

# Review of Greater Manchester Local Criminal Justice Board (LCJB)'s Policies, Procedures and Practices on BME Community Engagement and Confidence in the Criminal Justice System



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# **Executive Summary**

## **Introduction**

In 2003, the Criminal Justice Confidence Unit issued a framework document (Confidence Task Force, 2003) setting out government policy for the improvement of confidence in the criminal justice system. This Document also tasks Local Criminal Justice Boards (LCJBs) to identify specific drivers of confidence and satisfaction in local areas and implement improvements in five performance areas including community engagement and public confidence. At the same time the Government's determination to take on board the recommendations of the Stephen Lawrence Enquiry in 1999 has fuelled the prioritisation of black and minority ethnic issues within this process of change. Engaging with Black and minority ethnic communities and raising the confidence of this group are important areas of the work of LCJBs. More importantly, there is the need to review policies in order to ensure that they are adequate in meeting stated PSA targets on confidence. British Crime Survey figures have shown that Black and minority ethnic people nationally have a little less confidence that the criminal justice system respects the rights and treats fairly people accused of committing a crime, but have more confidence in aspects of its effectiveness than do White people. While the results of the April – December 2007 Citizenship survey show that the proportion of BME people who feel that they would be treated worse than other races by criminal justice agencies has declined, the proportion is still much higher than that of the White majority population (Communities and Local Government, 2007: 14). The 2007 Survey revealed that young Black people (aged 16-24) are significantly more likely than White, Asian and Mixed/Chinese/Other young people to feel that they would be treated worse than other races by at least one of the five CJS organisations. BME confidence in the CJS is still undermined more in terms of rights than effectiveness.

The Greater Manchester Local Criminal Justice Board (GMLCJB) recognises the importance of consulting with BME communities in order to inform service delivery at the local level. The Board recognises that this is a key factor in ensuring that criminal justice services are fair and free from discrimination. Engaging communities in the work

of the criminal justice agencies is one way of ensuring accountability and transparency in the delivery of services. This relates to the wider government policy of encouraging the public to be more effective citizens, of promoting involvement in decisions that affect their lives and empowering them to achieve that participation

This report details the findings of a review of GMLCJB's policies, procedures and practices on engagement with the local Black and minority ethnic (BME) population and the Board's efforts to raise the confidence of these groups in the local criminal justice system. The focus of the research is the Board, not its constituent agencies. The aims of the project were:

- to provide a comprehensive and complete review of 'race' issues within the criminal justice system in Greater Manchester concentrating on the following key areas of activity: community engagement and the key policies, procedures and practices which impact on Black and minority ethnic people (BME)'s confidence in the CJS, in Greater Manchester.
- to provide recommendations to the Greater Manchester LCJB that would lead to the development of the following (a) BME Confidence Strategy (b) BME Community Engagement Strategy (c) A vision and focus for the Board on 'race' issues in the criminal justice system at the local level.

## **Methodology**

The research was conducted in two stages:

- Stage one: A review of documents pertaining to community engagement and confidence in the CJS in Greater Manchester as provided by GMLCJB staff. The documents included GMLCJB's policies, strategies, initiatives and procedures relating to community engagement and confidence in the CJS and documents

from the LCJGs on similar issues. The research team's remit did not cover the policies, procedures and activities of individual criminal justice agencies except as provided by GMLCJB as evidence of Board activities.

- Stage two: In-depth face-to-face interviews with all the nine members of GMLCJB, with the exception of the YOT representative, who was interviewed by telephone. The interviews used a semi-structured interview guide. All interviews were tape-recorded with the permission of Board members. Interview questions covered issues such as the Board members' perceptions of their role generally and their satisfaction with the Board's performance in the areas of BME engagement and confidence, the relationship between the Board and the 10 LCJGs in the areas of BME community engagement and confidence; how the work of the Board on BME confidence and engagement is coordinated and evaluated; what Board members consider to be the barriers to effective BME community engagement and confidence in Greater Manchester and their suggestions for improvement. Interview transcripts were analysed using NVIVO. This enabled consistent coding and grouping of emerging themes.

## **Findings**

The information that the researchers received from the Board showed that the Greater Manchester Local Criminal Justice Board is very active. It has taken on board the need for community engagement and improving public confidence in the criminal justice system and developed plans to deliver on those issues. It has implemented activities under those plans.

The documentary analysis revealed some evidence of awareness of BME issues. For example:

1. GMLCJB Confidence Delivery Plan (2003) includes race issues as priority areas in relation to community engagement and sets out proposed actions towards improvement of BME confidence in the criminal justice system. The 2006-7



- Delivery Plan states that GMLCJB seeks to improve BME confidence as a priority. Some LCJG local plans also include proposed activities to reach BME groups, although the plans vary widely in format and content. .
2. GMLCJB has carried out analysis of demographic data and two detailed surveys in 2005 and 2006 to ascertain levels of confidence in the local BME community and identify issues of concern. The confidence measure required by the PSA 2 target (the percentage very or fairly confident that the CJS is effective in bringing offenders to justice) was higher than the British Crime Survey indicated for the Greater Manchester population as a whole. This is in line with national findings.
  3. Greater Manchester Police has produced detailed diversity performance data for 2006-2007 identifying some disproportionality in victimisation, sanction detection rates, PACE searches, arrests and offence decisions.
  4. The Joint Report (2006) reported that GMLCJB had initiated work to monitor processes in relation to hate crime and examined current police, CPS and court handling of hate crime, finding variability in response. GMLCJB had identified hate crime as an area to progress.
  5. In the area of raising knowledge about the CJS there have been a number of events such as open days, road shows, “You be the Judge” events, and “Confidence in Justice” events. The research team has seen some items of publicity material relating to specific BME issues such as race-hate crime and some evidence of targeting BME media, such Asian newspapers and radio stations.

However:

1. There is no overall strategy concerning BME engagement and confidence issues, but only references in documents on general public confidence and engagement. This may be a reason why there is little clear focus on BME matters at strategic level meetings.
2. While the strategy documents reviewed state the intent to improve BME engagement and confidence and indicate planned actions to achieve this, the

mechanisms for impacts and the extent of implementation of activities are not always clear.

3. There is geographic variation across the area in tackling BME engagement and confidence. Only some of the LCJGs plans have aims specific to the BME community. Some additionally describe specific initiatives to target BME communities. All LCJGs should show evidence that they have considered BME communities in their plans.
4. While demographic analysis has provided information which could be useful in focussing BME community engagement, there is a lack of evidence that this has been used.
5. The BME survey identified a number of issues, including:
  - Confidence in equality of treatment of those accused of crime (including the need to improve equality and publicise that improvement).
  - Confidence in prompt and efficient dealing with cases (including response issues and education concerning realistic expectations).
  - Variations in confidence by ethnic group
  - Variations in confidence by area
  - Lack of knowledge about CJS agencies
  - Need for positive stories
  - Language difficulties
  - Front line contact issues – perceptions of attitudes

However, the documentation reviewed lacks clear explanations of how these issues have been taken forward, although there is evidence that there have been attempts to address some (eg promoting knowledge of CJS agencies).

6. Evidence of monitoring of performance in relation to equality of treatment for BME people by agencies other than the police has not been available although a Joint Inspection for the Greater Manchester Criminal Justice Area (2006) said that GMLCJB had commissioned data in respect of proportionality regarding offenders, presumably for all relevant agencies. It is important for all CJS agencies to contribute to raising BME confidence by providing such data.

7. While the surveys provide measures of confidence and perceptions and there is performance data in respect of the police, the review has seen little evidence of attempts to measure change. The two surveys used different sampling frames, and are not directly comparable, while there has been no repeat for 2007. The police data is for one year only.
8. In conveying messages about reductions in disproportionality and other performance to the public, it is important that the information be easily comprehensible. While the police performance data is comprehensive, it is produced for police commanders and diversity champions and would need simplification for the public. The research team saw no evidence of publicity material concerning performance that could impact on the perceptions of the BME community.
9. There is little evidence other than anecdotal that the events conducted with the aim of raising knowledge about the CJS have reached minority ethnic communities. The little monitoring information made available to the research team suggests that most participants in events have been white, and there has been no systematic analysis which could measure impact on BME people.

The above results indicate that whilst the Board may have performed well in the area of community engagement and raising confidence in the local criminal justice system, there was no clear evidence that the Board or the LCJGs have prioritised or targeted BME communities specifically. More importantly, the researchers did not find much evidence of an overall coordination of the activities of the LCJGs by the Board. In addition, there was little evidence of evaluation of the initiatives to raise confidence and engage with BME communities in terms of either outputs (e.g. numbers reached) or outcomes (change in perceptions of the BME communities.)

The responses from the interviews revealed that Board members are engaged with race issues and committed to achieving the goals and targets set for the Board in this area. All members of the Board said that race issues were important to the overall strategy of the Board. However, the majority of Board members had reservations as to the extent of the

emphasis that has been placed on race and diversity issues in LCJB operations. Approaches had varied, with a pre-existing Diversity Delivery Group having been abandoned in favour of project specific groups and working through LCJGs. Board members felt that the result was a lack of overall focus on race issues. However, responses were mixed as to the desirability of appointing a dedicated lead on the Board to deal with 'race' and diversity issues and co-ordinate BME confidence and community engagement work.

Board members thought that, while activities and events specifically targeted at BME communities had been few, more general events were relevant to both BME and white communities. There were interview references to particular sentencing events, which had been held in ethnic minority areas or had attracted a diverse mix of people. Events in the area of raising knowledge about the CJS were said to have been well received.

Although some members were not aware of the existence of the newly established Community Consultative Group (VOICES), some members showed enthusiasm for the concept and suggested a need for a clear definition of role for the group.

Some members discussed initiatives by their individual agencies although it was accepted that more might be required. Members also acknowledged a lack of consistency geographically across the area. Board members were, however, unable to say whether events and initiatives had achieved their objectives or increased BME confidence and engagement. Most were unaware of any evaluation activity.

Barriers to effective focus on BME engagement identified in the interviews consisted of both local issues and wider concerns. These included:

- lack of interest by senior management in the past,
- confidence of workers to go out to the communities
- problems of data collection and monitoring impacts
- lack of direct and coherent directives from central government and the OCJR

- the diversity of the BME communities in Greater Manchester
- lack of resources
- negative press

In terms of furthering BME community engagement and confidence, Board members suggested a need for:

- Activity based on a sound research and analysis evidence base
- Positive publicity
- Increased clarity in the relationship of the LCJB with the LCJGs

In a nutshell, the interviews with Board members revealed that the Board members accepted the fact that the Board may not be performing as effectively as it should in the area of BME engagement and confidence and would welcome suggestions that would enable the Board to perform better in this area of their work. However, some members felt that for engagement with BME community to be effective, the real change has to take place at the LCJG level, as each area is different in terms of ethnic composition. More importantly, some members felt that the pressure to comply with OCJR directives which prioritise certain areas of their work, has meant that BME engaging and confidence issues appear to have been ignored, although not intentionally.

