

Written evidence from Sheffield District, South Yorkshire Police (SYP)

1. Summary

- The continued growth of Neighbourhood Policing aims to improve community relationships and establish and enhance trust amongst communities.
- There is an increased likelihood that ethnic minority communities¹ in Sheffield will be disproportionately affected by certain crime types linked to social inequality and deprivation.
- SYP acknowledge community concerns around disproportionality with regards to ethnicity and policing practices; internal and external scrutiny² is ongoing to better understand these issues^{i,ii}
- Reported hate crime has increased in line with national levels.
- The workforce composition of SYP is not yet representative of the communities it serves.
- Sheffield has demonstrated it can safely facilitate people's right to protest on matters of international and national significance.

2. Introduction to Sheffield Policing District

Sheffield has an estimated population of 584,853 residentsⁱⁱⁱ. It is ethnically diverse with around 19% of its population from ethnic minority groups. The largest of those groups is the Pakistani community, Sheffield also has large Caribbean, Indian, Bangladeshi, Somali, Yemeni, and Chinese communities^{iv}.

Sheffield Policing District is led by the District Commander supported by three superintendent led portfolios comprising operational response, crime and vulnerability, neighbourhoods and partnerships, and supported by police staff.

Sheffield District's focus is on achieving three key objectives outlined in the South Yorkshire Police & Crime Plan:

- Tackling Crime and Anti-Social Behaviour
- Protecting Vulnerable People
- Enabling Fair Treatment

3. Evidence of Racial Inequality and Policing within a UK and Sheffield Context.

3.1 Current Workforce Representation³

It is critical South Yorkshire Police reflects the communities it serves. Currently the workforce is under-represented in staff who self-define as from an ethnic minority group⁴ (4%) compared to the national average (7%)^v.

¹ For the purposes of the submission and in line with internal organisational practices we will use the term ethnic minorities to refer to all ethnic groups except the White British Group. Ethnic minorities include White minorities, such as Gypsy, Roma and Irish Traveller groups.¹ If required reference will be made to either 'aggregated' ethnic groups or ethnic groups as a whole. For example, 'the Black ethnic group as a whole'

² Examples of scrutiny include IAG (Independent Advisory Group) and the PCC Independent Ethics Panel

³ Workforce data is for South Yorkshire Police as a whole, as it was not possible to break the information down to Sheffield specific data only.

We identified through police officer recruitment analysis that some steps in the recruitment process were impacting unfavourably on ethnic minority candidates, for example online tests. We are therefore identifying positive action opportunities to maximise the pool of ethnic minority candidates and to support them through the process.

In the latest campaign (March 2020) 11% of registrations were for candidates who identified as from an ethnic minority group, which is within 0.5% of representing the county's ethnic minority population. This is a positive indication that we are attracting candidates who are representative of our communities and that projected workforce diversity will increase over time.

SYP monitors ethnic minority representation across all ranks from constable to chief officers. As can be seen from the table below, we are not currently representative of the communities we serve in any rank across the service.

Rank (inc. Temporary)	Head Count:	Quarter 4 2020-21	
		% ethnic minority	% other than white
Chief Officers	5	0%	0%
Ch Supt	8	0%	0%
Supt	18	5.6%	5.6%
Ch Insp	41	0%	0%
Inspector	127	5.5%	4.7%
Sergeant	376	2.7%	2.1%
Constable	2246	5.3%	4.1%
TOTAL	2821	137 (4.9%)	106 (3.8%)

Officers self-identifying as from an ethnic minority group have an abiding absence in the two most senior ranks, and there is further noteworthy under-representation in the first supervisory rank of sergeant. There is a small pool of candidates eligible to apply for promotion to sergeant from ethnic minority backgrounds and in the last process none of those officers chose to apply. Only two ethnic minority officers have been promoted to the rank of sergeant in the last 5 years. The Force Equality Board is monitoring all aspects of under-representation within the workforce from recruitment to promotion and as a result has introduced the Equality Hub and is recruiting to a new position of Positive Action Advisor.

3.2 National Context

The nature of policing guarantees interaction with the public, either public initiated encounters e.g. reporting crime or police-initiated encounters including e.g. stop and search, and arrest.

