

Nottinghamshire Police: Experiences of Black, Asian and Minority Ethnic (BAME) police officers as victims of hate crimes/incidents (externally) and of bias and prejudice (internally)

Funded by the Office of Nottinghamshire Police and Crime Commissioner

Dr Irene Zempi, Senior Lecturer in Criminology, Nottingham Trent University

December 2020

Acknowledgements

The author is grateful to all those who participated in the individual and focus interviews for this project. The assistance of Nottinghamshire Police in facilitating access to participants is also gratefully recorded.

Contents

1. Summary	4
2. Introduction	4
3. Methodology	7
4. Data Analysis	9
4.1 Experiences of hate crimes/incidents externally	9
4.2 Experiences of bias and prejudice internally	15
5. Recommendations	25
6. Actions implemented by Nottinghamshire Police	33
7. References	42
8. Further information	43

1. Summary

This qualitative study investigated the occupational experiences of Black, Asian and Minority Ethnic (BAME) police officers working in Nottinghamshire Police. Using 33 individual interviews and 5 focus group interviews, the study explored BAME officers' experiences of hate crimes/incidents 'externally' (e.g. from members of the public, suspects and offenders) and of bias and prejudice 'internally' within the force (e.g. from work colleagues and supervisors). The findings suggest that externally, the majority of participants experienced hate crimes and incidents on duty because of the intersectionality of their police identity and personal identities. Internally, the majority of participants experienced bias and prejudice from their colleagues and supervisors because of core aspects of their personal identity, namely race, religion and gender. However, it is important to point out that the size of the sample in this study is small, and also, it is not statistically representative to allow for generalising the findings. The report offers a list of recommendations for addressing, managing and reducing the problem both externally and internally. The report also outlines the actions taken by Nottinghamshire Police to address the identified problem. Building on the current findings of the study, it is imperative that further research is conducted in order to examine BAME officers' occupational experiences further and evaluate the effectiveness of current actions put in place by Nottinghamshire Police to address the identified problem.

2. Introduction

Hate crimes and incidents are defined by the College of Policing (2014, p. 3) as “any crime or incident where the perpetrator’s hostility or prejudice against an identifiable group of people is a factor in determining who is victimised”. In line with the national legal framework, Nottinghamshire Police define hate crime as: “any incident, which may or may not constitute a criminal offence, which is perceived by the victim or any other person as being motivated by prejudice or hatred, based on any one (or more) of the protected characteristics outlined in this policy.” Criminal justice agencies in England and Wales are required to monitor five strands of hate crime:

- Race: any racial group or ethnic background, including Gypsy, Roma and Traveller groups and country of origin.
- Religion/faith: any religious group and including those who are not religious.
- Sexual orientation: people of any sexual orientation, including heterosexual.
- Transgender: including those whose lived gender or gender identity is different from that assigned to them, with or without a Gender Recognition Certificate under the Gender Recognition Act 2003, plus those proposing to transition and/or who identify as gender variant, gender fluid, non-binary, transsexual or transvestite.
- Disability: people with any disability including physical and mental.

The five strands of monitored hate crime are the minimum categories that the police are expected to record. Locally, police forces can extend their own policy response to include other categories that they believe they should also be protected groups of hate crime. For example, in addition to the five protected characteristics recorded nationally, Nottinghamshire Police specifically record hate crimes against two further categories:

- Alternative Subculture: a group that is characterised by a strong sense of collective identity and a set of group-specific values and tastes that typically centre on distinctive style/clothing, make-up, body art and music preferences.
- Misogyny: incidents against women that are motivated by a prejudice and includes behaviour targeted at women simply because of their gender. Examples of this may include uninvited sexual advances, physical or verbal assault, sending uninvited messages or taking photographs without consent.

Nottinghamshire Police acknowledge that other groups of people may be targeted through prejudice, and so the force also has the recording category of 'other'.

Indeed, there are many other groups in society who experience similar forms of victimisation and who suffer the same level of physical and emotional impact as the more familiar hate crime victim groups, but who are not covered by national hate crime policy. In other words, although the five protected strands are monitored areas, there are victims who are targeted as a result of other hate-related hostilities but their victimisation is not recorded locally or nationally as hate crimes/incidents.

In the UK, occupational status in general, and police identity in particular, are not included in the five 'protected characteristics'. However, the College of Policing (2014) acknowledges that hate crime and incidents can occur in police organisations as staff carry out their duties. In this case, police officers might experience hate crime and incidents on duty from the public, suspects and offenders. However, it is important to note that the nature of policing places officers and staff in situations of conflict with the public and as a result, hate crime is a risk (College of Policing 2014). It is also important to note that whilst traditional police recruitment patterns have overwhelmingly enlisted white, heterosexual, male officers, in recent years there has been a gradual rise in those from minority ethnic, female, and LGBT groups. Minority police officers might be perceived as 'other' in a predominantly white, heterosexual, male organisation. This means that being a BAME police officer might trigger hate crime/incident 'externally' (e.g. from members of the public who have prejudiced views towards minority groups and/or the police). In addition, BAME police officers might experience bias and prejudice 'internally' from colleagues and supervisors because of their minority status. Relatedly, it is important to note that the Macpherson report (1999) has labelled London's Metropolitan Police as 'institutionally racist'. Twenty years after the Macpherson report, evidence suggests that the police remain institutionally racist (Home Affairs Committee 2019).

Although police identity is not included in the five 'protected characteristics' in the UK, this is not the case in other countries. Following shootings in 2016 that targeted police officers in Dallas and Baton Rouge in the United States, Louisiana became the first state to pass the 'Blue Lives Matter' law (Bill HB 953) extending legislation to treat attacks on police officers as hate crimes. Consequently, Louisiana's police officers are now a protected group alongside vulnerable minority groups who face abuse, intimidation and harassment because of their race, religion, disability, gender, or sexual orientation. In Congress, the House of Representatives and Senate have considered similar legislation (S.2034: Thin Blue Line Act). A number of US States have since followed suit. Certainly, not every assault on a police officer should be treated as a hate crime. For example, a police officer might get punched because the perpetrator is trying to get away. However, when someone specifically targets police officers (as it happened with the fatal shootings of police officers in Baton Rouge and New York in July 2016 that prompted these laws) then it should be considered a hate crime. Similar incidents that could be considered hate crimes in the UK include the deaths of police officers Fiona Bone and Nicola Hughes, who were lured to their deaths (in a case of hoax house burglary) by then fugitive Dale Cregan in Greater Manchester in September 2012. Another incident that could be considered hate crime was the case of David Rathband who was shot twice and blinded as he was sat in his police car by Raoul Moat in Newcastle in July 2010. Moat had declared 'war on police' while on the run for murder and attempted murder. Rathband was attacked by Moat minutes after he had phoned 999 to say that 'he was hunting for police'. In February 2012, Rathband hanged himself in his home as he struggled to come to terms with his injuries and the traumatic effect that they had on him.

With regards to the British context, the Police Federation of England and Wales 'Protect the Protectors' campaign was launched in Parliament in February 2017. It is a multi-faceted campaign seeking to safeguard the physical and mental wellbeing of police officers. It campaigned for tougher sentences for people who assault emergency services workers, better training and equipment, and more accurate data on police assaults. In November 2018, the Assaults on Emergency Workers (Offences) Act came into law, doubling the maximum sentence for assaults to police officers (and other emergency service workers) from 6 to 12 months. The Bill makes it an aggravating factor to attack police officers (as well as paramedics, prison officers and firefighters), punishable by up to 12 months in prison. Under the Bill, judges must also consider tougher sentences for a range of other offences, including grievous bodily harm and sexual assault.

To date, there is a lack of research on investigating the parallel experiences of police officers as victims of hate crime/incidents 'externally' (from members of the public, suspects and offenders) and prejudice 'internally' within the force (from colleagues and supervisors) – with the exception of Mawby and Zempi (2018) and Zempi (2018), although these authors focused on all police officers (not only BAME police officers) in their study. Against this background, the current project examined the occupational

experiences of BAME police officers working in Nottinghamshire Police. Using 33 individual interviews and 5 focus group interviews with BAME officers, the study explored their occupational experiences of hate crimes/incidents externally, and bias and prejudice internally within the force. The report provides evidence of the nature and extent of the problem, impacts and recommendations. Moreover, the report outlines the actions implemented by Nottinghamshire Police in order to address the identified problem. However, it is important to note that the size of the sample is too small and not statistically representative to allow for generalising the findings. Building on the current findings, further research should be conducted in order to explore this issue further, and evaluate the effectiveness of current actions in place by Nottinghamshire Police.

Research aims

The research aim of the study was to examine the occupational experiences of BAME police officers working in Nottinghamshire Police. Specifically, the research objectives of the study were:

1. To identify the nature of hate crimes/incidents directed towards BAME police officers from the public, offenders and suspects
2. To identify the nature of bias and prejudice directed towards BAME police officers from colleagues and supervisors
3. To examine the impacts upon BAME officers as well as their coping mechanisms for dealing with hate crime/incidents externally and bias/prejudice internally
4. To offer a list of recommendations for addressing, managing and reducing the problem both externally and internally

3. Methodology

Participants

53 individuals took part in the study. All the participants who part in the study identified as BAME. Specifically, the sample included 39 male and 14 female, BAME police officers working in Nottinghamshire Police. Participants' ages ranged from 24 to 51. The sample was diverse in terms of police rank and years of police service. However, to prevent participants being identified, no information is provided in terms of how many participants were disabled and/or LGBT.

Design

This was a qualitative study which employed 33 individual interviews and 5 focus group interviews. Participants' answers were audio-recorded (using a Dictaphone), transcribed, and thematically analysed (Braun and Clarke 2006).

Materials

The researcher used a Dictaphone to audio-record the interviews with the participants. With respect to the verbatim transcription of interviews, the researcher used Microsoft Word for the data transcription and NVivo to analyse the data.