## **Conclusions**

The review has shown that GMLCJB has carried out considerable work in engaging communities and raising confidence in the CJS in the area. However, the extent to which BME issues have been prioritised is unclear. Whereas some of the community engagement activities of the Board (for example, the ‘You be the Judge’ event) have the potential to raise BME confidence, the impact on BME confidence has not been evaluated. In addition, while some events appeared to have been targeted at BME communities, the evidence of a consistent focus on BME issues is limited. The researchers are in agreement with the Board members that more needs to be done at the

LCJG level to engage the local BME communities and raise their confidence. Research has shown that a small area-based approach to community engagement works better than a county-wide approach. As Greater Manchester will be judged as an Area or Metropolitan County, it is essential that the Board takes a more hands-on approach in its relationship with the LCJGs, providing more effective leadership and coordination of the work of the Groups on BME community engagement and confidence. The results of the BME confidence survey conducted by GMLCJB indicate that Greater Manchester is performing well in terms of four of the confidence measures used by the BCS to measure confidence performance (PSA 2) and the results of the Citizenship Survey indicate an improvement regarding PSA 2e nationally. In the opinion of the researchers GMLCJB needs to be seen to be more proactive on BME issues for it to be geared up to delivering PSA 24.

## **Recommendations**

The following recommendations are listed in the order that the researchers thought they should be prioritised:

1. The GMLCJB needs to devise a community engagement strategy that specifically targets the various Greater Manchester BME populations and addresses their criminal justice concerns and needs
2. The LCJB should develop a definitive strategy for evaluating, monitoring and assessing the Board's performance in the areas of BME community engagement and confidence. This should be in line with the findings of the national survey into effective performance management and local performance of LCJBs (Singer 2008) which state the importance of LCJBs reviewing their performance management arrangements in order to "ensure that they maximise the use of timely and accurate information, effective tactics, rapid deployment of personnel and resources, and relentless follow-up and assessment" (Singer, 2008:i).

3. (a) The GM LCJB should clarify its relationship with the LCJGs and play a more active role in coordinating, monitoring and evaluating the BME community engagement work of the LCJGs and its impacts on BME confidence.  
  
(b) LCJG issues should be included in GMLCJB meeting agenda.
4. (a) The LCJB should have a clear view of the mechanisms by which projected activities are expected to impact on the confidence of the specific targeted group.  
  
(b) The LCJB should consider mapping the ethnicity and other data which it has already produced to better focus targeting of geographic communities.  
  
(c) At a minimum, a database should be established to record activities undertaken with location, targeted community, attendance achieved broken down by age and ethnicity and summary of any feedback obtained.  
  
(d) The GMLCJB should consider repeating the BME Survey at regular intervals to assess impact on BME confidence. Care is necessary to ensure comparability between successive surveys.  
  
(e) All members of the GMLCJB should ensure that their agencies produce and present to the LCJB performance data with respect to BME issues.
5. The GMLCJB should consider the addition of a 'Race and Diversity' person to the membership of the Board, to lead on 'race' and diversity issues. It is essential that the incumbent of the post be able to devote full time to 'race' and diversity issues including the initiation, coordination and evaluation of the LCJGs and LCJB activities on BME community engagement and confidence. The remit of the 'Race and Diversity' person may also include publicity of initiatives and events to BME communities. This will help to assure a more co-ordinated approach to the raising of

the profile of the GMLCJB. In this regard, the 'Race and Diversity' person should work with PR specialists to maximise the potential of the media.

6. The LCJB should devise a strategy for working with VOICES on BME engagement and confidence issues
7. In the light that none of the members of the LCJB are from BME backgrounds, the Board should consider co-opting BME members from local BME groups, organisations and faith groups to sit on the Board, at least as observers. An alternative would be the secondment of senior officers of BME origins from the local criminal justice agencies or the LCJGs, to sit on the Board.
8. The agenda of Board meetings should include wider issues that affect the disproportional representation of BME people in the CJS. Issues such as BME victimisation, exclusion and non-access to law do not appear to be prioritised in the current activities of the Board, in spite of the fact that the Board includes members with expertise on these issues, for example, e.g. Victim Support and the Legal Services Commission.
9. The OCJR should consider a funding formula for LCJBs according to the size, ethnic composition and particular challenges facing certain areas. There should be a mechanism by which LCJBs can bid for funding rather than the OCJR make a blanket allocation of resources.



# **Chapter 1: Introduction**

## **1.1 Background**

In 2003, the Criminal Justice Confidence Unit issued a framework document (Confidence Task Force, 2003) setting out government policy for the improvement of confidence in the criminal justice system. The Framework Document also tasks Local Criminal Justice Boards to identify specific drivers of confidence and satisfaction in local areas and implement improvements in five performance areas namely:

- Increasing victim and witness satisfaction in the local area
- Staff engagement
- Community engagement, including race issues
- Communications
- Increasing overall public confidence

The Greater Manchester Local Criminal Justice Board (GMLCJB) recognises the importance of consulting with key stakeholders, BME staff, and members of the BME community in order to inform service delivery at the local level. The Board recognises that this is a key factor in ensuring that criminal justice services are fair and free from discrimination. Engaging communities in the work of the criminal justice agencies is one way of ensuring accountability and transparency in the delivery of services, and raising public confidence in the criminal justice system. This relates to the wider government policy of encouraging the public to be more effective citizens, of promoting involvement in decisions that affect their lives and empowering them to achieve that participation (see OCJR, 2007). More importantly, there is the need to review policies in order to ensure that they are adequate in meeting stated PSA targets. The Macpherson Report (1999) has prioritised minority ethnic issues in these processes.

Greater Manchester is one of the most ethnically diverse counties in the UK. The need to engage with minority ethnic communities and ensure their confidence in the criminal justice system is imperative if there is to be a striving towards a fair and equitable service to all in Greater Manchester. Engaging with communities is still a priority for the government and is a key feature of the 'Justice for All' PSA 24.

## **1.2 The Review**

This report contains the result of a review of Greater Manchester Criminal Justice Board (LCJB)'s policies, procedures and practices on engagement with the local Black and minority ethnic (BME) population and the Board's efforts to raise the confidence of these groups in the local criminal justice system.

The aims of the project were:

- to provide a comprehensive and complete review of 'race' issues within the criminal justice system in Greater Manchester concentrating on the following key areas of activity: community engagement and the key policies, procedures and practices which impact on Black and minority ethnic people (BME)'s confidence in the CJS, in Greater Manchester.
- To provide recommendations to the Greater Manchester LCJB that would lead to the development of the following:
  - BME Confidence Strategy
  - Community Engagement Strategy
  - A vision and focus for the Board on 'race' issues in the criminal justice system at the local level

### 1.3 Methods

The study was conducted in two stages:

Stage 1: Documentary analysis.

- Review of all relevant Greater Manchester LCJB operational and policy documents, statistics, projects and research findings on 'race' and crime, community engagement and BME confidence in the criminal justice system
- Review of Greater Manchester LCJB procedures, practices and initiatives to engage with local BME groups and raise their confidence in the criminal justice system in Greater Manchester.
- Review of other relevant documents such as minutes of meetings and action plans.
- Review of Local Criminal Justice Groups (LCJGs) documents on BME community engagement and confidence.

A number of documents were initially supplied and additional material at various later dates. Specific requests were made by the research team for particular material that appeared to be lacking such as analysis of performance data, joint working protocols, evidence that BME communities are kept informed, evaluation of work in relation to BME communities and details of consultation events and feedback from participants. The documents reviewed were as supplied by GMLCJB. There were some areas where the team were aware that the material supplied must omit documents that should exist. For example, plans were available for only seven of the ten LCJGs.

Stage 2: In-depth interviews with all members of the Greater Manchester LCJB

These consisted of face-to-face interviews with all the nine members of the Board, with the exception of the YOT representative, who was interviewed by telephone. The interviews used a semi-structured interview guide. All interviews were tape-recorded with the permission of Board members. Interview questions covered issues such as the Board members' perceptions of their role generally and their satisfaction with the Board's performance in the areas of BME engagement and confidence, the relationship between

the Board and the 10 LCJGs in the areas of BME community engagement and confidence; how the work of the Board on BME confidence and engagement is coordinated and evaluated; what Board members consider to be the barriers to effective BME community engagement and confidence in Greater Manchester and their suggestions for improvement. Interview transcripts were analysed using NVIVO. This enabled consistent coding and grouping of emerging themes.

### **1.3.1 Time scale**

This study was originally scheduled to start in September 2007 and end in December 2007. The documentary review was conducted between September and October and an Interim Report was provided to the Board in November 2007. However, due to a slight difficulty in getting Board members to interview, the interviews did not start until January 2008. A draft final report was produced in April 2008.

## **1.4 Structure of the report**

This report consists of an executive summary and five sections. **Section one** is the introductory chapter. **Section two** is a review of some relevant policy and research literature on the topic of community engagement and BME confidence in the criminal justice system in the UK. **Section three** contains the results of the comprehensive review of the Greater Manchester LCJB documents on BME confidence in the criminal justice and community engagement that were provided to the research team by the LCJB staff. The section provides an analysis of these documents in the light of the stated aims of the study, highlights areas where the LCJB's aims, objectives, procedures, processes and practices appear to be clear and identifies areas where these appear to be unclear or wanting. **Section four** provides the results of the interviews with all the LCJB members, highlights the issues and concerns raised by the Board members. **Section five** consists of the conclusions of the study and recommendations.

