

Academic Assignments Eilir Jones

Essay one:

How have the different values and cultural norms within diverse communities impacted upon policing? You should evaluate how multi-culturalism has affected professional policies and standards (e.g. PACE, Code of Ethics) as well as policing practice (e.g. neighbourhood policing).

Rather than relying on personal experience, support your answer with relevant evidence drawn from academic sources.

Word limit: 1000 words.

Different values and cultural norms within diverse communities have impacted upon policing as part of the process of diversity and inclusion. The principle of policing by consent, with the core aim of protecting the public, relies upon trust and confidence in the police force. (COP, 2022). The police need to represent that difference physically in their workforce, but also incorporate principles of inclusion and equality into professional standards in legislation, documentation, and daily practice, in order to produce a force that is responsive to the diverse communities it serves.

Diversity is an important concept in modern policing. Diversity can be defined as “the practice or quality of including or involving people from a range of different social and ethnic backgrounds and of different genders, sexual orientations, etc.” (Oxford Languages, 2023). By being more diverse in its workforce, the police consequently become more diverse in its perspective and understanding. Historically dominated by white males, considerable efforts have involved recruiting women, and BAME individuals. (Alogba, 2020). However, a truly inclusive workforce needs to go beyond wide recruitment, and ensure that diverse opinions and viewpoints are given weight and balance in daily practice and embedded with principles of inclusion. This involves creating an environment where *all* are given equal opportunities, the facility to develop and progress, and ensure individuals are not excluded or marginalised. (Blue Light, Why Diversity and Inclusion Matter). A more diverse police force has distinct advantages - widening of experiences and knowledge; improved social interaction with diverse communities; improved relationships with persons from diverse cultural backgrounds; an expanded perspective for tackling problems and awareness of the surrounding community. Therefore, modern forces encourage an environment where diversity is welcomed and valued. Consequently, there is a widening of tolerance and understanding, which impacts upon behaviour choices. (Blue Light, Why Diversity and Inclusion Matter).

Not only is inclusion the right choice ethically, it reinforces the principle of policing by consent. Public cooperation is dependent upon the public perceiving the police as trustworthy and impartial. (COP,2022). Policing is more effective where there exist strong relationships with the community, listening and partnership working, thus empowering the communities. Historical events have directed change in practice and legislation. The Brixton riots, accusations of racism, and the disproportionate and indiscriminate use of Stop and Search powers against young black men resulted in changes in legislation and police practice. The previous SUS legislation was replaced by the Police and Criminal Evidence Act (PACE) 1984 and the creation of the Independent Police Complaints Authority. (Cook, 2021). It also led to an understanding that representation of diverse communities within the police force, reinforces the belief by those communities that they are understood, listened to and valued. Forces have recognised this by adapting their working practice and investing in Neighbourhood policing. PCSOs for example, build relationships within the communities they serve. Proactive efforts to engage local communities to work with the police to solve difficulties in working groups, and multi-agency approaches have now become standard practice. (COP, 2015). Equally, a diverse and inclusive workplace, undermines stereotypes and increases productivity.

Legislation has embedded these principles of inclusivity in order to strengthen and universalise them. The Equality Act legally protects people from discrimination and sets out what is determined as discrimination. (Equality and Human Rights Commission, 2010). The Equality Act streamlined existing separate legislation related to equality. This is partnered by hate crime legislation – crime based on Race, Religion, Disability, Sexual Orientation or Transgender Identity. This legislation tackles a sadly expanding problem – a 26% yearly increase in 2021/22 upon the previous year. (Allen, 2022, p.4). The Public Sector Equality Duty, also requires public bodies to actively prevent discrimination. Equally, some legislation has been implemented specifically due to an increase in multiculturalism and the introduction of crimes specific to certain cultural groups, such as honour based violence, forced marriage and FGM. In addition to legislation police have adapted systems - there is an honour based violence section within the DASH risk assessment (Domestic Abuse Stalking and Honour Based Violence) and officers receive training to ensure they understand and recognise these culturally based crimes.