Procedure

Participation in the study was voluntary. The author advertised the study and recruited prospective participants using the force's communications channels (such as intranet, email, notice boards) as well as Nottinghamshire Black Police Association (BPA) and Nottinghamshire Police events. Interviews took place in a booked room at Nottingham Trent University or Nottinghamshire Police premises. Interviews lasted about two hours on average.

Ethical Issues

The researcher acted at all times in accordance with relevant professional guidelines provided by British Society of Criminology. Ethical approval was obtained via Nottingham Trent University's Ethics committee and permission was sought from Nottinghamshire Police prior to recruitment of participants. Consent was obtained for all participants before they took part in the study. The form stated the purpose of the study and ensured participants of the anonymity of the interview data. Confidentiality cannot be offered in qualitative research as extracts of participants' data are presented as part of publication write-ups. Participants were fully aware of this and were provided multiple opportunities to withdraw. In order to ensure participants' anonymity, their names and any other identifying information (including police rank, police station, years of police service etc) was anonymised. Whilst participants wanted to share their experiences, the majority were hesitant, requiring reassurance that they would not be identifiable in the report. This concern reflects the vulnerability and insecurity that they felt because of the possibility of being recognised by colleagues and supervisors.

Analytic Strategy

The study was analysed using NVivo software. Specifically, the data from the interview transcripts were subjected to Thematic Analysis (TA), which is a qualitative method used for 'identifying, analysing and reporting patterns (themes) within data' (Braun and Clarke 2006, p. 79). Themes refer to specific patterns of meanings found within the data set. In TA themes can be identified either inductively from the raw data (also called 'bottom up' way) or theoretically/deductively from the existing literature (also called 'top down' way) (Boyatzis 1998). In this study, the form of TA employed was inductive (data-driven). The author selected illustrative extracts from the individual and focus group interviews with participants (presented as indented quotes in this report) in order to provide sufficient evidence of the themes within the data, as presented in the following analysis.

4. Data Analysis

4.1 Experiences of hate crimes/incidents externally

Nature and scope of the problem

The current study focused on both hate 'crimes' and 'incidents' because both can have a profound impact on individuals. Indeed, throughout individual and focus group interviews, participants reported experiencing hate crimes and incidents because of their occupational identity as police officers. Participants argued that certain individuals were 'anti-police' and as a result, they would verbally and/or physically attack them because of their police identity. For example, verbal abuse (by members of the public, suspects, offenders) included being called 'fed', 'pig' and 'coconut pig'. This was sometimes accompanied by physical abuse including pushing, spitting, biting and physical attacks.

In addition to their police identity, participants reported suffering hate crimes and incidents because of core aspects of their personal identity, namely race and religion. In particular, experiencing racist and religiously motivated hate crimes/incidents was common in day-to-day policing. This shows that being a BAME police officer is a 'double whammy' on the basis that they are targeted on duty because of their occupational status as police officers coupled with their personal identity as BAME individuals. For female BAME officers in particular, there was an added layer of abuse, that is sexism. For example, female participants argued that some suspects/offenders made not only racist but also misogynistic and homophobic comments towards them and in some cases, refused to be searched/arrested by them. Some female participants reported being called a 'dyke' and a 'queer'. In other words, female BAME officers were targeted because of the intersectionality of their (perceived) personal identities in relation to their race, gender and sexual orientation coupled with their police identity.

These incidents typically manifested in verbal abuse including name-calling, swearing and threats of physical violence related to participants' (real or perceived) personal identities. On the one hand, it is not possible to confirm the motivations that drove the perpetrators to target these police officers as this project did not include interviewing offenders. However, the language used by the perpetrators indicates their hate crime motivation, as evident in the following quotes.

Called to assist a white officer in arresting a person, the moment I arrived he started "Go away you monkey, I don't want a fucking black bastard pinning me down, go back to your country". (Participant 3)

I've been called names like 'paki' a number of times, especially when I worked in [anonymised area], a white council estate area, also 'Go back to your country', because of my colour, because of who I am. (Participant 2)

"Fucking Muslim terrorist, go back to your country, what are you doing holding me? I don't know why we let you in in the first place". (Participant 21)

One participant recalled that he had banana skins thrown at him by a member of the public. Another participant said that people on the street made monkey sounds and movements. Furthermore, participants argued that they were targeted because of their race by local people in predominantly white areas in the city and the county.

I've been verbally abused many times, assaulted, but mainly it's verbal abuse because of my race. While I was in [anonymised area], the times I was racially abused was disproportionately high - it was a shock to me. People use Brexit as an excuse to be racist, I feel it is more acceptable now. (Participant 4)

Participants referred to the nature of the job itself, including geographical and time aspects, as well as the role of intoxication in triggering attacks. They noted that in most cases hate crimes and incidents originated in situations and locations where conflict was most evident. Response officers were prone to abuse from people who were being challenged and arrested in public order situations and location was important; late shifts in city centres, custody suites, calls to public order and domestic incidents – these were points of tension and conflict where the police uniform triggered a hostile response. Participants reported experiencing hate crimes and incidents around arrests by individuals who were often under the influence of drugs or alcohol.

One of the detainees said, "I'm not letting that paki bastard search me". (Participant 7)

People call me 'paki', it's usually offenders. It's predominantly around arrests. It's part of the job. Non-BAME officers don't get that. They are white, they will never experience what I experience. (Participant 4)

We get it in inside [from colleagues and supervisors], we get it outside [from offenders], we get it everywhere. In uniform, when you are arresting people, once they have a drink they get that courage, don't they? to say things that they would not normally say. That happened a lot when I worked in the city centre. They start calling you 'paki' this, 'paki' that. I've been called a 'Muslim terrorist'. The drink shows their true colours, what they have inside comes out when they have a drink, that's how the public

was when I worked in the city centre. I would make a simple arrest, and they would start 'Fuck off you paki terrorist, go blow up fucking buildings, go away you terrorist, you Bin Laden, you Afghan'. There is no point arguing with them, telling them I'm not a terrorist. (Participant 8)

However, many participants also reported hostility from victims and/or people who had called the police for assistance.

There are victims who say that they don't want to deal with me because I'm Black. (Participant 17)

This has never happened to my white colleagues. I've been to a number of jobs, and I've shown them my warrant cards, and members of the public have rung in saying an impersonator has turned up as a police officer, yet I've shown them everything. There is that perception in the public, that they don't believe you. (Participant 20)

Some participants felt that the lack of representation of BAME officers in senior posts in Nottinghamshire Police was part of the problem in terms of why they were targeted externally.

Why BAME officers? In my opinion, the reason BAME are subjected to hate crime more than white officers is because they are a significant minority in the police. BAME officers are the foot soldiers in the police, they don't tend to be very senior. And that causes an issue because we don't have significant amount of role models where the message is sent out to the public around respect. (Participant 13)

Furthermore, participants reported being targeted by members of BAME communities. Specifically, they were called 'traitors', 'judas' and 'sell outs' by BAME members of the public. Participants explained that when BAME individuals join the police, there is a risk of being perceived to have 'betrayed' BAME communities, in light of the historically difficult relationship between the police and BAME communities.

My community call me a 'traitor'. They say to me "You don't belong to our community". Look what they [police] have done to us. There are a lot of BAME who have died in police custody, the police search more BAME people than white people. My community were very quick to tell me that I no longer belong because I put on a certain uniform. It's like my own community doesn't see past the uniform. (Participant 1)

I suffer a lot of hate crime from people who look like me and are from the same community as me. There's a lot of 'Oh why are you betraying us? Why did you want to become a police officer? Why do you work for

THEM?' There is this 'othering' from my own community and when I come to the force, there is this othering from my colleagues. (Participant 19)

Some participants even reported experiencing hostility from their own family and friends because they joined the police.

My family don't speak to me since I joined the police. (Focus group 3)

Even my own family has said a few hurtful things like how 'Can you work for the police?' In some cases, they say "You can't come to this family event". (Focus group 5)

Impacts and coping mechanisms

Hate crimes hurt more than everyday crimes lacking the bias, prejudice and/or hate motivation (Iganski 2008). Hate crimes can shatter victims' self-worth and confidence and can cause emotional trauma as they attack victims' core identities. Although participants' experiences did not always account as hate crimes *per se*, it was evident that non-crime hate incidents had affected them. Overall, participants reported feeling demoralised, traumatised and depressed as a result of suffering hate crimes and incidents on duty.

It makes me feel really down because as BAME we still have to go through the same standard processes to work as police officers, and in order to prove ourselves, we have to work twice as hard and we are still not get accepted by the public and by our colleagues, so it makes me feel really down. (Focus group 1)

[Incident of going to a case incident and not being believed by the victim that they were police officers] We went away, feeling sick to our stomach that people can behave like this. (Participant 30)

Participants praised the support that they received from Nottinghamshire BPA and highlighted how it had helped them to cope with experiences of hate crimes and incidents externally (and also internally, as discussed later in the report). Some participants said that they would not know how to seek professional support such as counselling whilst others said that they were reluctant to seek support. Part of the problem was the fact that there was a 'culture of acceptance' in the force. Participants explained that hate crimes/incidents towards police officers was seen as 'part of the job' and they were expected to 'get on with it'.

It's part of the job, you get abused quite a lot, anyone can abuse you. (Participant 16)

It does cause pain, discomfort, upset but the police mentality is 'just get on with it', carry on with it. (Focus group 2)

I disagree with the statement "It's part of the job". It is usually said by supervisors who read the report and close the case. (Participant 3)

To complicate matters further, participants noted that this type of hostility was also seen as a 'normal' aspect of policing by partner organisations such as the CPS and Courts.

Nottinghamshire Police see it as the norm, they think 'You are paid to do that, deal with it'. Well no, actually, we don't come to work to be abused. (Focus group 5)

If you are the victim of a hate crime as a police officer, you get a lesser service from the CPS, a second-class service. [Interviewer: Why is that the case?] Because they see it as a part of the job but it's not. We are still tax payers, we are still members of the public, we are still human beings, but they don't see that. (Participant 14)

My thought process is if we are out there doing our job, we should be afforded a higher level of protection, but the CPS don't do that. The way they see it is that "it's part of the job, you should be expecting to receive it". (Focus group 4)

Some participants reported a lack of support and empathy by their colleagues and supervisors when they reported that they had been victims of hate crime/incident on duty. Consequently, the reporting process itself could leave them feeling vulnerable and in some cases, even re-victimised.