## **Chapter 2: Literature Review**

### **2.1. Policy Context**

Since the Macpherson report (1999) and the publication of the Race Relations Amendments Act (2000) (Home Office, 2000), there has been a considerable political move in the UK, to address diversity issues in criminal justice. Current government criminal justice policies highlight the need for transparency and accountability in criminal justice in order to ensure that discriminatory practices are eliminated in the delivery of services to minority ethnic people. Examples include the introduction of effective monitoring through impact assessment of criminal justice activities and the setting up of PSA targets on race in the criminal justice system (Home Office, 2004; 2005). All local criminal justice agencies have race equality and anti-racist policies in place, to ensure the elimination of unlawful discrimination and guarantee equal treatment of all offenders, clients and service users, irrespective of 'race'. These include carrying out impact assessment of action plans, ethnic monitoring of staff, offenders and victims, providing staff training in race awareness and cultural diversity and having mechanisms in place to ensure transparency, accountability and the minimisation of discriminatory practices so that services provided are seen to be fair by offenders of all ethnic groups. In addition, training in ethnic diversity has been introduced for criminal justice practitioners and it is expected that lessons learnt from such training are translated into effective practice.

to set strategic directions and agree values and principles. More importantly, they are accountable for the delivery of key government PSA targets locally, including improving public confidence in the CJS (OCJR 2008) and have a general duty to quality assure work done by the criminal justice agencies on their behalf. This is not an easy task as the LCJBs have to work with agencies with different cultures and traditions on dealing with offenders and victims. The LCJB is not a representative body but a forum for Chief Officers of the local Criminal Justice agencies to be accountable to HM Government for

delivering national and local targets and policies. The government expects LCJBs to continue to play a strategic role in the delivery of the Justice for All PSA 24 which came into effect in January 2008.

The 'Justice for All' PSA Framework 24 (see HM Government, 2007a) states the government's vision for the criminal justice system as that which "puts victims at its heart and in which the public are confident and engaged" (HM Government, 2007a: 3)

This vision is reiterated in the Strategic Plan for Criminal Justice 2008 – 2011 in which the government stated that one of the aims for 2011 is "informing and consulting with the public so that they can be confident that the criminal justice system is fair, effective and meets local needs" (OCJR 2007:2). In the Strategic Plan document (2008 – 2011), the government maintained that the criminal justice system belongs to the people it serves; hence, working with local communities is to be a priority during this planning period. All local agencies are to be accountable and responsive to the needs and priorities of the local community. More importantly, the government asserts that the successful delivery of this vision cannot be imposed through a top-down management approach but through a criminal justice system operating framework that:

engages individuals and communities in shaping services; that is, a criminal justice system in which the people in local communities are informed about the performance of the system, consulted and engaged about their priorities so they can be confident that it is fair, effective and meets local needs. (HM Government, 2007a: 3)

and have been tasked to submit by 31<sup>st</sup> October 2008 plans for implementation over the period 2008-2011.

In other words, LCJBs are expected to have their own reform agenda but work within the defined government PSA framework, which consists of a variety of other PSAs including

the Make Communities Safer PSA (see HM Government, 2007b; OCJR, 2008:7), and the Strategic Plan.

Furthermore, the current Criminal Justice Business Plan (2008 – 2009) requires LCJBs to make key contributions to the achievement of the Justice for All indicators 1- 5. With regard to Indicator 2 (public confidence), LCJBs are to contribute to the delivery of the national target by demonstrating improvements in the areas of community engagement and staff engagement (OCJR, 2008: 4). LCJBs are expected to:

Determine their own local priorities and levels of ambition, and produce a strategy, supported by annual action plans throughout the target period. For 2008–09, LCJBs should include various requirements including working towards developing shared targets on local confidence with CDRPs/CSPs, self-assessments against key indicators for community engagement and staff engagement, proposed actions and monitoring mechanism/evaluation of impact of actions (OCJR, 2008:13).

While the research described in this report concerns the policies, practices and procedures implemented by Greater Manchester LCJB up to the end of 2007, the ongoing government policy context described above is relevant. It sets out what is expected of the Board in the future and provides a standard against which the Board can judge the extent to which their current approaches are adequate to meet future demands and challenges.

## **2.2. Engaging BME communities**

The government has pledged itself to promoting active citizenship and community engagement at all levels and in all policy areas. Criminal justice community engagement is about local criminal justice agencies connecting with local people and getting away from a top-down approach. For community engagement to be meaningful and effective, the communities or their representatives should be clear on their roles and responsibilities in the engagement process. The local people should be able to see that their views are valued and respected in the decisions that are taken on criminal justice issues that matter

to them and the quality of their life. Community engagement should mean a true partnership based on agreed goals. There must be transparency or honesty in what can and cannot be delivered. Community engagement is not an event or a series of events but an ongoing dialogue with communities, building shared knowledge, ensuring and encouraging participation in shared solutions and decisions. It is about building trust, bridging the gap and ensuring effective communication. Effective community engagement will facilitate the development of effective interventions and improve policies, practices and procedures. It should mean a binding contract to deliver services according to community needs and allay the fears that would make the public have less confidence in the Criminal Justice System.

Since Macpherson (1999) and the publication of the Race Relations Amendment Act (2000) Criminal Justice agencies have had to prioritise race and diversity issues in their working practices and policies, including community engagement. However, there are no national guidelines on how engagement with UK BME people is to be achieved. This is made problematic by the fact that there are no communities in the UK that are exclusively BME. However, it depends on how 'community' is defined. More often than not communities are defined as 'communities of place'; that is, geographically co-located groups. BME communities are communities of identity that exist in geographically defined communities. Most community engagement projects are more likely to target the geographically defined community as a whole unless special efforts are made to target the BME population within the community.

Criminal justice community engagement can take several forms and is often discussed in terms of the levels of engagement. These include:

- (a) Information-giving: This is simply the provision of information in order to educate communities about how criminal justice agencies function and how the communities may be affected. This often involves public events such as fairs, conferences, focus groups, presentations and seminars designed to demonstrate the work of the agencies and involve communities in dialogue over important



- criminal justice issues. It also includes the distribution of pamphlets and leaflets and the use of the local media to give information to communities on criminal justice issues that affect them.
- (b) Research: This is the process whereby community needs, concerns, priorities and barriers to successful engagement are identified by social research methods involving the communities; for example, surveys. Future engagement is then based on research findings and recommendations or lessons learnt.
  - (c) Consultation: This involves the provision of a forum for debate of criminal justice issues in the community, for example by setting up local consultation groups and independent advisory groups (IAGs). These groups are consulted over proposals policies and issues affecting the communities they represent and it is expected that their input will inform the development of new policies or approaches to community engagement, improve the delivery of services and raise confidence.
  - (d) Participation: This includes procedures and practices whereby community representatives are able to have an input in the activities of criminal justice agencies, for example in the form of a scrutiny panel. The aim here is to engage and involve the communities in the decision-making procedures of criminal justice agencies in order to assure the communities of the fairness and transparency of criminal justice methods and thereby make the agencies more accountable to the communities they service.
  - (e) Empowerment. This is an area that is yet to be fully developed in the criminal justice sector. It is a bottom-up approach where the communities themselves set the agenda for engagement or some responsibility for decision-making is devolved to the communities; for example, with regards to the best approach to take on dealing with specific criminal justice issues that are of concern to the communities. In this structure, criminal justice agencies become team players or partners in structures set up by the communities themselves to debate issues and make policies. This is unlike 'consultation' and 'participation' where the selection of advisory groups and panels is often done by the agencies themselves or the 'community representatives' are people who have put themselves forward, in response to adverts, to participate in these groups. 'Empowerment' means

allowing communities themselves to drive the process of change and select their own panel members. The most important element in empowerment is that the communities themselves own the process (see WYPA, 2005)

### **2.2.1. BME population distribution in Greater Manchester**

An important barrier to BME engagement, therefore, is the diversity of the ethnic minority population in the UK and the varying pattern of their geographical location or settlement. For example, African-Caribbean populations tend to be concentrated in cities whilst the Chinese population are much more dispersed and found in both cities and rural areas (Adamson, Cole, Craig & Law 2005). The OCJR Fairness and Equality in the CJS toolkit (OCJR, 2005) highlights community knowledge as the foundation to a successful community engagement. It is important to have a robust database upon which to base policy and plan strategies. In order to successfully engage with ethnic minority groups it is necessary to know what the target groups are and where they live. Knowing where groups are may help to target initiatives geographically and enhance the likelihood of attendance at events, by reducing the need to travel out of the home area. It may thus help to promote effective and focussed community engagement. Community engagement approaches are more likely to fail where they are based on insufficient background knowledge of the areas that are being targeted. Appendix 1 provides analysis of Census data which shows the widely varied ethnic composition of the Greater Manchester BME population and that the use of mapping can reveal the location of specific populations and thus be an aide to focussing engagement activities. In addition to data on ethnicity, it is important to include in the database information on such matters as socio-economic conditions, housing, education and crime to provide a full picture of communities.

### **2.3. BME confidence in the criminal justice system**

If public confidence in the CJS is to be attained, it must be clear what underpins confidence and how public confidence could not only be achieved but sustained. It is assumed that public confidence is more likely to be increased where:

- criminal justice agencies are accountable and responsive to the needs and priorities of the local community
- there is greater public satisfaction with or high ratings of service delivery, and
- the public sees the CJS as fair, transparent, can be trusted and effective

However, public confidence is subject to rapid swings as the public mood changes, for example, in response to dramatic or horrendous events. When the events are located within the local area, the consequences may be more direct and the reactions greater. The reasons for this volatility lie in the rarity of experience of crime and of the criminal justice system. Profound lack of knowledge of what most criminal justice agencies do means that an assessment of public confidence in some criminal justice agencies is problematic.

Measuring public confidence is, therefore, not an easy task as there are several factors that could increase or decrease confidence locally or nationally. The main driver of confidence seems to be knowledge and this in turn is driven by local information interwoven with national crime stories. Addressing public confidence in the CJS in the, therefore, means understanding public perceptions of the system and how these are generated, whether through direct personal experience, received knowledge from friends and relatives, or through the media; and targeting these sources in a direct and positive manner in order to challenge misconceptions and reassure the public. Research has shown that age, ethnicity, gender, victimisation, marital status and area where people live could affect levels of confidence (Cole et al, 2005:57 – 59; see also Mirrlees-Black, 2001; Green et al, 2004; Yarrow, 2004).

According to the British Crime Survey figures, BME people generally have a little less confidence that the criminal justice system respects the rights and treats fairly people accused of committing a crime, but have more confidence in aspects of its effectiveness than do White people. BME people also believe that they receive worse treatment from criminal justice agencies (Green et al, 2004). Whereas the proportion of BME people who feel that they would be treated worse than other races by criminal justice agencies has declined (Communities and Local Government, 2007), BME confidence in the CJS is still undermined mainly in terms of rights rather than effectiveness. (see also Page et al, 2004)<sup>1</sup>.

There are few detailed studies of BME confidence in a more local context. One such in West Yorkshire has provided lessons which may be helpful in other areas. For example it showed that many of the areas with low confidence were irrespective of ethnicity suggesting that:

the effect of local area is important and should be given some recognition in the planning of initiatives to raise confidence in the region (Cole et al, 2005:2-3; 118)

Participants in the focus groups believed that confidence in the CJS could be improved by the giving of more information and by more effective community engagement in terms of more communication between the agencies and the communities. BME confidence was low where the communication network with the BME communities was poor. The study suggested that there should be effective mechanisms for coordinating and evaluating success (Ibid: 118).