National analysis through a variety of commissioned reports conclude that:

- Ethnic minorities are more likely to be victims of crime, specifically victims of violent crime and homicide.
- 2019/20 data indicates that individuals from Black ethnic groups were about 5.7 times more likely to have force used on them than individuals from the White ethnic group.^{vi}
- Individuals from the Black ethnic group are more than three times more likely to be arrested than from the White British group.^{vii}
- Black defendants in Crown Court cases were the most likely to be remanded in custody, and Black offenders had the highest rate of reoffending compared with other ethnic groups from 2006 to 2014.^{viii}
- Individuals from the Black and Asian groups were over four times more likely to be stopped and searched than White people.^{ix}

These figures show clear disproportionality in comparison to the White British group and albeit these are national reports and national data, the same themes are likely to hold true within Sheffield.

3.3 Stop and Search in Sheffield District

Stop and search is a valuable tool in the policing approach to preventing and detecting crime^x, however its use continues to prompt scrutiny due to the disproportionality of searches of people from ethnic minority groups.

- Between April 2020 and March 2021 18,841 searches were undertaken across South Yorkshire with Sheffield accounting for 44% of this total, which is appropriate to the size of Sheffield within the county⁵.
- Analysis revealed that people who self-defined as Other than White were searched 2.7 times more than those who self-defined as White. Within this, disproportionality was highest for people who self-defined as Black, they were 3.7 times more likely to be searched in the period April 2020 to March 2021. The below table demonstrates disproportionality rates across all self-defined groups⁶.

Sheffield (April 2020 to March 2021)

Ethnicity	Searches	% Searches	Population	% Pop	Searches/1000 Pop	Disproportionality
White	3741	51%	462,544	84%	8.1	-
Black	605	8%	20,082	4%	30.1	3.7
Asian	1115	15%	44,385	8%	25.1	3.1
Other	90	1%	12,398	2%	7.3	0.9
Mixed	188	3%	13,289	2%	14.1	1.7
Not Stated	1599	22%	-	-	-	-
Other than White	1998	27%	90,154	16%	22.2	2.7
Total	7338	44%	552,698		13.3	-

⁵ SYP Stop & search data, includes vehicle searches

⁶ Excludes vehicle searches

- As reflected within the national context, searching for drugs dominates the reasons provided by officers for using stop and search. Drugs were found in 25% of drug-related stop searches conducted in Sheffield between April 2020 – March 2021.⁷
- The positive outcome rate for searches conducted in Sheffield⁸ continues to be significantly higher than the SYP average (24% compared to 21%).
- Stop and Search is scrutinised through the Police and Crime Commissioner’s Independent Ethics Panel, Independent Advisory Groups (IAGs), Body Worn Video Analysis (BWV), and Public Confidence Surveys.
- From January 2020 to mid-June 2021, there were 9 complaints of stop and search received from individuals self-identifying as from ethnic minority groups in Sheffield.

3.4 Hate Crime

Sheffield has seen a 17% increase in reported incidents of hate crime in the last 12 months compared to the previous year period. Increases in reported hate crime over recent years have coincided with Brexit negotiations, terrorist attacks, the covid-19 pandemic, the murder of George FLOYD, and the international Black Lives Matter movement amongst other factors.^{xi}

70% of hate crimes and non-crimes recorded had a factor of race, which is higher than the force average (67%), but lower than the national average. This is due to increased reporting of hate crime in other strands particularly sexual orientation and disability⁹. Sheffield officers are active on the Hate Crime Working Group (a sub-group of the Sheffield Community Safety Partnership), which aims to improve all aspects of hate crime reporting, recording and support for victims.