During my [anonymised number]-year service, no one has asked me if I am OK. Nobody has arrested someone on my behalf, that's another issue for me. There are at least [anonymised number] hate incidents towards me that I recorded and I was with other white officers, and they ignored it and I had to deal with it on my own. (Participant 14)

When you are the victim of crime, never mind being the victim of a hate crime is a big thing, it's traumatic, so what we are doing is we are putting someone in that vulnerable position and then we are not giving them the level of support that they need. That's the issue for me and that's why I wouldn't recommend this job to another BAME person. We are feeding them into the lions really. (Focus group 4)

We've lost that human touch, we've become robots effectively. We're

meant to look after each other, we need to make sure people are ok. Wellbeing is not something that we are good at as an organisation. (Focus group 5)

Some participants reported becoming desensitised to hate crime on duty, whilst others reported tolerating or ignoring it. This response eschewed confronting abusive behaviour and normalised its occurrence as part of necessary police work which at times they felt obliged to accept as 'normal aspect of policing'. Some participants reported that they did not allow these experiences to affect them and chose to ignore them.

I brush it off, I have a high tolerance level. (Participant 9)

I don't take it personally because if I take it personally it will affect my judgement, it will affect my actions and I might do or say something wrong, and it's not worth it. (Participant 16)

Me personally, it doesn't affect me. Obviously, I shouldn't have to put up with things like that, nobody should put up with that type of abuse anyway at work but just because of the person I am, it doesn't bother me. It's water off duck's back as they say. (Participant 7)

Although individuals may ignore the abuse, it is questionable whether this approach is psychologically healthy or tenable in the long term. Some officers may leave the occupation and/or encourage others not to join.

4.2 Experiences of bias and prejudice internally

Nature and scope of the problem

When asked about their experiences of bias and prejudice in the force, a few participants praised Nottinghamshire Police and shared some very positive experiences, as the following quotes demonstrate.

Coming from a BAME background I had heard a lot about how there is discrimination in the police force itself but I can honestly say in my experience I have never met anyone in the organisation that has made me feel like an outsider. When joining I was told by Inspector [anonymised] that I will be joining a force that acts, behaves and strongly believes in being a family. I can safely say the force has exceeded my expectations in the friendly atmosphere that it has created, and I have therefore gone back into my community and shared my experience with others in the hope it would inspire and encourage others, young and dynamic people from BAME background in joining Nottinghamshire Police in serving our members of the public, in keeping our city safe. (Participant 31)

As a Black officer working for Nottinghamshire Police, I can honestly say that everyone has made me feel welcome and at ease. This has created an environment where I feel free to ask questions without being judged. For any BAME person who is considering a career in Policing I would definitely recommend Nottinghamshire Police. I have been presented with a number of opportunities in a short period of time, since joining Nottinghamshire Police all of which will help me to develop my career. There is definitely a 'buy in' from the whole of the Management Team here in Nottinghamshire Police to truly make the force more representative across the board. (Participant 33)

Being a new officer in Nottingham so far my experience has been positive. I'm happy there are senior BAME officers to look up to. I've worked hard to get into the police and will challenge anyone who says positive discrimination is why I'm here. I hope more of us join but it won't happen till the community have more positive interactions with the police. Society as a whole has a long way to go. (Participant 32)

Despite these positive stories shared by some individuals, the majority of participants reported that they experienced bias and prejudice by their colleagues and supervisors because of core aspects of their personal identity, namely, race and religion. These experiences ranged from being verbally abused and bullied to being discriminated with

regards to career development, progression, promotion and retention of BAME officers. Findings from individual and focus group interviews highlighted that senior positions in the force were 'virtually all white'. Participants argued that there was an under-representation of BAME officers in the professional standards unit and specialist teams. Also, BAME officers were more likely than white colleagues to be investigated by the professional standards department over allegations of gross misconduct. Participants felt that BAME officers were disproportionately subjected to disciplinary procedures compared to white officers. BAME officers who had second jobs or other business interests were treated with suspicion.

This is a typical example of the many stories shared by participants in terms of being treated differently, which then escalated to being bullied by their line manager.

I've had some bad experiences where I've been treated differently compared to white colleagues. I raised some issues with my line manager and he chose to ignore me. Unfortunately, when I challenged my line manager for ignoring me, I became a victim of him, he started to bully me, treat me differently, ignore my requests for training. This resulted in me asking to leave my team, which was again ignored, which led me going off sick with stress. (Participant 14)

Some participants had witnessed white colleagues and supervisors use inappropriate and prejudiced language and behaviour, in some cases, making racist, Islamophobic, sexist or homophobic comments about them or other BAME officers in the force. One participant described a personal incident of racist language, as indicated in the following quote.

When I first came into this job, I don't know who he was, I came into a meeting and I can remember till this day, he said 'Another paki joined the force' this. I thought 'Is this I should expect now from the colleagues and the force'? (Focus group 2)

Some female participants reported incidents of sexist and homophobic bullying by a clique of white male officers within the force.

It is literally a white boys' club. I can't describe it any other way. (Participant 12)

Furthermore, participants argued that white colleagues and more generally the force made them feel 'unwanted' in the organisation. In some cases, white colleagues had actually told them or implied that they were employed in the force merely because of their BAME status.

From the first day I joined the force, white colleagues told me "You only

got the job because you're Asian". They still say it now after [anonymised] years in the force. That's what they think. They think that BAME officers progress because of their race, nothing to do with their skills, attributes or qualifications that they have. (Participant 22)

I've heard it many times 'You only got this job because you are Black'. Just recently, we were doing a recruitment drive and they wanted people predominantly from the Black and Asian community, and I put my name, and they told me that 'You only got this job because you are Black'. I explained to them that I didn't get it because I'm Black, I got it because I applied for it and I passed. (Participant 6)

There aren't many BAME women in the force. I do feel that as a BAME woman, I am just there to tick a box. I see why BAME people don't want to apply to Nottinghamshire Police. They're sort of like 'We only want you because you tick this box'. (Participant 19)

To complicate matters further, participants noted how their religious needs were not always accommodated in the force. Relatedly, participants argued that their ethnic minority/religious festivals were not celebrated as much as Christian festivals. They suggested that when BAME officers celebrated ethnic minority/religious festivals, they were sometimes seen with suspicion by white colleagues.

During the month of Ramadan, I said to my supervisor 'Can I change my shifts?' and he said "No you can't change your shifts". You have to wake up early in the morning, you go to bed late, and if you follow the normal routine of coming to work, you'll be a zombie effectively, you won't be good to anybody because you are exhausted, you are not cognisant to your surroundings, your judgement is impaired. Shifts should be accommodating to suit BAME officers' cultural and religious needs. (Participant 2)

It is a problem if you are a practising Muslim. In theory, it is ok if you take some time out to pray, so in theory there is no problem but in practice, it is an issue. On average, it takes five minutes to pray. In Nottinghamshire Police, it is ok to smoke because so many officers do that, some of them do it more than five times, but if I said I am going to pray somewhere in the corner, it will be an issue, that's why I don't do it as much as I would like to. When you want to get promoted, it's who you play golf with, who you go drinking with, but when it comes to drinking, we Muslims don't drink so we are not going to be promoted because we are not drinking with the right people. In this workplace, I have no chance of getting promoted or getting any internal vacancies as a Muslim if I started practising properly. Having a beard straight away would be another

hurdle for me. As it stands, I'm trying to fit in. (Participant 26)

When it's religious festivals in the year like Vaisakhi or Diwali or Ramadan, it's not celebrated as much here as it is Christmas. During Christmas time, they make a big thing of it, and they want us to participate and bring food in but when it's Vaisakhi or Diwali or Ramadan, no one wants to know about it and no one wants to bring anything so on my festival days they want me to bring food but on their festival days, they still want me to bring food. I am a team player so I do contribute towards it but in hindsight, I know it's just food, it's not a big thing but it is the underlying things behind it, it is the connotations behind it, what it means. (Focus group 2)

We had an event at headquarters, it was about last year, where the Deputy Chief Constable was dressed up in a Shari, and there was a bit of song and dance to celebrate the cultural day, we had food and sweets and some Asian music, which was all very nice but then we heard some negative comments afterwards, certain individuals said 'Who is paying for that? Where is the funding coming from? Who agreed to it?' They knew that the DCC had agreed to it, that she was part of it and encouraged it, which was good, but they were saying 'Why are we doing this?' We do Christmas but the minute a different cultural event is put on questions are asked. (Focus group 2)

Career progression

Throughout individual and focus group interviews, participants discussed the issue of career development, progression and promotion and the majority of participants did feel that they were discriminated in comparison to their white colleagues. They argued that they lacked opportunities to seek and gain development opportunities and promotion in comparison to their white peers. They also felt that they were not treated equally when applying for promotion because of favouritism on the part of the management towards certain white colleagues who they were friendly with. Many participants suggested that there was nepotism namely, 'It is who you know as opposed to your skills and abilities'. Participants unanimously referred to the "white boys' club" which was related to different social clubs in the force such as the golf club, the football club that the management in the force seemed to use as a networking opportunity to promote their 'favourites'.

I have experienced discrimination. Recently I applied for my promotion but didn't get it. If I could list the extra activities I do, white colleagues get promoted just for doing their day job. I do way beyond in my own time. I thought "I was guaranteed to get promoted and I didn't". I genuinely felt

betrayed, I felt hurt. Am I incompetent? Am I not ready for the next rank? But that's not true. In Nottinghamshire Police my success is controlled by other people. (Participant 2)

For BAME officers, Nottinghamshire Police have given them a job but they have not given them a career. The career is for those who are part of a club, you know, those people who is a friend of a friend, the golf course relationships, the outside work relationships, so they are the people in the in, you know. (Focus group 3)

Participants noted that they would have progressed faster and further had they not been discriminated against over many years. They also discussed the lack of BAME representation in senior positions in the force. They felt that their careers were held back due to their race and religion. In addition, some participants shared their concerns about the lack of senior female BAME officers in particular. They noted that although there was a drive to promote female officers in senior posts in the force, this focused on white women not BAME women.

