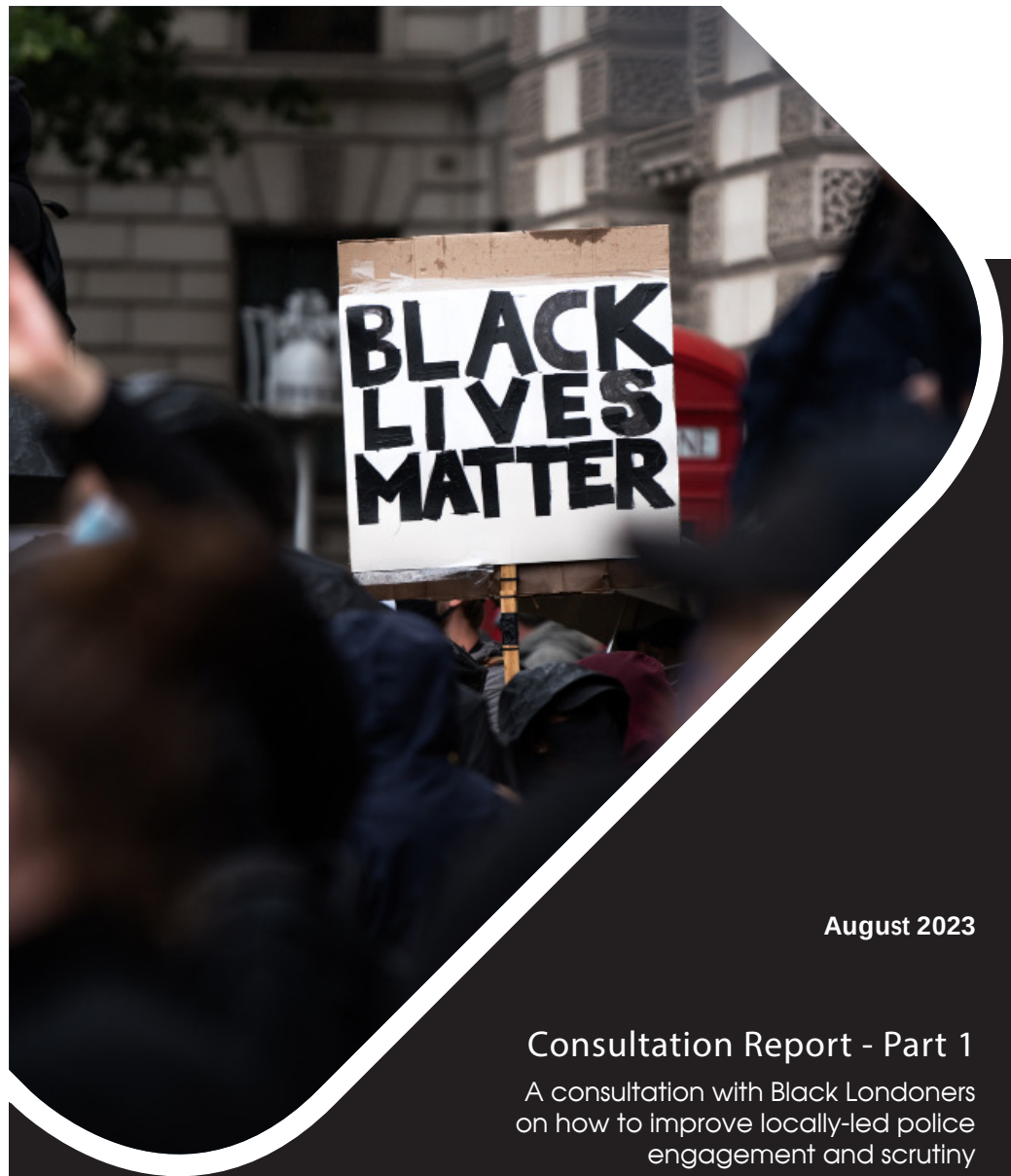


Black Voices On Policing:

A Blueprint to Improve Locally-led Engagement & Scrutiny



August 2023

Consultation Report - Part 1

A consultation with Black Londoners
on how to improve locally-led police
engagement and scrutiny



Acknowledgments

The consultation team would like to express appreciation to those who supported the consultation.

- African Development and Advocacy Centre
- Andrew Muhammad - The Investigator
- Anti-tribalism Movement
- Bell Ribeiro-Addy MP for Streatham
- Charmaine Simpson - Black History Studies
- Chief Inspector Andy George - President National Black Police Association
- Councillor Dr. Mahamed Hashi (Lambeth Council)
- Councillor Evelyn Akoto (Southwark Council)
- Councillor Susan Fajana-Thomas (Hackney Council)
- David Neita, People's Lawyer and People's Poet
- Decolonising the Archive
- Superintendent Gabriel Cameron - Metropolitan Police Service
- Gwanwyn Mason - Active Citizenship Programme Manager MOPAC
- Inspector Charles Ehikioya - Met Chair National Black Police Association
- Jacob Sakil - Youth Justice Board Member
- King's College London - Department of Informatics (Ying Li)
- King's College London - Department of Informatics (Ying Li)
- King's College London – ESRC Centre for Society and Mental Health (Gemma Knowles, Sam Davies, Esther Putzgruber, Jonas Kitisu, Vanessa Kellerman)
- King's College London - Department of Psychological Medicine (Nathan Stanley)
- Liberating Knowledge
- Lee Jasper - Alliance for Police Accountability
- Leslie Brissett - Tavistock Institute
- Marie Gabriel CBE Chair, NHS Race and Health Observatory
- Natasha Plummer - Head of Community Engagement MOPAC
- Nubia Assata – Author,
- Professor Camara Phyllis Jones Leverhulme Visiting Professor in the Department of Global Health & Social Medicine
- Professor Patrick Vernon OBE - Social Commentator
- Rob Berkeley - BlkOutUK.com
- Sacha Ray- ICS Visitor
- Sandra Moodie - Pass the Baton

Furthermore, the team would like to express their deepest gratitude to the members of the public that participated in this consultation. London's Black communities and allies generously shared their experiences and insights. The contributions have provided a valuable foundation for the findings presented in this report. Without their cooperation and engagement in very challenging times, this study would not have been possible.

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Executive Summary

A consultation with Black Londoners on how to improve locally led police engagement and scrutiny.

The Mayor of London's Office for Policing and Crime (MOPAC) is responsible for overseeing policing in London. MOPAC has a distinct role separate from the Metropolitan Police (Met Police) but both the Met Police and MOPAC provide opportunities for Londoners to have their say on how their communities are policed.

MOPAC published an invitation to quote (ITQ) for a provider to (1) deliver a consultation that explores strengths and weaknesses of what currently exists for communities to hold the police accountable, and (2) identify opportunities for and threats to providing greater reach, representation, transparency, and impact. The goal was to provide MOPAC with recommendations that support the overhaul of locally led police engagement and scrutiny, a commitment set out in the Mayor of London's Action Plan – Transparency, Accountability and Trust in Policing.

Black Thrive Global were commissioned by the Mayor of London's Office for Policing and Crime (MOPAC) to consult Londoners on how to improve the mechanisms that exist for local communities to engage with the police and scrutinise police practice. The consultation was delivered in partnership with People Supported Intelligence. The consultation focuses on Black African and Black Caribbean communities who are disproportionately affected by the use of police powers. As a community that is over-policed and under-protected, it is vital that Black communities are better involved in overseeing their police service and holding it to account.

The “Black Voices on Policing” consultation sought to identify and promote Black Londoners’ suggestions for improving locally run engagement and scrutiny groups. The consultation ran between October 2022 and March 2023. A website and communication campaign were delivered to raise awareness of the consultation. The website had over 3,800 views and the campaign’s social media posts reached over 41,000 people.

Around 1,390 people participated in the consultation events held online and in-person. Of these people almost 900 went on to contribute their ideas, thoughts, and opinions to the consultation findings. 68% of the people who submitted their ideas to the consultation identified as Black and 10% as White. Ideas were submitted from people across London. 52% identified as Male and 34% as Female. Most of the responses were from people aged between 25-34 years old. 17% of responses were from people between 16 and 24 years old.

The consultation included people who have experience with police engagement and police accountability, people who actively volunteer in existing mechanisms to hold the police account, as well as front line Met police officers. When participants were asked how they know about police accountability and engagement, 52% of people said that they have a lot of awareness about police engagement and accountability.



1,390 people engaged with the consultation.

Community members expressed that nothing currently works well, and changes are necessary. People who responded to questions about strengths within the current system shared that locally led police accountability is necessary. Some people shared that specific structures in certain areas do demonstrate best practice in police engagement and scrutiny.

People were asked to share the weaknesses of current mechanisms which aim to engage communities in overseeing the police. The weaknesses more frequently described included the poor relationship between community groups and the police officers and the lack of awareness wider communities have that these police scrutiny groups exist. Another weakness was that the groups do not represent Black Londoners or young London which are the people most impacted by poor police practice.

During the consultation, participants brought forth several opportunities for improvement. These include scrutinising police powers. Primarily, these were police complaints and misconduct procedures as well as police recruitment, stop and search and the use of force especially pertinent when a person is in a mental health crisis. Participants mentioned that the voice of communities should be included in police misconduct investigations. They also provided ideas for how to better engage young people, raise awareness and improve communication and make sure the right people transparently lead the groups that hold the police accountable on behalf of their wider communities. Participant responses also addressed how the work should be delivered.