Neighbourhood Officers in Sheffield lead hate crime investigations to ensure the officers are aware of trends within their community, link with affected groups and ensure support and reassurance to victims. This change and other process changes to improve service have led to 10% increase in victim satisfaction.^{xii}

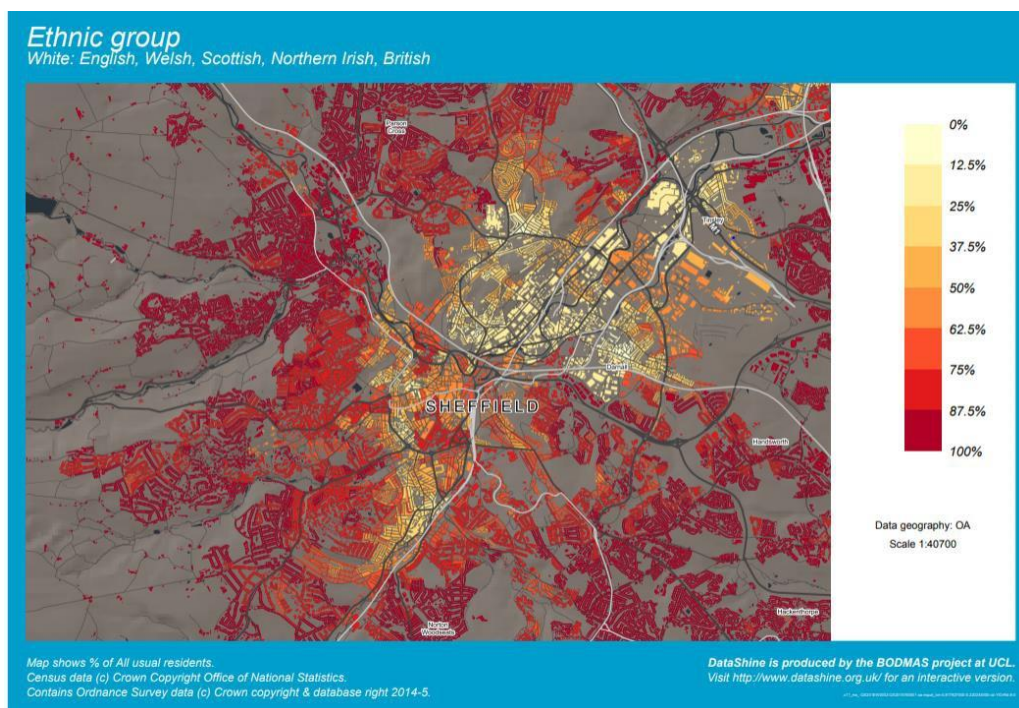
4. Your organisational analysis of the causes or causes of racism or racial inequality in Sheffield

Sheffield District believes there are several interconnected factors that sit behind the causes of racial inequality in our communities. The map below illustrates the proportion of White British residents across Sheffield. Areas shown orange have a higher ethnic diversity of residents – including Burngreave, Darnall, and the City Centre.

⁷ When filtered to only individuals self-identifying as Black, Asian, Mixed or Other ethnicity the positive outcome rate was also 24%. When filtered to only individuals self-identifying as White the positive outcome rate was 26%.

⁸ Where the search has yielded a criminal justice outcome.

⁹ 68% of non-crimes had a factor of race. Non-crimes are recorded for any incident perceived by the victim or any other to be targeted at the victim in relation to a protected strand, however these incidents do not constitute a criminal offence. This data only includes reports received by SYP and may not reflect the true picture of Hate Crime committed in the city.



There are seven areas in Sheffield that are in the 20% most deprived areas in South Yorkshire namely, Burngreave, Darnall, Firth Park, Manor Castle, Park and Arbourthorne, Southey, Shiregreen and Brightside.^{xiii} As seen above, some of these areas correlate with areas of higher ethnic diversity. It should also be noted that the causality between social deprivation and crime has been linked.^{xiv} The top four wards in Sheffield for recorded crime rate and volume were Sheffield City, Burngreave, Darnall, and Southey.

In terms of violent crime, South Yorkshire Violence Reduction Unit Area Profiles show the average rate of violence with injury per 10,000 population per month was highest in: - Burngreave, Firth Park, Park and Arbourthorne and Sheffield City. There were 14.5 violence with injury offences per 1000 population in Burngreave between April 2020 and March 2021, in comparison to the Sheffield average of 7.8 offences per 1000 population over the same time.