There are no BAME women in senior positions, it's generally white, middle-class females. (Participant 13)

Overall, participants felt that there was a deliberate failure on the part of Nottinghamshire Police to appoint BAME officers in higher ranking level.

It is discouraging and annoying that the force is saying they are doing certain things to encourage BAME to apply for promotion but nothing seems to get done. (Participant 25)

We are dominated by a virtually white police force and I'd love to see the day when we finally have BAME officers in meaningful, powerful positions of authority as in heading up departments. (Participant 13)

Institutional racism

Progress since the 1999 Macpherson report on the Metropolitan Police and the Stephen Lawrence case is disappointing with regards to diversity in the police. Throughout individual and focus group interviews, participants discussed whether Nottinghamshire Police is institutionally racist. Some participants argued that racism and discrimination within the force were present, but it was more subtle than in previous years. The majority of participants felt that the force is institutionally racist whilst a minority of participants said that the problem was with individual officers rather than with Nottinghamshire Police as an organisation.

I do believe that Nottinghamshire Police is institutionally racist. I do think that. I've been sidelined for jobs. I've been promoted to [anonymised], which is my own doing because I obviously worked and studied for it but I'm a member of [anonymised] team and incidents that have been happening in my area, I'm on shift and I'm less than five miles away from the scene, yet they get other people from the county coming because it's a job for the white boys, they don't want me there because I'm BAME, do you know what I mean? I'm part of that team but they won't use me. I can't understand the logic of why they get an officer from the other side of Nottinghamshire to go and do the same job that I can do when I'm five miles away. It's a job for the white boys and they don't want a BAME guy. It makes me mad. (Participant 24)

In my view Nottinghamshire Police is racist and why I say that is because there have been a number of cases that have been brought up against Nottinghamshire Police and it has been found that Nottinghamshire Police are racist, there have been numerous grievances and complaints against the force because BAME officers believed that they were discriminated. (Focus group 2)

Racism in Nottinghamshire Police doesn't surprise me but it does disappoint me. What disappoints me the greatest is when we see white senior officers and staff preaching to others or speaking to others about what's right and what's wrong, and what should be challenged, and what is unacceptable, when they themselves are known to have a reputation for racist behaviours. I find it really difficult to listen to these people speak about professionalism when their reputation precedes them. It is massively hypocritical. (Participant 12)

Do I think that we are institutionally racist as an organisation? There's an argument to say yes we are. I'd say that there are still elements of our organisation which are inherently unfair, and we work in an organisation that it's very much a dictatorship as opposed to a democracy. In one respect, you need this strong discipline theory for a police organisation, we are a hierarchical organisation, and we have to follow rules and we have to follow conventions but do I truly-truly believe that we support BAME officers in the same way that we support white officers? No I do not. (Participant 13)

Throughout individual and focus group interviews, some participants discussed their intention to resign (either in the past or present) but argued that they decided to remain in the force because they needed a job. Some participants mentioned that they knew other BAME officers who had resigned due to experiences of discrimination.

I was so demoralised, I was prepared to resign, I was prepared to become a taxi driver. I'd rather become a taxi driver rather than stay in Nottinghamshire Police. (Participant 2)

Whilst I was managed by that person [case of persistent bullying by white supervisor over months], I started to look for other jobs. I wanted to leave the organisation, I've had enough. My police friends said 'What are you going to do?' I said to pay the bills I can do a lot of other things, if nothing else, I'll be a taxi driver. I'm not happy here, I don't want to work for this organisation any more. (Participant 26)

I know quite a few BAME officers who left the force, they are not happy with the system in Nottinghamshire Police. (Participant 6)

My confidence did go down and I was on the verge of leaving the job. The BPA helped me in terms of staying in this job, getting my confidence up and finally getting promoted. BPA has done such a great job in terms of getting my confidence up and telling me 'You are good enough'. (Participant 5)

Although BAME individuals join Nottinghamshire Police, it is a worrying trend that BAME officers are disproportionately more likely to leave the force. Participants were concerned about barriers to career progression for BAME officers, and expressed concerns about whether they would leave the force in the future. Some participants revealed that they regret joining the police and that if they could turn back time, they would choose another career. This also meant that they did not always recommend to others applying for a job at Nottinghamshire Police. They were also reluctant to take part in force recruitment initiatives encouraging other BAME individuals to join the force.

If I could turn back time, I would not join the police, no way! I used to tell people in my community to join, but I can't do this anymore. The best thing I can do is rather than lie, is just not to say anything. (Participant 8)

Why would you join the police? Why would anyone in their right mind join the police? If I could start again, would I join the police? No, not in a million years. I regret massively joining the police because I have not reached what I could have reached for myself. My own kids? I deter them from joining the police. (Participant 2)

I don't discourage anyone from joining. However, I don't encourage my children or my family to join the police. (Focus group 1)

When we go to the community to encourage other BAME people to apply

for it, I feel we are lying to them. (Participant 26)

Impacts upon work performance and personal well being

Participants outlined how these experiences had affected their productivity as well as their motivation to come to work and perform to their usual high standards.

There's a lot of BAME officers who are demoralised, a lot of them feel that the door is shut, I'm afraid that I keep hearing from too many people saying 'What is the point in going for a process? What is the point?' (Participant 13)

If you have a good line manager, if you have a good team behind you, it increases productivity. If they make you feel shit all the time, if they make you feel depressed, you can't perform to your usual standards. (Focus group 2)

It completely demotivates you. It knocks you down. Some people become resigned to doing their role, because they don't want to be putting themselves through that process and then get knocked down again and again. It is very demotivational. (Focus group 4)

Feelings of loneliness were common amongst participants; yet in some cases they found solace in the fact that they were not alone in this as other BAME officers had similar negative experiences. Some participants discussed how they received support from Nottinghamshire BPA.

For the last few years I felt very lonely in the organisation, and I think that's why I connected even more with the BPA. When you start to hear other colleagues' experiences, you feel you are not alone, you feel that you are not targeted as an individual, you take comfort in other people's similar experiences. (Participant 12)

I had a very good support network around me. They supported me, they were my backbone. These are members of the BPA who supported me and helped me progress and I've used them as mentors and that allowed me to flourish. (Participant 27)

Participants also noted how these experiences affected their personal mental and physical well-being. In some cases, they used drinking and/or eating as a coping mechanism to deal with incidents of bias and prejudice in the force. In other cases, participants went off sick for prolonged periods of time.

People self-medicate, they eat fatty foods to make themselves feel better. Some people drink, lots of Muslims drink. (Focus group 1)

It affects my personal life massively. One I drink too much, two I become withdrawn with my family, I don't want to do anything. I've only spoken to my family about it recently although it has been going on for years. (Participant 22)

As a result of this incident spiralling out of control, my sergeant started bullying me, singling me out, ignoring me, denying me of training. This lasted for a year. My mental well-being hit rock bottom, I wasn't motivated to come to work, I wasn't sleeping properly, I wasn't eating properly, I was drinking more alcohol, I would come to work and I would exclude myself, I was quiet, I didn't speak to people because I didn't know who to trust. My anxiety was to an extreme level. I was only going to work to get paid, and that was it, that was all I was doing. Whilst this was going on, no one ever sat down with me to say 'Are you ok?' It had ramifications outside work because I had mood swings, I would go home and I would always be in a bad mood, had a bad temper, and it had an impact upon my relationship with my wife and my children, but they were aware of what was going on and they supported me but still, I don't condone my behaviour. When I look at it now, I think I was in a horrible place and I was a horrible person. So yeah, without a shadow of a doubt, it had an effect initially with my work life, and it then faded into my private life. I was coming to work having 2-3 hours sleep at night, and this was a regular thing. I went to counselling and they said I shouldn't be at work, so I went to the doctors and signed me off sick. (Participant 8)

Responses

Participants noted some of the challenges of reporting their experiences to their supervisors including lacking confidence in the force because 'nothing happens even if you report it', 'things could get worse', and also, being stigmatised as 'grass' if one decided to report their experiences.

The force says you can challenge racist behaviour but the problem is that sometimes you have to work with the person that you challenge. There is a stigma with you doing this. (Participant 1)

Nobody wants to deal with these issues. Nobody wants to hear it, nobody wants to deal with it. Nobody wants to think that there are these issues. So if nobody says anything, they don't have to deal with it. (Participant 4)

A lot of the times, people don't have the confidence to come forward because they believe that there is a white boys' culture. Even if they report it, that discrimination does not go anywhere. Typically, it is the same bosses that are part of the same white boys' club. If you look at superintendents, they are friends, they play golf together, they play football together, somewhere somehow they are friends. Who do you trust? I know another BAME officer who complained to another sergeant about his sergeant's behaviour, and he told the other sergeant. He made his life a living hell. (Participant 2)

Some participants felt that the best course of action was to ignore the issue in the fear of being isolated or reprimanded.

We stay quiet in the fear of being isolated. (Participant 27)

The fact that it is still happening means that there's something wrong. Our code of ethics says that they shouldn't be doing this. There should be diversity in all ranks. People need to be held accountable for when they are racist and then need to be dealt accordingly whether they are suspended or actually sacked. Once this is done, the fear of someone doing it again, will stop people from doing it. The only way of getting rid of it by getting rid of the people doing it, and that's the bottom line of it really. But in order to find out about these people, colleagues need to come out and say this is what happened, actually reporting these incidents. People need to speak up but they might think they are snitching or grassing, they don't know how this is going to affect their standing if they want to go for promotion. They think "If I kick up a stir, it's going to harm my chances of progression". (Participant 15)

However, others took the decision to file a formal complaint and/or pursue grievance, and go to an employment tribunal with the force. Some participants argued that they knew other BAME officers who were previously or currently involved in legal action against the force. In some cases, the individuals who had discriminated against them had resigned, retired early or were relocated before the conclusion of misconduct proceedings to avoid disciplinary proceedings. This added to participants' frustration in terms of not getting justice.