This report provides more information on how communities think locally led police engagement and scrutiny groups should be governed and structured (i.e. blueprint for community engagement), as well as the support and investment (such as funding, expert advice and training) needed to ensure local engagement and scrutiny groups are successful and have an impact in improving trust and confidence in the police.

Consultation recommendations

A consultation working group was established to review the findings and feedback from the consultation. The working group was multidisciplinary and included young people with experience of researching the impact of stop and search. All members of the working group had experience in police engagement, police accountability and advancing anti-racism. They collaborated with the consultation team to review findings from the consultation, as well as existing research into the topic. Six recommendations were developed using a framework to ensure they addressed concerns about police engagement and accountability and provided MOPAC with actionable steps to be implemented as part of the planned overhaul.

Recommendation 1: Begin by building trust and confidence in the police service.

Racism within the Metropolitan Police Service (MPS) has undermined the community's trust and confidence in the police. Failing to address the root causes of the community's concerns will impede genuine engagement and hinder progress. MOPAC and the Met Police must demonstrate a commitment to anti-racism practice and MOPAC should use their levers to hold the Met Police accountable when addressing racism within their policies, processes and practice.

Recommendation 2. An independent body to support and scrutinise pan-London and locally led engagement and scrutiny of policing in London

For a structure to genuinely represent the experiences and views of Black communities it is imperative that they operate independently of MOPAC and the Met. This will ensure that calls for action are not silenced and reduces the risk of their work becoming performative. MOPAC should fund an independent entity to lead on pan-London police scrutiny and accountability and provide support and governance to locally led groups.

Recommendation 3. Police & Community Safety Race Equity Framework (PCSREF)

To co-develop an overarching framework to provide increased independence and scrutiny of MOPAC, MPS and other stakeholders leading on addressing racism within the police and in relation to community safety. The Police and Community Safety Race Equity Framework (PCSREF) should serve as a centralised platform (online and offline) where communities can collectively agree on priorities, collaborate on finding solutions and have a transparent means to track the implementation and effectiveness of community led police engagement and accountability initiatives.

Recommendation 4. Building trust and engaging young people in accountability mechanisms

Power needs to be redistributed so young people have greater influence over policing practice. Young people's experiences should inform the work of locally led engagement and scrutiny groups. Young people should be empowered to challenge poor practice. Pan-London work also needs to be delivered to reduce the negative impact of policing on the health and wellbeing of young people. MOPAC and the MPS need to demonstrate that the police workforce are safeguarding children and young people in the use of police powers and police practice and actively reducing the inequities they face.

Recommendation 5. Improving the effectiveness of locally led police engagement and accountability groups

The consultation aimed to gain insight into the critical features needed for existing engagement and scrutiny groups, such as the MOPAC led Safer Neighbourhood Boards and Community Monitoring Groups, to engage Black communities to hold the Police service to account. These groups and wider scrutiny and accountability mechanisms, (e.g., MPS Independent Advisory Groups) have been ill-equipped to involve and sustain the engagement of Black communities. Locally led police engagement and scrutiny requires governance via an independent body to support, resource (including compensation for people who lead local groups) and provide an infrastructure to effectively hold the police accountable on behalf of their wider communities.

Recommendation 6. Collaborating with voluntary, community and social enterprise organisations (VCSE)

Locally led police engagement and accountability should involve community organisations to ensure that key messages and opportunities to participate in engagement and scrutiny are communicated to the wider community. VCSE's should also act as a critical friend to the independent body, MOPAC and the police to account for making progress on the recommendations that emerged from the Black Voices on Policing consultation.

Wider recommendation

During the consultation people highlighted the lack of support available for people who are harmed both in terms of psychological support and advocacy to be able to pursue the complaints and appeals process. Therefore, the working group has developed a recommendation that may be out of scope for improving locally led police engagement and accountability, but which is necessary to improve trust and confidence in the police. This report has also included recommendations on how to improve engagement and consultation processes based on the experience of the consultation team.

Introduction by Dr Jacqui Dyer

Black Thrive Global, Director

Black Thrive Global (BTG) is an organisation that evolved from the work of the Black Thrive Lambeth partnership.

Black Thrive Global (BTG) is an organisation that evolved from the work of the Black Thrive Lambeth (BTL) partnership. BTL was established in 2016 to address the inequalities that negatively impact the mental health and wellbeing of Black Caribbean and Black African people in Lambeth. Founded in 2021 Black Thrive Global's core mission is to embed race equity in systems change so that thriving for Black people is the norm. This ambition includes decolonising the evidence landscape, thereby understanding the impact systemic racism in policing has on the health and well-being of Black communities. This is a priority for us. Our guiding principle is to place Black communities at the centre of everything we do.

This consultation (commissioned by the Mayor of London's Office for Policing and Crime) elevates the experiences and needs of London's Black communities to improve how communities scrutinise and hold the police accountable for the disproportionate use of police force and police powers manifesting from the systemic anti-Black racism within the police service.

The Mayor of London's Office for Policing and Crime has signalled a commitment to anti-racism: MOPAC stands against racism. Black Lives Matter, provides the context to this consultation and focuses attention upon the perspectives and lived expertise of Black African and Caribbean communities who are most affected by the use of police powers.

Conducting a public consultation about police accountability is a significant challenge due to the historic and present harm Black communities suffer from the police. During this consultation the clear sentiment shared across all intersections of Black communities is the healthy scepticism that this consultation will not result in meaningful change expressed in terms of:

1. Fatigue due to previous consultations conducted on police engagement and trust, which have failed to deliver tangible improvements in Black communities' experience of policing.
2. The consultation is a 'tick box exercise' as MOPAC already knows the answers to the consultation questions.

The present investigations into Chris Kaba's killing, the Casey report and ongoing breaking news about police racism, homophobia, islamophobia, and misogyny continue to decrease trust in police and by association trust in this consultation. So, whilst MOPAC promotes a commitment to anti-racism, London's Black communities are, rightly, wary, and exhausted and lack confidence in the likelihood of change. The consultation was delivered at a very difficult time for many Black households. The impact of the current cost-of-living crisis upon communities already experiencing the cumulative disadvantages that accrue from systemic anti-Black racism, means the consultation team had to be sensitive, with realistic expectations as to whether London's Black communities are in a position to receive with any enthusiasm and engage with a consultation about locally led police accountability.

We offer this report and its recommendations, in the spirit that it will, through collective and accountable action, enable the transformation of a 'police force' into a 'police service' when it concerns Black people. A blueprint for engagement with Black people can only have integrity if it recognises that it is an iterative journey. The blueprint offers the opportunity for the very people that need to be involved in this process to be engaged in a way that will convince them that their voices will be fully heard. At such points the evidence will let us know that the ambition of inclusion is being realised. It is vital that further resources are deployed to meet this omnipresent challenge.

Recommendations

This section of the report outlines the recommendations from the consultation and how they were developed. Part 2 of the report provides more information about the consultation methods and the results that supported the development of these recommendations.

Working group and recommendations framework

The recommendations framework was designed to ensure the output of our engagement and the communities' goodwill, does not sit on a shelf but can be purposefully implemented by MOPAC.

The insights gathered during the consultation and through our informal engagement with experts, including community members with lived expertise of poor police misconduct, were used to develop recommendations.

We established a working group comprising a range of stakeholders from local activists, councillors, Voluntary Community and Social Enterprise (VCSE) organisations, and representatives of MOPAC and the Met Police.

The consultation generated a lot of data, and we wanted to ensure that the Working Group could draw on this to inform the recommendations. Each member was given a random sample of the anonymised survey responses. Hence, they could gain insight into the perspectives of some survey participants. They watched recordings of the online consultation meetings and were provided with an overview of the themes that emerged from all modes of engagement. We also shared the broad themes from the entire dataset to help them contextualise the data they had seen.

The consultation was designed to ensure integrity and rigour by building upon that which has gone before. It was important that the Working Group did not develop recommendations in isolation but within the context of wider work on police scrutiny and accountability.

To help working group members use this information as part of their review, we have summarised existing consultation and research findings (such as the Metropolitan Police: Turnaround Plan 2023-25 and Casey Review) and provided references to the full reports. The supporting research shared with the Working Group can be found in Part 3 of this report.

During two online meetings, the groups were asked to reflect on the following:

- Sample of anonymised survey response's themes that had surfaced
- Recommendations from previous research and reports
- The expertise they have acquired through work, volunteering and lived experience

In addition to the online meeting, members were asked to share their thoughts via a survey. Others fed into the process via email and during video or telephone calls. Based on their feedback, recommendations were drafted for their comment, and the recommendations were further refined online via a shared document.

...A history of unfair, aggressive and racist police behaviour.

A history of complaints not being upheld or taken seriously.

A history of violence and deaths in police custody for which no officer was prosecuted or found guilty.

A lack of engagement with Community leaders and a failure by the police to act on community concerns about their unfair and racist behaviour over many years.

SE17, Prefer Not to Say, older than 55, Male

**BLACK
LIVES
MATTER**

Those that have been represented in many of the former reports are mentioned in numerous recommendations with no positive outcome.

Endless reports with recommendations have proved to be ineffective, it is vital to consult and work with those named earlier in this survey to ensure there are no barriers to a positive outcome.

