

## **Justice Sub-Committee on Policing**

### **Police Scotland's engagement with black and minority ethnic (BME) communities**

#### **Written submission from Police Scotland**

#### **Operational approach and challenges**

##### **1. Purpose**

The purpose of this report is to provide information to the Scottish Parliament Justice Sub-Committee's roundtable evidence session on 'Police Scotland's engagement with black and minority ethnic (BME) communities; the operational approach and challenges', which is due to take place on Thursday 26 October 2017.

##### **2. Background**

In March 2016 the Scottish Government published the Race Equality Framework, setting out its approach to promoting race equality and tackling racism and inequality between 2016 and 2030.

The Framework consists of six themed 'visions' and related 'goals', with a view to delivering these over the 15 year span of the Framework. The first of these visions sets out the overarching ambition for race equality in Scotland, which the Scottish Government aims to achieve by 2030, with the other themes covering a cross section of outcomes related to community cohesion and safety; participation and representation; education and lifelong learning; employability, employment and income; and health and home.

The Framework sets out actions grouped around goals within each vision, with the 'Community Cohesion and Safety' vision of most relevance to Police Scotland. The following summary of Police Scotland activity is submitted for consideration, highlighting which goal/action within the Race Equality Framework it is relevant to.

##### **3. Goal 7 – Access to justice and safety for minority ethnic individuals is improved and the effectiveness of the justice process in dealing with racism is reviewed:**

**Action 4 – Work with Police Scotland and other key stakeholders including the Scottish Police Authority, equalities and human rights organisations and organisations representing the interests of children and young people, to develop an effective process for monitoring and evaluating the impact of stop and search practice on minority ethnic communities.**

##### **3.1 Stop and Search Assurance**

Stop and search policy and practice has been subject to significant scrutiny and subsequent improvement over recent years. The Code of Practice for Stop and Search was introduced on 11 May 2017 and highlights the monitoring of stop and

search should be supported by comprehensive statistical records at divisional, local authority and national levels.

To assure compliance with the code, Police Scotland engaged with SPA to create an assurance framework. This framework will allow for stop and search activity to be tested for proportionality, fairness and effectiveness across a range of socio-geographical variables.

This aims to provide assurance on the proportionate use of stop and search. This includes compliance with the Equalities Act 2010 and in particular the appropriate use of stop and search in terms of age, gender and ethnicity.

Police Scotland will examine overall trends and patterns in stop and search in relation to proportionality, fairness and effectiveness on an annual basis. This will include trends over time in both the raw number of searches and seizures, outcomes and the rate per capita broken down by age, sex and ethnicity.

Changes in search trends amongst minority ethnic groups will be monitored at a national level. It is recognised that the number of searches and seizures for minority ethnic groups are very small and the population statistics for non-white populations in Scotland is far less reliable than it is for age or sex.

Analytical products have been created to help inform the scrutiny of stop and search whilst allowing for the feedback of information from local staff to help understand the context of how stop and search is used across Scotland.

Furthermore, this will allow analysts to identify individuals who have been searched multiple times. This will help to establish the context of the broader use of stop and search and will allow local commanders to identify individuals who may be vulnerable.

Police Scotland report on stop and search publically on a quarterly basis, and includes stop search data broken down by age, sex and ethnicity.

Police Scotland has been attending Local Authority Scrutiny Boards (LASB) across the country delivering inputs on the Code and their scrutiny role in the use of the tactic. Police Scotland will consider how best to tailor information provided to local Scrutiny Boards to support the effective scrutiny of stop and search.

#### **4 Goal 8 – Scotland’s police workforce is better able to tackle racism and promote equality and community cohesion in the delivery of police services:**

**Action 1 – Work with the Scottish Police Authority and Police Scotland to promote effective equality and intercultural competency training within initial training for the police workforce, combined with appropriate CPD for those already in post.**

## 4.1 Training - Background

Within the Race Equality Framework document, Key Goal 8 states: *"Scotland's police workforce is better able to tackle racism and promote equality and community cohesion in the delivery of police services"*. During the development process of the Framework, a range of individuals expressed concern about the relationship between BME communities and the police. The document identifies the need to ensure BME communities have trust in Police Scotland and can be assured of a high quality police service which responds to their needs.