In conclusion, research evidence seems to point to the fact that BME confidence in the CJS is more likely to improve if

- (a) the CJS is seen by BME people to be fair and non-racist or non-discriminatory

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<sup>1</sup> National BCS figures show that the British public is generally more confident that the CJS is fair but have less confidence in its effectiveness (see Pepper et al, 2004; Page et al, 2004)

(b) the system is transparent and accountable to BME peoples

This is where the lines of community engagement and raising confidence meet. BME Confidence is more likely to improve where there is a local, bottom-up communication and engagement with BME communities; where the communities are empowered and involved in decisions affecting them as individuals and as communities. Criminal justice agencies (and the local LCJB) must be seen to demonstrate genuine interest and commitment to BME issues. What drives BME confidence in the local CJS must be identified and form a core part of the programme of engagement with BME communities.

## **Chapter Three: Review of Documentation**

### **3.1 Introduction**

This review of documentation provided by Greater Manchester LCJB will examine plans and strategies relating to race issues and BME confidence in the criminal justice system. It will consider research and statistics relating to confidence and race matters and seek to relate these to the policies. It will look for evidence that the plans and strategies have been translated into action by considering information from minutes of meetings, programmes of events and other documentation supplied. It will look at the relationship of that action to the intended objectives and consider the mechanisms by which it is expected to achieve the aims. It will consider evidence of evaluation of policies and projects and effectiveness in achieving the objective of improved confidence. It will review evidence of progress towards objectives identified in the plans and strategies.

### **3.2 Strategies and Plans**

The strategy documents supplied include an overall confidence delivery plan dated 2003, a communications strategy dated 2006 and an LCJB Delivery Plan 2006/7. There are also individual LCJG plans variously titled confidence and diversity action plan, confidence improvement plan, confidence and diversity delivery plan, confidence plan and confidence action plan. These have been provided for seven of the ten LCJGs.

#### **3.2.1 Greater Manchester Criminal Justice Board Satisfaction and Confidence Delivery Plan December 2003 - March 2005**

The plan defined a target of increasing confidence in the public generally from a baseline measured by the British Crime Survey 2002/3. The target was to increase the percentage of the public who were fairly confident or very confident that the criminal justice system was effective in bringing criminals to justice from 35% to 41%. Although no specific overall target was set regarding the confidence of minority ethnic groups, the priority

areas included race issues in relation to community engagement, to be managed by a Race and Diversity Action Delivery Board. Specific concerns were to bring more hate crime offenders to justice and to improve confidence in the LCJB's ability to deal with hate crime. Targets set in relation to these issues were to increase the percentage of sanction detections for hate crime and to reduce the number of hate crime victims who refuse to prosecute. The plan identified a number of actions to be taken in relation to community engagement of which some were related to the BME community. These were:

- Action 1 – Identify how the CJS can improve credibility among BME and other minority communities through consultation events, focus groups, local surveys. Address issues through Local Criminal Justice Groups, Local Area Partnerships and CDRP CJS sub groups
- Action 2 – Race and Action Delivery Board to meet with theatre group to explore possibility of using theatre to communicate with communities about hate crime. Also possible use of video, workbook, information pamphlet and publicity.
- Action 5 – In order to engage more effectively with the minority ethnic community and increase their understanding of the CJS the LCJB booklet on the role of the CJS and GMLCJB will, if necessary, be revised following consultation, then translated into various languages and produced in large print.
- Action 7 – Using the Police racist incident survey data and Hate Crime Statistics, the LCJB will demonstrate improvements in the way it deals with Hate Crime and aim to increase community confidence in the LCJB's ability to deal effectively with Hate Crime through the media, internal publications and links with the CDRPs.
- Action 10 - LCJB performance data to be broken down in relation to Black and Minority Ethnic group and gender.
- Action 13 - Police to revisit Operation Catalyst – GMP's response to the Stephen Lawrence enquiry, and give this a multi-agency steer. A consultation paper was sent out to the public at the end of November 2003, with consultation to be

complete by the end of December 2003. This includes ongoing areas of work seen as high risk and new areas of work identified since the Stephen Lawrence enquiry.

The Delivery Plan is very much a summary document setting out the proposed actions towards achieving improvement in confidence in the criminal justice system. It does not describe the thinking behind the proposed actions, the mechanisms by which they are intended to contribute to raising confidence or the degree to which minority ethnic issues are important to confidence. These are tacit assumptions, which may have been considered in material that has not been available to the research team.

### **3.2.2 LCJB Delivery Plan 2006-7**

This outlines objectives in connection with raising confidence and states that the GMLCJB seeks to improve the levels of confidence by the BME population in the CJS as a priority. However, apart from the BME Survey, none of the proposed activities are specifically concerned with the BME community. Under Diversity, the end to end management of hate crime is proposed to bring benefits in understanding of any differences in practice between CJS agencies in dealing with hate crime, consistency of procedures across CPS and GMP for managing Hate Crime and a subsequent action plan to improve the way that Hate crime is managed across CJS agencies. The plan proposes impact assessment of LCJB policies by the Diversity IAG. WAVES data is proposed to reduce disproportionality of treatment of witnesses. It is also proposed to improve links with the Diversity IAG and with BME communities. While responsibility is assigned to individuals to take these matters forward there is no detail.

### **3.2.3 Greater Manchester Local Criminal Justice Board Communications Strategy July 2006**

This document refers to a delivery plan for the period up to and including March 2008 (not held by the research team) which identified communications as one of five key areas. One of the four overarching communications objectives to be delivered is to engage with more BME communities to increase their confidence in the criminal justice system. The



strategy identifies two target groups; staff and BME communities. In relation to staff, the BME related issue identified is the percentage of staff who think that the criminal justice system treats people fairly regardless of race. The only specifically BME related suggested method of staff engagement is a National Black Police Officer Association event. It is not clear how this is intended to address the identified issue. In relation to BME communities the strategy refers to PSA2e, which concerns the percentage of BME people who think CJS agencies would treat them worse than those of other races. It also mentions the high rates of reported hate crime and stop and searches of BME persons that have been reported widely in the local press. It identifies the five largest minority groups in Greater Manchester as Pakistani, Indian, Bangladeshi, Black Caribbean and Chinese and the LCJGs where they are most prevalent. It proposes a number of activities in order to reach these identified groups as follows:

- Develop closer links with Asian news, to gain press coverage of at least 8 articles per year in this publication
- Target specific BME radio stations, for example Radio Carnival, to increase awareness and promote specific events to these communities at least 4 times a year.
- Link targeted PR with BME media relating to key communications themes.
- Develop closer links with BBC Asian Network and attempt to secure at least 4 radio features per year.
- Work with Uproar PR during Inside Justice Week to increase coverage of Board activities within BME media.
- Map the communications activity of other LCJB agencies and attempt more joined up communications of CJS activities.
- Investigate holding specific events in each area with the largest BME community in the five areas mentioned above:
  - Pakistani: Rochdale
  - Indian: Bolton
  - Bangladeshi: Oldham
  - Black Caribbean: Manchester

- Chinese: Manchester

- You be the judge event Oldham, Wigan and Bury- promotion to BME community within that area.
- Inside Justice Week - Link themes from BME survey 2006 to ensure targeted events are undertaken in local areas.
- Development of relationships with BME community leaders to enable LCJG's to attend community meetings.
- National Black Policemen's Association 2006 - an opportunity to target BME community leaders and look at ways to communicate with hard to reach audiences.
- A calendar of BME carnivals/festivals to be formulated by the LCJB support team, such as the Rochdale Mela. The LCJB to then be represented at these events to engage with local BME communities.
- Local advertising to be carried out in known areas with a specific BME make-up to ensure confidence within that group is increased. The BME survey 2006 will indicate what issues are affecting different audiences.

#### **3.2.4. Further plans**

It is understood that there are proposals for a five month plan to produce an LCJB plan including links to CDRPs and LAAs to determine local priorities, a confidence plan and a plan to deal with disproportionality.

#### **3.2.5. LCJG Plans**

Plans have been provided for Bury, Oldham, Wigan, Stockport, Bolton, Salford and Trafford. These are tabulated plans generally identifying issues, aims, and initiatives to tackle them but they vary in their format, with the result that there is little comparability. Some plans specifically provide aims in terms of BME communities but do not always indicate how they propose to achieve those aims. Some plans describe specific initiatives to target BME communities but others provide only proposals of events to engage the community as a whole. Examples are:

Wigan has no aims or proposals with regard to BME communities or victims but says in the comments column that BME Victims feel the service offered meets their needs and BME suspects, defendants and prisoners feel they are treated equally by CJS agencies. The comments column also suggests a need to reduce disproportionality in stop and search.

Stockport has a number of planned actions and objectives with regard to the BME community. These include leaflets, attendance at community and faith events, street engagement, positive news stories and an advisory group to advise the police on policy and procedures to prevent discriminatory practices.

A common format and inclusion of specific minimum information on aims in relation to BME engagement, plans for achieving those aims and the means by which initiatives are expected to impact are desirable.