Black, Older than 55, Female, Straight / Heterosexual

Recommendation 1: Begin by building trust and confidence in the police service

The consultation was focused on surfacing ideas that improve the effectiveness of locally led police engagement and scrutiny. However, the responses from the community (see report 2 - SWOT analysis weaknesses and threats) are strong indicators that police engagement has not been possible due to the lack of trust - a consequence of systemic racism in policing. The persistent denial by the Metropolitan Police Service (MPS) of its institutional racism, despite numerous independent reports, further undermines trust in the MPS's professed commitment to transformation. The implementation of Recommendation 1 entails establishing the groundwork to build rapport with Black communities.

MOPAC holds statutory powers that enable them to hold the police to account, in the current context, these powers are not transferable. MOPAC can further contribute to fostering trust and confidence in the Police by leveraging their influence to hold the MPS accountable and to facilitate meaningful ongoing public engagement. By delivering Recommendation 1, this offers MOPAC the opportunity to create a positive shift in future accountability mechanisms. Failing to address the root causes of the lack of trust in the MPS will only fuel scepticism within the community about MOPAC's role to hold the police accountable. .

Table 1: Recommendation 1

Community Perspective	Action to be taken by MOPAC
1. To build trust and confidence in policing and provide Black communities with assurance that MOPAC can hold the police to account, both institutions must commit to anti-racism practice and demonstrate how this is embodied in their work	1. To alleviate the Black community's concerns about MOPAC's ability to hold the police to account, it's imperative that they enhance the visibility of the work they do to make the Police accountable. They should develop a communications campaign which shares the efforts made by the MPS, MOPAC, and their partners to meet the recommendations emerging from the Black Voices on Policing Consultation and earlier reports (e.g., Lammy Review, Casey report). Where no progress is evident, they must notify communities about how they plan to address underperformance. Updates should be published biannually as part of the Policing and Community Safety Race Equity Framework (Refer to Recommendation 3). 2. Police recruitment and training present an opportunity to deliver change (see Report 2: SWOT Analysis - Opportunities), MOPAC should work with the MPS to support the police workforce to have a firm grasp on the history of policing and the harms that have and continue to be caused. MOPAC and MPS should ensure they listen to the experiences of their workforce from racially minoritised groups. They should also provide all staff with the tools to address structural issues (e.g., discriminatory policies, organisational norms etc.) as they arise. 3. MOPAC to support the MPS to improve representation of racially minoritised communities in their workforce, with a focus on attracting leaders who embed anti-racism within their practice. 4. Partner with Black communities and advocacy groups to codesign solutions that offer alternatives to current community safety approaches that do not rely on increasing the number of police officers within the workforce.

With all the best will in the world, you can't continue to have the police overseeing their own effort or services.

W, Black, Older than 55, Female, Straight / Heterosexual

As a challenge to their independence and power, external oversight and accountability measures may be resisted by police departments.

SE17, Black-African, 35-44, Male, Straight / Heterosexual

IGAs are not independent, they are self selecting individuals and the agenda is decided by local commander rather than the community.

N22, White, Older than 55, Female, Straight / Heterosexual

Recommendation 2: An independent body to support and scrutinise pan-London and locally led engagement and scrutiny of policing in London

Based on the Working Groups review of community responses there was consensus that any structure representing the experiences and interests of Black communities would need to be independent to ensure that calls for action are not silenced and reduce the risk of their work becoming performative.

Table 2: Recommendation 2

Community Perspective	Action to be taken by MOPAC
2.1 An independent community-led body that is responsible for coordinating, supporting and advocating police engagement and scrutiny on behalf of Black communities.	1. MOPAC should commission an independent community-led body to provide pan-London level oversight on MOPAC and the Police's progress in implementing the recommendations from the Black Voices on Policing consultation and other reports related to Black communities' experiences of policing. 2. Develop and embed participatory budgeting approaches for community safety across London to enable greater community scrutiny and influence over how resources are invested. 3. The independent body should adopt a convening role for London-wide and locally led police scrutiny and engagement groups; support the curation of local intelligence and oversee the implementation of plans to improve the representation of racially minoritised groups within these structures. The independent body should also monitor that local groups are prioritising scrutiny of police powers and practice based on what has emerged from the consultation, these include (but are not limited to): ● Complaints and misconduct process ● Use of force ● Stop and Search (e.g. develop a charter for its use) ● Strip and search ● Violence Against Women and Girls ● Police recruitment ● Police training ● Responding to people with mental health needs and/or physical disability and/or neurodiverse ● LGBTQ experiences of policing ● Reparative justice for Black communities. 4. The independent body should lead the recruitment of people who wish to act as representatives of the community on London wide engagement and scrutiny groups and provide an assurance role at borough and ward level that representatives have been transparently elected. 5. The independent body should provide pastoral care to people who lead locally led police engagement and scrutiny groups. This is likely to increase the likelihood that people will put themselves forward and maintain their participation in the long term. 6. There should be a two-way dialogue between the independent body and the Policing Board for London (the latter was proposed in the Casey Review). The Mayors Policing Board should also ensure that insights and recommendations are

Community Perspective (continued)	Action to be taken by MOPAC (continued)
2.1 An independent community-led body that is responsible for coordinating, supporting and advocating police engagement and scrutiny on behalf of Black communities.	shared and there is evidence of how this has influenced policy, practice, culture, and resource flows.
2.2 Implementing capacity building and movement building initiatives is crucial to equip Black communities with the knowledge and legal expertise necessary for holding MOPAC and the Police accountable. In parallel, other stakeholders like local authorities, schools, VCSE organizations, and health services must contribute by leveraging their influence to enhance Black engagement. This collaborative approach will assist in empowering Black communities to assert their rights, mobilise effectively, and actively challenge and reduce inequities.	1. The independent body's role in pan-London police engagement and scrutiny should include the London wide co-design and delivery of educational and capacity enriching programmes that: ● Ensure that young people, their parents and carers, front line workers and senior managers within statutory organisations are aware of people's rights and engagement mechanisms to hold the police to account. ● Support people to be able to fully participate, where their lived expertise and the experiences of the communities they represent are valued, by providing relevant training and supervision for all parties involved. There should be an expectation that people who contribute embody ways of working that are anti-oppressive. ● Resource local groups (including groups who may be non-constituted groups) who wish to mobilise around issues that matter to local people. ● Assess the effectiveness of locally led police engagement and scrutiny groups to engage, recruit and mobilise members of the community to affect change in partnership with local stakeholders
2.3 Communities need greater awareness and influence over decisions made regarding the approaches, mechanisms and resources used to keep London's communities safe.	1. MOPAC should work alongside the independent body to provide the wider community with greater clarity about the resources available to keep London's communities safe and co-design mechanisms that enable communities to have greater power and influence over how resources are distributed: ● Develop and embed participatory budgeting approaches for community safety across London to enable greater community scrutiny and influence over how resources are invested and spent. Work to divert funding towards community led preventative strategies and activities. Explore the feasibility of diverting confiscated criminal assets to support local and regional initiatives. ● Develop and embed participatory budgeting approaches to give community's greater influence over how resources are invested. Support locally led groups to build and test community-led initiatives that create the conditions to nurture safer communities, for example prioritising diversionary approaches rather than law enforcement powers.

Community Perspective (continued)	Action to be taken by MOPAC (continued)
2.4 Communities need to be able to verify the legitimacy and fairness of decisions that are made following a complaints/ misconduct process	1. The independent body should work with Black communities, MOPAC, MPS and police bodies to explore the development and co-design of effective processes whereby independent police complaints and misconduct investigations are either co-led and/or scrutinised by the independent Community-led body.
2.5 Engagement and accountability mechanisms need to be visible and accessible to communities. There should be clear information on ways to engage and transparency about governance and decision-making.	1. MOPAC should invest in the development of a coordinated communications approach at London, borough, and ward levels to keeps communities informed about opportunities to get involved and the progress these structures are making to improve policing practice and community safety. This includes the development of a website or micro- site. The branding for the website should be distinct from MOPAC. It should include some basic information for those interested in participating: ● Details of the structures/opportunities available across London (e.g., recognition, payment etc.). How the engagement and scrutiny structures operate, information on the strategy, work programme, and progress updates across London. The website should also provide information to the wider community such as: ● A clear rationale for why and how decisions have been made by locally led groups, ● Information on where people can get support for their wellbeing when experiencing harm from the Police and to get assistance to challenge poor practice, ● The dashboard for the Police & Community Safety Race Equity Framework (PCSREF- see recommendation 3). 2. People from the Black community and in particular young people are unlikely to follow MOPAC or the MPS on their social media channels. Therefore, MOPAC needs to utilise a range of communication channels (e.g., media like radio, podcasts, etc.) including developing partnerships with community organisations, leaders and influencers who can help to raise awareness via their social media presence. Links to the micro-site should be placed on the websites of VCSE organisations, schools, colleges, universities, and other relevant stakeholders to help raise awareness. 3. .The independent body should also have the resources to explore the effectiveness of paid advertisements to raise awareness of opportunities to target people currently underrepresented in the locally led police engagement and scrutiny groups to get involved and for people to gain deeper insight into decision making processes and how to influence them. 4. The independent body should host open biannual meetings to set and review progress on the overarching Police & Community Safety Race Equity Framework (PCSREF) and showcase how they are supporting local engagement and accountability structures to represent and advocate for their community.



Having data and
analysing the data.
That will drive the
changes required.