The document highlights that to achieve this, practical knowledge on racism, race equality and cultural awareness is needed within the police force and that this would most effectively be achieved through enhancing existing training.

## 4.2 Summary of Current Equality Training: Police Staff Induction

On employment by Police Scotland, each member of Police Staff attends an induction course during which one full day is dedicated to Equality and Diversity Awareness training. As the course was developed, consultation processes were undertaken involving key partners such as Woman's Development Forum, Police Federation, Unison and Unite amongst others, all of whom approved the content. The programme was thereafter successfully rolled out and has received favourable feedback from students. The key areas focused upon and the learning outcomes are highlighted within the table below:

POLICE STAFF INDUCTION	
TOPIC	LEARNING OUTCOMES
Why Is Diversity important?	<ul style="list-style-type: none"> <li>• Explain the needs of the diverse society in which we live and work</li> <li>• List the main characteristics of the Equality Act identified within the Organisation</li> </ul>
Equality Act	<ul style="list-style-type: none"> <li>• Identify the 9 protected characteristics in relation to the Equality Act 2010</li> </ul>
Influences, Prejudices and Discrimination (including definitions)	<ul style="list-style-type: none"> <li>• Determine the difference between influences, prejudices and discrimination</li> </ul>
Communication, Stereotyping, Prejudice and Assumptions	<ul style="list-style-type: none"> <li>• Identify stereotyping, prejudice and discrimination and recognise the consequences for the individual and for the Organisation</li> </ul>
Allport's Scale	<ul style="list-style-type: none"> <li>• Identify stereotyping, prejudice and discrimination and recognise the consequences for the individual and the Organisation.</li> <li>• Explain the needs of the diverse society in which we live and work</li> </ul>
Minority Groups, Harassment and Bullying	<ul style="list-style-type: none"> <li>• Explain the needs of the diverse society in which we live and work. Focus on work related issues</li> </ul>
Direct/Indirect Discrimination	<ul style="list-style-type: none"> <li>• Identify discrimination and recognise the consequences for the individual and the Organisation</li> </ul>

### 4.3 Summary of Current Training: Police Officer Initial Training

When a Police Constable or Special Police Constable is sworn into office, they undertake initial training which includes two full days of Equality and Diversity training. The areas focused upon and the learning outcomes are highlighted within the table below:

<b>POLICE CONSTABLE / SPECIAL POLICE CONSTABLE TRAINING</b>	
<b>TOPIC</b>	<b>LEARNING OUTCOMES</b>
Diversity Awareness Introduction	<p>Aim – To raise your awareness of diversity issues within society and outline some of the considerations that should be made when carrying out police enquiries with specific groups in society.</p> <ul style="list-style-type: none"> <li>• Outline the structure of Diversity Training in the Initial Training Course</li> <li>• Explain the meaning of Diversity Awareness</li> <li>• Explain the meaning of Equal Opportunities</li> <li>• Explain the need for Diversity Awareness Training.</li> </ul>
Stereotyping, Prejudice & Discrimination	<p>Aim – To enable you to identify stereotyping, prejudice and discrimination and recognise the adverse consequences of such actions for the individual and the organisation.</p> <ul style="list-style-type: none"> <li>• Outline what is meant by stereotyping</li> <li>• Explain the negative impact of stereotyping</li> <li>• Identify groups in Scotland commonly subjected to stereotyping</li> <li>• Outline what is meant by Prejudice and Discrimination</li> <li>• List and explain the sources of prejudice</li> <li>• List and explain Allport's Scale.</li> </ul>
Responses to Dominance	<p>Aim – To introduce you to the concept of Power and Dominance</p> <ul style="list-style-type: none"> <li>• Identify Formal, Informal, Legitimate and Illegitimate Power illustrating each by examples</li> <li>• Explain the classic responses to dominance and relate them to situations involving oppression.</li> </ul>
Organisational Culture	<p>Aim – To provide you with an insight into cultures which exist within organisations.</p> <ul style="list-style-type: none"> <li>• Explain the notion of Culture within society and organisations with examples</li> <li>• Explain police culture in relation to social and legal pressures</li> </ul>