5. Recommendations

Throughout individual and focus group interviews, participants made a number of recommendations in order to tackle hate crimes/incidents externally, and bias and prejudice internally. The following section provides a list of recommendations, respectively. It is important to note that implementing these recommendations will benefit all police officers, not only BAME police officers.

Recommendations for tackling hate crimes/incidents externally

1. Record police work-related violence as ‘hate crime’ when there is evidence to suggest that the assault was motivated (wholly or partly) by hostility towards the officer’s personal and/or police identity

As discussed previously in the report, police officers may face hate crime in the form of aggressive or violent behaviour when dealing with suspects, offenders and members of the public. They may be sworn at, threatened or even physically attacked. This is understood as work-related violence. The Health and Safety Executive’s definition of work-related violence is ‘any incident in which an employee is abused, threatened or assaulted in circumstances relating to their work’. Unarguably, police work includes work-related violence, tension and conflict due to the nature of the job itself. Clearly, not every assault on a police officer should be treated as a hate crime. For example, a police officer might get punched because the perpetrator is trying to get away, this should not be considered a hate crime. But when someone demonstrates their hostility towards a police officer, for example, by using relevant language targeting their police identity and/or personal identity, it should be considered a hate crime.

A significant limitation with current data on assaults against police officers is that they do not indicate whether these assaults are motivated by hostility because of the officers’ police and/or personal identity. In 2018/19 there were over 30,000 assaults on police officers in England and Wales (including British Transport Police) (Home Office 2019a). Of which:

- 20,578 were crimes of ‘assault without injury on a constable’ recorded across all forces (including the British Transport Police), an increase of 13% compared with 18,138 in the previous year.
- 10,399 crimes of ‘assault with injury on a constable’ recorded across all forces (including British Transport Police), an increase of 27% compared with 8,157 in the previous year.

Specifically, in Nottinghamshire Police assaults on police officers in 2018/19 included:

Force name	Police recorded crime - Assault with injury on a constable	Police recorded crime - Assault without injury on a constable	Total assaults on a constable (with and without injury)
Nottinghamshire	264	188	452

However, these data (both locally and nationally) do not provide a complete picture of assaults against police officers. Firstly, the data do not indicate whether these assaults were motivated by hostility towards the officers' police identity and/or personal identity. Secondly, under-reporting is another limitation of the data as some officers do not report their experiences of hate crime (because of various reasons outlined earlier in this report e.g. it is seen as 'part of the job', lack of support by supervisors, it is not taken seriously by the force/CPS/Courts etc). Thirdly, the new crime classification of 'assault with injury on a constable' excludes cases of more serious assaults. This is because, in line with the Home Office Counting Rules for recorded crime, the assault is recorded under a more serious crime classification, such as 'attempted murder' from which it is not possible to separately identify police officers.

In light of the limitations of these data, it is important for Nottinghamshire Police to ensure that it flags on the system assaults on police officers as hate crimes, where the attack is motivated (wholly or partly) by hostility towards the officers' police identity and/or personal identity. Doing this will help the force to paint a better picture of the problem, for example in terms of the nature and extent of assaults against police officers, where the motivating factor behind these attacks is the officers' police identity and/or personal identity. This will also help to follow up hate crime cases and identify victim satisfaction e.g. whether the support offered to the officer was adequate, and also whether justice was achieved if the case went to court.

2. Introduce training workshops in the force to raise awareness about hate crime and how the force can best support police officers who experience hate crimes/incidents because of their personal and/or police identity

The training material in these training workshops should aim to challenge the current 'culture of acceptance' which prevails in the force. Throughout individual and focus group interviews, participants stated that they did not have confidence in reporting their experiences to their supervisors because there is a culture of acceptance, namely hate crime towards police officers 'is part of the job'. Participants noted that they were expected to tolerate a level of abuse and hostility that other occupations would find unacceptable. The training material in these workshops should be clear that hate crime

is not part of the job and that police officers should work in safe environments free from hate crime. Participants unanimously agreed that physical security measures such as body worn video cameras introduced by the current Chief Constable have helped them to feel safe and to record incidents (hate crime related or more generally police work-related violence). However, they did not feel confident to report incidents, knowing that they would not be fully supported, in the same way that any other member of the public would as a hate crime victim. In this regard, it is important to empower officers and give them greater confidence to report hate crime, knowing that they will see meaningful action from the force (and a consistent prosecution approach from the CPS and Courts). In order to achieve this, it is essential that police supervisors and managers take it seriously, support officers and engage with partner organisations such as CPS and Courts to ensure that justice is achieved.

3. Implement communication initiatives and/or training workshops aimed at partner agencies such as CPS and Courts to raise awareness about hate crime targeted at police officers

It is important that the CPS and Courts recognise the impact that hate crime has on police officers. This could be achieved by implementing communication initiatives and/or training workshops aimed at partner agencies such as CPS and Courts in order to raise awareness about hate crime targeted at police officers. The policy states that anyone who threatens or abuses police officers should be prosecuted under the new law protecting emergency workers. However, participants in this study stated that CPS and Courts failed to do this. The Assaults on Emergency Workers (Offences) Act, which was recently brought into law, sees the maximum prison sentence for assaulting an emergency worker double from 6 months to a year. It is important that the CPS and Courts use the Protect the Protectors Act to prosecute and sentence offenders who assault police officers. On top of this, an enhanced/aggravated or any other appropriate sentence should be applied in cases where the officer was targeted because of their race or religion (as these are nationally monitored hate crime strands).

4. Introduce campaign aimed at educating the public that police work-related violence including hate crime against officers is not acceptable and that they will be prosecuted if they verbally or physically attack them

Violence against police (or any emergency services workers) is never acceptable. It is crucial that members of the public recognise the long lasting impact that hate crime against police officers has, and that their behaviour will be challenged. In this regard, it is important to design and launch a campaign initiative aimed at preventing violence against police officers. This could be in the form of posters, flyers and videoclips with officers who have experienced hate crime sharing their experiences and the impact it had upon them, as well as information about the Protect the Protectors Act, and how offenders can receive an enhanced sentence if they attack a police officer. The campaign could be disseminated online (social media and police website) as well as

offline in local community organisations, centres etc. This will send a clear message to the public that this abuse is completely unacceptable and it will not be tolerated. It is important for the public (and also partner organisations) to see the impacts that an assault on a police officer has on them and their colleagues. It is also important to send a clear message to those likely to commit these offences, that any kind of abuse towards the police will not be tolerated, and that there will be harsh repercussions. This has the potential to bring a change in attitudes and behaviour not only for the public but also for the police and partner organisations, that this behaviour is unacceptable and it will not be tolerated (also linked to the next recommendation).

5. Implement communication initiatives aimed at police officers in order to raise awareness about hate crime, emphasising its unacceptability, how they can report it and how they can get support from the force

Support mechanisms are already in place internally, but many participants stated that they were not aware of where to go or who to contact when they were victims of hate crime on duty. Therefore, it is important for the force to implement communication initiatives aimed at police officers in order to increase awareness about hate crime towards police officers, highlighting that this is unacceptable, how officers can report it and how they can get support from the force. However, this recommendation cannot be effective on its own unless the other recommendations are also implemented.

Recommendations for tackling bias and prejudice internally

Twenty years on from the publication of the Macpherson report, it is disappointing that BAME representation in the police remains poor, both nationally and locally in Nottinghamshire Police. In some respects, it could be argued that the police service has gone backwards. Throughout interviews and focus groups, participants argued that BAME police officers are not only under-represented in terms of recruitment and progression but also over-represented in misconduct and grievance cases as well as leaving the force. It is essential to take steps to ensure that the force addresses these issues as follows:

1. Increase recruitment of BAME communities in the force. Actions to achieve this: a) open up a dialogue with local BAME communities in order to address and remove barriers that prevent BAME individuals from applying; b) diversity training and/or training to address unconscious bias amongst selection/interview panel members; c) increased use of external assessors from a BAME background on selection/interview panels; d) greater use of positive action to encourage more BAME individuals to join the force

The force should be representative of the communities it serves. As participants highlighted, the police service should 'look like the people it serves'. The Home Office (2019b) report shines a light on the makeup of the police workforce. The figures show

that as at 31 March 2019, 8,329 (7% of all officers) identified as BAME, which is the highest proportion since records began. However, the proportion of BAME officers remains considerably lower than the 14% of the population in England and Wales that are BAME (according to the 2011 Census). Equality and diversity are a fundamental part of the British model of 'policing by consent'. It is important for Nottinghamshire Police to be a more representative and diverse police force. Participants emphasised that the force must recognise that diversity is more than simply ticking a box: true representation is critical for public acceptance and knowledge of communities. A diverse police force can bring real operational advantages in terms of increasing the flow of intelligence to assist in preventing, detecting and solving crime. Nottinghamshire Police must invest considerable effort in understanding the factors, which contribute to relatively low rates of applications and recruitment of people from a BAME background. In order to do this, it is important for the force to open up a dialogue with local BAME communities in order to address and remove these barriers. This could be achieved through organising community events with local BAME communities and inviting these communities to voice their views on this matter.

