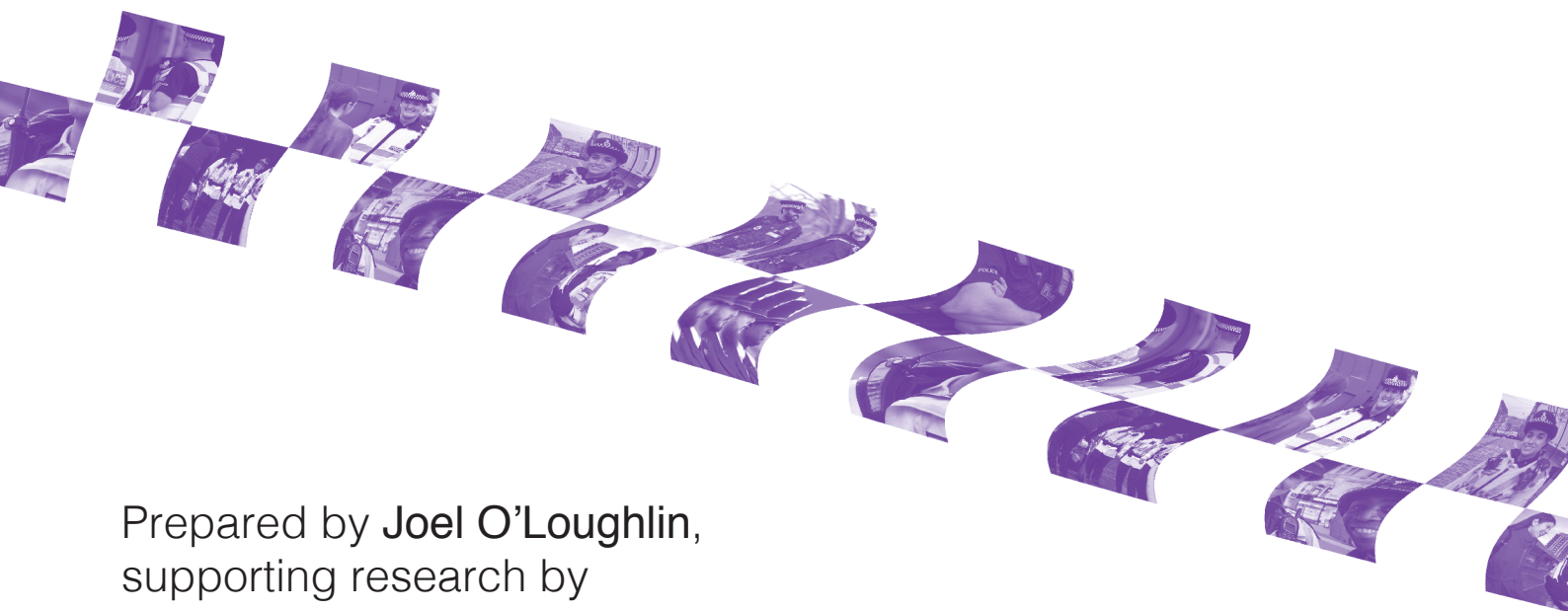# Community Oriented Policing

A **Compelling** Case *Summary Version*

Prepared by **Joel O'Loughlin**,
supporting research by
Shamayah Marcellin &
Nathania Atkinson

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APA

**ALLIANCE
FOR POLICE
ACCOUNTABILITY**

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Breakdown in relations with the police, lack of confidence in strategic agencies, and local authorities must be addressed in the face of increased structural racism and poverty amplified by the economic crisis that has resulted from the Covid-19 pandemic.

The pressing need for a Black community response to these issues and the rise of the **Black Lives Matter** movement presents both a challenge, and an opportunity to develop a new agenda for change. These realities, combined with the impact of serious violence within Black communities, reinforces the need for a community driven policing and public health agenda.

Black Men for Change (BM4C) took a position that it is imperative for there to be improved police accountability and community safety. The evidence is clear Black communities are disproportionately affected by crime and we deserve an effective and trusted police service to address this.

In response to these challenges BM4C organised an online workshop with key national and local Black organisations in August 2020. What emerged was a consensus on the need for a community defined policing and public health framework. There was also unanimous support for a national consultation that would engage key stakeholders in the Black community to develop their ideas and produce a detailed report setting out a community driven agenda for change.

This report explores the evidence for **Community Oriented Policing** (COP).

It sets out in clear terms a programmatic approach to transforming the relations between Black communities and the police. In the wake of the tragedies of Stephen Lawrence and George Floyd the black community is demanding a police service that respects our rights, guarantees our safety and addresses racism head on.

The broad alliance that has been formed behind this initiative are demanding change on a fundamental level and is prepared to lead the way. We look forward to engaging with police, government and healthcare services to reshape the relationship between Black communities and the law enforcement agencies.

Lee Jasper *APA Chair/ BM4C*
Jeremy Crook *ARE CEO/BM4C*

Promotion and protection of the human rights and fundamental freedoms of Africans and of people of African descent against excessive use of force and other human rights violation by law enforcement officers.

UN Report, June 2021

The murder of **George Floyd** on 25 May 2020, and the ensuing mass protests worldwide, marked a watershed in the fight against racism. In some countries, there is now broader acknowledgment of the systemic nature of the racism that affects the lives of Africans and people of African descent, and of the need to address the past in order to secure future conditions of life that uphold the dignity and rights of all.