	<ul style="list-style-type: none"> <li>• Explain how culture may be changed</li> <li>• Explain how the police service might enhance its image with minority communities.</li> </ul>
Diversity – Unacceptable Behaviour	<p>Aim – To introduce you to the spectrum of unacceptable behaviour as it relates to diversity awareness.</p> <ul style="list-style-type: none"> <li>• List the main areas of discrimination within Scottish life (Equality Act 2010 - 9 protected characteristics)</li> <li>• Explain the term Ethnocentrism</li> <li>• Explain Direct, Indirect, Passive and Institutional Discrimination and Pro-behaviour, illustrating each by way of examples</li> <li>• Explain the terms Positive Action and Positive Discrimination highlighting where they differ</li> <li>• Explain the legal concept of Victimisation</li> <li>• Explain the legal concept of Sexual Harassment and the potential effects of such behaviour on the individual and the organisation.</li> </ul>
Challenging Methods	<p>Aim – To introduce you to the effective ways in which you can challenge unacceptable behaviour.</p> <ul style="list-style-type: none"> <li>• Outline the appropriate action to be taken on witnessing or being the victim of unacceptable behaviour</li> <li>• Outline the appropriate action to be taken if the behaviour contravenes the law.</li> </ul>

#### 4.4 Strategic Training

One of the first national policies adopted by Police Scotland was in relation to Critical Incident Management. The Police Service defines a critical incident as: *‘Any incident where the effectiveness of the police response is likely to have a significant impact on the confidence of the victim, their family and/or the community’*.

The policy focuses on the identification and escalation of critical incidents, and specifically considers the challenges around incidents with a diversity or hate crime element. It seeks to help ensure appropriate internal and external advice is looked for as soon as possible after the event, and also guides officers towards giving greater consideration to repeat victims, particularly within minority communities.

The policy has been accompanied by a strategic training event entitled ‘CIMplexity’. To date the training has been delivered to over 400 senior officers and has the support of not only the Force Executive and SPA but partners from across Scotland, who have been involved in providing external scrutiny and perspective at every event. CIMplexity has succeeded in challenging traditional mind-sets and encourages continued engagement with independent advisors and community

representatives. As a result the force has experienced an increase in incidents being considered 'critical', ensuring they are subjected to additional scrutiny and challenge and appropriate considerations given to a Community Impact Assessment.

#### **4.5 Continuous Professional Development - E-Learning Package**

Currently, the only training available to Police Officers or Police Staff is the relevant initial training course they received on joining the organisation as highlighted above. Should anyone require refresher training, the only option is to repeat the same course previously undertaken in its entirety.

A working group, comprising of Diversity Trainers and Advisers, was convened to address this issue. The working group are currently in the final stages of completing the CPD package which will be accessible online to all staff via Moodle on-line training and will provide a format to update staff on any changes to policy/practices, refresh staff on already-provided information and also signpost staff to areas where they can gain further information and guidance in respect of Equality and Diversity matters. Completion of the package will allow the staff member's personal record to be updated recording the fact that the course has been completed.

#### **4.6 Equality and Diversity Train the Trainer Course**

It is recognised that at the present time, Police Scotland is lacking in suitably qualified trainers to facilitate Diversity Awareness inputs.

In consultation with the Quality Assurance team an interim arrangement has been agreed, however the completion and roll out of a bespoke Train the Trainer course is regarded as a priority and arrangements are being put in place to ensure the immediate progression of this course. The timeframe for completion of this course is by the end of November 2017.