### **3.3 Research and Statistics**

#### **3.3.1 Population data**

The documentation provides a report entitled Population Breakdown in Greater Manchester Report July 2005. This includes information derived principally from the Census 2001 on ethnicity, migration, country of birth, religious affiliation, gender, age, gypsies and travellers. The Black and Ethnic minorities (excluding the Irish and Other white categories) make up 8.9% of the total population of Greater Manchester, totalling 221,821. The largest minority is Pakistani followed by Indian, Bangladeshi and Black Caribbean (Table 3.1). The country of birth information indicated that 92.8% of the total population was born in the UK and just over 5,000 people in ethnic groups other than white had moved into the area from outside the UK. The report also provides detailed information on the breakdown of ethnicity in the local authority areas, at ward level. The raw material is therefore available to conduct analysis to identify geographic locations of various BME communities for target. However, the research team have seen little evidence of its use. The documentation also provides an Excel file showing the top five

Table 3.1 Ethnicity of Greater Manchester Population (Census 2001)

Ethnicity	People	% total population	% BME population
White British	2,183,096	87.9%	-
White Irish	75,187	3.0%	-
Other White	42,646	1.7%	-
White and Black Caribbean	13,104	0.5%	5.9%
White and Black African	11,858	0.5%	2.9%
White and Asian	8,547	0.3%	3.9%
Other Mixed background	7,297	0.3%	2.9%
Indian	35,931	1.4%	16.2%
Pakistani	75,187	3.0%	33.9%
Bangladeshi	42,646	1.7%	9.0%
Other Asian background	35,931	1.4%	4.0%
Black Caribbean	16,233	0.7%	7.3%
Black African	13,104	0.5%	4.6%
Other Black background	3,259	0.1%	1.5%
Chinese	11,858	0.5%	5.3%
Other ethnic group	10,255	0.4%	3.3%
<b>Total</b>	<b>2,482,382</b>	<b>100%</b>	<b>100%</b>

Table 3.2 Top five ethnicities (Census 2001)

	1	2	3	4	5
National	White British: 92.1%	Indian: 1.8%	Pakistani: 1.3%	Mixed: 1.2%	Bangladeshi: 0.5%
Greater Manchester	White British: 87.9%	White Irish: 3.0%	Pakistani: 3.0%	Bangladeshi: 1.7%	Other White: 1.7%
Bolton	White: British 87.2%	Indian: 6.1%	Pakistani: 2.5%	Other White: 0.9%	White Irish: 0.9%
Bury	White British: 90.7%	Pakistani: 3.0%	White Irish: 1.7%	Other White: 1.5%	Indian: 0.7%
Manchester	White British: 74.5%	Pakistani: 5.9%	White Irish: 3.8%	Other White: 2.7%	Caribbean: 2.3%
Oldham	White British: 84.4%	Pakistani: 6.3%	Bangladeshi: 4.5%	White Irish: 0.9%	Other White: 0.9%
Rochdale	White British: 86.1%	Pakistani: 7.7%	White Irish: 1.5%	Bangladeshi: 1.3%	Other White: 1.0%
Salford	White British: 92.7%	White Irish: 1.8%	Other White: 1.6%	Indian: 0.6%	Chinese: 0.6%
Stockport	White British: 92.9%	White Irish: 1.5%	Other White: 1.3%	Pakistani: 1%	Indian: 0.7%
Tameside	White British: 92.7	Indian: 1.4%	Pakistani: 1.2%	Bangladeshi: 1.2%	Other White: 1%
Trafford	White British: 86.9%	White Irish: 2.8%	Other White: 1.9%	Indian: 1.8%	Pakistani: 1.7%
Wigan	White British: 97.6%	White Irish: 0.6%	Other White: 0.5%	Indian: 0.2%	Chinese: 0.2%

ethnic groups in Greater Manchester and the LCJG areas, derived from Census 2001 data (Table 3.2). This is essential background for any consideration of ethnicity and the criminal justice system. However, the inclusion of Other White and White Irish diminishes its usefulness when considering specifically BME confidence.

### 3.3.2 Assessment of confidence

The draft National and Greater Manchester Wide Confidence Assessment dated October 2006 examines British Crime Survey and other findings in Greater Manchester and nationally. Table 3.3 shows the confidence levels in Greater Manchester and change between 2003 and 2006 from this assessment. No later figures or analysis were available. The PSA2 target is the percentage of people who are very or fairly confident that the CJS is effective in bringing criminals to justice. For this indicator, nationally the 2003 baseline was 38.6% and the March 2006 figure 44.4%, both higher than Greater Manchester. Similarly, Greater Manchester data from the March 2006 BCS show that only 36.2% of people interviewed thought the CJS was effective in reducing crime, compared to a national figure of 38.4%. Greater Manchester is one of the ten areas in the country with the lowest confidence. These data refer to the population as a whole rather than BME people, a local BCS breakdown by ethnicity being not available because of small sample sizes. The study compares BCS data for the whole Greater Manchester sample with the 2005 BME survey results described below. The study also compares the figure of 42.5% for those having confidence in the 2005 BME Survey with 75% from a Local Citizens Panel Survey of white respondents in June 2005.

Table 3.3 Key confidence indicators

	Greater Manchester Baseline	Greater Manchester March 03	Greater Manchester March 06	% change
Respecting the rights of and treating fairly people accused of crime	74.8%		79.0%	+4.2%
Effective in bringing people to justice	35.0%		41.5%	+6.5%
Effective in reducing crime	26.8%		36.2%	+9.4%
Deals with cases promptly and efficiently	32.4%		39.5%	+7.1%
Meets the needs of Victims	26.6%		37.7%	+11.1%
Effective in dealing with young people accused of crime	17.1%		24.8%	+7.1%
Meets the needs of Witnesses	54.0%		65.5%	+11.5%

Source: National and Greater Manchester Wide Confidence Assessment October 2006

Greater Manchester has conducted two surveys of confidence among the BME community in 2005 and 2006. It is understood that the survey has not been repeated in 2007 for financial reasons. The surveys included a questionnaire survey conducted by face to face interview and focus groups conducted across the LCJG areas and with different ethnic minorities. The first survey covered six local authority areas and respondents from Indian, Pakistani, Bangladeshi, African and Caribbean backgrounds. The quantitative results of the first survey are summarised in Table 3.4. It can be seen that, overall, confidence in survey respondents was higher among the minority ethnic community in Manchester than in the population as a whole (measured by the BCS).

Table 3.4 BME Survey results 2005

	<b>BCS data June 05</b>	<b>BME Survey - GM</b>	<b>BME Survey</b>				
			<b>R'dale</b>	<b>Oldham</b>	<b>Bolton</b>	<b>M'ch</b>	<b>Wigan</b>
<b>% public very or fairly confident that the CJS is effective in bringing offenders to justice</b>	<b>38.8%</b>	<b>41.4% (625)</b>	<b>52.7% (79)</b>	<b>53.3% (126)</b>	<b>43.0% (129)</b>	<b>37.2% (277)</b>	<b>18.8% (9)</b>
Confidence that the CJS meets the needs of victims	31.8%	43.5% (656)	44.2% (65)	47.0% (111)	33.4% (99)	50% (372)	14.6% (7)
Confidence that the CJS respects the rights and treats fairly people accused of crime	77.0%	43.1% (650)	51.7% (77)	50.8% (120)	46.8% (140)	39.2% (291)	35.4% (17)
Confidence that the CJS is effective in reducing crime	36.0%	37.8% (571)	47.3% (71)	52.5% (124)	35.6% (106)	35.3% (263)	6.3% (3)
Confidence that the CJS deals with cases promptly and efficiently	37.5%	34.6% (522)	41.6% (62)	44.5% (105)	33.3% (99)	33.2% (247)	14.6% (7)
Confidence that the CJS is effective in dealing with young people accused of crime	25.6%	33.1% (499)	44% (66)	44.7% (105)	34.7% (103)	29.2% (217)	10.4% (4)

Source: Presentation to confidence leads in April 2006

As recognised in a draft National and Greater Manchester wide Confidence Assessment dated October 2006, BME confidence in the CJS is higher in all areas except dealing with cases promptly and efficiently and respecting the rights and treating people accused of crime fairly where confidence levels in the BCS are some 33.9% higher than confidence levels from the BME community. There is, however, variation in confidence between the

LCJG areas with greater confidence in these two issues in Rochdale and Oldham. There is lower confidence in the fair treatment of those accused of crime in Manchester and in both this and prompt and efficient service in Bolton and Manchester. Wigan also shows low confidence but from a small sample.

The 2006 survey was extended to cover all ten LCJG areas and two additional ethnic groups – Irish and Chinese. The more complete geographic representation must be welcomed. The inclusion of Chinese people is useful from a BME perspective and the value of inclusion of Irish people can be recognised from a diversity viewpoint. However this difference between the sample frames of the two surveys means that the results cannot be directly comparable. For example the report states that the Irish are most confident overall. This raises the question of whether their inclusion is responsible at least in part for the claimed increase in confidence. Moreover, although the report states that the interviews were stratified according to the population statistics, from comparison of Census 2001 population statistics (Population Report July 2005) with the 2006 sample, there appears to be an underrepresentation in the total sample of those of mixed heritage. 1.62% of the sample is mixed while the population of Greater Manchester has 1.6% of the total population but 15.6% of the BME population. The survey was a survey of minorities only. Indians and Pakistanis are rather overrepresented in the sample as a whole. In regard to the separate local authority areas, the mixed underrepresentation would seem to have affected mainly Stockport, Bury and Wigan. Other groups underrepresented in relation to the population distribution in the individual LAs although not in the sample as a whole are Chinese in Trafford and Wigan and Black in Trafford. Chinese are overrepresented in Manchester.

However, the two surveys provide a wealth of useful information around BME views of the criminal justice system. In 2006, on average a quarter of respondents felt they knew a lot or a fair amount about all of the criminal justice agencies except the police. For the police the figure was 65.4%. The Chinese were the least knowledgeable and the Caribbeans most. Only 13% had heard of GMLCJB and 11% of their local criminal

justice group. When asked to describe the criminal justice system in one word some of the commonly found descriptions included:

- Unjust/unfair
- Racist/discriminatory
- Complicated/confusing/bureaucratic
- Bad/poor/useless/rubbish
- Good
- Improved/improving
- Supportive/helpful
- Okay/adequate

The report does not provide any assessment of the frequency of the different comments. One third of respondents (563) were able to recall a negative case they had heard about but only half that number (280) were able to give an example of a positive case. The majority of people were neither satisfied nor dissatisfied overall with criminal justice organisations. However, one third were dissatisfied with the police. Table 3.5 shows the results in 2006 for some key indicators.

Table 3.5 Key indicators BME Survey 2006

Those who think that:	Percentage
The CJS respects the rights and treats people fairly people accused of committing crime	48.7
The CJS is effective in bringing offenders to justice	45.3
The CJS deals with cases promptly and efficiently	34.8
The police treat would treat them worse than other ethnic groups	45.1
The prison service would treat them worse than other ethnic groups	35.3
The police had improved in treating all members of the public fairly	33.0
Victim Support and the Witness Service had improved in treating all members of the public fairly	32.9
Confident or fairly confident with the CJS overall	45.2

An issue here is the difference of some key indicators for BME people with those for Greater Manchester as a whole. In 2006 79% of the population of Greater Manchester as a whole thought that the CJS respects the rights and treats fairly people accused of committing crime and 39.5% that it deals with cases fairly and efficiently (see Table 3.3). In addition the BME survey showed particular concerns for specific ethnic groups. For example, Bangladeshi and Caribbean residents were more likely to think they would be treated differently and Chinese and Black communities were less likely to have confidence in the



CJS overall (around 40%). In relation to specific issues, confidence was fairly evenly spread amongst the different ethnic groups, though the Black Caribbean community were the least confident with only an average of 26.0% answering either ‘very confident’ or ‘fairly confident’ for the seven issues. This is in comparison to the 40.9% of Black African respondents.