On 28 June 2021, the Office of the High Commissioner for Human Rights (OHCHR) released the High Commissioner's ground-breaking report on racial justice and equality, pursuant to *Human Rights Council Resolution 43/1*, adopted by consensus in June 2020 following an urgent debate on "current racially inspired human rights violations, systemic racism, police brutality and violence against peaceful protests".

The report introduces a four-point agenda to end systemic racism and human rights violations by law enforcement against Africans and people of African descent.

The High Commissioner calls upon States and the Human Rights Council to:

1. STEP UP:
> Stop denying and start dismantling.

2. PURSUE JUSTICE:
> End impunity and build trust.

3. LISTEN UP:
> People of African descent must be heard.

4. REDRESS:
> Confront past legacies, take special measures
> and deliver reparatory justice.

The High Commissioner's report: *Agenda towards transformative change for racial justice and equality (A/HRC/47/53)*

Introduction

This summary of the full **Community Oriented Policing** proposal was prepared on behalf of the **Alliance for Police Accountabilit**y, and draws on the views and experience of Black organisations who hold a critical stake in the improvement of relations between the police and the African and Caribbean communities *(hereafter Black)*. This evidence gathering phase of the project was managed by Jeremy Crook OBE of **ARE (Action for Race Equality)** and produced by Joel O'Loughlin (Management Consultant) in consultation with Lee Jasper (APA Chairman) and the APA Steering Group.

The Alliance for Police Accountability is an outgrowth of the work of **Black Men for Change**. BM4C determined that the current low level of trust and confidence in the Police and statutory services, such as local authorities. The seriousness and impact of community violence requires a robust Black community response. There is an urgent need for a framework that seeks to address these issues from a unique Black community perspective.

Breakdown in relations with the police, lack of confidence in strategic agencies, and local authorities must be addressed in the face of increased structural racism and poverty amplified by the economic crisis that has resulted from the Covid-19 pandemic. The pressing need for a Black community response to these issues and the rise of the Black Lives Matter movement presents both a challenge, and an opportunity to develop a new agenda for change. These realities, combined with the impact of serious violence within Black communities, reinforces the need for a community driven policing and public health agenda.

Community Oriented Policing and Public Health Programme

The aim is to produce a framework covering community policing and public health. In large part, the conjoined policing and public health framework will seek to identify effective Black community driven strategies that take forward beneficial changes in Black citizens' well-being and reduces violence within our communities.

The initiative will develop locally formed and nationally agreed community safety and policing frameworks, setting out:

- The standards of conduct that improve Black community trust and confidence in the police service.

- The conditions, understanding and agreements that support constructive community-police partnerships.

- A community empowerment framework that focuses on how Black communities can help themselves in tackling violence and promote health and well-being.

The development of these locally forged Community Oriented Policing responses will set out agreed community principles and priorities designed to improve public trust and confidence in police, at a local level, over five years. These frameworks will also define the positions around which the APA will seek to build local, regional and national alliances to influence government on policing and health policy.

The conjoining of policing and public health has shown some remarkable results in the reduction of violent crime. The Scottish government has made tackling any form of violence including knife crime a key priority. This focus arose from a recognition that alcohol, drug and substance misuse contribute to a wide range of social and health problems, including anti-social behaviour, crime and domestic violence.

In Scotland over half of all violent crime is thought to be alcohol-related. This analysis led to a strategy which combines enforcement and prosecution with a number of actions including minimum unit pricing of alcohol. Scotland uses a public health approach to violence that focuses on tackling the underlying root causes through collaborative prevention and early intervention.

The Scottish Violence Reduction Unit uses this public health approach to trial and test out opportunities to prevent, interrupt and divert individuals away from violence using evidence and intelligence on what works to prevent violence. Good progress has been made, and recorded crime is at one of the lowest levels since 1974, down 41% since 2006-07. Statistical sources shows that there has been a sustained, long-term reduction in violent crime in Scotland over the last decade.

The Principles Supporting
Policing by Consent

COP draws heavily on the principles of policing by consent. This is rhetorically a long-standing philosophy of British policing, enshrined in Robert Peel's **9 Principles of Policing**. The principles issued to every new police officer from 1829 were:

1. To prevent crime and disorder, as an alternative to their repression by military force and severity of legal punishment.

2. To recognise always that the power of the police to fulfil their functions and duties is dependent on public approval of their existence, actions and behaviour and on their ability to secure and maintain public respect.

3. To recognise always that to secure and maintain the respect and approval of the public means also the securing of the willing co-operation of the public in the task of securing observance of laws.

4. To recognise always that the extent to which the co-operation of the public can be secured diminishes proportionately the necessity of the use of physical force and compulsion for achieving police objectives.

5. To seek and preserve public favour, not by pandering to public opinion; but by constantly demonstrating absolutely impartial service to law, in complete independence of policy, and without regard to the justice or injustice of the substance of individual laws, by ready offering of individual service and friendship to all members of the public without regard to their wealth or social standing, by ready exercise of courtesy and friendly good humour; and by ready offering of individual sacrifice in protecting and preserving life.

6. To use physical force only when the exercise of persuasion, advice and warning is found to be insufficient to obtain public co-operation to an extent necessary to secure observance of law or to restore order, and to use only the minimum degree of physical force which is necessary on any particular occasion for achieving a police objective.