#### **4.7 Equality and Human Rights Impact Assessment (EqHRIA) - Train the Trainer course**

The EqHRIA Train the Trainer course has been recently completed, having been both piloted and passed by Quality Assurance. A date is being identified for facilitation of the first course. The EqHRIA Form is currently being reviewed however it is anticipated that very little amendment will be required to it.

### **5. Goal 9 – Police Scotland's workforce better reflects the diversity of its communities:**

**Action 1 – Work with the Scottish Police Authority and Police Scotland to promote positive action to increase the number of minority ethnic entrants to the police workforce, and to improve opportunities for development and promotion, to reflect the minority ethnic population in Scotland.**

## 5.1 Positive Action Team

In October 2016 the Positive Action Team was re-parented from People and Development to sit under Safer Communities line management structure. The rationale was to ensure a cohesive approach to engagement with minority ethnic communities and make best use of resources and approaches. To support the Positive Action Team efforts and ensure an end-to-end process was considered for BME recruitment an action plan was developed with steering group set in place under national Safer Communities Department.

The first Introduction to Policing Programme (ITPP) ran over four weekends in Glasgow, concluding on 5 February 2017. This attracted 54 people from minority ethnic backgrounds and subsequently resulted in 37 applications being submitted.

The second weekend of the course was delivered at Police Scotland College which allowed the 'students' and their families to attend and hear from the Chief Constable and others, attend information workshops, take part in a tour of the college and take part in mock fitness tests. During this event mainstream and minority ethnic media representatives attended, resulting in African Forum Scotland (AFS) and the Sikh Channel broadcasting documentary style programmes to a wide audience. The Herald Scotland newspaper ran an article on two Muslim females who were planning on applying to become Special Constables. One of whom joined the Special Constabulary in July 2017 and is the first officer in Scotland to wear the new police hijab.

A second course was thereafter delivered over 4 weekends concluding on 14 May which attracted 54 candidates from a minority ethnic background with 39 applications being subsequently received for consideration by the recruiting department. A third course took place in Aberdeen in September 2017. During each ITPP the students are allocated a mentor to support them through their subsequent recruitment journey.

During the initial ITPP the Positive Action Team had produced a promotional DVD. The final day of filming was in September 2017 at the 'passing out' parade at the Scottish Police College. This promotional DVD will eventually develop and be used as a marketing tool.

In support of ITPP, the recruitment department carried out a condensed recruitment process over 4 days. This event was attended by 47 participants resulting in 15 being successful, 12 from the initial ITPP. In total, out of 213 officers who joined Police Scotland on 8 September 2017, 23 were from a variety of minority ethnic backgrounds. It should be noted that this intake is not reflected in the **Police Scotland – Newly Appointed Staff** figured detailed a **5.6**.

The Positive Action Team also hosts a closed Facebook page. This facilitates engagement with people out with normal office hours as required. The Facebook page has grown into a peer support network with people who were successful on the first programme now providing advice and guidance to others who are starting their recruitment journey.

A short life working group has been established to consider potential peer mentoring, support for students during their training journey at Police Scotland College and within local policing if required.

Police Scotland is also represented on the UK Positive Action Practitioners Alliance (PAPA). PAPA sits within the new National Police Chiefs Council (NPCC) Workforce Representation and Diversity portfolio. It is chaired by an Assistant Chief Constable and the vice chair is a Chief Inspector from Police Scotland. This group brings together HR professionals and officers involved in the delivery of positive action, ensuring the sharing of best practice. PAPA is currently working on a NPCC Workforce Representation Strategy for 2017 – 2020.

Leadership and Professional Development (LPD) Department works via the Diversity Secretariat to ensure that all diversity staff associations are included in consultation on all relevant people processes. In the ITTP, LPD attended and offered a "Career Matters" talk to potential recruits present; this focused on the breadth and depth of career options at the rank of Constable as well as describing routes to promotion.