4.1 Organised Crime Groups (OCG)

Austerity and its impact on public sector resources has to some extent affected the provision of local support, youth services and policing which assist in crime prevention and contribute to building stronger communities. Together with other factors this has contributed to creating opportunities for organised crime groups to gain ground within some areas. Organised crime takes place in high crime and deprived areas and is known to be strongly linked with drug supply, drug use and violent crime. The supply of Class A drugs brings violence and exploitation to our streets, fear, and intimidation to our communities. Targeted police enforcement including stop and search and executing search warrants, therefore occurs more frequently in these localities to disrupt, deter, and detect such crime. Whilst targeted policing is welcomed by the community, it may also lead to allegations of over policing and disproportionality of effect on ethnic minority groups. We therefore believe activity of organised crime groups is a contributing factor to racial inequality in Sheffield.

We are making good inroads into tackling organised crime through enforcement action and through strong partnership working. In July 2020, SYP created the Armed Crime Team in Sheffield to deliver enhanced investigative and intelligence gathering capacity and focused disruption activity to tackle increasing gun crime linked to organised criminality. The Fortify partnership is also working hard to share information and intelligence on organised crime groups using all opportunities to identify and pursue individuals.

Since the Armed Crime Team's inception targeted activity has led to over 100 arrests, execution of over 60 search warrants, a number of firearms and knives recovered, over £50,000 cash seized, and large amounts of class A and B drugs recovered^{xv}. These results include, in June 2021, two days of targeted action following a long-running operation, which led to the execution of over 30 search warrants linked to suspected drug dealers and more than 20 arrests. A number of those individuals have been charged with offences related to the supply of controlled drugs and remanded into custody. Following the policing operation, the local partnership led by the Neighbourhood Co-ordinator is developing a plan to build resilience and support in the affected community, which includes working with schools and local action groups.

SYP also recognises that the ability to get upstream of violence and tackling the root causes within our communities will assist in reducing racial inequality. We are one of the agencies embedded in the South Yorkshire Violence Reduction Unit, which is taking a public health approach to prevent and reduce violence. This approach is based on the Glasgow Public Health model that supported significant reductions in violence over time.

5. Examples of good practice in relation to reducing racism or racial inequality

5.1 Protests

Following the death of George Floyd, the Black Lives Matter (BLM) movement hosted a protest on Saturday 6th June in Sheffield. 3,500 persons attended. SYP employed a neighbourhood engagement policing approach, there were no instances of disorder, damage or ASB with no police intervention required.

5.2 Policing Responses to incidents of Hate Crime

A week later following the BLM event an ethnically Black family were assaulted and racially abused in Sheffield. The media headlines which emanated challenged SYP's approach to dealing with hate crime. The investigation identified 11 suspects, all of whom were arrested, and evidence presented to the Crown Prosecution Service (CPS) resulted in 8 being charged with affray, 2 of which were also charged with racially aggravated assault.

Another positive approach to dealing with hate crime can be the beneficial effects of bringing the victim and offender together in a restorative justice meeting. This approach was taken after a local councillor was racially abused in the city centre last September. Neighbourhood officers identified the offender, and with the consent of the victim, and following a very remorseful apology from the offender, they agreed to meet at the police station to discuss the event and its effect^{xvi}.

5.3 Attack on Chinese Student: Rapid Response

There was engagement with the Chinese community at the outbreak of Covid-19 due to concerns of potential increasing hate crime and incidents. Following a recent attack on a student in Sheffield, further concerns were highlighted regarding a perceived increase in hate crime towards South East

Asian communities, the attack generated media headlines. Local elected officials, community leaders and police held a rapid virtual roundtable event to ensure reassurance and investigative updates of police action including the arrest and charge of the offender.

5.4 Embedding Neighbourhood Policing in the heart of our communities

Neighbourhood policing allows dedicated teams to problem solve quality of life issues, design engagement approaches and provide targeted activity into our diverse communities. An example is Page Hall which has seen sustained community tensions over several years. A dedicated team was created in October 2020, which is already having a positive effect on community relations and dealing with issues that matter to the residents.

5.5 Equality Hub

SYP have established an Equality Hub which brings together the diverse staff networks and associations across the force to promote and support equality, diversity, and inclusion. For example, after listening to the SYP Association of Muslim Police, SYP installed its first Wudu (ablution facility) in a police station.