7. To maintain at all times a relationship with the public that gives reality to the historic tradition that the police are the public and that the public are the police, the police being only members of the public who are paid to give full time attention to duties which are incumbent on every citizen in the interests of community welfare and existence.

8. To recognise always the need for strict adherence to police-executive functions, and to refrain from even seeming to usurp the powers of the judiciary of avenging individuals or the State, and of authoritatively judging guilt and punishing the guilty.

9. To recognise always that the test of police efficiency is the absence of crime and disorder, and not the visible evidence of police action in dealing with them.

The APA's intention is to build upon these foundational principles by actively involving the communities whose consent is so vital to the police service in the business of maintaining law and order.

The Structure of the Report

The report presents a proposal for Community Oriented Policing, and is divided into three distinct sections:

Part One: Presents analysis of the key themes that arise from the historical and current relations between police and the Black community. This analysis describes the challenges that the Black community has faced with the police and criminal justice system and the prevalence of racism in those interactions. It also considers the health implication of poor policing upon the Black community and the stress factors that impact upon Black people's well-being.

Part Two: This section of the report sets out the principles undergirding the **Community Oriented Policing (COP)** approach that the **APA** will pursue. It sets out the basic framework of **COP** and presents an argument for a greater involvement of Black and other communities in how their neighbourhoods are policed.

Part Three: In this section the **APA** sets out its proposal for the first stage of its **Community Oriented Policing** programme. The proposal covers the activities that sets the foundation for the **APA**'s **COP** programme in the first two years of its inception. This is supported by the project governance arrangements and followed by a detailed budget.

This proposal should be taken unambiguously as one that seeks to address the crisis in the relationship between police and Black communities. It does not in any way seek to minimise the challenges that other communities face in respect of policing, nor does it seek to disconnect the Black experience from its intersectional connections with poor white communities and other racial minorities. The APA's position is simply that racism is a prevalent and pervasive problem in policing and the Black community are at the sharp end of its pernicious effects.

The latter part of this section briefly explores the connection between policing and Black community health outcomes. It also goes beyond policing, and briefly explores wider societal factors that impact poor health outcomes for Black communities. This analysis lays the ground for the work that must be done, bringing forward a policing and public health charter that addresses the well-being of Black communities.

Policing Black Communities

The tensions that currently exist between the police and Black communities are not a recent phenomenon. Since the 1950s, successive generations of Black people in Britain have felt under-protected as victims, and over-policed as suspects. Although it can be argued that the apparent over-policing of Black communities can be justified as a response to the disproportionate involvement of Black males in particular forms of criminality, what cannot be ignored is that racism, whether institutional or that of individual officers, has played a central role in shaping the relationship that Black people have with the police.

Institutionalised Racism

18-year-old Stephen Lawrence was murdered in an unprovoked racist attack whilst he waited at a bus stop in Eltham, South-East London on 22 April 1993.

After the initial police investigation, five suspects were arrested but not convicted. A public inquiry into the handling of Stephen's case was held in 1998, leading to the publication of the Macpherson Report which accuses the Metropolitan Police of institutional racism and made recommendations aimed at improving police attitudes to racism. It also includes some proposals for changes in

the law, including strengthening the Race Relations Act to try to clamp down on discrimination.

In June 2013, the Prime Minister called for an investigation into reports that the police wanted to smear Stephen Lawrence's family, after it was revealed that a police officer went undercover to infiltrate the family's campaign for justice. It took 18 years for a murder conviction for Stephen's death, and only two of the five suspects have been imprisoned.

The racially motivated killing of Stephen Lawrence and the 'bungled' police handling of the investigation meant that racism within the police had again become an issue that was high on the political agenda. In the subsequent Government commissioned enquiry into the failures of the police investigating the case, Macpherson (1999) indicated that to some extent such failures were a result of 'institutional racism' within policing. Amongst the recommendations made in the report, Macpherson proposed that to increase trust and confidence in policing amongst minority ethnic communities, police should begin using performance indicators, the overall aim being the elimination of racist practices and the demonstration of fairness in all aspects of policing.

He also recommended that police officers should receive ongoing training in racial awareness, and the valuing of cultural diversity. This latter point in addressed in the APA's COP proposal, in Parts 2 and 3 of this document.

Racial Profiling

The racialisation of specific crime-types and forms of offending behaviour are portrayed as specific to minority ethnic groups. Offence types such as drug dealing, theft, street robbery, religious extremism, radicalisation, street gangs, serious violent crime, knife crime are (wrongly) communicated as particular to minority ethnic groups and communities. (Williams, P and Kind, E, *(2021)*.

Two-thirds of minority ethnic Britons believe the police and criminal justice system are biased against them; 77% of Black people felt that policing has a culture of racism, and 72% of all respondents agree that Black and Asian people face discrimination in their everyday lives (Hope Not Hate, *(2021)*.

Stop & Search

Urban streets remain a flashpoint between Black people and the police. Young Black men going about their business being targeted by police and stopped and searched has become an archetypal experience for many youngsters. This experience is so commonplace that it has found its way into the nation's consciousness through stand-up comedy, and more recently in the hit play **'For Black boys who have considered suicide when the hue gets too heavy'**.

In 2019, Black people were 2.4 times more likely than White people to be searched. By March 2020, Black people were over nine and a half times more likely to be stopped and searched than White people. During the first national Covid-19 lockdown, 1 in 4 Black males between the ages of 15 and 24 in London who were not committing a crime were stopped and searched during a three-month period.