## 5.2 Statistical Information

The equality and diversity information detailed below is provided by individual staff members who are given the option to choose not to disclose their personal data.

During the reporting period April 2016 to March 2017, an equality and diversity monitoring questionnaire was available for all staff to complete to refresh the equality and diversity information held by Police Scotland, which may account for some variances when compared to the previous reporting period.

## 5.3 Police Scotland - Ethnic Origin Profile

Due to some ethnic origin categories having very small numbers they have been categorised as follows.

**BME** - Mixed or Multiple Ethnic Group, Asian Pakistani, Asian Indian, Asian Bangladeshi, Asian Chinese, Asian Other, African, African Other, Caribbean, Black, Caribbean or Black Other, Arab and Other Ethnic Group.

**All Other White British** - White English, White Northern Irish, White Welsh and White Other British.

**White Minority** - White Irish, White Gypsy/Traveller, White Polish and White Other.

	Staff at 31/03/2017		Staff at 31/03/2016	
	%	No:	%	No:
<b>Police Officers</b>				
White Scottish	78%	13737	83%	14569
All Other White British	9%	1515	9%	1508
White Minority	2%	267	1%	251
BME	1%	212	1%	224
Choose not to Disclose	9%	1525	4%	727



Not Recorded	2%	264	1%	260
<b>Police Staff</b>				
White Scottish	85%	4293	88%	4664
All Other White British	7%	334	7%	364
White Minority	1%	49	1%	57
BME	1%	68	1%	69
Choose not to Disclose	5%	264	3%	138
Not Recorded	1%	65	<1%	37
<b>Special Constables</b>				
White Scottish	64%	460	64%	536
All Other White British	7%	52	11%	95
White Minority	1%	9	<1%	5
BME	1%	8	<1%	7
Choose not to Disclose	2%	12	<1%	<5
Not Recorded	25%	183	22%	187

#### 5.4 Police Scotland - Police Officer Rank Profile by Ethnic Origin

The ranks included under the heading of Promoted Ranks are:

Sergeant, Inspector, Chief Inspector, Superintendent, Chief Superintendent, Assistant Chief Constable, Deputy Chief Constable and Chief Constable.

	Constable		Promoted Ranks	
	%	No:	%	No:
<b>31/03/2017</b>				
White Scottish	77%	10702	83%	3035
All Other White British	9%	1267	7%	248
White Minority	2%	226	1%	41
BME	1%	175	1%	37
Choose not to Disclose	9%	1242	8%	283
Not Recorded	2%	258	<1%	6
<b>31/03/2016</b>				
White Scottish	82%	11166	88%	3403
All Other White British	9%	1241	7%	267
White Minority	2%	222	1%	29
BME	1%	187	1%	37
Choose not to Disclose	4%	588	4%	139
Not Recorded	2%	256	<1%	<5

The proportion of police officers in promoted ranks reflects the overall Police Officer Ethnic Origin Profile.

#### 5.5 Police Scotland - Police Officer Promotion Profile

The information identifies the instances of police officers promoted and is inclusive of each time an individual is promoted during the relevant reporting periods indicated in the table.

	<b>Promoted during the following reporting periods</b>			
	<b>01/04/2016 – 31/03/2017</b>		<b>01/04/2015 – 31/03/2016</b>	
	<b>%</b>	<b>No:</b>	<b>%</b>	<b>No:</b>
<b>Police Officers</b>				
White Scottish	82%	483	85%	999
Other White British	8%	45	8%	89
White Minority	1%	5	1%	12
BME	1%	8	1%	15
Choose not to Disclose	8%	45	5%	56
Not Recorded	0%	0	0%	0