SW, Black, Older than 55, Male, Straight / Heterosexual

Recommendation 3. Police & Community Safety Race Equity Framework (PCSREF)

Table 3: Recommendation 3

Community Perspective	Action to be taken by MOPAC
1. To highlight historical and emerging inequities MOPAC and the MPS need to adopt a transparent approach to sharing data on policing and incorporating the lived expertise of Black communities. This will help to: • Validate communities' experiences of discrimination • catalyse system and community-led action to challenge poor practice and seek justice • Keep communities informed about the progress that is being made to address racial inequities • Embed a culture of continuous learning and improvement within MOPAC and the MPS • Bring new insights to opportunities and challenges to foster safe and connected communities	1. MOPAC should commission the independent entity to co-produce a 5-year Police & Community Safety Race Equity Framework for London (an illustrative example of the PCSREF is provided on page 29). This framework consolidates insights from all engagement and accountability mechanisms, facilitating a shared understanding of challenges, collaborative solutions, and transparent tracking of progress toward eliminating inequities for Black communities. To enable real-time feedback (PCSREF Part 3) a digital tool should be developed. 2. Work in partnership with national research funding bodies and other stakeholders to resource research to support progress on priorities outlined by the Policing and Community Safety Race Equity Framework (PCSREF). 3. Explore the feasibility of establishing or supporting the development of an Independent Policing and Community Safety Observatory which brings together local communities, academia, and where appropriate the MPS and MOPAC to co-design research priorities. 4. Build the capacity of local communities to scrutinise MOPAC/ MPS' data and to generate insights through community-led research which can influence MOPAC/MPS' policies and practice.

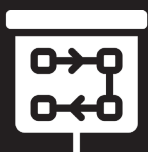
Recommendation 3. Police & Community Safety Race Equity Framework Summary

The PCSREF is an anti-racism framework to drive race equity in policing. It consists of three components which provide transparency regarding data and the activities undertaken to address poor practice, to equip Black communities to effectively scrutinise and hold the police and MOPAC to account for delivering on key priorities.



Enables oversight of statutory and regulatory obligations (some of which are expressed in current MOPAC dashboards) and must include data relating to the themes identified by communities across London.

PART I



The organisational competencies that MOPAC, it's partners and communities should expect of the MPS, will provide an opportunity to codesign action plans with communities to address systemic racism within the MPS.

PART II



A community feedback mechanism (e.g., Trip Advisor style platform) which enables communities and the new engagement structures/ groups to define the metrics to be used to provide feedback on their experiences of policing. This may include co-designing police charters which are binding agreements with the MPS and MOPAC.

PART III

A background photograph showing a group of young people of African descent. In the center, several hands are clasped together in a circle, suggesting a group activity or workshop. One person's arm is visible with a colorful beaded bracelet. The background is a lush green outdoor setting.

The young people should really be engaged in this because they are most likely to have encounters. There should be like a workshop to learn more, and if there is no transparency, this might make them not want to take part.

SE11, Black - African, 16-24, Female, Straight / Heterosexual

Young persons aged 20 to 35 are most likely to be involved. For them to be engaged, they shouldn't be stressed too much, "for all work and no play makes Jack a full boy". What might stop them from taking part, is lack of compensation

N1, Black-African, 25-34, Male, Straight / Heterosexual

By making way for new young and creative minds

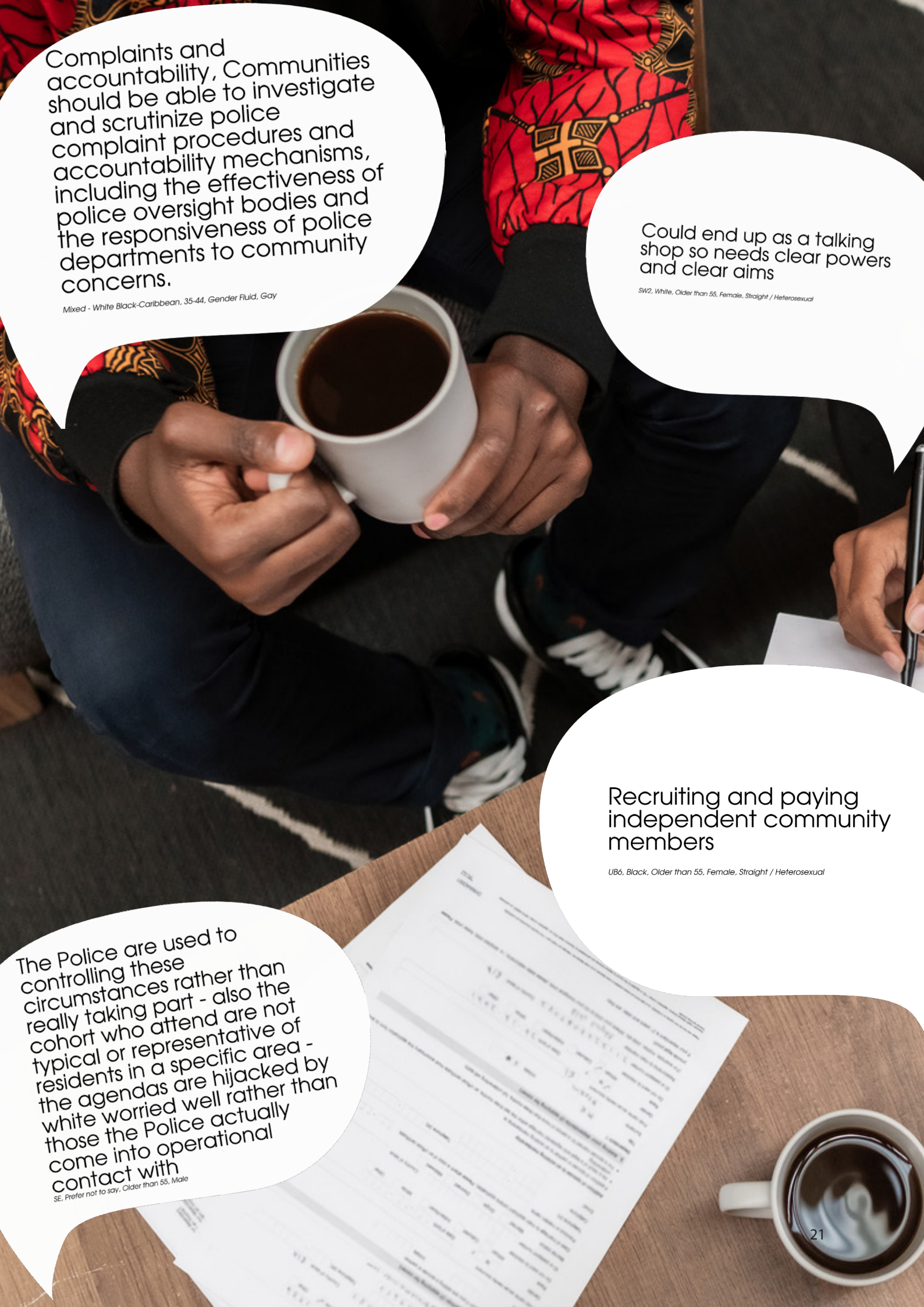
W2, Black - African, 45-55, Male, Straight / Heterosexual

Recommendation 4. Building trust and engaging young people in accountability mechanisms

When we consulted with young people about their views and experiences it was clear that there was a need for focused work around youth engagement. A significant number of community responses from older members of the community also shared that youth engagement is an important opportunity (see report 2 SWOT analysis - Opportunity). Community responses also showed that more needs to be done to prevent the surveillance and criminalisation of young people. Power needs to be redistributed so young people have greater influence over policing practice. Further work is required to explore how the proposed engagement and accountability mechanisms are operationalised.

Table 4: Recommendation 4

Community Perspective	Action to be taken by MOPAC
4.1 Young people need to be at the forefront of holding the police to account.	1. The independent body should work with young people in the community, borough and ward level engagement and scrutiny groups to co-design engagement mechanisms that work for young people and enable them to participate fully in shaping priorities at all levels. To avoid duplication these engagement mechanisms should utilise existing engagement structures that are proven to be effective and validated by young people.
4.2 Young people from Black backgrounds are disproportionately harmed by police practice. More needs to be done to prevent the criminalisation of children and young people and to ensure they are protected and safeguarded.	1. The independent body should also lead pan-London efforts to: ● Co-design an independent function within schools where young people and their families can raise concerns or provide feedback. ● Review the routine presence of police officers in school settings with a view to finding alternative approaches to build trust and confidence. The evidence from around the world indicates varying outcomes (e.g., crime prevention, building relationships etc.) when police are present in schools and much less is known in the UK context. Nonetheless, emerging evidence suggests a potential link between police interactions during adolescence and lower levels of wellbeing. It emphasises the importance of being cautious about the presence of police in schools, as it can lead to harm, including the criminalisation of young people. ● Work with the police to ensure that all police staff are trained in contextual safeguarding with a focus on race equity, paying particular attention to the process of the adultification of Black children.



Complaints and accountability, Communities should be able to investigate and scrutinize police complaint procedures and accountability mechanisms, including the effectiveness of police oversight bodies and the responsiveness of police departments to community concerns.