Lack of confidence and trust in the police service

The police stand at the doorway to the wider criminal justice system, so trust in them and the wider **Criminal Justice System (CJS)** is essential.

The Lammy Review: An independent review into the treatment of, and outcomes for, Black, Asian and Minority Ethnic individuals in the Criminal Justice System, makes it clear that there must be robust systems in place to ensure fair treatment in every part of the **CJS**. The review highlights the importance of 'bringing decision-making out into the open and exposing it to scrutiny'.

Black Women and Gender-Based Violence

The experience of Black women at the hands of the police is as troubling and complex as it is for Black men.

Whilst many policing initiatives proceed from police interaction with Black men, **APA** are determined to give equal focus to the struggles Black women have experienced with the police. The **APA** has dedicated itself to addressing this imbalance, and will develop partnerships with Black women's organisations to address this from the outset.

Policing & other Intersectional Identities

Disability: Police officers must carry out their duties in accordance with the Equality Act 2010 and not discriminate against people because of their protected characteristics. Disability discrimination not only includes physical disability, but also any mental health condition or learning difficulty. People with a physical disability, learning disability or mental health condition are entitled to be treated by police with the same respect and care as others – including having their rights explained to them, or making sure that they are adequately represented if they are detained under the Mental Health Act.

LGBTQ+: The **School Report**, written in 2012 by Lesbian, Gay and Bisexual Equality charity **Stonewall**, surveyed 1,600 Gay young people about their experiences. Its key findings were:

- 55% of respondents had experienced homophobic bullying
- 6% had received a death threat
- 23% had tried to take their own life
- 56% had deliberately self-harmed; and
- 37% of respondents said they never told anyone about what they had experienced

These findings have serious implications for **COP**, and the way the LGBT community, particularly Black, Gay and Lesbian people, relate to the police.

Criminalising the classroom

The Mayor of London set up the **Violent Reduction Unit** with the key belief that violence is *preventable, not inevitable*, and with early intervention, education, resources, partnerships, and the voice of young people the journey to reducing violence as a collective effort can begin.

However, no acknowledgement or account has been taken of the criminalisation of the classroom and the hostile culture experienced by Black students within schools. The case of 'Child Q' has highlighted the preponderance of safeguarding issues that arise from over-policing the classroom and the harsh treatment meted out to Black children within the school system.

The Impact of Poverty and Violence on Black Communities

Complex factors at play in people's lives, homes and communities can alter the likelihood of someone taking the wrong path and getting caught up in violence. This includes deep-rooted and ingrained social and economic issues such as poverty, inequality, high unemployment, school exclusions, poor mental health and a lack of youth services. This analysis has serious implications for **Community Oriented Policing**, as it makes clear that the **APA**'s approach must proceed from the interconnectedness of social factors that lead to crime.

Black people are five times more likely to be victims and seven times more likely to be suspects of homicide. The **Ministry of Justice**'s 2018 report **Statistics on Race and the Criminal Justice System**, which sets out the typical experiences of different ethnic groups in England and Wales, stated that Black children seem to be disproportionately at risk of homicide compared to other groups of children. If there was ever any need to justify the **APA**'s focus on the Black experience with policing these statistics go a long way to justifying its decision.

Consequently, COP must have as its organising principle embrace joint working with a myriad of agencies to harmonise its responses in ways which address the multiplicity of factors that lead to criminal behaviour and creates instability in the Black community.

Reprehensible Police Conduct and a Toxic Police Culture

There have been many incidents which reveal the inability of police forces to remove a culture of racism and bigotry from its operating teams; this is of major concern and tackling it must form a substantial part of the approach to Community Oriented Policing.

An example of this toxic culture was described by the **Independent Office for Police Conduct (IOPC)** as "disgraceful" after misogyny, discrimination, bullying and sexual harassment were discovered within the ranks of the Metropolitan Police in operation *(Hotton 2018)*.

Officers were found to have joked about rape and exchanged offensive social media messages, leading the **IOPC** to make 15 recommendations. Most officers investigated were police constables based at Charing Cross Police Station. In its report *(2022)*, the **IOPC** said: "We believe these incidents are not isolated or simply the behaviour of a few 'bad apples'."

Deaths in Police Custody

Recent figures reveal that 7.7% of prisoners in England and Wales are Black, despite being 3.4% of the population, and that Black people are twice as likely as white people in the UK to die in custody. Of those deaths in custody, the use of force is a feature in more than twice as many cases as other deaths in custody.

The charity **Inquest**, through an analysis of their casework, has identified that the racial stereotype of a 'big, Black and dangerous', 'violent' and 'volatile' person – when woven into the culture and practice of the police – has been a recurring feature of deaths involving the use of force and restraint by police in the UK.

The Covid-19 Pandemic and Health Inequalities

The information needed to demonstrate a causal link between poor policing and negative health outcomes specifically for Black communities is sketchy.

Unpicking the causes of ethnic inequalities in health is difficult. Available evidence suggests a complex interplay of deprivation, environmental, physiological and health-related behaviours. Ethnic minority groups are disproportionately affected by socio-economic deprivation (a key determinant of health status in all communities), but it is not clear if the relationship applies equally across all ethnic groups. However, all the available information indicates that there *is* a link, and provides a clear justification for the **APA** to engage in further research to establish the facts and set forth remedial recommendations in its **COP** Public Health Charter.

Poor policing results in health inequalities

Antagonistic policing contributes to the stress factors impacting Black individuals, leading to health disparities.