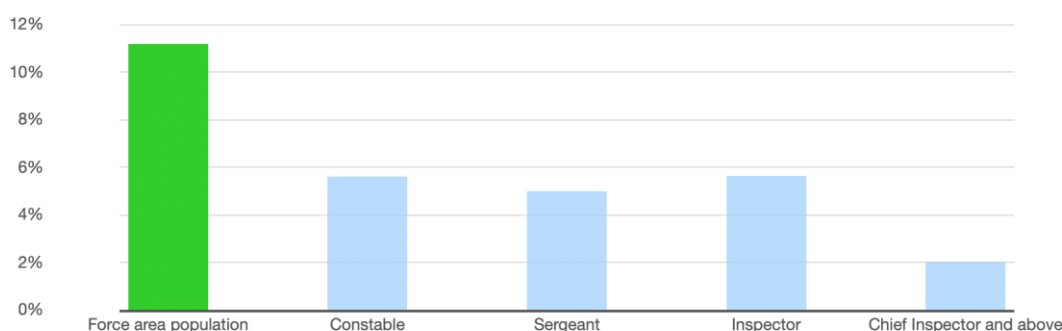
It is also important to raise awareness about the importance of diversity and also, to address unconscious bias amongst selection/interview panel members. Training on race and diversity issues for selection/interview panel members is necessary in order to address unconscious bias towards BAME applicants as well as other under-represented groups (e.g. being female, disabled, LGBT). It is also important to implement increased use of external assessors from a BAME background on selection/interview panels.

Moreover, the project recommends the greater use of positive action, defined as promoting recruitment within the force in order to encourage BAME groups to join the police. The force can take lawful positive action in order to support the recruitment of individuals from BAME groups. The EHRC definition of positive action is that it: 'Refers to a range of lawful actions that seek to overcome or minimise disadvantages (e.g. in employment opportunities) that people who share a protected characteristic have experienced, or to meet their different needs'. The Equality Act 2010 allows employers to use positive action in recruitment and promotion. In this regard, it is important to recognise the importance of cultural intelligence. Individuals from different ethnic backgrounds bring a new cultural intelligence to the force, help to build diversity in the police but also help the police to relate to local ethnic communities.

2. Increase diversity in senior ranks. Actions to achieve this: a) Training on diversity and/or unconscious bias for selection/promotion panel members, including those for specialist posts; b) Include external assessors from a BAME background on selection/promotion panels; c) Replace promotion interviews with resource management panel where applications for promotion are discussed by a panel.

Whilst there has been a steady increase in the overall proportion of officers (and staff) who are of a BAME background, progress is slow and increased numbers of BAME police officers remain overwhelmingly in the most junior ranks. Although an indication of progress, BAME representation at junior levels is not a full reflection of the diversity of an organisation. The number of BAME officers above the rank of Inspector is very disappointing. The figures show that as at 31 March 2019, levels of BAME under-representation were highest among Senior ranks (i.e. chief inspector or above) compared with constables and other ranks. For example, 4% of officers of rank chief inspector or above were BAME, compared with 8% of constables. In Nottinghamshire Police, there were only five inspectors and one chief inspector of BAME background (Home Office 2019b).

Proportion of officers from BME groups, by rank in Nottinghamshire Police



Category	BME	BME proportion	White	White proportion	Not stated
Force area population	121,981	11.2%	969,501	88.8%	-
Constable	84	5.6%	1,410	94.4%	23
Sergeant	14	5.0%	263	95.0%	2
Inspector	5	5.6%	84	94.4%	1
Chief Inspector and above	1	2.0%	49	98.0%	1

(Home Office 2019b)

Recruitment is only part of the challenge to achieve a representative force. Development, progression and retention must also be a long-term commitment. Several participants in this project suggested that Nottinghamshire Police did not have a good record of diversity in senior ranks and that the route to senior ranks was guarded by the “white boys’ club.” Participants argued that they encountered barriers when trying to access the training necessary for their career development. In some cases, they faced interview panels which were almost always lacking in diversity when applying for promotion. Another area of concern amongst participants was the poor BAME representation in specialist police roles (and in senior management). The 2009 Equality and Human Rights Commission (EHRC) Report on Police and Racism

suggested that specialist units, such as anti-terrorist or firearms squads, were often considered a 'closed shop' or unsuitable for ethnic minorities. It states: 'this problem needs to be addressed urgently if the police are not to be stained with the accusation that some parts of the service are still only available to those whose face fits' (EHRC 2009, p. 38). Participants argued that the 'closed shop' perception still existed today.

This has an impact on BAME officers' sense of worth in the force. It also has an impact on public trust in police services. A representative police workforce is crucial. The lack of senior BAME representation in the police service affects public confidence and could be interpreted as suggesting that the police service is biased towards BAME officers. Senior leadership in the force has a responsibility to ensure that officers have the right opportunities to progress their careers fairly as their white peers. The report recommends training on race and diversity issues as well as training on unconscious bias for selection/promotion panel members, and increased use of external assessors from a BAME background on selection/promotion panels. Relatedly, the report also recommends structural changes of the promotion process for interview panels to avoid penalising officers 'who do not perform on the day' and to avoid favouring officers affiliated to the "white boys' club". This could be achieved by using a resource management panel where people are openly discussed by a panel and they do not come in for an interview; therefore, any decisions put forward must be evidence-based.

3. Improve retention of BAME officers in the force. Actions to achieve this: a) Implement communication initiatives towards officers, managers and supervisors stating that biased, prejudiced behaviour is unlawful, encourage victims to come forward, and for the force to take actions against individuals who demonstrate biased/prejudiced behaviour towards BAME police officers b) Training on race and diversity issues for units that deal with complaints about BAME officers; c) Workforce equality and diversity lead to be held accountable for designing and implementing interventions to support the recruitment and career development of BAME officers in the force; d) Add benchmarks for promoting diversity to the performance measures against which all senior police officers are assessed

Participants expressed concern that BAME officers were leaving the force, mostly due to barriers to career progression. Although some progress is being made on recruitment, it is evident that both retention and progression of BAME officers remain a considerable challenge for Nottinghamshire Police. The majority of participants suggested that there was institutional racism within the force. Participants also spoke of themselves as well as other BAME officers suffering bullying in addition to discrimination with regards to their career progression. It is important to implement communication initiatives towards officers, managers and supervisors stating that this behaviour is unlawful, encourage victims to come forward and share their experiences, and take actions against their abusers.

Participants also said that a disproportionate number of BAME officers resign or are sacked, especially early on in their careers. Relatedly, they said that there was a disparity on the basis that more BAME officers faced disciplinary and complaints proceedings. Formal measures tended to be used more often for BAME than white police officers. It is important to ensure that units which deal with complaints about BAME officers receive training on race and diversity issues.

Throughout individual and focus group interviews, participants criticised the lack of short-term and long-term strategy of the force on diversity issues. They argued that the Chief Constable and the senior management team appeared to be doing little to promote BAME representation generally in the force and specifically in senior ranks. Participants also noted that part of the problem was lack of leadership, transparency and accountability. The force should appoint a workforce equality and diversity lead that will actually be held accountable for their actions in terms of designing and implementing interventions to support the recruitment and career development of BAME officers in the force. As it stands, there is no mechanism for holding poor performers to account. Instead, poor performers are likely to get a promotion, according to participants' views. Moreover, it is important to add benchmarks for promoting diversity to the performance measures against which all senior police officers are assessed.

The author has shared the research findings and recommendations as outlined above with the Office of Nottinghamshire Police and Crime Commissioner, and Nottinghamshire Police. In particular, the author has had multiple meetings with members of the senior management in Nottinghamshire Police including Superintendent Sukesh Verma, Deputy Chief Constable Rachel Barber and Nottinghamshire BPA Chair, Detective Sergeant Imran Rafiq in order to discuss the findings of the report and recommendations for action. Throughout these meetings, the force acknowledged its commitment and emphasised its determination to take steps in order to ensure that BAME police officers work in an environment free from hate crime/incidents (externally) and bias and prejudice (internally). The force has made significant progress since the research was conducted, taking on board the research findings and recommendations provided by the study. The following section outlines the actions implemented by Nottinghamshire Police within the last two years in order to address the identified problem – this is based on evidence provided to the author by Nottinghamshire Police.

6. Actions implemented by Nottinghamshire Police

Sections 6.1 and 6.2 demonstrate progress made by Nottinghamshire Police within the last two years with regards to hate crime.

6.1 Hate Crime Shift Champions Scheme

The Hate Crime Shift Champions Scheme is a new programme which equips individuals with the skills and knowledge to effectively tackle hate crime. The scheme is part of the 'Citizens at the Heart' project, which is funded by the EU. The Hate Crime Shift Champions Scheme was offered to police officers and staff in Nottinghamshire Police (as well as staff in Nottingham City Council and partner organisations), with the aim to receive specialised training on all aspects of hate crime. Over 200 individuals participated in the Hate Crime Shift Champions Scheme, out of whom 117 were police officers and staff members from Nottinghamshire Police. They all received a full day training and participated in additional opt-in sessions. The aim of the training was to equip them with knowledge of policy and processes, understanding the impact of hate crime on victims and communities, and possible interventions with perpetrators. Moreover, the aim of the training was to develop their problem-solving and active listening skills, building their confidence when having challenging conversations. Individuals who took part in the scheme also gained further knowledge of support available for victims of hate crime in Nottinghamshire and partner agencies to refer/signpost to. Specifically, the role of the hate crime champion includes:

- Being a first point of contact for colleagues who may want to discuss or get advice on hate crime;
- Sharing key information regarding hate crime with colleagues and partners;
- Using skills gained during the training to engage in conversations on issues of prejudice, intolerance, racism and hate crime, and to challenge negative stereotyping;
- Receiving updates in regards to hate crime initiatives and supporting those where relevant;
- Signposting colleagues and victims to advice and support services;
- Ensuring that hate crime information is available to the individual's team when needed.

In addition to this scheme, Nottinghamshire Police have two designated staff members working on hate crime, who have updated the force policy and risk assessment, who make sure correct procedure is always followed, and who also ensure that victims have access to relevant support. Moreover, Nottinghamshire Police have reviewed the process in which they work in multi-agency settings to support and identify repeat victims of hate crime in Nottingham. Doing this helps to ensure that every agency involved is doing the necessary to support those victims and prevent escalation. Nottinghamshire Police have also worked in partnership with the City and County Councils to create a best practise guide for dealing with prejudice-based incidents in

schools. In this way, they support schools throughout Nottinghamshire to challenge and address prejudice before it ever turns into hate crime.

6.2 HMICFRS recommendations for hate crime implemented

Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) recommendations for hate crime have been implemented by Nottinghamshire Police, and reviewed by HMICFRS in order to confirm that these recommendations have indeed been completed.