Mixed - White Black-Caribbean, 35-44, Gender Fluid, Gay

Could end up as a talking shop so needs clear powers and clear aims

SW2, White, Older than 55, Female, Straight / Heterosexual

Recruiting and paying independent community members

UB6, Black, Older than 55, Female, Straight / Heterosexual

The Police are used to controlling these circumstances rather than really taking part - also the cohort who attend are not typical or representative of residents in a specific area - the agendas are hijacked by white worried well rather than those the Police actually come into operational contact with

SE, Prefer not to say, Older than 55, Male

Recommendation 5.Improving the effectiveness of locally led police engagement and accountability groups

The consultation aimed to gain insight into the critical features needed for existing engagement and scrutiny groups, such as the MOPAC led Safer Neighbourhood Boards and Community Monitoring Groups, to engage Black communities to hold the Police service to account. These groups and wider scrutiny and accountability mechanisms, (e.g., MPS Independent Advisory Groups) have been ill-equipped to engage and sustain the engagement of Black communities.

Black communities across London are diverse, people identify differently, there are different community leaders, networks, and priorities. Therefore, the outline of recommendations to improve locally led police engagement and scrutiny groups should be implemented across London. How the recommendations are operationalised must be co- produced by the communities in each area, further work required by MOPAC to ensure the groups are meeting the needs and priorities of the local communities.

Table 5: Recommendation 5

Community Perspective	Action to be taken by MOPAC
5.1 The imbalance of power between the Met Police and communities needs to be rebalanced to facilitate effective locally led engagement and scrutiny.	1. MOPAC should collaborate closely with the independent body and locally led groups to shape their strategy for exercising their powers in holding the Met Police accountable, based on what has emerged from the consultation these include (but are not limited to): ● Complaints and misconduct process ● Use of force ● Stop and Search (e.g. develop a charter for its use) ● Strip and search ● Violence Against Women and Girls ● Police recruitment ● Police training ● Wider themes associated with the racialised Black experience of policing. ● Responding to people with mental health needs and/or physical disability and/or neurodiverse ● LGBTQ experiences of policing ● Reparative justice for Black communities Since, engagement and scrutiny/accountability are two different but interrelated functions, working with the independent body local groups should decide how they deliver the engagement and accountability function based upon their local networks and infrastructure. For example, some may feel that the two functions should be delivered together, and others may prefer to host separate groups.

Community Perspective (continued)	Action to be taken by MOPAC (continued)
5.2 Existing groups do not represent the experience of Black Londoners and other communities disproportionately impacted by the use of police powers. Black communities need to be assured that their experiences, feedback, and suggestions are effectively represented within decision making processes	1. MOPAC and the independent body should ensure that there is sufficient representation of people from Black communities across all engagement and accountability mechanisms. 2. Programmes of work that focus on the experiences of Black communities should be Black-led or co-led where appropriate. 3. Individuals aspiring to serve as community representatives should participate in a transparent recruitment process. This process should entail a clear expectation that those selected can showcase a genuine connection to the community and/or possess the necessary skills to effectively engage with the Black community. It is recognised that at times there may need to be exceptions; for example, a person may be called upon to share their lived or professional expertise. In these situations, the rationale for the decision should be made public. If it is challenged and there is sufficient evidence to suggest a democratic process was possible, then the process should be initiated. 4. People acting as representatives should be able to provide tangible examples of the outcomes of their engagement with communities. Their accomplishments and challenges should be documented in reports for the Policing and Community Race Equity Framework (PCSREF).
5.3 Communities need assurance that local engagement and accountability structures are making progress in holding MOPAC and the MPS to account.	1. Locally led groups should utilise the independent body's recommended website (per Recommendation 2) to share updates on their work plans, activities, progress, challenges, financial management, and more. Adopting a 'Working Out Loud' approach, they can candidly document both successes and challenges online, as well as during in-person events. This transparent practice will offer community members real-time insights and might also serve as a platform to invite additional feedback or insights from communities, facilitated through online and in-person interaction tools. 2. Local accountability groups should hold biannual meetings to showcase their efforts to engage communities, develop leadership locally and to advocate on the concerns, raised by the community. It should also be an opportunity for the community to contribute to shaping regional and local priorities.
5.3 Communities need assurance that local engagement and accountability structures are making progress in holding MOPAC and the MPS to account.	1. People from the Black community and in particular young people are unlikely to follow MOPAC or the MPS, or local groups on their social media channels. Therefore, local groups should utilise a range of communication channels (e.g., media like radio, podcasts, etc.) including developing partnerships with community organisations in their areas, leaders and influencers
5.4 Locally led groups require adequate funding and resources to be able to manage the administrative demands of leading these groups and having the capacity to share progress updates with the wider community	1. To maintain the independence of the engagement and accountability mechanisms, MOPAC should provide funding to the independent body and locally led groups (administered by the independent body) to: ● Resource a programme management function to support delivery. ● Access legal, research, communication/marketing and subject expertise when required.

Community Perspective (continued)	Action to be taken by MOPAC (continued)
5.5 To address barriers to participation in engagement and scrutiny structures people should be recognised and rewarded for their time (e.g., salary, bursaries, grants, reasonable out-of- pocket expenses, training, awards scheme etc.)	1. The independent body should co-design and implement a remuneration policy with communities to ensure that the labour of people who are contributing to improving police engagement, trust and police practice is acknowledged and appropriately compensated. 2. To enable community representatives to maintain their independence and credibility with the community they should be remunerated via the independent body rather than receiving funds directly from MOPAC.
5.6 The wellbeing of people participating in locally led groups should be safeguarded and free from exposure to discriminatory behaviours or practice.	1. The independent body can help to safeguard participants by: ● Ensuring that all participants involved in engagement and accountability mechanisms are trained in anti-racism. ● Producing guidelines on the behaviours expected and when people fail to uphold these standards there is a process for them to be held to account. ● When issues with discriminatory policies and practices arise, these should be documented, and plans put in place to address them. Progress needs to be fed back to the community publicly e.g. 'You said... we did'.

Stand as investors in and sponsor-commissioners of true and authentic independent organisations that are already working to support communities and exemplifying lawful policing support efforts. Give acknowledgement and recognition to these groups

SE, Black, 35-44, Female, Straight / Heterosexual



There are currently established community leadership academies in London such as the Westside Leadership academy.

These can be utilised to gain feedback from the young people and their parents.

Facilitators and other stakeholders involved in this and other community led groups, which support young people from African Caribbean and dual heritage young people from African Caribbean backgrounds.

They should be involved in the conversation regarding solution based responses and how these can be implemented.

UB6, Black, Older than 55, Female, Straight / Heterosexual

Recommendation 6. Collaborating with voluntary, community and social enterprise organisations (VCSE)

The responses from the community consultation indicate that locally led police engagement and accountability should include community organisations rather than be separate from it. The Voluntary Community and Social Enterprise (VCSE) sector will also support the independent community-led body to embed an anti-racism approach to their work. They should also act as a critical friend to the independent community-led body to ensure that it holds MOPAC and the police to account for making progress on the recommendations that emerged from the Black Voices on Policing consultation.

Table 6: Recommendation 6

Community Perspective	Action to be taken by MOPAC
1. A network of local, Black-led organisations should support MOPAC and the independent body to gather local intelligence about the Black community’s experiences of policing as well as mobilising communities to participate in engagement structures.	1. A network of Black-led VCSE organisations should be developed to support local and regional engagement and scrutiny mechanisms. The representatives should be expected to represent the interests of wider groups or sections of the community. During the co-design process of the PCSREF a decision will need to be made if this network is democratically elected or by self-nomination. 2. VCSE’s should also support with addressing the weaknesses or threats identified in the consultation regarding poor communications and visibility of engagement and scrutiny mechanisms. They are well positioned to support the engagement of the wider community and reaching people who are often excluded from participation. These organisations should also be resourced to support the work of local groups by providing local intelligence, sharing best practice in engagement approaches, and collaborating to deliver initiatives.

Wider recommendation: Community healing

Communities made it clear that they wanted to be informed about the activities and impact of all engagement and scrutiny structures. They also felt it was important for MOPAC, MPS, local engagement groups and the independent body to create opportunities for the wider community who have not been directly involved to scrutinise what they have been doing and to celebrate their successes.

Table 7: Wider recommendation: Community healing

Community Perspective	Action to be taken by MOPAC
1. People from the Black community who are harmed by the Police should have access to support to enable them to heal and challenge poor practice, as well as the opportunity to mobilise around the issues that affect their community.	1. MOPAC should commission independent, Black-led organisations to lead on: ● Co-designing and testing evidence-based, emergent, or new models of healing, which include methods that are grounded in African and other indigenous approaches. This offer should be made available to the person who has been harmed and people in their network traumatised vicariously by their experience ● Developing an advocacy function that provides support for individuals, on themed areas that affect wider sections of the Black community and/or where disparities exist. Draw on resources and work led by existing advocacy and activist groups. ● Co-create and implement an independent truth and reconciliation process. ● Recognise that stop and search practices that follow protocol can still be a source of trauma, especially for children and young people. Support should be provided in community setting for young people who may have an experience that may be described as uneventful from the MPS perspective.

Appendix 1

People & Community Safety Race Equity Framework (PCSREF)

The recommendations presented in this report should be integrated into a comprehensive framework guiding the actions of MOPAC, the independent body and accountable stakeholders. Certain recommendations, particularly those related to accountability and engagement mechanisms, necessitate collaborative delivery. It is proposed that these efforts are consolidated within a Police and Community Safety Race Equity Framework (PCSREF), centralising all aspects for shared understanding, the co-creation of solutions, and the transparent tracking of progress toward shared priorities by communities and stakeholders alike.

An illustrative example of the PCSREF is provided.