Black people were 1.8 times more likely to be subject to Covid-19 enforcement measures than White people. Black women in the UK are 5 times more likely to die in childbirth than their White counterparts (**MBRACE-UK: Saving Lives Improving Mother's Care** *(Knight et al 2019)*.

The overarching issue is racism itself, which has been identified as an environmental stressor in a literature review published in the **British Journal of Psychiatry** in 2002. The review linked racism to mental health conditions, and concluded that racism can be viewed as a 'public health menace'.

These statistics and conclusions are alarming and should be treated as such by government, because having good health should be regarded as a basic human right.

Police violence and poor Black mental health

There are two public health crises affecting our country, Covid-19 and racism, both of which disproportionately impact Black communities. Decades of police violence against Black communities are intensifying the effects of a third crisis in mental health. Due to the pandemic, there is an overall concern about mental health of the general public, because of the impacts of factors like social isolation, job loss, fear of contracting the virus and grief.

Since Black people are already at an increased risk of contracting the virus because of racial disparities, mental health concerns due to fear and grief have been intensified in Black communities across the country.

These same communities have witnessed and protested the recent police killings of George Floyd, and before him, Stephen Lawrence. On top of that, the treatment of 'Child Q' has sent shockwaves through the Black community and increased already high anxiety about the safety of our children.

COMMUNITY ORIENTED POLICING (COP)

COP has been chosen as the **APA**'s guiding approach to policing because it has a conceptual framework upon which to build a robust pathway to police reform. The **COP** approach fits perfectly with the **APA**'s aspiration to build up the capacity of local Black communities to engage police in the elimination of racism from the service, and reduce crime and violence in our communities. In more recent years, **COP** adopters have also embraced the innovative use of new technology, which is a major emphasis for the **APA** in its own approach to empowering Black communities to lead the development of models of good policing and public health practice.

To be effective, **COP** should not simply be an "add-on" but part of an entirely new approach to policing, otherwise its effectiveness in reducing criminal activity, residents' fear of crime, and local problems will be drastically limited. **COP** should be both a neighbourhood approach to problem solving and a department-wide approach to policing. Although the **COP** frontline officer may be the most visible symbol of this new policing strategy, the police service as a whole must be committed to forging a new partnership with community residents.

COP also requires communities holding joint responsibility with police for maintaining order in the community. For this to work there has to be frequent and sustained communication between institutions in the Black community and police personnel to build mutual trust and cooperation.

The programme will empower Black community organisations and residents to become actively involved in crime prevention. Equally, police must become responsive to what Black communities believe are the most important crimes and crime-related problems. The success of this approach requires officers being given time to attend community meetings, conduct foot patrols, and interact informally with Black institutions and residents. It also means that officers are assigned "permanent" beats, so that they and community residents can get to know each other.

A Brief History of COP

The **COP** movement originated with Herman Goldstein and his work, which laid the theoretical foundation for both **COP** and problem-oriented policing (**POP**).

In an article published in 1979, Goldstein stated that the police – more than other organisations – were troubled by the *'means over ends syndrome'*. The *'means'* included staff, management and the organisation of police agencies; the ends were defined as the wide-ranging issues the police were required to handle. The problem was too much introspection in police forces during moves towards greater professionalisation. Much effort to improve policing was concentrated on internal management *(means)*: streamlining the organisation, upgrading personnel, modernising equipment, etc. Improving internal processes and general management was necessary; however, more attention should be paid to the *end* results of policing.

Community policing, if performed effectively, can have considerable social benefits. These include reductions in crime, disorder and anti-social behaviour; increasing feelings of safety among members of the public; improvements in police-community relations; improvements in joined-up problem-solving approaches to neighbourhood problems between local councils, the police, and other agencies; and greatly increased opportunities for community members to become involved in influencing the policing agenda to meet their identified neighbourhood needs.

Community Empowerment

Black community empowerment is pivotal to success of this proposal and the **Community Oriented Policing** approach it advances. It is therefore necessary to set out the **APA**'s understanding of what is meant by the term: the opportunities and challenges it presents.

Community empowerment is not a specific goal of **COP**, rather, the **APA** seeks to draw upon the process of empowerment to achieve two specific objectives:

- Increase the capacities of Black communities and individuals to make informed decisions regarding their safety, to organise their resources and efforts, to reduce exposure to harm, and to develop local strategies to increase safe and dignified living.

● Support the coordinated mobilisation of multi-stake holder and multi-sector efforts to prevent and respond to the most serious threats to well-being, and reduce the risk of harm and rights violations, and to enable opportunities which will ensure the safety and dignity of individuals.

The importance of New Technology Advancing COP

The **APA** is clear that the use of ICT Technology is essential to engaging communities and maintaining effective communication across its local, national and international networks.

There is little doubt that new technology has a strong democratising potential when it is put at the service of the citizens. Put to good use, it can develop new civic habits and accelerate the building of networks that amplify their reach in time and space.

At the same time, it promotes a more inclusive, open and intelligent democracy based on collective wisdom and plural and diverse points of view. Citizens now have the opportunity to stop choosing between pre-set options and start designing those options. It also can facilitate the move from agitation to construction; from protesting to institution-building; and from taking to the streets to taking part in meaningful discussions.

COP acts local while connecting nationally

A police organisation does not operate in isolation but is part of a larger framework and depends on several forms of support from the government. It is of great importance that politicians and policymakers are on board with the **APA**'s **COP** strategy.