Individual reports on the LCJGs showed no significant differences for confidence that CJS agencies would treat fairly those accused of crime irrespective of ethnicity or for perceptions of treatment of all members of the public fairly irrespective of ethnicity. There were some differences in the latter, presumably not significant because of the small sample sizes. Indians thought they were treated worse in Bolton, Caribbeans and Africans in Manchester, Bangladeshis in Oldham and Rochdale, Pakistanis in Trafford and Irish Travellers in Salford. These generally seem to accord with the presence of these minorities as large proportions of the sample for the areas. Looking at the individual local reports there were differences in confidence between the areas (Table 3.6). It would be interesting to explore the reasons for the differences but there is no evidence that this has been done.

Table 3.6 Confidence in the 10 areas 2006

	% confident or fairly confident with services overall	% confident that CJS respects the rights of those accused of crime and treats people fairly regardless of ethnicity
Bolton	30	40.3
Bury	43	52.9
Manchester	40	43.7
Oldham	40	45.9
Rochdale	40	41.7
Salford	55.5	47.2
Stockport	Not given	58.9
Tameside	Not given	64.2
Trafford	40	56.8
Wigan	40	47.8
Greater Manchester	45.2	48.7

The focus groups in the 2006 research were conducted in each of the ten local authorities and targeting one or two minorities. The ethnicities were represented in focus groups as follows:

Pakistani	4
Indian	3
Bangladeshi	2
Irish	1
Chinese	1
African	1

It is notable that there was no focus group with African Caribbeans which in view of the low confidence identified in the quantitative survey is a significant omission. Some of the issues identified included:

- Language difficulties especially with police. Awareness of language line limited.
- Impact of experience of corruption in police of country of origin on perception of police and response to police e.g. when being stopped for questioning
- Perception that crimes not taken seriously by police. Some realised that important matters to them were not major incidents to police but police response affects confidence.
- Perception of poor response times. Lack of clarity as to what constitutes an emergency to police, some regard anything as emergency if it happens to them or their family
- Perception of poor feedback and lack of interest – affects confidence
- Perception of stereotyping by class and place of origin

Most thought there had been little improvement to CJS over past few years but that there were issues about language and cultural understanding rather than different treatment of BME people. Chinese participants thought they were better treated than other minorities and the groups generally felt young BME people were more likely to be stopped than white or older BMEs. There were concerns around terrorism laws. The groups offered a variety of suggestions for improved communication including positive press releases in a variety of languages, targeting specific BME media. There should be CJB visits to local

ethnic centres and places of worship to improve face to face contact. Leaflets and posters in a wide variety of locations would help to promote the planned CJB events.

### **3.3.3. Statistics in relation to BME involvement in crime and the criminal justice system**

The evaluators have discovered little information with regard to BME involvement with crime and the criminal justice agencies other than from the police. Greater Manchester Police produced in 2007 a Diversity Performance Bulletin (Diversity Performance Bulletin April 2006-March 2007 Greater Manchester Police) which had the stated aim of ensuring that the service provided by the police was proportionate and equal in order to secure the confidence and trust of the public. The bulletin covers six strands of diversity and, in regard to race, provides information by ethnicity on offences, sanction detection rates, PACE searches, arrests and the police workforce, and identifies some disproportionality. It also offers a number of quality assurance measures in relation to the handling of stop and search and crime recording. The bulletin is a comprehensive set of statistics on crime and police performance in relation to BME people, although there may be some potential for additional material. It provides a detailed breakdown not only for Greater Manchester as a whole but also for each police BCU. However, its very complexity makes it difficult to absorb. In addition, it is unclear how the BCUs relate to the LCJGs. The statistics provided relate to the year 2006/7. It is not clear whether there have been previous bulletins or whether this was the first. Regular bulletins will enable the systematic measure of improvement in reducing disproportionality.

As mentioned previously, the research team have not seen any statistics with regard to the equality of treatment of BME people by any other criminal justice agency although the delivery plan 2003-6 refers to an intention to produce LCJB performance data broken down by ethnicity, and this should presumably include all CJS agencies. The Race Relations (Amendment) Act 2000 requires public bodies to monitor policies for any adverse effect on race equality, to publish the results and to ensure public access to the information. We may have expected to see statistics relating to the prosecution of race

hate crime, bail, breaches of community orders, sentencing and quality of life in prisons (PSA Delivery Agreement 24 October 2007).

### **3.4 Action taken**

The Confidence Delivery Plans described above include BME confidence as part of a wider strategy. There appears to be no document specifically focussing on plans to raise BME confidence and impact on issues which might affect it. Research has been carried out to ascertain the degree of confidence within the BME community and some of the issues which influence it. However, there is limited clarity in how the issues identified are to be taken forward, but simply a list of proposed actions outlined in the Communications Strategy. The stage of definition of the mechanisms by which the actions are intended to impact seems to be missing. A review of minutes of LCJB board meeting sought to discover how the intentions set out in the plans had been taken forward. While it is accepted that the LCJB has a wide remit and that its responsibilities include a range of issues, few of the board minutes mention minority ethnic concerns suggesting that they are not a high priority. The relevant matters recorded or presented in supporting papers relate to the Diversity Independent Advisory Group and its voluntary status, the National Black Police Association conference held in Manchester, a report on an OCJR workshop on Section 95, a job description for A LCJB Community Engagement and Reassurance Officer and the launch of VOICES. The research team has not seen any minutes of the Diversity Independent Advisory Group.

The LCJG Confidence Leads meeting minutes are concerned with discussion of particular initiatives or projects. The BME Survey was discussed at all meetings for which minutes have been supplied. One meeting referred to the survey results being positive overall, a suggestion that could lead to a perception that a specific BME focus was not required. However, other meetings identified issues with respect to particular areas (e.g. low response rate in Trafford, Nov 2006) and particular communities (e.g. the Chinese community, Feb 2007). The May 2007 meeting mentioned the decision not to repeat the BME Survey in 2007 because of expense and reported that the meeting

considered that the surveys had not uncovered new issues although they had provided information concerning some of the smaller minority groups. Apart from the BME Survey, other BME related discussions included:

- Two events in Stockport targeted at the BME community (June 2006)
- Use of different languages (June 2006, Feb 2007)
- BME employees in the CJS (June 2006, Sept 2007)
- Stockport's production of a leaflet with 'myth busting' advice and information to be distributed through melas and mosques, Bolton's 'Welcome to Bolton' leaflet (Feb 2007)
- Rochdale's monthly slot on a Muslim radio channel. Oldham's initiative re Homewatch and the Muslim community. Salford's attendance at community meetings at mosques. Bolton's newsletter. (May 2007)
- Production of a LCJB Diversity Calendar to avoid clashes with religious festivals (May 2007).
- The Jewish community (Sept 2007)

It may be helpful at this point to consider the drivers of confidence identified by research, including that carried out by the LCJB and how it might be expected that GMLCJB theorise their policies and activities. The framework document for improving confidence (Confidence Task Force, 2003) showed that BME communities are more likely to be victims of crime, to be stopped and searched, to be remanded in custody, and represent a disproportionate proportion of the prison population. The police bulletin described above indicates that there is indeed evidence of disproportionality in victimisation of Greater Manchester BME people and in stop and searches and arrests. The PSA Delivery Agreement 24 (HM Government 2007a) states that LCJBs will:

*“use local ethnicity data and information to identify areas of disproportionality at key stages within the criminal justice process; and use that evidence and diagnostic tools provided by OCJR to analyse and understand the reasons for any identified race disproportionality.”*

The Agreement continues that LCJBs will:

*“Identify and define clearly local priorities for action to explain or reduce race disproportionalities; develop and implement robust and measurable strategies to address local priorities/problems, with periodic reviews and mechanisms for monitoring and evaluating impact; and publish local action plans.”*

While it is accepted that PSA 24 did not come into force until April 2008, and that therefore GMLCJB may not have in place the necessary processes, it is important for BME community engagement and confidence that there is evidence of investigation into the reasons for the identified disproportionality and measures to reduce any part of it which is not justifiable.

For those people who have direct experience of crime and the criminal justice system, their experience of that contact will be the prime driver of their confidence. In relation to minority ethnic people, the key issue here is likely to be their perception of the way they were treated by the criminal justice agencies involved and of its equality with treatment of those of other backgrounds. In the two BME surveys described above 43% and 49% respectively thought that the criminal justice system respects the rights and treats fairly people accused of committing crime, much lower than for the white population. Nearly half the respondents in 2006 expected that the police, and one third that the prison service, would treat them worse than those of other ethnic groups. Apart from addressing issues of disproportionality, we might also expect to see efforts made to quality assure the contacts of criminal justice agencies with BME people.

Even within the BME community, most people do not have direct experience of crime and the criminal justice system and as a result have a profound lack of knowledge about what most criminal justice agencies do. The exception is the police who are the most visible face of the criminal justice system. For many their information generally comes from stories told by family and friends or media accounts both of which may be biased or

even erroneous. Research has shown (e.g. Mirrlees-Black, 2001, Hough and Roberts, 2004) that giving people accurate information about crime and the criminal justice system is essential to promoting confidence. In the 2006 survey as mentioned above a minority of Greater Manchester BME people felt they were knowledgeable about criminal justice agencies other than the police. Therefore we might expect initiatives to improve knowledge about the criminal justice system specifically targeted at minority ethnic people in the Greater Manchester area.

#### **3.4.1. Promoting equality and diversity in GMLCJB**

The Joint Inspection of the Greater Manchester Criminal Justice Area report (2006) indicated that GMLCJB regards equality and diversity as integral issues and has identified actions to promote diversity, improve the measurement of diversity and review processes. A Diversity Delivery Group is responsible for addressing actions with the aim of promoting race equality and diversity across the criminal justice system in Greater Manchester. The report states that the group has initiated work to monitor processes in relation to hate crime and commissioned performance data in respect of proportionality regarding offenders.