Example: People and Community Safety Race Equity Framework (PCSREF)

The table sets out how MOPAC and the independent body will be required to deliver each part of the framework in partnership with existing locally-led police engagement and scrutiny groups, communities, Black led voluntary sector partners and the MPS workforce. Each part of the PCSREF highlights the key measures, metrics and practical steps MOPAC, and partners, can take to transform the racialised experience of policing. A dashboard for the PCSREF (Part 1, 2 and 3) will enable all related strands of work to be collated and published in a single accessible place for a range of audiences. Transparency of this work is critical for Black Londoners to build trust and confidence in policing. The PCSREF also provides links to routinely collected data which is relevant to gaining a systemic overview of the Black racialised experience. Attention is also made to the related statutory and regulatory obligations that apply e.g., Equality Act 2010 Public Sector Equality Duty. Many of the components of the PCSREF are included as recommendations in this report. The mayor's proposed oversight board is an ideal forum to provide additional leadership on the implementation of the PCSREF and its content of co-produced and measurable actions that are routinely monitored. The qualitative and quantitative data collected within the implementation of the PCSREF will enable communities to more effectively scrutinise and hold the police to account, in order to support the police to fulfil their role in a way that minimises the racialised experience of policing:

- The core duty of the police service is to protect the public by detecting and preventing crime. This duty is established in common law (precedents set by decisions of the courts) and the police have both common law and legislative powers to execute it.
- Police personnel are individually responsible for using their powers in accordance with the law.
- The use of police powers should be necessary, proportionate and compatible with human rights and equalities legislation.
- Police personnel receive training and guidance on the lawful and effective use of their powers and authority, but ultimately, they have discretion to make decisions.

Part 1	Leadership & Governance
To deliver Part 1 of the PCSREF there are key specific legislative and regulatory requirements which impact Black and other racialised communities. There are a range of data sources which can be collated here for scrutiny and accountability. All work under the PCSREF would be tabled within The Mayor's London Policing Board, which provides London wide leadership, scrutiny and governance.	Equality Act 2010 and its general and specific duties of the Public Sector Equality Duty Mental Health Act 1983 - https://digital.nhs.uk/data-and-information/data-tools-and-services/data-services/mental-health-data-hub/dashboards/mental-health-act-statistics Section 136 MHA Detentions - https://digital.nhs.uk/data-and-information/publications/statistical/mental-health-act-statistics-annual-figures/2021-22-annual-figures/uses-of-section-136 Section 135 MHA Warrants Human Rights Act (HRA)1988 (as amended in 2007)

	The College of Policing has issued the Code of Ethics as a code of practice under section 39A of the Police Act 1996 (as amended by section 124 of the Anti-Social Behaviour, Crime and Policing Act 2014). https://assets.college.police.uk/s3fs-public/2021-02/code_of_ethics.pdf Police and Criminal Evidence Act 1984 Police and Criminal Evidence Act 1986 The Criminal Justice Act 1991 Police Reform Act 2002 Policing and Crime Act 2017
<u>Data re police powers</u> Policing and Crime Act 2017 Police Reform Act 2002 The Criminal Justice Act 1991 The key piece of legislation which regulates police investigation powers is the Police and Criminal Evidence Act 1984, known by its acronym PACE. PACE regulates the police powers to: • Arrest, detain, question and take the biometric details of those suspected of a crime. • Enter private property, search the property and seize evidence. • Stop and search individuals and vehicles. The powers regulated by PACE are often complemented by or related to other law. There are seven PACE codes which cover different aspects of PACE. An eighth PACE code, PACE Code H, provides guidance on police powers to detain suspects under terrorism legislation. Some PACE codes provide guidance on other legislative provisions related to the PACE power they describe. The current PACE codes on issue are: • PACE Code A: Stop and search	• The power to make an arrest, • The power to stop and search an individual or vehicle, • Any police power reserved for officers of certain ranks, • Detention and custody • The power of a police officer to perform the duty of a custody officer when a custody officer is not available, • Any power given to police officers under terrorism legislation or the Official Secrets Acts of 1911 and 1989; and, • The power of a police officer to make an application under section 19 or 21 of the Investigatory Powers Act 2016 Police powers can be grouped into three categories: • Powers to investigate crime. This includes a range of powers to collect evidence needed to identify suspects and support their fair and effective trial. • Powers to prevent crime. This includes a range of powers to maintain public order, prevent anti-social behaviour and manage known offenders/ suspects. • Powers to ‘dispose’ of criminal cases. These powers allow police officers to dispose of criminal cases outside of court or charge suspects so they can be prosecuted. Sometimes specific legislation requires the government to publish guidance on a specific set of powers. For example, part IV of the Police and Criminal Evidence Act 1984 requires the government to publish and maintain codes of practice on the powers in the Act (what are known as the PACE Codes). These statutory documents

• PACE Code B: Entry, search and seizure • 20 Police powers: An introduction • PACE Code C: Detention and custody • PACE Code D: Identifying suspects • PACE codes E and F: The recording of interviews with suspects • PACE Code G: Arrest • PACE Code H: Detention and custody of terrorism suspects Police officers have five main powers of arrest: • A statutory power (under section 24 of PACE) to arrest, without a warrant, anyone they suspect has committed or is committing a criminal offence when it is necessary. • Statutory powers to execute arrest warrants issued by the courts. • Statutory powers to arrest those who fail to answer or breach their bail conditions and those who breach the conditions of a caution. • Statutory powers to arrest those who breach a relevant court order or injunction. These powers (especially those related to injunctions) are often limited. • A common law power to arrest those they suspect have 'breached the peace' or are threatening to do so. Part IV and part V of PACE provides the police with powers to detain those they have arrested without charge. The detention of a suspect is often crucial to a police investigation. Once detained the police have powers to question the suspect and collect their biometric information. The information collected during detention can help the police determine whether a suspect should be charged with a criminal offence.	describe how the powers can be used lawfully and the police must be compliant with them. Sometimes legislation will explicitly refer to statutory guidance. For instance, subsection 39(1) of the Police and Criminal Evidence Act 1984 requires police forces to treat people detained in their custody in accordance with the code of practice on detention (PACE Code C).
Data re police powers: Stop and Search https://www.met.police.uk/sd/stats-and-data/met/stop-and-search-dashboard/	The police have a variety of statutory powers to 'stop and search' individuals. Their stop and search powers allow them to "allay or confirm suspicions about individuals without exercising their power of arrest".³⁸ There is no common law power to stop and search. Every time the police conduct a stop and search, they must do so on the basis of one of their statutory powers. There are three types of stop and search powers:

	• powers which require officers to have “reasonable grounds” to conduct the search, sometimes known as section 1 searches. • a power which allows officers to search without reasonable grounds, sometimes known as no suspicion or section 60 search. This power can only be used when authorised by a senior officer based on certain ‘pre-conditions’. • a power officers can use to search those they ‘reasonably suspect’ are terrorists. PACE Code A provides statutory guidance on their most commonly used stop and search powers.
Data re police powers: Use of Force	https://www.london.gov.uk/programmes-strategies/mayors-office-policing-and-crime/data-and-statistics/policing/action-plan-dashboard
Mayoral Action Plan Data Dashboard	https://www.london.gov.uk/programmes-strategies/mayors-office-policing-and-crime/data-and-statistics/policing/action-plan-dashboard
Some people who do not work in police forces may have certain police powers depending on arrangements in local forces. Section 40, Police Reform Act 2002 allows chief officers to establish a ‘ community safety accreditation scheme ’ for their force area. The powers that can be accredited are typically associated with tackling low-level crime and anti-social behaviour . For example, the power to issue Penalty Notices for Disorder and Fixed Penalty Notices and the power to require the name and address of those behaving antisocially.	
The misuse of police powers is not normally a criminal offence but is a failure to uphold the policing standards of professional behaviour. Officers can be held accountable for a misuse of their powers through misconduct proceedings. A misuse of police powers can also be challenged through civil proceedings. Police officers are expected to always uphold the policing standards of professional behaviour (whilst on and off duty). There are ten standards of professional behaviour set out in regulations made under the Police Reform Act 2002.	Schedule 2, The Police (Conduct) Regulations 2020 https://www.legislation.gov.uk/uksi/2020/4/schedule/2/made

The College of Policing publishes Authorised Professional Practice (APP) documents. These documents are themed around different aspects of policing. For example, there is an APP on public order policing and one on stop and search. These documents advise police staff on how to use their powers lawfully and effectively and are designed to support the training and development of police personnel. The police are expected to “have regard” to APP guidance whilst on duty.	
The data held by police and the lived expertise of communities have the potential to highlight historical and emerging inequities. A transparent approach to sharing data on policing and incorporating the lived expertise of Black communities: • helps to validate communities’ experience of discrimination. • catalyses system and community-led action to challenge poor practice and seek justice. • provides transparency so communities are aware of the progress that is being made. • can help to embed a culture of continuous learning and improvement. • brings new insights to opportunities and challenges	MOPAC needs to ensure that the Police robustly collect and analyse data relating to the Equality Act 2010 protected characteristics across all services. They should also need to expand their categories for ethnicities (e.g., widening categories for Black ethnicities) and adopt an intersectional approach to analysis to enable the Police and communities to understand the nuances in the experiences and outcomes according to people’s social identities (e.g., age, gender, sexual orientation, religion etc.) Data should be published on a dashboard; where possible, datasets should be made publicly available along with the approach taken to analyse the data, as this will enable greater scrutiny. Establish a data working group which explores opportunities for police data to be open access and to use community-generated data (e.g., Police experience feedback platform, establishing Independent Policing observatory) to identify and mobilise around inequities that emerge from the analysis.
Part 2	Organisational Competencies
The following recommendations fall under part 2 of the PCSREF. Recommendation 1 - Begin by building trust and confidence in the police service.	