Police are expected to adhere to specific standards, and this is outlined in the Code of Ethics. (COP, 2014). This incorporates in its professional standards the Policing Principles, the ethical standards set out in The Seven Principles of Public Life. (Gov.UK., 1995). Principles such as Fairness, Objectivity, Respect, are core in promoting equality and fighting discrimination. The Code of Ethics specifically states that officers will be fair and impartial with key 3 standards – to

uphold the law regarding human rights and equality; to treat all fairly and with respect; to treat all impartially - the Code of Ethics would expect officers to consider the needs of individuals with protected characteristics.

By identifying discrimination in legislation and welcoming diversity in daily practice, a better understanding of barriers to inclusivity emerges. This leads to changes in legislation and working practice. The notorious case of Sophie Lancaster, underlines the importance of specific legislation directed towards crime underpinned by difference. (Sophie Lancaster Foundation, 2023). Legislation has also been enacted to overcome specific barriers to inclusion, e.g. language as inability to communicate fully can lead to discrimination. (The Equality Act, 2010). Police seek to widen their communication abilities, by providing specialist training and actively encouraging recruitment of officers with diverse communication skills. The Welsh Language Act, 1993, gives equal weighting to Welsh and English languages by public bodies within Wales. Individuals have the right to communicate/ interact with officers in Welsh. Therefore, Welsh officers are expected to have a certain level of Welsh language ability. (Gwent Police, 2021-22). Equally, a better understanding of mental health issues or conditions such as Autism has led to changes in working practice in order to mitigate barriers, and continues to be an area of development. (COP, 2022a).

In conclusion, while not all communities may be multicultural, the issues raised by an increasingly multicultural society have empowered change which has been expanded into the concept of *inclusivity* and powers the vision of policing for the future. Policing Vision 2025 outlines a force where policing by consent, with multi-agency responses, to the specific needs and priorities of diverse communities, lies at its heart. (NPCC, 2016). The drive for a more diverse workforce now extends beyond ethnicity and gender, into recruitment of those with underrepresented characteristics. Training priorities will ensure that inclusive practice becomes the norm, offering an inclusive service that reduces inequalities and tackles prejudice and unintended bias. Community engagement is at the core of this process, cementing relationships, deepening understanding and building trust, mutual respect and cooperation. (Blue Light Valuing Difference and Inclusion).

Essay two:

What makes vulnerable young people and adults more at risk of exploitation by criminal gangs? Examine both the psychological and socio-economic characteristics of victims of exploitation.

Your answer should be based on academic research, but you may make reference to relevant case studies.

Word limit: 1000 words.

The College of Policing defines a vulnerable person as someone who “as a result of their situation or circumstances, ... are unable to take care or protect themselves, or others, from harm or exploitation.” (COP, 2021a). The role of the police is to protect the vulnerable, which includes risk of exploitation by criminal gangs. There is much research into the nature of vulnerability, as early identification can lead early intervention, and consequent potential reduction in harm. (NPCC, 2022). The role and perspective of policing has changed, “from the shift of emphasis as law enforcers to safeguarding and protectors of the public” (Blue Light Academy, Vulnerability and Risk). Both psychological and socio-economic factors have been identified as influential characteristics in victims of exploitation.

There are different interpretations of vulnerability, and different agencies will work to their own definitions. Vulnerable persons may be victims and/or perpetrators, and that the concept of vulnerability is complex. In the light of historic cases, such as the Rotherham child exploitation case, Alexis Jay report, Operations Stovewood and Linden, which identified a culture where children were viewed as participants not victims, important definitions and clarifications have been made. (BBC News, 2022).

“I think we saw these girls not as victims but as troublesome young people out of control and willing participants. We saw it as child prostitution rather than child abuse, and I think that was broadly accepted” (The Guardian, 2015). Historically, this attitude contributed to vulnerable person exploitation, as crimes were not investigated and/or prosecuted. Now HM Government makes it clear that “children who harm others are both victims and perpetrators” (HM Government, 2010, p.6.)

