h) HMICFRS's PEEL assessment of TVP's stop and search is assessed as 'Good', finding that 'the workforce understands how to use stop and search powers fairly and respectfully', that 88.3 percent of stop and searches had reasonable grounds recorded, body worn video recording was strong, and community scrutiny was well-rounded: the fact that local community scrutiny panels had less stringent vetting requirements than IAGs was praised as more people with relevant lived experience can provide feedback to the force.

6 Risks/ issues/ implications/ alternatives

Report of the Police and Crime Panel

6.1 TVP's Diversity and Inclusion team have developed and populated a professional methodology for assessing risk via a balanced scorecard. A moderation process is timetabled for 17th January. When the process will permit a compelling account of risk against relevant strands of the Race Action Plan.

6.2 Pending completion of that process key risks include the following:

a) The force has initiated a service review of its governance and provision of Diversity and Inclusion (including the Race Action Plan) as national/global risks and expectations associated with race disproportionality have risen dramatically in recent years (see section 1). Currently, the force has no established central resources to account for public-facing Legitimacy and is entirely reliant on seconded staff leaving it vulnerable to significant gaps in service. The service review is currently ongoing so its outcome is unknown.

b) Until fully established the constitution of ISOB and its associated terms and requirements remain vulnerable (e.g. its relationship with other scrutiny bodies, budgetary considerations)

6.3 A selection of additional delivery gaps are listed amongst 'Next Steps' in section 9.

7   Timetable for implementation

7.1 The Race Action Plan has published a provisional delivery timetable for the years 2023/4 to 2025/6 (enclosed as Annex C) and it is expected that the delivery of associated workstreams (e.g. use of force) will fit broadly within this framework. This timetable will be reviewed when the full national Race Action Plan is published in spring 2023, and more detail will be added. National bodies will continue to set expectations that the force will comply with (for example the commencement of the SVRO pilot which is expected to launch imminently) albeit it is anticipated that HMICFRS will ensure that its inspection requirements are aligned with the Race Action Plan and that other agencies will follow suit.

8   Annexes

Annex A: Quarterly Data Pack used for internal and external scrutiny: Stop & Search

[PDF]
Thames Valley
Police_ Stop and Sea

Annex B: TVP Race Action Plan Update (including Workstream 1)

[Word document icon]

Police and Crime
Panel TVP Race Action

Annex C: Race Action Plan Strategic Plan, including Delivery Timeline

[Word document icon]

TVP Race Action -
Strategic Plan.docx

9 Next Steps

9.1 In addition to points detailed in the enclosed timeline (Annex C), key arising steps include the following:

a) Governance alignment between the Race Action Plan and the Legitimacy Board, spring 2023, including:
   i. Agreement on reporting and resourcing structures in line with the ongoing Diversity & Inclusion service review.
   ii. Agreement about ownership and governance on the wider relevant Legitimacy remit including the key stakeholder network. Force leads from Force Intelligence and Specialist Operations (regarding intelligence drivers for stop and search) and custody (regarding arrest and strip search powers) were engaged within the original remit of the Legitimacy Board in 2021, supplied by relevant analytical products, whereas wider accountability within the Race Action Plan command structure and associated analytical capability is not yet defined (including analytical support for Workstream 4).

b) Completion of Legitimacy Delivery Plan actions by March 2023 (including full BWV video data sharing agreements, the establishment of young peoples' panels, common terms of reference and wider rollout of local scrutiny panels, scrutiny toolkits for local leads, 2023 refresher training provision for staff).

c) Completion of outstanding use of force 'quick win' actions (for example sharing use of force report findings with staff to encourage reporting and sharing the learning from officers' use of force encounters).

d) Application of wider/national learning within Stop and Search and Use of Force remits (including accounting for secondary outcomes, application of trauma-informed practices, peer scrutiny processes).

e) Levelling-up of data analysis (e.g. understanding populations that are present on the street, accessible to police for stop and search encounters)

f) Accurate ethnicity recording (note that this is a national issue, and that Thames Valley police has a relevant HMICFRS Area For Improvement on this topic)

g) Full alignment of Taser within internal/external scrutiny for use of force

h) Comprehensive rollout of external communications products including public-facing data and public trust measurement.

i) Finalisation of PCC/LCJB/Custody scrutiny options including alignment with national directives.

j) Data improvements will include location mapping of stop searches and will be accessible to local leads as part of a new Service Improvement toolkit – this is due to go live in approximately April 2023.

10 Conclusion

10.1 Thames Valley Police's Legitimacy Board has been in place since early 2021, resting upon a governance and resourcing framework for Diversity & Inclusion that predates the contemporary risks and challenges facing policing. The Legitimacy Board governs an infrastructure for accounting for disproportionality in the use of police powers and driving improvements to 'explain or reform' police activity. Arguably the Race Action Plan has been launched at a good time, prompting an early review of the wider governance structure of legitimacy and energising the wider review process of Diversity and Inclusion in TVP. Considerable service improvements have been achieved, and the force's performance is comparatively strong, with significant opportunities for further modernisation and improvement. The Race Action Plan presents a critical and unique opportunity to affect such change and the price of failure would be high. The Force is not blasé about the challenges that lie ahead but move forward with confidence, based on solid grounding and the timely opportunities presented for change and development in the early months of 2023.