The consultation was focussed on surfacing ideas that improve the effectiveness of locally-led police engagement and scrutiny. However, the responses from the community (see weaknesses of the existing system and threats to making a positive change) are strong indicators that police engagement is not possible due to the lack of trust - a consequence of systemic racism in policing. The sustained denial by the Metropolitan Police Service (MPS) that it is not institutionally racist, despite numerous independent reports, further erodes confidence in the MPS's proclaimed desire to transform services. Delivering Recommendations 1 and 2 will require laying the foundation to build an effective working relationship with Black communities. The recommendations, with actionable steps below, provide a way for MOPAC and MPS to take responsibility for the poor relationship with London's Black communities. Implementing the steps will provide some assurance or hope that future accountability mechanisms may buck the trend and yield positive outcomes for the community. Failure to address the reasons why there is a lack of trust will thwart efforts to meaningfully engage Black communities or drive positive change.	
Recommendation 4 - Building trust and engaging young people in accountability mechanisms How local groups and the independent body put the voices and experiences of young people at the heart of police accountability should be reviewed under PCSCREF part 2.	
Recommendation 5 - Improving the effectiveness of locally-led police engagement and accountability groups The consultation was focussed on surfacing ideas that improve the effectiveness of locally-led police engagement and scrutiny. These ideas ranged from who should lead local groups and how to ensure they represent the real experiences of communities and police, to how these groups should be provided with legitimate power, resources and funding to ensure they can make an impact at local level. Recommendation 5 also outlines how local groups should engage with and co-produce solutions with their wider communities. These operating practices should be reviewed as part of PCSCREF part 2.	
Recommendation 6 - Collaborating with voluntary, community and social enterprise organisations (VCSE) Locally-led police engagement and scrutiny should work with existing VCSE's. The effectiveness of collaboration should be reviewed as part of PCSCREF part 2.	
Part 3	Feedback Mechanism
The following recommendations fall under part 2 of the PCSREF.	

Recommendation 2 - Keeping communities informed about opportunities to engage and scrutinise community policing.

Recommendation 5 - Improving the effectiveness of locally-led police engagement and accountability groups

The consultation highlighted that existing approaches to keep communities informed about opportunities to shape police practice have not been adequate, as most participants were unaware of these mechanisms. The channels currently used would need to have the desired reach whilst alternatives were also proposed. Participants expressed they were unlikely to engage in communication channels led by MOPAC and MPS should use media considered to be credible.

Communities also mentioned that it was important for information about the progress (or lack of it) made in addressing disparities needed to be transparent and in the public domain. However, they would prefer for this information to be verified and shared by an independent entity for them to have confidence in what has been shared.

Communities made it clear that they wanted to be informed about the activities and impact of all engagement and scrutiny structures. They also felt it was important for MOPAC, MPS, local engagement groups and the independent body to create opportunities for the wider community who have not been directly involved to scrutinise what they have been doing and to celebrate their successes.

Appendix 2

New locally led police engagement and scrutiny blueprint and engagement model

The blueprint shows how the recommendations fit together. The blueprint shows how police engagement and scrutiny groups operate across various levels of engagement (pan-London / Borough Command Unit / Borough / ward) to operate as part of a whole. The arrows indicate how each engagement and scrutiny group relate to each other in terms of exchange of information.

Black Voices on Policing consultation highlighted that London's communities wanted to be involved in shaping policing as we know it. The current approach to local engagement and scrutiny does not adequately represent the diversity of London's communities. The absence of lived experience limits opportunities to gain deep insight into the root causes of the issues that arise, and the lack of attention paid to systemic racism hinders the effectiveness of solutions or approaches that are developed. Many expressed that they were not aware of the engagement structures that exist, and others reported negative experiences when participating which leads to low levels of confidence in the ability of these structures to affect change. There needs to be investment in creating spaces for communities who experience inequities in policing to reimagine the systems approach to community safety.

In outlining the blueprint for a new model, it is helpful to delineate the various ways in which MOPAC and its stakeholders will engage with London's communities. Table 1, based upon the Spectrum of Public Participation (IAP2, 2018), outlines the diverse approaches that MOPAC and its partners should employ. While this model is frequently cited by practitioners and organizations, they may not explicitly consider how racism and other forms of oppression influence or hinder community engagement efforts. To better assist MOPAC and stakeholders in effectively involving communities in finding solutions, and to ensure that accountability mechanisms robustly challenge poor practices while preventing and minimizing harm, the blueprint discussed in the following section places particular emphasis on the racialized experiences of minoritized groups in London. Furthermore, the described structure aims to provide communities with the opportunity to disrupt existing approaches that are not serving them, enabling them to envision a different future for community safety in London. It also aims to test and scale approaches that address inequities and promote connected and secure communities. The proposed model strives to include a level of scrutiny that ensures the engagement approaches, mechanisms, and tools used by MOPAC genuinely engage with the community, especially those communities adversely affected by current practices.

Table 1: Engagement model for police engagement and scrutiny structures.

Aim	Inform	Consult	Involve	Collaborate	Empower
	To provide the general public with unbiased and objective information that helps them understand the challenges, solutions, and other available options relating to progress on the Policing and Community Safety Race Equity Framework(PCSREF) and other matters relating to policing and community safety in London	To gather public opinion on ideas for the PCSREF's design, policing and community safety. To surface public opinion, gain insight into peoples lived expertise to critique proposed plans, processes, policies and practices.	To work directly with the public to understand policing and community safety issues and to identify opportunities for improvement and transformation are continually understood and considered in decision making.	To collaborate with the public on every element of decision-making, including the creation of alternatives and choosing the best course of action	To devolve decision making to PCSREF participants and or the general public
Commitment to working with the community	We will provide timely information to keep the community informed about developments relating to the PCSREF, Policing and Community Safety in London.	We will keep the community informed, pay attention to their concerns, consider community suggestions and provide updates about how their input has influenced decision-making.	We will work with you to make sure your concerns and ideas for improvements are reflected in the solutions created, and we will give you feedback on how the public's input influenced our decision making	We will rely on your direct counsel and originality to find and or co-lead on the development of solutions, and we will do everything in our power to fully consider your recommendations and advice.	We will implement or support PCSREF participants and or the general public to deliver community led solutions
PCSREF process/ channel/tools	PCSREF data dashboard, website and newsletter	PCSREF Consultations	PCSREF Borough/ward meetings and themed working groups, /London listening events	PCSREF London Working Group and Themed Working Groups	PCSREF London Working Group and Themed Working Groups
Examples of tools/mechanisms	Independent body website; Social media, community leads and VCSE partner channels	Focus groups, surveys, public consultations	Codesign workshops	Advisory Committees, Safer Neighbourhoods Boards	Boards, Participatory Budgeting

Developing an engagement model fit for the future

We recognise that any approach to engagement does not exist within a vacuum, and it will evolve due to social, environmental, economic and political factors. We also recognise that decision-makers will heavily influence these structures' effectiveness. That is not to say that we can't envision and realise an alternative future of community safety. Still, whatever we strive to achieve it needs the support of senior leaders and London's communities. It is no secret that the Police have some way to go to build the community's trust; therefore, we should expect the model to evolve as we test and learn from what works. Therefore, the described blueprint should be considered an emergent approach that will flex as this learning highlights opportunities for change and transformation.

Reviewing and building upon what works

The consultation highlighted that most people who participated had little or no knowledge of the existing structures (Table 8) to engage communities in holding the Police to account. A significant theme was the lack of representation from people from Black, Asian and other racially minoritised groups. As well as the lack of results and impact due to an absence of accountability mechanisms that stimulate change. This creates a sense of distrust and apathy, which will inevitably negatively impact engagement in these structures and the ability to address inequities in policing.

Community responses suggest that a new and improved engagement and scrutiny approach requires a level of independence from MOPAC, with a clear focus on addressing inequities for Black communities and improving the involvement of young people. The data gathered made it clear that the current structures were not working, but there was not sufficient evidence to suggest that these structures should be disbanded. Therefore, the approach described in the following section seeks to provide an overview of additional structures (Table 2) that aim to support and scrutinise existing mechanisms and to introduce a level of independence that focuses on delivering tangible change.

Introducing supporting engagement and accountability mechanisms

An Independent Body

There was a strong call from communities for any engagement or accountability mechanism to be independent of MOPAC and the Metropolitan Police Service. Due to existing legislation, MOPAC holds statutory powers that enable them to hold the Police to account, and in the current context, these powers are not transferable. Therefore, any independent feature or structure will need to work alongside MOPAC to ensure they are exercising their powers to benefit local communities. It is proposed that MOPAC commission an independent body that will act as a critical friend to MOPAC and MPS to monitor the effectiveness of their engagement and accountability structures (Recommendation 2). This independent body could be an individual organisation or a consortium. It will influence engagement and decision-making at all levels. A key focus will be to codesign a Policing and Community Safety Race Equity Framework (PCSREF) with Black communities and other stakeholders (Recommendation 3). It is advisable that it is Black-led to ensure that the lived expertise of the community is embedded from inception. This will increase the likelihood that people from Black African and Caribbean backgrounds will engage. Once this framework has been developed, the independent body will work with existing MOPAC and MPS engagement and accountability structures to embed the PCSREF in their work. These structures will report to the independent body on a quarterly basis and the insights that surface should feed into the London Policing Board and Met Management Board. The independent body will also deliver at least two biannual community conversations, which provide an opportunity for a two-way dialogue with the community to hear their views and share progress against key priorities. Although this framework focuses on the experience of Black communities, the learning from this approach may be applicable to other minoritised groups.