Perhaps one of the best examples of victim and/or perpetrator vulnerability comes from County Lines drugs, where organised criminal gangs exploit vulnerable children and adults to participate in illegal drug running and distribution. These Organised Criminal Gangs (OCGs) use a variety of methods to entice or intimidate children and vulnerable adults including intimidation, coercion and violence (including sexual violence). (Blue Light Academy, Vulnerability and Risk). HM Government has a triangle of risk factors for a person being involved in an organised crime gang. (HM Government, 2010, p.19.) This takes a 3 sided perspective on risk - child development, parenting capacity and family and environment - identifying high, medium and low risk factors for each aspect. For example, in family and environment, high risk factors include: family/ or wider family members associated with gangs; community acceptance of crime; high levels of crime in the locality; gangs in community; gang recruitment at school; tensions between local ethnic, cultural, religious gangs. The presence of these factors increases the *risk* of likelihood in gang participation. The more factors that are present the higher the risk. Herrenkohl et al (cited in CYCJ, 2021) states “Clusters of risk factors have

significance: a 10-year-old exposed to six or more risk factors is 10 times more likely to commit a violent act by age 18 than a 10-year-old exposed to one risk factor”.

A similar pattern has been recognised in children identified as ACE’s – Adverse Childhood Experience - “stressful events during childhood that can have a profound impact on an individual’s present and future health” which include “being a victim of abuse, neglect, or growing up in a household in which alcohol or substance misuse, mental ill health, domestic violence or criminal behaviour resulting in incarceration are present” (Di Lemma et al, 2019, p7). The more exposure to ACE’s a person receives, the higher the likelihood of negative long term impacts upon their health and wellbeing, with persons experiencing 4+ or more ACE’s being at most risk. (Wainwright et al, PowerPoint slide 5).

A person’s wellbeing or mental health also has an impact on their likelihood to become a victim of crime, with 45% of person’s with severe mental illness being victims of crime. (Pettitt et al, 2013). Equally, persons with a physical or learning disability are also at high risk of exploitation due to their vulnerability. Research has also highlighted that substance abuse and exclusion from mainstream education as important factors in increasing a person’s risk of exploitation. (Home Office, 2018, p.5).

Research suggests that the age of a person both affects their vulnerability and their likelihood to become involved in crime – early on-set of criminal activity. (Theobald and Farrington, 2014, cited Blue Light Academy). A child/ teenager is both more vulnerable in their ability to be influenced by others, not see long-term implications, swayed by peer pressure/ search for identity/ sense of belonging, search for excitement, but is also statistically more likely to be involved in criminality between the ages of 11-25, known as the age-crime curve. (Matthews & Minton, 2017).

Psychological theories of criminal engagement may also interact with factors that influence vulnerability. The psychodynamic theory priorities “psychological immaturity and particularly weak self-control” and the social location theory “where one is located within the social system.” (HMA, 2016, p.1). Differential association theory priorities “contact and exposure to pro-criminal and anti-criminal patterns.” (HMA, 2016, p.1). A more complex approach is the general personality and social psychological theory where “we must come to understand the individual’s own estimation of the balance of rewards (benefits) and punishments (costs), and the “density” of each.” (HMA, 2016, p.3). These theories correlate with the triangle of influential factors that increase risk, previously discussed. (HM Government, 2010, p.19).

Many of the theories identify characteristics that when present, make vulnerable persons’ level of risk of exploitation by OCGs greater. The risk will be magnified if those responding to and dealing with vulnerable persons as

perpetrator/victim, do not fully accept this dual status, and respond appropriately, as part of the safeguarding process, in usage of the National Referral Mechanism (NRM) and Modern Slavery Act (MSA). (HO, 2018). This response is dependent upon effective multi-agency working, which can be difficult as authorities can sometimes be unsure how to best proceed in the interests of the vulnerable person. This is particularly pertinent in County lines drugs where the vulnerable person is merely an expendable courier unlike Child Sexual Exploitation where the child is the commodity. (Hudek, 2018).