### 5.6 Police Scotland - Newly Appointed Staff

	<b>Appointed during the following reporting periods</b>			
	<b>01/04/2016 – 31/03/2017</b>		<b>01/04/2015 – 31/03/2016</b>	
	<b>%</b>	<b>No:</b>	<b>%</b>	<b>No:</b>
<b>Police Officers</b>				
White Scottish	52%	376	60%	565
All Other White British	11%	83	10%	96
White Minority	1%	8	2%	22
BME	<1%	<5	1%	14
Choose not to Disclose	<1%	<5	<1%	<5
Not Recorded	35%	250	27%	253
<b>Police Staff</b>				
White Scottish	77%	139	84%	332
All Other White British	3%	6	6%	25
White Minority	1%	<5	2%	7
BME	3%	6	2%	8
Choose not to Disclose	1%	<5	<1%	<5
Not Recorded	14%	26	5%	20
<b>Special Constables</b>				
White Scottish	35%	33	30%	22
All Other White British	1%	<5	4%	<5
White Minority	2%	<5	0%	0
BME	2%	<5	0%	0
Choose not to Disclose	0%	0	0%	0
Not Recorded	60%	56	66%	48

**6. Goal 7 – Access to justice and safety for minority ethnic individuals is improved and the effectiveness of the justice process in dealing with racism is reviewed**  
**Hate Crime**

**Action 2 – Work with Police Scotland and other key stakeholders to identify ways of encouraging better reporting of hate crime, including exploring potential improvements in the Third Party Reporting system**

## **6.1 Internal Hate Crime Review**

Police Scotland Safer Communities, Equality and Diversity Unit have commenced an internal, national review of hate crime policy and procedures. This is an extensive piece of work which aims to improve the recognition, recording and reporting of hate crimes and incidents across the force, ensuring a consistent approach is taken.

The review will consider hate crime operational guidance, develop awareness training for all officers and staff, relevant to a variety of roles and review associated governance procedures. It will also incorporate the Third Party Reporting process and consider appropriate measures to improve and monitor overall effectiveness. It is anticipated that the review will afford a greater awareness and understanding amongst officers of what constitutes a hate crime or incident, the potential impact on the victim, their families and communities and ensure responses are consistent and appropriate.

## **6.2 Third Party Reporting (TPR)**

Police Scotland Safer Communities Equality and Diversity team have on-going work, aimed at improving the effectiveness of Third Party Reporting. All existing TPR Centres were contacted in May 2017 and informed of the proposed improvement actions.

## **6.3 Hate Crime Campaign**

The Scottish Government is planning a Hate Crime Awareness Campaign, delivered in collaboration with Police Scotland, which is scheduled to run from 13 October until the end of November and will therefore incorporate Hate Crime Awareness Week 2017 (14 – 21 October 2017). Police Scotland is committed to supporting the campaign and has been working closely with Scottish Government colleagues, to offer assistance and shared learning from previous Police Scotland campaigns. Police Scotland also intends to build upon the successful Police Scotland Hate Crime Awareness Campaign in March 2017, by running a similar campaign in March 2018.

## **7. Community Engagement**

In relation to enhancing engagement with different faith/ethnic groups and communities, a number of areas have been focused on. The aim is to better understand our increasingly diverse communities, support the local delivery of Equality Outcomes, refine community engagement and ultimately improve community cohesion. This should assist in improving our local and national understanding of the dynamics affecting 'communities within communities' and any emerging concerns which require action.

A revised force Community Engagement Form has been introduced for officers to complete after any engagement with any relevant diverse group or agency (e.g. race, religion, refugee, LGBTI, disability, age, etc.). This will assist the national Equality and Diversity Unit to identify any specific issues or national patterns of concern and offer support to local divisions or address at a national level.

Direct engagement by the national Equality and Diversity Unit with different community groups, such as Interfaith Scotland or various faith groups including minority ethnic groups, such as Muslim, Sikhs and Hindu communities, alongside local divisional engagement continues with increasingly better coordination.

The variety of community groups, including faith, cultural and lifestyle, that are positively active within all communities at different levels is almost immeasurable. One of the aims of the work ongoing is to better identify, network, coordinate and support such groups or individuals through either strategic or local police support, to better community relations.

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16 October 2017