The commitment of key political stakeholders in central and local government as well as community health partners is essential when adopting this policing approach. The best intentions within a local police service will hardly matter if the necessary political support cannot be secured nationally. In other words, the challenges go beyond policing. An example of a problematic consequence would be The Home Office continuing to judge local **COP** outcomes on different criteria while the local police service was trying to change their way of working.

Improving Police/Community Relations

Where community policing initiatives have been explored, they have been shown to improve police/community relations by building trust between the police and the community and by changing the perceptions of each toward the other. In many communities, there are deep divisions between the police and the Black community. Residents do not trust the police to treat them fairly, and the police do not trust residents to come to their aid in a crisis. These feelings are sometimes based on real events and sometimes on stereotypes and misperceptions. Regardless of their source, the lack of person-to-person contact between residents and police tends to deepen their mutual mistrust.

Evaluating COP Impact: The Observatory

COP requires qualitative measurement to evidence its successes and failures. It is also important to avoid a one-sided perspective when gathering information on the concerns and needs of a community. The **APA Secretariat** will include a research function that can assess community needs and measure the outcomes of **COP** initiatives. This **COP Observatory** will aim to provide the basis for full and appropriate policing responses to crime and violence.

The **Observatory** will utilise research and survey tools that will look beyond crime statistics collected by the police or the fear of crime reported by the public. Topics that the research may address are the state of policing; the public's perception of the police; perception of how racism is managed, victimisation issues; the needs and demands of Black communities; and demands on social and administrative structures. **Observatory** researchers will survey representative samples of police staff and of society, including members of the Black and other minority communities, civil society groups, NGOs, public social services and administrations, the business sector, the media, etc. Researchers will also seek to determine the underlying causes of friction between the Black community and the police, and to focus on recurring patterns of incidents rather than on isolated ones, treating them as a group of problems.

Quantitative instruments such as numbers of arrests, numbers of stop and searches and crime rates may not be suitable for the **COP** approach. They can distort or even fail altogether to recognise the beneficial effects of the **COP** approach.

Multi-level training and education

COP requires a significant investment in education and training, as these are a central part of the conceptual vision. However, education is a necessary but not a sufficient condition for **COP** to succeed and be accepted as a general mode of policing. The question must be raised: *who* needs to be trained – and/or educated? The **APA** have identified the following key groups and communities:

Government (national and local): education, professional advice and advocacy will probably be the most suitable channels for informing these decision-makers.

Police leadership/management: These are the professionals responsible for the justification, introduction and implementation of COP on various levels and to various extents. Without genuine management buy-in and support, including the provision of necessary resources, there can be no successful **COP** scheme. Further education of police leaders may be the key to popularising the idea of **COP**, alongside peer-to-peer exchange of experiences and knowledge across borders.

COP partners: It is self-evident that those who actually perform the job of joint working with police will need to attain a certain level of education and receive specialised training tailored to the communities they are dealing with, and that, in all probability, this training will need to be refreshed repeatedly throughout their working life.

Ordinary police officers: This group of people needs to develop a common understanding and acceptance that COP is not about 'policing light' or social work, but an alternative, comprehensive approach to working towards the security and safety of citizens.

Black communities: **COP** is the antidote to a top-down approach, and hinges on the acceptance and support of the communities in question. Not all Black communities are the same. Here, information and inclusion are the key to preparing members of the public to fulfil their role in their own best interests. Level of education appears to have an effect on community members' support for **COP** initiatives.

APA THREE-YEAR COP PROJECT PLAN

APA will embark on a three-year **COP** development programme. This section sets out the key elements of the proposal that comprise the **APA**'s **Community Oriented Policing** project for the next three years. **APA** does not lay claim to the term "community-oriented-policing", but we *do* draw on its core components to present a framework to guide the **COP** pilot programmes aimed at transforming policing approaches to align with the interests of Black communities. The aim is to produce a frame-work covering community policing and public health. This conjoined policing and public health framework will seek to identify effective Black community driven strategies that take forward beneficial changes in Black citizens' well-being and reduces violence within their communities.

Community Oriented Policing (COP) Programme

- COP London
- Family Advice & Counselling
- Legal Support
- Police Monitoring
- Healthwatch / Observatory
- Police Training
- COP W Mids

COP Observatory

COP Observatory

APA Secretariat

APA Governance Arrangements

The Alliance for Police Accountability is not yet an incorporated body, and so has relied on **Action for Race Equality** (ARE - *formerly* BTEG) as the accountable body for managing funding. The intention is for **ARE** to be incorporated as a Community Interest Company (CIC). Until incorporation is completed, **ARE** or an equivalent body will manage **APA** funds in accordance with the wishes of the existing **APA Steering Group**. The plan for the Governance of the **COP** project are as follows:

- The current **APA Steering Grou**p will act as the governing body until such time as the **APA** is established as a Community Interest Company (CIC) which shall be achieved within 6 months of the inception of 3-year **COP** development programme.

- The **APA Steering Group** shall meet 3 monthly to govern the **COP** programme.

- The **APA SG** shall appoint a Chair, Vice Chair and one other member to form an Executive Committee to manage the project's day-to-day decision-making.