In conclusion, in any given individual, a unique combination of psychological and socio-economic characteristics will contribute to their vulnerability, although the presence of multiple factors increases risk. However, as the recent tragic case of Rhiannon Rudd demonstrates, when vulnerable persons are not identified and treated accordingly, tragedy can ensue, with this 15-year-old autistic girl committing suicide, after being prosecuted for terrorist offences, instead of being recognised as a victim of exploitation. (De Simone & Winston, 2023).

Essay three:

How effective is MAPPA as a means of managing offenders?

Rather than relying on personal experience, support your answer with relevant evidence drawn from academic sources.

Word limit: 1000 words.

Multi-Agency Public Protection Arrangements (MAPPA) was established in 2003 under section 325 to 327 of the Criminal Justice Act. The purpose of MAPPA is to provide a statutory framework for multi-agency partnership working, in order to protect the public, including victims of crime, from serious harm. The process structures multi-agency working to assess and manage the risk of dangerous, violent or sexual offenders to the public. Police, Prison and Probation services work together to form a MAPPA Responsible Authority, which corresponds to police force areas. MAPPA also incorporates other professional services as appropriate, such as Children's Services, Youth Offending, Adult Social Care, Health etc. (Ministry of Justice 2019). When judging the effectiveness of MAPPA consideration needs to be given to the methods used to assess and track offenders, and the definition of "management of offenders". The purpose of MAPPA is to *prevent* harm to the public, therefore, one way to assess the success would be to evaluate reoffending rates. However, this relies on the premise that the offender *would* reoffend unless engaged in the programme, which cannot be taken as a certainty. Indeed, it is difficult to evaluate the effectiveness of preventative measures, as you are measuring what has *not* occurred.

MAPPA itself uses statistics on reoffending to measure its effectiveness. This is measured under Licence Breaches and Serious Further Offending (SOF). This

generally shows MAPPA to be effective – Category 2 and 3 licence breaches have decreased steadily; SFO numbers have risen gradually in line with the general increase in MAPPA population but has seen a 26% decline in 2018/19. (Ministry of Justice 2019, p.8.). Research comparing pre and post MAPPA implementation reconviction rates, 2000-2010 main findings, included that Category 1 offenders had a lower proven reoffending rate than Category 2 – probably due to higher levels of professional involvement; new MAPPA high risk offenders saw a 20% reduction in one year proven reoffending; a 45% decrease in the rate of highest rate of reoffending group. The analysis concluded that “MAPPA may be making a positive contribution to managing offenders convicted of serious offences” (Bryant et al, 2015, p.p.3-4). However, MAPPA can only be effective if its systems, and the people implementing those systems are themselves effective.

A key concept for considering the effectiveness of MAPPA, is that its purpose is to manage risk; it cannot guarantee the safety of the public. Therefore, it could be judged on the effectiveness of its ability to manage risk. This is dependent both upon the systems in place to track and assess risk, and the day to day effective usage of these systems by staff. MAPPA has robust systems in place to categorise the risk of harm posed by offenders, by categorising them into 3 strands. Category 1 offenders are registered sex offenders; Category 2 are violent offenders, who may include sexual offenders that do not meet category 1 requirements, Category 3 are other dangerous offenders who do not qualify for Category 1 or 2. Dependent upon category, different levels of response and management are required. Further systems are also in place to safeguard and prevent harm to the victims - for example in high risk domestic violence cases a Multi-Agency Risk Assessment Conference (MARAC) meeting is held. Effective systems to report information, share and disseminate it also need to be in place. VISOR, the Dangerous Persons Database, is a key tool used to manage and share information which contributes to the risk assessment process. Failures in the usage of these systems would impact upon the effectiveness of MAPPA overall. Criminal Justice Joint Inspection, highlighted these basic failures among 19 recommendations for improvement. The need to identify a lead agency, to take detailed minutes of meeting and upload information promptly into VISOR were some of the recommendations. (HM Inspectorate of Probation, 2015, P.7.). However, the existence of an inspectorate body to provide oversight and recommendations, does weigh in favour for the effectiveness of MAPPA as an organisation, with an expectation of continual improvement. Indeed, the 2015 inspection found significant improvements on the 2011 inspections findings. However, it also noted inconsistencies between regional areas. In 2022 the inspectorate concluded that cases at 2 and 3 “largely achieves its aims of managing the risks that violent and sexual offenders pose to the public; for Level 1 cases, further improvements are needed.”. It should be noted that Category 1 cases form the bulk of the caseload at 98.4% and the report identified that a fifth of Category 1 cases should in fact have been designated Category 2. (Criminal Justice Joint Inspection, 2022, P.5.).