The inspection further reported on handling of hate crime. Police response to hate crime was found to be variable. Three BCUs had a dedicated hate crime unit to undertake investigations, but in the majority of BCUs monitoring and investigative work was done by more generalist community and race relations officers, many of whom lacked specialist training in hate crime. Potential benefits from joint training with the CPS had been identified. GMP's hate crime policies were then being rewritten to take account of latest guidance and the ACPO Hate Crime Manual, and police officers were unclear on relevant performance information for this area of work. There was evidence of quality checking of police investigations into hate crime, with a community and race relations officer dip - sampling and visiting victims to check on the service provided. In another area, a member of the CDRP's hate crime sub-group was involved in quality assurance. CPS action in respect of hate crime was found to be less visible. Dedicated CPS

prosecutors were nominated for certain areas of hate crime, for example racially and religiously aggravated offences. Police complained of delay in advice from the CPS in respect of hate crime cases, particularly if no arrest had yet been made or an offender was on police bail and a file submitted for advice. This was less apparent when a person was in custody, where advice under the charging scheme was prompt. At court, no priority was routinely given to hate crimes over and above other crime. The inspection recognised that while the police had focussed on hate crime there was a need for improved practice elsewhere. A recommendation was:

*“The GMCJB should introduce an end-to-end approach for tackling domestic violence and hate crime, encompassing good inter-agency working with common targets and agreements on timeliness in respect of case progression within all agencies.”*

The diversity delivery group of the GMLCJB had already identified hate crime as an area to progress and instigated a process review, for example in tracking hate crime from the report to disposal. This work looked at definitions, data and recording issues across the justice system.

The police performance bulletin discussed above provides quality assurance information in respect of recording of stop and account/search, although not broken down by ethnicity of person stopped. It is not known whether there is any process for quality checks of police handling of stop and search, of arrests, of reports of victimisation or of other contacts between the police and the BME public. Nor is it known whether the lessons from the focus groups about the issues identified by participants have been taken forward, for example in training. Since the research team has not currently seen performance data in respect of other criminal justice agencies we are unable to comment on their procedures.



### **3.4.2. Getting the message across to the BME community**

As discussed previously, communication is important to community engagement and confidence building and conveyance of information is part of that communication. Firstly there is the conveyance of messages concerning reductions in disproportionality and other performance data. As required by the PSA Delivery Agreement 24 (HM Government 2007a), LCJB will “publish data in a format which can be readily understood by the public.” This has two elements. Firstly data has to be published. We need to ask whether this is done in Greater Manchester. How is it promulgated? Secondly the data must be in a form readily understood. As commented previously, the police performance data prepared for police commanders and diversity champions is comprehensive but difficult to understand. If information is provided to the public, is it simplified so that it can be comprehended while not losing the essential elements? Secondly, we have seen previously that knowledge of CJS agencies other than the police among minority ethnic people is limited (para 3.3.2) and there is therefore a need to convey information about the CJS. A third area is to promote positive stories about the criminal justice system in order to reverse the situation shown by the BME survey that only half the number of respondents who could recall a negative story about the CJS could remember a positive one. In particular, these should be positive stories in relation to the BME community.

Review of press releases from the GMLCJB shows that there have been press releases with regard to performance in the LCJB, concentrating on time taken to bring offenders to court, ineffective trials, fine payments and bringing offenders to justice. However there seems to have been nothing specifically with regard to race issues and nothing with respect to police performance either generally or with regard to race. With regard to raising knowledge about the criminal justice system there have been press releases giving information about aspects of the criminal justice system. However, are the press releases targeted at media that BME communities will access? The material provided lists BME media but it is not clear how much these are used or which stories are released to them.

Nor is it clear whether there are other media – the list is Asian biased but there may be little available for other ethnicities. The listed media are:

- The Asian Post
- Asian News
- The Asian Times
- Asian Express
- The Voice
- BBC Asian Network
- It's Kosher (BBC GMR)
- Eastern Horizon (BBC GMR)

There have also been a number of events with the aim of improving knowledge, although there do not appear to have been events specifically targeting BME communities, except for that at Stockport mentioned in the LCJG Confidence Leads Meeting. These include open days at courts and police stations, road shows, interactive awareness events and others, many held in the annual Inside Justice Week which has a stated aim to ensure residents in Greater Manchester have the opportunity to find out how the criminal justice system in their area works, and how they can get more involved. Other examples of specific events are:

“You Be the Judge” This event involves a Judge, Magistrate and Prosecutors presenting real cases to an audience made up of members of the public. Around 100 attendees are given various sentence options with the opportunity to vote on the sentence that, in their opinion, best fits the crime. Once the audience votes the actual verdict is read out. The Judge then talks through why the sentence was given and what happened afterwards. The aim of ‘You be the Judge’ is to help people understand the different factors involved when judges and magistrates sentence offenders. Following the voting, the audience has the opportunity to ask questions to a panel of criminal justice experts, including local police officers and members of staff from Probation and Victim Support. There have been a number of these events across the Greater Manchester area.

Two ‘Confidence in Justice’ events in Stockport, focusing on how the criminal justice system in Stockport deals with crimes as they are passed from the police, through to the courts and beyond. The events, aimed at a variety of residents in the borough, will demonstrate the support on offer to victims and witnesses of crime and the help that is available when it comes to giving evidence in court.

These events are doubtless helpful towards improving knowledge and therefore confidence in the general population and were well received by those who attended. However are they reaching ethnic minorities? Sample feedback reports for four “You be the Judge” events for which demographics are provided show that the overwhelming majority of participants were white (Table 3.7). It would be helpful to see an analysis of all the events by ethnicity as it would be wrong to judge the whole initiative by these few. However, it is notable that Pakistanis who are the largest minority in Bury, Oldham and Rochdale are not represented at these events, although they may have attended other events, for which feedback reports have not been seen.

Table 3.7 Attendance at You be the Judge events

Venue	Total number attending	Ethnicity of those attending		
		White British %	Total BME %	Other ethnicities %
Bury	70	84	11	White and Asian 2 White and Black Caribbean 5 White and Black African 2 Chinese 2 Not stated 5
Wigan	60	95.8	4.2	White and Black Caribbean 2.1 White and Asian 2.1
Oldham	115	83.9	16.2	White and Black African 9.7 Bangladeshi 3.2 Caribbean 3.2
Rochdale	40	82	15	White Irish 6 Chinese 9 Not stated 3

In the publicity material provided there are some items specifically focussing on BME related issues. For example, there is an Asian News article about race hate crime. Race hate crime has been the focus of other initiatives. One item for the LCJB website

concerning the victims code provides a case study of an individual with an Asian name who has been the victim of racist letters and phone calls. The Inspection Report of 2006 said that GMLCJB had arranged a series of theatre performances to inform the public on how hate crime is dealt with by the criminal justice system. These performances took place at a number of locations throughout Greater Manchester in April 2005 and evaluation revealed that the performances were positively received, albeit attendance levels varied. One press release relating to Stockport's "Confidence in Justice" events was specifically aimed at the BME community. One item for the Asian News consists of an interview with an Asian researcher working on the BME survey. There have also been a number of items relating to the launch of "Voices" set up to provide an opportunity for those of all backgrounds to give their views and work with different organisations to help their community understand the criminal justice system.

While there are some positive stories among the publicity material supplied to the research team, there is a lack of material specifically relating to BME issues.

### **3.5 Conclusion**

GMLCJB has recognised that there are issues with regard to the BME community and the criminal justice system. It has taken steps to assess their extent and nature within the local area by carrying out analysis of demographic data and commissioning two BME Surveys. The confidence measure required by the PSA 2 target (the percentage very or fairly confident that the CJS is effective in bringing offenders to justice) was higher than the British Crime Survey indicated for the Greater Manchester population as a whole. This is in line with national findings. GMLCJB Confidence Delivery Plan (2003) includes race issues as priority areas in relation to community engagement and sets out proposed actions towards improvement of BME confidence in the criminal justice system. The 2006-7 Delivery Plan states that GMLCJB seeks to improve BME confidence as a priority. Some LCJG local plans also include proposed activities to reach BME groups, although the plans vary widely in format and content. GMLCJB has identified hate crime

as an area to progress and initiated work to monitor processes in relation to hate crime and examined current police, CPS and court handling of hate crime, finding variability in response. Greater Manchester Police has produced comprehensive statistics with regard to some of the recognised issues. There has been considerable effort expended in attempts to reach the BME communities through activities and the media. In the area of raising knowledge about the CJS there have been a number of events such as open days, road shows, “You be the Judge” events, and “Confidence in Justice” events. The research team has seen some items of publicity material relating to specific BME issues such as race-hate crime and some evidence of targeting BME media, such Asian newspapers and radio stations.

However, these efforts come across as piecemeal and the evidence for a focus on BME issues by the Board and the LCJGs is limited. This means that the basis on which to build efforts to deliver on the new government targets has a number of weaknesses, including:

- There is no overall strategy in regard to BME issues, these being a part only of documents with a wider remit, such as the Confidence Delivery Plan.
- Possible as a result, there is no clear focus on BME matters at strategic level meetings.
- The Confidence Delivery Plan that has been provided was developed at an early stage but evidence has not been provided of assessment of its achievements. For example, there has been no statistical evidence provided for improvements in dealing with Hate Crime although the Joint Inspection Report of 2006 referred to quality checking by the police. The later Delivery Plan of 2006-7 lacks detail.
- The Communications Delivery Plan dated 2006 provides proposed activities to reach BME communities but there is no explanation of how the activities are expected to achieve the quoted PSA2e target. The extent to which those activities have been pursued is unclear. For example were the specific events with the largest BME community in specific areas held, or are they still planned?

- Demographic analysis has been carried out which can identify the location of BME communities to be engaged. Evidence for systematic use of this data has not been provided to the research team.
- The BME Surveys identified a number of issues but the documentation reviewed lacks clear explanations of how those issues have been taken forward, although there is evidence that there have been attempts to address some. Some of the issues are:
  - Confidence in equality of treatment of those accused of crime (including the need to improve equality and publicise that improvement).
  - Confidence in prompt and efficient dealing with cases (including response issues and education concerning realistic expectations).
  - Variations in confidence by ethnic group
  - Variations in confidence by area
  - Need for positive stories
  - Language difficulties
  - Front line contact issues – perceptions of attitudes
- While the surveys provide measures of confidence and perceptions and there is performance data in respect of the police, the review has seen little evidence of attempts to measure change. The two surveys used different sampling frames, and are not directly comparable, while there has been no repeat for 2007. The police data is for one year only.
- There is no performance data with respect to BME issues from criminal justice agencies other than the police.
- While there is evidence that a number of activities have been held with the intention of impacting on knowledge and confidence, there is little evidence that these have reached minority ethnic communities. While some monitoring information has been collected, there has been no systematic analysis which could measure impact on BME people.