- The current **APA Steering Group** will assemble a broad representation of **COP** stakeholders including **Black Men for Change**, **ARE**, **Black Police Association**, **Healthwatch**, Black Women's, Disability and LGBTQ+ organisations to form the National and local **Strategic COP Partnerships**. These advisory bodies will replace the **APA Steering Group** once the **APA CIC** is incorporated, and continue to advise the **APA CIC Board** on **COP** strategic direction.

- The National and local **Strategic COP Partnerships** shall meet bi-monthly to set the strategic direction for the project, and receive progress reports.

- The **APA Executive** shall be responsible for the day-to-day management of **COP** project staff and any contractors hired to deliver the **COP** programme.

- Financial decisions for the **COP** project shall be sanctioned by the APA Executive and co-signed by the Chair, Vice Chair and the **Accountable Body**.

- The National **Strategic COP Partnership** meetings will be open to the attendance of representatives of local **COP1**, **COP2** and **COP 3** Pilots, and vice versa.

Co-Production in Developing COP Pilots

At the outset of the **COP** project, there will be an engagement period to enable the **APA** to develop collaborative, consensual, innovative Black community policing and public health frameworks.

The co-production process will be informed by consultation with local Black communities on policing and public health responses to racism, violence and crimes. The local consultation format will likely be all-day events consisting of hearings from affected individuals and local/regional organisations, faith groups and businesses. These consultations will take place in the two pilot neighbourhoods, one in London, another in the Midlands, and they will be supported by live streaming to engage the public.

COP Neighbourhood Pilots

The **APA** will establish two **Community Oriented Policing Pilot** initiatives in neighbourhoods with a large concentration of Black residents; one in London, another the West Midlands and a third in Wales. The Pilots will establish the fundamental principles and priorities for a more equitable relationships between

local communities and police, and lay the ground for the emergence of a framework for police accountability and community partnerships. **COP** pilot programmes will require assembling neighbourhood partnerships that can make significant changes in policing policies, practices, and even the basic mission of the police service.

The aspiration is that the London Pilot will be established within the first six months of the **COP** three-year development stage; the second Pilot will be initiated in the Midlands around 6 months later, and Wales 3 month after that. Key to the success of the programme will be the bringing together of partnerships that deliver tangible services to Black communities in the selected neighbourhoods. **APA** envisages collaborating with the police service, a range of local community agencies, local councils, **HealthWatch** and other public bodies to provide the following locally delivered services:

- Legal Advice on policing and crime matters (Local lawyers)
- Police Monitoring
- Police Complaints
- Health Advice (**Healthwatch***)
- Policing Education & Training

Policing and Public Health Frameworks

The **APA** aspires to influence the development of national policing policy. In order to achieve this, it will bring together stakeholders and experts on policing to consider the evidence and findings from the work being done in the **COP Pilot** neighbourhoods. These findings will be used to construct **COP Charters** setting out recommendations that can influence policies such as the **Police Vision 2025** set out by the **NPCC**.

This policy is important because it envisions that by 2025 there will be clear accountability arrangements to support policing at the local, cross force and national levels by ensuring that **PCC**s continue to be at the heart of engaging communities in policing reform plans. What is *not* addressed in these frameworks is a clear route to addressing the specific and nuanced inequalities, challenges and issues that affect Black communities. The **COP Charter** will specifically set forth clear recommendations for how this omission can be addressed.

COP National Conference

The success of the **COP** programme relies on drawing on expertise and experience of community styled policing across the England, Scotland, Wales and Northern Ireland. These experiences will inform the development of the **COP** frameworks and empower other communities in the UK to establish **COP** initiatives. The vehicle for this exchange of information and expertise will be the **COP National Conference** which will take place annually.

COP International Conference

It is also essential that the **APA** develops links with similar innovative policing and public health initiatives wherever they arise internationally. This will inform and strengthen the intellectual and programmatic sources that the **APA** draws upon to construct its policing and public health charters.

Here again, **APA** intends to organise an annual international community oriented policing conference, which brings together expertise from the United States, Europe and elsewhere.

COP Observatory

The **COP Observatory** will take the form of researchers linked to a University who are dedicated to monitoring and assessing the efficacy of **COP** initiatives. The aspiration is to have two full time researchers who are based within a Uuniversity, and whose role is to coordinate the **COP** research programme and provide intelligence to the practitioners in the field.

A series of critical research deliverables throughout the life of the **COP** project will aim to improve police-community relations and Black community responses to violence and poor health. The **Observatory** will be responsible for the production of informative reports, and shaping the development of bespoke training policing and public health programmes.

To support the **Observatory**, the **APA** will also establish an online portal to access and disseminate essential information, a timetable of events, key reports, and promote online debate and engagement.

News Management, Press & Public Relations

Policing is highly political, and sensitive to swings in public opinion. Monitoring the trends and adjusting the **COP** marketing strategy is a time consuming and specialised job.

This cannot be achieved without having an **APA** press and public relations function that can respond to the fast-paced news cycle. Operating in this dynamic and volatile environment requires expertise in news management and messaging. The **APA** staff who perform these duties must also be tech-savvy, and ready to make adjustments as the technology advances.

COP Education & Training Programme

COP aims to alter the relationship between officers and the community by replacing impersonal, reactive traditional policing with the more personal, proactive community-oriented approach.

This new philosophy of policing cannot evolve without proper education and training. Police officers need to be properly educated, and trained to make **COP** work.

The education and training programme will be delivered to five target groups: **Government**, **police leadership / management**, **COP officers**, **ordinary police officers** and **communities**.