Individuals are proven to be at a raised risk of reoffending if one or more accompanying issues exist. Influencing factors include substance misuse, lack of

family support, poor social networks, impulsivity tendencies, pro-criminal attitudes, lack of suitable accommodation, unemployment and mental health issues. (Ministry of Justice, 2013, p.3.). Individuals are unique and any combination of the above is possible. Support with the above difficulties is likely to mitigate reoffending risks. (Ministry of Justice, 2013, p.12.). A strength of MAPPA is its multi-agency approach, offering an individualised service to match to needs. However, MAPPA deals with dangerous and sexual offenders and mitigating these difficulties may have less impact on offender motivation towards criminality than it would towards low risk offenders. His Majesty's Inspectorate of Constabulary (HMIC) recognised that risk assessments need specialist staff and are time consuming, that workloads were too high, assessments were delayed, and neighbourhood teams were not aware of registered sex offenders in their area. (HMIC, 2017, p.p. 69-71).

In conclusion, the effectiveness of MAPPA can be judged in the *impact* of the procedures upon offenders. The impact of failure of MAPPA systems can be tragic, as demonstrated by the murders of Diane and Holly Fallon, where failure of agencies to share information was found to be significant. (East Ayrshire Chief Officers Group, 2011). While it cannot be said that following correct procedures fully *would* have prevented their deaths, it can be said that *not* following procedures fully made missed opportunities that *may* have prevented their deaths. Therefore, the challenge of the correct implementation of systems, remains a part of MAPPA's ongoing process of refinement and improvement, in order to improve its efficacy.

Essay four:

Why is it necessary for independent bodies (i.e. IOPC) to hold police officers accountable?

You must use academic research to support your answer.

Word limit: 1000 words.

"The principle of policing by consent relies on the trust and confidence, that the public has in the police service" (COP,2022). Without public confidence in the ethical impartiality and integrity of the police, the trust in partnership between the police and the public is eroded. The professionalism of the officer is defined with a clear Code of Conduct and Code of Ethics to embed consistent and clearly defined standards for police officers to adhere to. To avoid potential accusations of discrimination and ensure public confidence in impartiality, it is necessary to hold police accountable to independent bodies.

There are a number of areas where police are open to risks to their integrity. Social media, sexual misconduct, corruption, drugs, private business interests, and infiltration by Organised Crime Groups (OCGs). (Blue Light Academy, Professional Standards). There are a number of reasons why police officers may make wrong choices. These include loyalty to colleagues or others; a "noble" cause where officers make a clearly wrong choice for reasons perceived as "right"; a corrosive environment where officers are influenced by those around them; a wrong choice

made through ignorance or thoughtlessness. (Blue Light Academy, Professional Standards). Where integrity has not been maintained, this has led historically to cases of malpractice, which have on occasion led to serious miscarriages of justice, e.g. the cases of Stephen Kizsko, the Cardiff Three, Birmingham Six and the Guildford Four. The enormous impact that lack of police integrity had upon the lives of innocent persons should not be underestimated. Neither should the consequent impact upon public perception. When police officers do not act with integrity and professionalism, or make mistakes but lie about the circumstances, public confidence in the police is diminished. Cases such as Hillsborough and the Leveson enquiry, contributed to a negative perception of the police. (Dodd,2012). Police misconduct cases, which are open to public scrutiny, such as the involvement of officers in illegal steroid use, also contribute negatively. (BBC News 2013). One of the biggest areas of concern is the unauthorised disclosure of information to OCGs, and their potential infiltration of police forces. (Harper,2014).