PSCREF London Working Group

This group works with the independent body in their role to hold MOPAC and the MPS to account. They also act as a critical friend to the independent body to ensure that they are fulfilling their role to improve the representation of Black communities within existing structures, to drive improvements in addressing systemic racism in policing through the PCSREF and to mobilise communities to lead on identifying and delivering solutions.

PSCREF Themed Working Group(s)

The independent body will establish themed groups when more than one borough is faced with similar challenges. These groups aim to create space for stakeholders to share best practice and prevent stakeholders from working in silos. The themes will be agreed upon in partnership with the PCSREF London Working Group and MOPAC and may focus on issues related to the experiences of Young People, Violence Against Women and Girls, LGBTQ experiences of Policing, etc.

Young People's Working Group

The voice of young people needs to be improved within existing structures. It is proposed that the PCSREF London Working Group supports MOPAC to work at the Borough level to co-design a mechanism that ensures that the voices of young people are heard at all levels. This working group will be responsible for developing an independent function within schools (Recommendation 4). Borough-level working groups should build upon existing youth engagement mechanisms to avoid duplication.

VCSE Engagement and Police Accountability Network

It is recognised that the existing engagement and scrutiny mechanisms need better reach into the community. The VCSE sector is often well embedded within communities and could provide valuable insights and support for local people to design engagement in accountability structures. The independent body, in partnership with borough and ward level groups, will seek to develop a network of organisations that can help to drive change (Recommendation 6).

Borough Command Unit Working Group

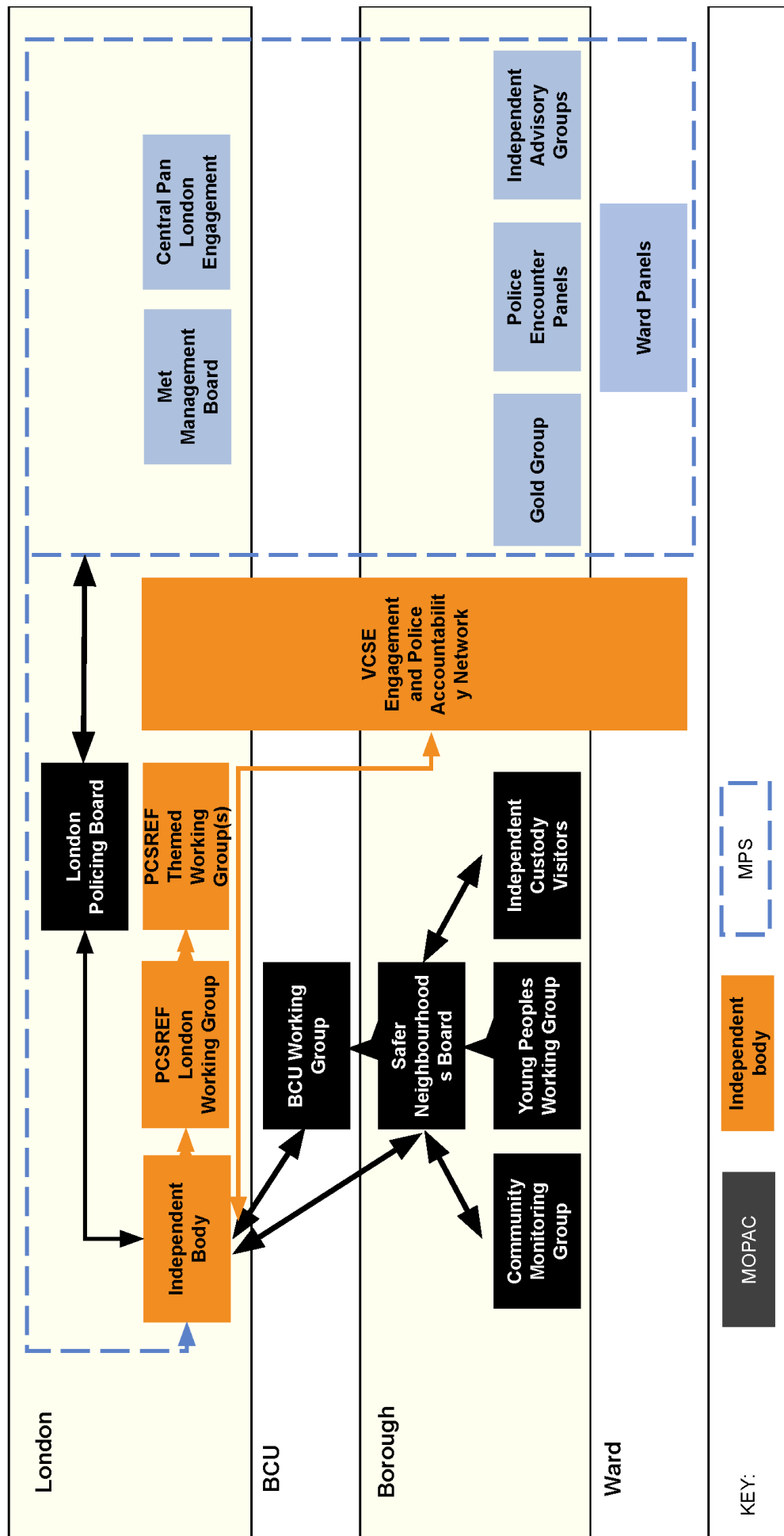
There appears to be a gap in communication between borough-level activity and Borough Command Units and communities. It is proposed that MOPAC establish a BCU working group that gathers key themes that are emerging from the boroughs to inform the focus of the PCSREF Working Groups.

Table 2: Role and membership of the new engagement and accountability structures

Remit	Entity	Role of the entity	MOPAC Role	Membership	Frequency
London	Independent Body	Providing scrutiny and support to MOPAC, Borough and ward level structures to increase representation of Black communities. Overseeing the codesign of youth led engagement structures and the development of the Policing & Community Safety Race Equity Framework (PCSREF) Influencing MOPAC and MPS structures to embed the PCSREF and report on progress made to narrow inequities for Black communities Ensuring that progress is shared transparently with the wider community	To commission an independent body Co-lead on the development of youth engagement structures, the PCSREF and maintaining oversight of progress on the PCSREF	N/A	Minimum quarterly including biannual Community Conversations
London	PCSREF London Working Group	Facilitated by the independent body and works with them to hold MOPAC and the MPS to account. A critical friend to the independent Body to ensure that are effectively influencing MOPAC and MPS engagement and accountability mechanisms Maintain oversight on progress made on the PCSREF and coproduce solutions.	To use their levers to support action on the PCSREF	Independent Body, BCU working Group, PCSREF Theme Leads, MOPAC, Met Police and VCSE Network and Lived expertise	Minimum quarterly
London	PCSREF Themed Working Group(s)	Facilitated by the independent body and works with them to take forward work that addresses policing and community safety issues that are experienced by multiple boroughs (e.g. Violence Against Women and Girls, Stop and Search, etc.)	To work with stakeholders to select themed priorities and to use their levers to support action at all levels.	Independent body, MOPAC, Met Police, BCU Working Group, Borough representatives, Community members with Lived expertise, VCSE Network	Minimum quarterly
Borough Command Unit	Borough Command Unit Working Group	To improve communication across boroughs and to identify themes that can inform the priorities of London level working groups led by the independent body To monitor progress on the PCSREF locally	To ensure that the BCU meet and support the work of the independent body	Safer Neighbourhood Board, The Met Police, PCSREF Theme leads (if appropriate), VCS E Network and Lived expertise, Local Authority	Monthly

Ward	Young Peoples Working Group	To codesign a youth engagement model with the independent body Lead on the implementation of independent youth-led engagement in schools. Surfacing insights about young peoples experiences, concerns, suggestions to inform borough and London wide priorities	Support the codesign of a youth led mechanism and to ensure that the voices of young people are embedded throughout MOPACs and the independent body's structures and to influence the Met Police to adopt a similar approach.	Young People, Schools, Local Authority, VCSE Network	Minimum quarterly
All	VCSE Engagement and Accountability Network	To support MOPAC, Met Police and independent body's efforts to engage with communities. Advocate on behalf of the community to ensure their views and experiences are considered in the development and implementation of the PCSREF.	To identify opportunities and work with VCSE organisations to influence decision making	To be defined during the codesign of the PCSREF	To be defined during the codesign of the PCSREF

Community Engagement and Police Accountability Blueprint



Additional Reading

This document is Part 1 of three reports that document the approach and findings from the consultation.

This report provides an executive summary of the consultation process, as well as an in-depth overview of the six recommendations crafted from the insights gathered from community responses.

Part 2 of the consultation report includes further details about the consultation methods, results and community responses which formed the basis of these recommendations.

Part 3 of the consultation report provides supporting research used by the consultation working group. This additional information was provided to the working group to ensure the consultation recommendations were developed by building on publicly held information about the disproportionate use of police powers and practice, community trust in the policy and recommendations from previous public consultations on policing.