The training programme content will include **interrupting bias**, **values-based recruitment**, **culturally inclusive communication** and **race awareness training**.

Income from training programmes will support the expansion of training programmes to Black communities to maintain their engagement in **COP** pilots. **APA** will develop a commercial relationship with an established training organisation to deliver this aspect of the **COP** project.

Development Timeline (months*)

GOVERNANCE	ACTIVITIES	START*	END*	OBJECTIVES / OUTCOMES
Governance Arrangements	Establish accountable body	1	12	Effective project oversight
	Assemble COP1 London Strategic Partners	3	9	Build local policing alliance
	Assemble COP 2 Midlands Strategic Partners	6	12	Build local policing alliance
	Assemble COP 3 Wales Strategic Partners	9	15	Build local policing alliance
	Assemble National COP Partnership	7	18	Inf luence National Policing agenda
	Establish permanent governing body	6	12	APA Corporate governance

INFRASTRUCTURE	ACTIVITIES	START*	END*	OBJECTIVES / OUTCOMES
Project Development	Appoint Interim Project Management Team	1	3	Effective Project Development
Staffing	Press & Media Officer	4	5	Press & Media Management
	ICT Manager	3	4	Social media & online influencing
	Administrator	1	2	Effective Project Administration

RESOURCING	ACTIVITIES	START*	END*	OBJECTIVES / OUTCOMES
Fundraising	Appoint Fundraiser to work with Project Team	1	2	Successful Funding Bids
Financial Accountability	Appoint Finance Manager	1	2	Financial Accountability

POLICY DEVELOPMENT	ACTIVITIES	START*	END*	OBJECTIVES / OUTCOMES
Action Research	Establish COP 1 Pilot London	3	9	Develop COP Methods and Evidence Effectiveness
	Establish COP 2 Pilot Midlands	6	12	Develop COP Methods and Evidence Effectiveness
	Establish COP 3 Pilot Wales	9	15	Develop COP Methods and Evidence Effectiveness
	Appoint Observatory Researcher (Policing)	2	4	COP Charters
	Appoint Observatory Researcher (Health)	2	4	COP Charters

EDUCATION		START*	END*	OBJECTIVES / OUTCOMES
Police Training	Develop curriculum	3	9	Police and Community Training supporting COP
	Partner with training company to deliver training	3	9	Commercially viable training partnership
Disseminating COP Methodology	National Conference	9	12	Build National COP alliances
	International Conference	18	24	Build International COP alliances

Conclusion

In the Black community where there is historical distrust, restoring trust may take decades. Therefore, COP should be seen as a part of a larger shift from a police force to a police service, with the police operating for and in the community. The respect and familiarity of the police with local Black communities are a crucial aspect of COP. It is therefore important that sufficient time is taken for the community to get to know the police officers in their locality, and for the police officers to understand how the community operates.

COP is founded on the principle that the police should learn about and address local needs. It takes a problem-solving approach that aims to structurally reduce crime and increase safety. To learn about local needs, it is important to avoid a one-sided perspective when gathering information on the concerns of the Black community. COP must therefore be a part of a larger interlinked system of relationships between activists, community organisations, public sector stakeholders and healthcare providers.

A police organisation does not operate in isolation, but is part of a larger framework and depends on several forms of support from central and local government. Therefore, it is important for the APA to help policymakers understand COP, communicate it clearly, and equip them with the necessary insights to successfully implement COP. APA must also aim to provide other stakeholders with the necessary mandate to participate in the COP approach.

COP requires complete organisational commitment, which is not simple for a police agency. This commitment encompasses a change in management style, reducing the resistance of the police subculture to change and building greater awareness of the conditions under which police officers work. Although COP may be somewhat intensive in the beginning, it will produce results in the long run. Therefore, COP should be viewed as a more efficient way of working, in terms of both time and effort, rather than as an additional task for the police to carry out.

COP requires qualitative measurement. There has been growing acceptance of community-based outcomes such as community safety, perception of fear and calls for service. Qualitative outcome criteria such as levels of public satisfaction and public cooperation and the sustainability of community projects should be introduced and should be prioritised over quantitative criteria.

Quantitative instruments such as numbers of arrests, numbers of stop and searches and crime rates are not suitable for the COP approach. The COP Observatory will play a critical role in evidencing the effectiveness of the COP approach both in established quantitative measures and in terms of the lived experience of black communities in relation to how they are impacted by policing.

There is a new generation of COP projects that rely on technology. Research findings have stressed the importance of using these ICT tools as a support in facilitating communication and interaction, and not as a replacement for them. In addition, it should be borne in mind that the priority in using these tools should be to improve communication and interaction, and not to gather intelligence. APA is committed to utilising advanced ICT tools to enhance the flow of critical information to decision-makers in the Black community. APA will also utilise a variety of innovative approaches to reach diverse stakeholders in the Black community including women, disabled people, gay, lesbian, bisexual and trans-people in order to ensure that our COP approaches are attuned to the needs of the widest cross-section of the community. Care will also be taken to explain COP to the community in clear language, focusing on what their own role is in COP and what they can expect.

Finally. police officers and the decision-making establishment need to be properly educated and trained to make COP work. With this in mind, APA has identified five target groups to be trained or educated: government, police leadership / management, COP officers, ordinary police officers and communities. In order to develop and deliver a quality education / training programme, APA will engage with an established training organisation with the experience of diversity and inclusion training.

ALLIANCE
FOR POLICE
ACCOUNTABILITY