Consequently, in order to be seen as impartial, police have a dedicated complaints body. The Independent Office for Police Conduct (IOPC) and Professional Standards Department (PSD). The PSD deal with public complaints about police officers; they are responsible for receiving, recording, investigating and resolving complaints. The PSD ensure that all matters are dealt with in line with the Code of Ethics. The Code of Ethics was developed under section 39A of the Police Act 1996 (as amended by section 124 of the Anti-Social Behaviour, Crime and Policing Act 2014) It encapsulates the professional standards officers must adhere to with 9 policing principles including: "Accountability; Fairness; Honesty; Integrity; Leadership; Objectivity; Openness; Respect; Selflessness." Plus 10 standards of professional behaviour – "**Honesty and integrity**; Authority, respect and courtesy; Equality and diversity; Use of force; Orders and instructions; Duties and responsibilities; **Confidentiality**; Fitness for work; **Conduct; Challenging and reporting improper conduct**" (COP, 2014). The IOPC, (formally the Independent Police Complaints Commission) deals with serious cases of complaint, and reviews and appeals from those unhappy with their case outcomes or progression. However, they also work to increase public confidence by making recommendations, influence changes and ensuring accountability. (IOPC,2020). His Majesty's Inspectorate of Constables and Fire & Rescue Service (HMICFRS) then oversees the efficiency and effectiveness of the police force, which include report sections on integrity and corruption. While they have no regulatory powers, forces must respond to their reports. (HMIC, 2011). They identified several methods by which forces needed to strengthen policies and procedures relating to integrity. (HMIC, 2011, p.p.61-62).

Police can be open to allegations of unprofessionalism if they are not perceived as effective by the public. This in turn erodes the principle of policing by consent, and public co-operation. This brings into question how effectiveness in policing is measured. Under Peelian principles police effectiveness is indicated by the absence of crime and disorder. Modern concepts of effectiveness are measured by the police Competency and Values framework. This has resulted in the reinvention of the concept of the police officer – as "expert, leader and owner of special powers". (cited by Blue Light Academy, Maintaining Professional Standards). Under this model,

preventative policing based on priorities, and multi-agency cooperation may concentrate police activity in certain areas. This makes accountability essential to avoid perceptions of bias.

However, effectiveness cannot be obtained by means which question police ethics and raise moral dilemmas. For example, AI facial recognition software, which is arguably an effective tool with which to fight crime, but which raises moral dilemmas with arguments against its use including invasion of privacy, impact upon personal freedom, violation of personal rights, vulnerability to data breaches or manipulation of technology, and computer error leading to potential arrest or conviction of innocent people. Similarly, ethical issues also arise over body cam, vehicle stops and revenue generation. (Blue Light Academy, Maintaining Professional Standards). In order to counter this, independent organisations have been created to investigate and debate such ethical dilemmas. The London Policing Ethics Panel (LPEP) for example, provides ethical advice on policing matters that may impact upon public confidence in the police. They in turn, abide by Accountability and Transparency Principles in order to be independent and impartial. (London Policing Ethics Panel, 2014). The LPEP made reference to principles embedded in the past which are still at the heart of the accountability of police today.

“The power of the police to fulfil their functions and duties is dependent on public approval of their existence, actions and behaviour and on their ability to secure and maintain public respect.” (Commissioners of Police of the Metropolis, 1829, cited in, London Policing Ethics Panel, 2014, p. 6). Unlike 1829, police today also face the intense scrutiny of the media. The recent case of rogue Metropolitan Police officer David Carrick, convicted as a serial rapist, caused a media storm which spiralled sideways into headlines where “Met chief says 800 officers investigated over sexual and abuse claims” took precedent and consequently cast a shadow of disrepute over all police officers. (BBC News, 2023) Fundamentally, the vast majority of officers will be ethical, however, given the contentious nature of policing, and the need to make split second decisions, it is also inevitable that mistakes will occur. Hillsborough has made clear the dangerous road that can result when mistakes lead officers to collude to protect each other, instead transparency is essential. It is the essence of policing by consent that public confidence is maintained, and that police actions are held up to independent scrutiny in order to safeguard that partnership.

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