- HMICFRS had recommended that Chief Constables ensure that police officers know that it is important to find and record more intelligence about hate crime and use it to inform the police responses.

HMICFRS visit to Nottinghamshire Police in December 2019 confirmed that the force recognises that hate crime is a priority area for Nottinghamshire and has focused on this to improve the collection and analysis of information and intelligence in order to develop deeper understanding of the hate crime patterns and trends, and therefore respond, with partners to tackle hate crime. To illustrate this, the force identified that 25% of all hate crime in Nottingham city took place in the city centre and during the hours of the night-time economy. Further analysis and work with the community and partners revealed that this is concentrated on visible minority groups and in particular workers within the night-time economy. Moreover, the 'Citizens at Heart' Project has been used to substantially improve awareness amongst practitioners and responders. There is some innovative work being done to enhance 'bystander interventions' that is likely to be good and notable practice. Other hate crime 'hotspots' identified include public transport (especially trams), NHS staff and vulnerable places of worship. Working with partners, the force has developed plans to deter and prevent incidents and crimes at these hotspots. The force has trained hate shift officers (117) and also practitioners from partner organisations (80) such as City Council, NHS, Fire and Rescue and the voluntary sector. These have been used to tackle hate crimes and incidents, build better relationships with communities and also as force ambassadors in the recruitment uplift programme (over 25% of the latest cohort of recruits are from a BAME background).

- HMICFRS had recommended that within six months, Chief Constables work with partner organisations to adopt a system of risk management for vulnerable victims of hate crime. The NPCC lead for hate crime and the College of Policing should give Chief Constables advice about how best to do this. They should also consider whether the principles of the multi-agency risk assessment conferences (MARAC) process are a good way to manage the risks to hate crime victims.

HMICFRS visit to Nottinghamshire Police in December 2019 confirmed that this recommendation has also been successfully completed. The force manages the risk

of repeat and high-risk victims of hate crime through the Empowering Communities Inclusion and Neighbourhood Management System (ECINS). This means that each organisation involved in the resolution of the issue can update and share action to safeguard the victim. Six cases were reviewed and found to be effectively managed. The force has a clear approach to the management of risk for high risk cases with clear roles and responsibilities. In addition to this, these cases are addressed through two mechanisms across the force area. In the city, the Nottingham Hate Incident Performance Panel (NHIPP) meet every month to manage the response to and safeguarding of victims of repeat and high-risk cases. In the county, this is done through the Complex Case Panels for each of the six Community Safety Partnership areas.

- HMICFRS had recommended that within six months, Chief Constables incorporate risk management into a risk assessment process for vulnerable victims of hate crime. The NPCC lead for hate crime and the College of Policing should give Chief Constables advice about how best to do this.

HMICFRS visit to Nottinghamshire Police in December 2019 confirmed that the force has simplified the risk assessment process. A questionnaire risk assessment is completed for every hate crime and incident reported. It uses the THRIVE framework that officers and staff are already familiar with. This can be completed on the mobile data terminals. The force provided six examples of completed risk assessments to show how this is carried out. For repeat victims and high-risk cases, the risk is managed through the ECINS system with partners able to see and update the case with their own actions and safety measures taken to protect the victim. This is well managed and supervised (four cases reviewed). For other cases the risk management is less well recorded. This is sometimes recorded on the risk assessment documentation and sometimes within the crime report. There is an opportunity for the force to be more consistent in this for example with a record of the victim care plan within the NICHE incident/crime record. This would mean that more effective supervision can take place.

6.3 Diversity in the force

This section demonstrates progress made by Nottinghamshire Police within the last two years with regards to ensuring diversity and supporting BAME officers (and staff) in the force.

Positive action practitioners' alliance to support BAME and other communities within

NPCC EDI Peer Review Feedback for Nottinghamshire Police:

Governance

- Members of the governance structure for the implementation of the toolkit e.g. Gold/silver/bronze group

The Chief Constable chairs the Force Equality Board. All of the Staff Networks, Unions and Police Federation are represented on this Board and contribute to the development and delivery of actions within it. All of the Chief Officers act as the strategic lead for each of the staff networks within the force.

- How Positive Action features in the PCC Police and Crime Plan or other force wide strategy

Positive Action feature prominently within the PCP and seeks an ambitious BAME representative workforce of 11.2%. This is an increase from the 4.7% representation at the time of the PCC's latest election. The PCC Chaired Public Strategic Resourcing & Performance Boards report and hold to account in quarterly updates.

People and engagement

- Key stakeholders involved in the implementation of the toolkit (list)

All staff networks are members of the Equality Board. The views, opinions and suggestions of all are actively sought, listened to and there is a high level of empowerment evident that permits people to develop their ideas. The force has a wide network of members of the community that were developed through previous Community Cohesion work and are proving very valuable to this work. They are actively involved in promoting policing, acting as a conduit between the force and communities, participating in promotion and other processes.

- How stakeholders are engaged

As above through attending the Equality Board meeting. All Staff Networks have a Chief Officer aligned to them and all Network leads spoken to reported very positive and open relationships with their Chief Officer lead, in particular highlighting how all of the Chief Officers sought and valued the opinions and suggestions made by the Networks such that prominent force wide EDI workstreams were mostly generated by the Networks and their members as the issues of greatest need/concern.

Communication

- How the toolkit has been circulated/cascaded across the force

The Toolkit has not been widely circulated beyond those already mentioned as being involved in its development and management. The positive outcomes of the actions within the toolkit are evident across the force. The DCC's view is that people do not need to know the strategic plan, but they do need to feel the benefits. This is a very pragmatic approach that appears to be working.

- Measure of success

Staff survey results, in particular the measurement of Procedural Justice which has risen significantly. Number of people and % of people with diverse characteristics who express interest in joining the force and at the various stages of the different recruitment routes.

Positive Action Lead Role

The whole of the force's approach is one of cultural change whereby the goal is that Equality, Diversity and Inclusion (ED&I) is engrained within the DNA of the force and it is how everyone is. The PA leads, as does everyone in the force plays a part in achieving this. This ambition is a higher level than the question appears to suggest. This question seeks 'doing' ED&I whereas the force desires ED&I as the way it is.

Plan of Action

Findings from review of updated NPCC Toolkit including:

- Priorities identified:
 - Recruitment to achieve a representative workforce.
 - To be an employer of choice.
- Current work streams
 - Actions implemented so far – All actions are worked on.
 - Actions outstanding – The force does not consider actions to be closed, it is always seeking improvement. Where others may consider it to be complete, they still seek more.
- How the plan is monitored and review – Via the CC Chaired quarterly Equality & Diversity Board and regular interactions between lead Chief Officers and Staff Networks/Action Leads
- Force plans for using Positive Action for Operation UPLIFT – This is excellent. A very comprehensive and meticulously thought-out piece of work with indications it will achieve a representative workforce in the next two years. The actions are too numerous to record with the highlights being:
 - Has built upon the strong foundations of the Community Cohesion work of the past three years and the highly engaged and capable networks of community members that have been established and maintained.
 - Information events in hard to hear places where police hardly ever patrolled and now are being embraced as potential employee.
 - Utilising all avenues of recruitment, both new and existing (some work better or are preferable for different people/communities).
 - QR codes within literature that direct scanners to PA videos and expression of interest forms.
 - PA videos that include footage of a very wide range of officers of different nationalities taking the Oath of Constable in their own language so potential applicants can see someone like them already in the force as an officer.

- Wrap around mentoring support to candidates from their expression of interest through the recruitment process and continuing on after they have joined.
- All staff can direct input details of any member of the public they meet who they believe and has discussed a career in policing with so they can be contacted and kept abreast of upcoming recruitment processes.
- Keeping in touch with people awaiting a recruitment window to open to build a relationship between them and the force.
- Wider support/communications with family members who may have objections to their family member joining the police.
- No general advertising – all targeted at the communities/areas they are seeking via PA.
- External consultant commissioned to support candidates completing the SEARCH process successfully.
- Longer term – Cadets and Mini Police established. Both in the most diverse BAME communities and not the normal middle-class places. This is hoped to build the next generation of applicants but also positively influences the children’s siblings, parents and other significant adults.

Good Practice

- Examples (which can be shared) of what is working well in implementing the toolkit

The whole approach is worthy of recognition and sharing. In particular the way the work is collectively seen as a cultural change programme rather than an exercise to recruit an additional number of people. In adopting this approach, there is clear recognition of the whole system which extends beyond the force boundaries and across the community. By becoming integrated with communities, more people are becoming to see Nottinghamshire Police as an employer of choice. The understanding of the success or not of each action is commendable and enables ever more effective targeting of finite resources and tactics to those places where they are more successful. This extends to the tracking of each PA Offices individual success rate. The range of tactics is focused, extensive and innovative – it is the sum of them all that makes this work so successful.