Members of the Equality Hub also offer support and advice to the organisation around recruitment and engagement. SYP is in the process of recruiting to a new role of Positive Action Advisor, a police officer who will work within the People and Organisational Department focused on developing the positive action strategy to promote and encourage recruitment, retention and progression of under-represented groups.¹⁰

6. What your organisation believes to be the best way to tackle racism or racial inequality in the City

SYP alone cannot address racial inequalities that exist within Sheffield. To continuously improve as a Police Service, the building blocks we put in place must centre on practices that generate trust, confidence, and improved relationships with our diverse communities.

We believe the following will contribute to tackling racial inequalities:

- The principles of engagement should go beyond what is described as merely interaction. It should be a process of collaboration, in which local people are willing, purposely enabled and empowered to participate. The continued investment in Neighbourhood Policing provides such opportunities.
- Formation of community groups consisting of young people and adults from affected communities to co-design crime reduction strategies.¹¹ Early intervention and prevention should be key elements in the development of such strategies, specifically including themes such as Knife Crime and Violence.
- To improve understanding of rates of disproportionality by working with partners, academics, and communities to recognise and better mitigate its effects in key areas including stop and search, use of force, victim, and suspect statistics.
- The consequence of austerity has had a dramatic impact on youth provision in the City. The reintroduction of evidence-based programmes to prevent gang violence for children and young people should be prioritised.

¹⁰ Expected recruitment will be either to the rank of Sergeant or Inspector. Expected to enhance SYP capacity to work with partners and stakeholders to plan and drive Equality, Diversity and Inclusion (EDI)

¹¹ This was a previous recommendation from a report commissioned by the city: Youth Violence, Masculinity and Mental Health : Learning from the communities most affected, The University of Sheffield (2019)

- Increasing pathways for communities to report hate crime through the establishment of new 3rd party reporting centres across Sheffield and tackling racist views promulgated through social media and on-line.
- Working with local government, partners, education, business, and communities to tackle poverty and inequality to improve social mobility and life chances for those in our most socially deprived and diverse Sheffield communities.

In addition, within SYP:

- Recruitment of officers must take place from a diverse range of people representative of the communities we serve.
- Improve staff awareness and knowledge of the cultural composition of our communities, highlighting the importance of using professional terminology and its impact if used incorrectly.

ⁱ South Yorkshire Police, *Annual Equality Information Report*, February 2021

ⁱⁱ South Yorkshire Police, *Stop & Search Disproportionality Review 2019-20*, February 2020

ⁱⁱⁱ ONS, *Mid-year 2019 population estimates for local authorities*,

<https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationestimates/datasets/populationestimatesforukenglandandwalesscotlandandnorthernireland>

^{iv} Sheffield City Council, *Population and Census*, <https://www.sheffield.gov.uk/home/your-city-council/population-in-sheffield>.

Of note – data for ethnicity breakdown is from the 2011 Census and this analysis is therefore limited whilst awaiting publication of 2021 census results. For context, the 2001 census recorded a White British population in Sheffield of 89.2%, which decreased to 80.8% in the 2011 census.

^v South Yorkshire Police, *Annual Equality Information Report*, February 2021

^{vi} HMICFRS, *Disproportionate use of police powers – a spotlight on stop and search*

^{vii} <https://www.ethnicity-facts-figures.service.gov.uk/crime-justice-and-the-law/policing/number-of-arrests/latest>

^{viii} <https://www.ethnicity-facts-figures.service.gov.uk/crime-justice-and-the-law/courts-sentencing-and-tribunals/remand-status-at-crown-court/latest>

^{ix} HMICFRS, *Disproportionate use of police powers – a spotlight on stop and search*

^x <https://www.gov.uk/government/news/greater-powers-for-police-to-use-stop-and-search-to-tackle-violent-crime>

^{xi} Annual Equality Report SYP

^{xii} Public Accountability Board of the SYPCC, January 2021

^{xiii} South Yorkshire Violence Reduction Unit, *Sheffield Area Profile*

^{xiv} Lammy report / Stop and Search Disproportionality Review SYP

^{xv} Sheffield Public Board Report January 2021

^{xvi} <https://www.examinerlive.co.uk/news/local-news/what-happened-sheffield-councillor-met-19133476>