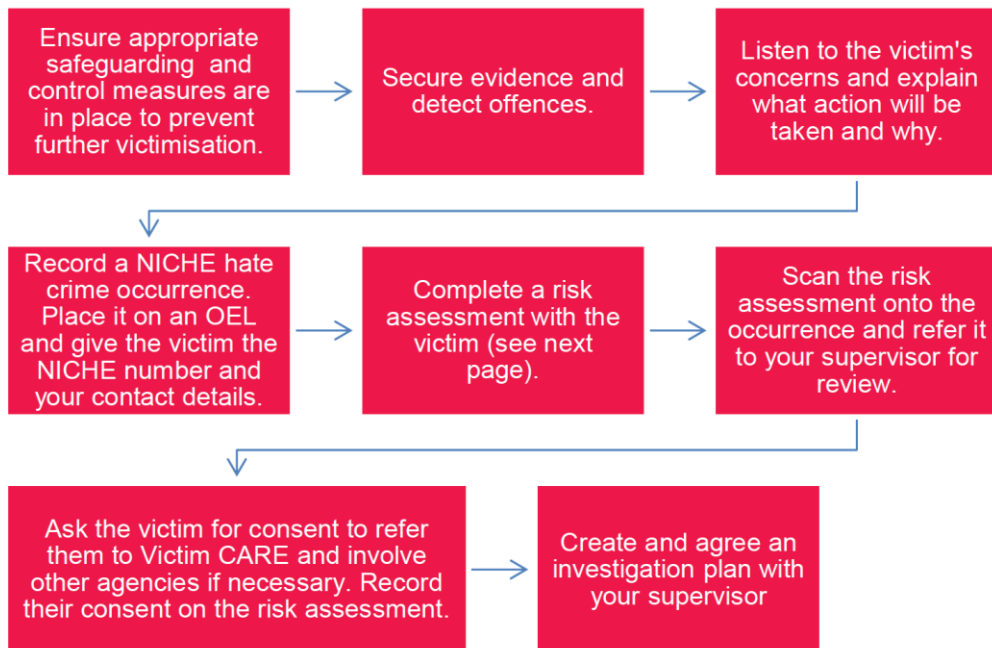
6.4 How are hate crimes cases dealt by Nottinghamshire Police

- Police staff/officer victim care

Nottinghamshire Police acknowledges that in the course of their duties, officers and staff may suffer hate crimes against them. The force makes it clear that they are entitled to support in the same way as any other victim and managers must ensure appropriate support is provided, in line with the victim’s wishes. Managers should also consider support from internal staff networks. The force takes any incidents of hate against its staff very seriously and any offenders will be dealt with in line with force

policy.

Responding officer | Key points



Supervisors | Key points

Initial response

- Ensure appropriate control measures are in place.
- Ensure the hate crime is properly recorded.
- Ensure the risk assessment has been submitted for your review.
- Review Risk Assessment and endorse risk level. If you determine the risk assessment to be a different level, you must give your reasons for this change.

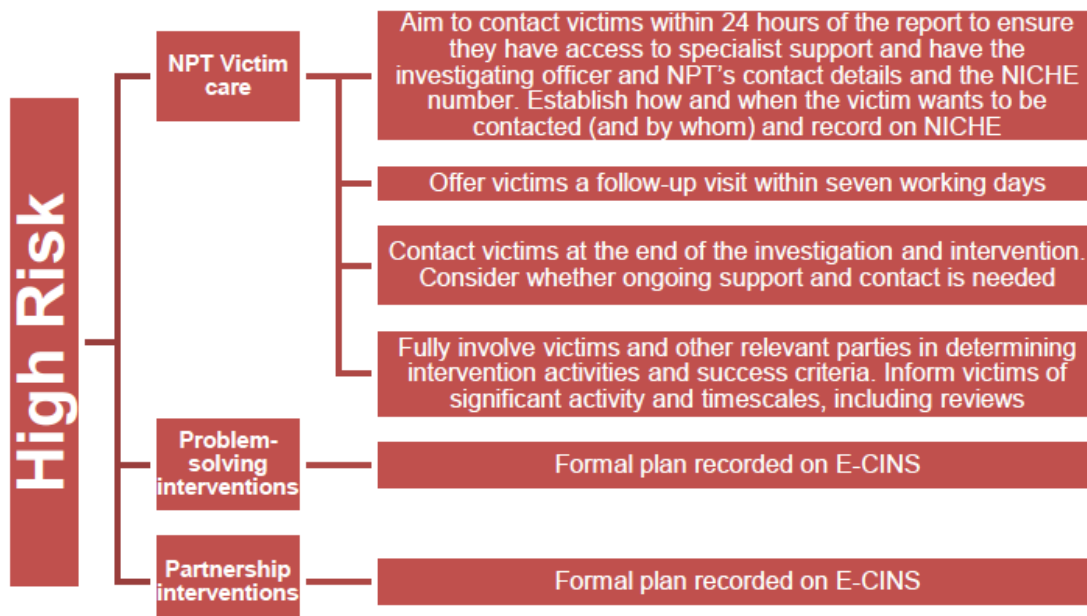
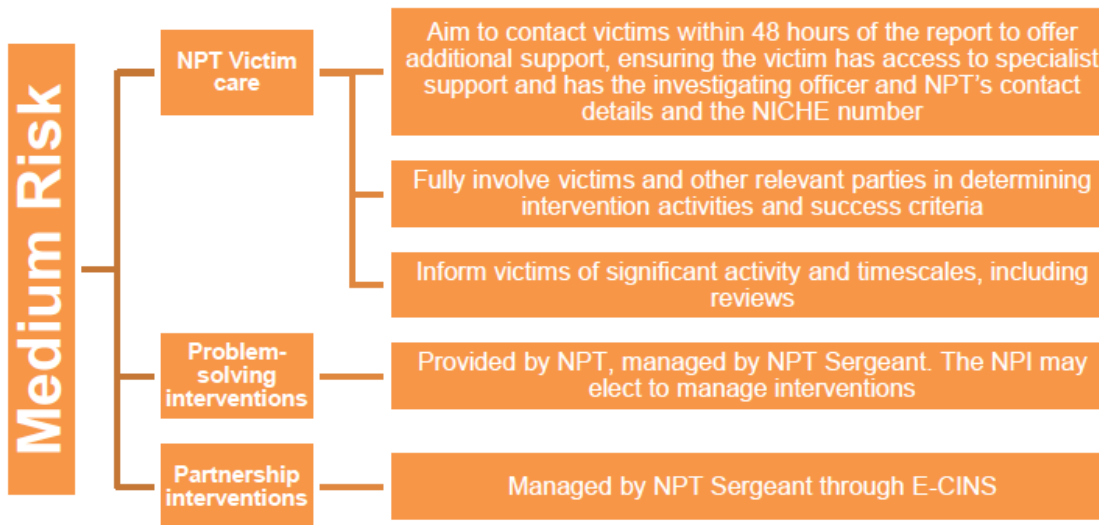
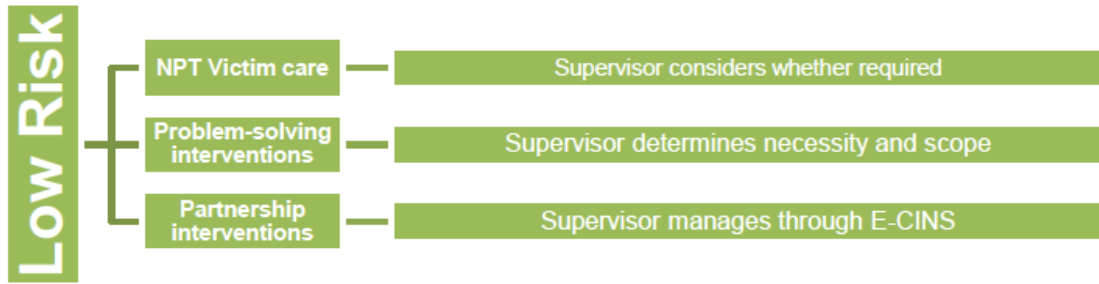
Investigation plans

- Agree an investigation plan within 48 hours of the report.
- Review and manage the investigation plan throughout.
- Provide a high level of intrusive management to ensure a quality and timely investigation is delivered.
- **As a minimum, all hate crime investigation plans must:**
 - Put in place appropriate control measures
 - Address any threats, risks or harms to individuals and communities, as identified in the risk assessment
 - Identify further actions required, including the person responsible and the timeline
 - The investigation plan must be fully documented on NICHE.

Finalising the case

- Supervisors should ensure they are satisfied that the investigation has been conducted appropriately, finalisation is suitable to any tasked problem-solving intervention, and force procedure has been followed.
- At the conclusion of the investigation, the investigating officer must place a final OEL working sheet on NICHE, summarising the case and endorsing the investigation as complete.
- Hate crime investigations (crimes and incidents) will be finalised by PHT Inspectors for the City and County.

NPT interventions



7. References

Boyatzis, R. E. (1998) *Transforming qualitative information: Thematic analysis and code development*, Thousand Oaks, CA: Sage.

Braun, V. and Clarke, V. (2006) Using thematic analysis in psychology *Qualitative Research in Psychology* 3 (2): 77–101.

College of Policing (2014) *Hate Crime Strategy and Operational Guidance*, London: College of Policing.

Equality and Human Rights Commission (2009) *Report on Police and Racism*, London: EHRC.

Home Affairs Committee (2019) *The Macpherson Report: Twenty Years On inquiry*, available at: <https://www.parliament.uk/business/committees/committees-a-z/commons-select/home-affairs-committee/inquiries/parliament-2017/macpherson-report-twenty-years-on-inquiry-17-19/>

Home Office (2019a) *Statistics on the number of police officers assaulted in 2018/19, England and Wales*, London: Home Office. Available at: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/817742/hosb1119-assaults.pdf

Home Office (2019b) *Police Workforce, England and Wales, 31 March 2019 second edition*, London: Home Office. Available at: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/831726/police-workforce-mar19-hosb1119.pdf

Iganski, P. (2008) *'Hate Crime' and the City*, Bristol: The Policy Press.

Macpherson, W. (1999) *The Stephen Lawrence Inquiry*, London: HMSO.

Mawby, R. C. and Zempi, I. (2018) 'Every time it happens, you question continuing as an officer': The Experiences of Police Officers as Victims of Hate Crime *Policing: An International Journal* 41 (5) DOI: 10.1108/PIJPSM-12-2016-0176

Zempi, I. (2018) "Looking back, I wouldn't join up again": The Lived Experiences of Police Officers as Victims of Bias and Prejudice Perpetrated by Fellow Staff within an English Police Force" *Police Practice and Research: An International Journal* 21 (1): 33-48 DOI: 10.1080/15614263.2018.1525381

8. Further information

For further information please contact the author:

Dr Irene Zempi, Senior Lecturer in Criminology, Nottingham Trent University

Email: irene.zempi@ntu.ac.uk

Tel: 0115 848 4155

Address:

Nottingham Trent University
Department of Criminology & Criminal Justice
Chaucer Building
50 Shakespeare Street
Nottingham
NG1 4BU