## **Chapter 4: Interviews with LCJB members**

### **4.1 Introduction**

This section discusses the GMLCJB members' views on issues relating to their job and the activities and performance of the Board in the areas of BME community engagement and confidence in Greater Manchester. The information for the section is obtained from the in-depth interviews with all the nine members of the Board. Interview questions covered issues such as the Board members' perceptions of their role generally and their satisfaction with the Board's performance in the areas of BME engagement and confidence, the relationship between the Board and the 10 LCJGs in the areas of BME community engagement and confidence; how the work of the Board on BME confidence and engagement is coordinated and evaluated; what Board members consider to be the barriers to effective BME community engagement and confidence in Greater Manchester and their suggestions for improvement.

### **4.2 Board members perceptions of the role of LCJB**

There was consensus amongst members that the LCJB has an important role to play in improving the delivery of criminal justice in the area (county). Members saw their main roles as (a) improving the delivery of criminal justice in the county, (b) acting as a medium through which the key criminal justice agencies can share knowledge and a forum for introducing change. Most members emphasised 'cooperation' or 'working together' as the hallmark of the Board's work. Comments included:

"I'm convinced if it wasn't for the sort of interplay of Chief Officers [it] wouldn't be working as smoothly as it is. People within the organisations know that we meet regularly, they know that we can talk to each other on the phone, you know and often do and have bilateral meetings so it's not a question of oh well we can ignore

that because they never really talk do they; but we do talk. And it ripples over but I think that's a positive thing but you wouldn't see that written down anywhere."

"This sort of co-operation helps to build some confidence that we are at least working together and we are acknowledging where the fault lay."

"The Criminal Justice Board is the way I see it is that agencies have got a structured way of working together and there are common goals and objectives and that you see can all fit in together to achieve them."

But a few members disagreed with this position and were more critical of the Board. Comments include:

"One of the things at which we've not been very good is co-ordinating the activity of the different agencies. We have had theoretical ideas about doing joint things but they rarely seem to have come to pass, we've not been focused enough on delivering joint stuff. We have isolated examples here and there of where this occurs but there's no real theme to make sure that this happens."

"I think we've made a stab at things, I'm hoping it's a stab in the right direction but I think there probably needs to be an evaluation about how effective that is and how that's worked."

A member felt that their agency's goals were different from those of the other members and another felt that the proceedings could be too dominated by the police-prosecution perspective. As one of these members puts it:

"The difficult sometimes with [ ] is our goals are not always the same as the rest of the panel [ ]. Sometimes, the targets and the focus [of] the Board really detract us from where we want to go. It is keeping that wider perspective for the Board [that is] for me absolutely crucial"



Another member thought that the Board had actually lost focus. According to this member:

“In all honesty I think it’s lost its way a bit this last 12 months. It’s difficult to put my finger on why though, you know, why I think it’s lost its way. You know I think that until about 12 months ago the Board was really focussed, I just think the Board’s lost its way in the last 12 months and maybe because things are happening out there within individual agencies that means people are having to be a bit more introspective.”

However, the majority of members were positive and enthusiastic. Many of them are aware of current developments and the impact that they will have on the role of the Board. Thus, many of them saw the Board as going through a period of development and change and doing its best to achieve the government’s vision of justice for all. As a member puts it:

“I think strategically we’ve got our finger on the pulse, [but] we are going through this kind of metamorphosis transition into a model which will better enable us to deliver [ ] justice for all, where everybody is a stakeholder, where everybody feels that the system operates equally for them and the most crucial [ ] pay back for the whole of the criminal justice system in adopting [this] approach is that we will get increased engagement because people will want to work within it. That’s the vision you know, a world in which everyone is engaged in the delivery of justice, with a common understanding.”

### **4.3 The LCJB and ‘Race’ and diversity issues**

Whereas all the Board members said that race issues were important to the overall strategy of the Board, the majority of members had reservations as to the extent of the

emphasis that has been placed on race and diversity issues in the Board's operations  
Comments include:

“Most of the work of the Board is fairly general. The Board doesn't tend to focus in terms of specific ethnic groups. There are so many different ethnic groups [ ]. The Board can only set expectations. The Board can [only] have a strategic view on what needs to be done”

The documentary review (chapter 3) revealed that over the life of the LCJB there had been a number of different working practices. One of the early ideas had been the establishment of sub-groups (Delivery Groups) under the remit of the LCJB to consider particular issues or areas of the Board's activities. The researchers were particularly interested in the work of the Board's Diversity Delivery Group, especially as the group was mentioned in the documentation but there was no information about its activities. Responses from Board members indicate that the idea of having Delivery Groups was considered a good one at the time when it was suggested but the idea had since been abandoned because, according to a member “they were too rigid to be effective, producing few results, and they have suffered from diminishing attendance” Specific comments include:

“When I first came, we had Action and Delivery Groups I think they were called and then when we had something else, they were called something else to begin with maybe they were called Action Delivery Groups, and there was an overlap between the confidence one and the community engagement one but frankly they were all fairly ineffective and the attendance began to wither. And I don't fully understand why they were ineffective. [ ] have been a bit put off because it was too Police driven in [ ] view. We've changed our approach almost every year because nothing seems to have worked. We never really attracted quite the right thing and I think you can never divorce these things entirely from the personnel involved with them. I know people say you shouldn't personalise things but life is a collection of

people therefore it's bound to be personal [as] they've never really drawn together and worked somehow"

"Here's a meeting taking place but is it actually doing anything? [ ] and there's a huge amount of resource being spent in administering it, taking minutes, ringing people up, booking places, pushing food trolleys up and down and so conceptually I think the approach was right to say get away from that sort of rigid approach, move us into a position where we can be more fluid about how we're operating."

The Board has adopted a new approach in line with OCJR thinking whereby whenever particular issues are to be tackled or projects to be delivered, the Board would set up specific groups to deal with them. Another approach mentioned by a member is that of working through the LCJGs:

"The Race Advisory Group which they did away with and then they have had a Diversity Delivery Group which they also don't have and what they seem to be doing now is working through the LCJGs and having a Diversity Champion in each of those areas. I think they have also set up independent advisory groups. From my point of view I think it's a lot because you don't have the overall strategic drive and you don't have a sort of partnership learning moving together because it just feels a bit sort of dispersed at the moment."

However, there is no documentation of the effectiveness of these approaches.

#### **4.3.1 The ethnic composition of the Board**

One of the questions asked was whether the ethnic composition of the Board is important in terms of the ability of the Board to understand BME issues. This question arose from the fact that all members of the Board are White British. Members simply referred to the fact that members of the Board have to be chief officers of its constituent agencies. As two members explained:

“Those are issues not for the Board are they? [ ] the Board can only take its members from those groups. It’s for the individual agencies to try to make sure that there are people other than white middle aged males, who will become the Chief Officers in [their] organisations.”

“It is not possible for the Board to represent all ethnicities in Greater Manchester.”

However, members commented on the progress that has been made within their respective agencies both in terms of recruitment of BME staff and of their progression into the higher echelons of authority within the agencies, , with some agencies claiming to have made significant progress. Comments include:

“At the moment [ ] about 10.4% of our overall staff are BME, and it’s broadly the same in management so we’ve been pretty successful in recruiting certainly above the level of representation of the broader community. But also we’ve seen good career progression so we’ve got quite a lot [of] managers and indeed now senior managers [who are BMEs].”

“All the benches have a broad range of ethnic backgrounds; if you looked at the bench here there would be a high percentage from ethnic backgrounds which is good.”

Whilst members are aware of the benefits of having a diversified workforce with BME people in high posts, none thought that having BME members on the Board might send some signal to the BME communities that the Board represents BME interests.

### 4.3.2 Diversity lead on the Board

The research team suggested that in the light of the issues raised from the comprehensive documentary review, it might be wise for the Board to consider having a person on the Board with a clear dedicated lead on race and diversity issues, to take full responsibility for the BME confidence and community engagement work of the Board. The responses were mixed. Whilst members acknowledge the importance of race and diversity issues, many did not think that it was important or practical to have a member of the Board who is specifically responsible for ‘race’ and diversity issues; more so as most of the agencies already have such posts within their respective organisations. Some members thought that such a move would not achieve much. Comments include:

“I can’t see how, I don’t necessarily see it being [necessary, having] somebody that is purely and simply race if you like [ ]... I think what we’ve got to guard against is just [to] keep building, building and putting permanent structures in place because that, I think, is where we’ve tripped ourselves up previously.”

“I’m not so sure whether we need someone who is 100% dedicated to diversity issues.”

“I think you need somebody that co-ordinates all the outcomes and monitors the initiatives going on throughout Greater Manchester [that is,] co-ordinates it and then feeds that up to the Board in a co-ordinated fashion so somebody could say they’ve done this in wherever and these are the benefits and the outputs of it. So, it is a co-ordinating role as opposed to having a person that has a full time job.”

The arguments in favour include:

“Assuming the money can be found, [ ] we do need somebody in that post whether we call it Diversity or Confidence or both we can work that out but [the Board] needs somebody to give it more direction to what is going on that currently exists.”

“I think if we could get the funding for it, actually a Diversity Officer who isn’t linked to any one of the organisations, who could stand back and [ ] look at all the parts of the criminal justice system to say what are the issues, how we tackle them; and [also] look at community engagement, I think would add value.”

Others were unclear as to whether a dedicated post was appropriate but recognised the risks where no one has a specific responsibility. Comments were:

“It’s now a little unclear about whether that is the way forward, whether we should go back to that and recreate a special dedicated diversity lead or whether in fact we should try to weave it in with the rest, but the weaving-in approach rather runs the risk that you skate over the surface and don’t do it very thoroughly.

“I would have thought something like that ought to be part of everybody’s brief but the danger is if it’s everybody’s [then] it is nobody’s.”

#### **4.4 Board activities on BME community engagement and confidence**

The comprehensive review (see chapter 3) revealed that the Board and its member agencies have undertaken a number of activities or events designed to engage the local communities and raise confidence but no clear evidence that BME issues were prioritised in these activities. Board members were divided in their responses to the question of how much of the Board’s community engagement and confidence activities have been targeted at BME communities. The majority view was that, in the cases where the activities were countywide, the Board had the BME population in mind. Members made specific references to events that they said were targeted specifically at BME communities. These include the hate crime presentations. Comments include:

“We did sponsor some [hate crime presentations] which were actually very good, [ ] in the local districts. Round about six of these were involving [the] Geese Theatre,

and it was a very interactive event, presenting a number of scenarios which raise [issues around] hate and race crime, involving [the] audiences, very sort of interactively, in discussing those issues so we've done that piece of work too."

Some Board members claimed that some of the Board's activities were carried out in areas which the Board knew to have high concentrations of BME population. According to a member:

"About two years [ago] we did an event at Rochdale, or was it Oldham?, no Rochdale. It was an awareness event about the work of the LCJB and you know I am going back some time but, from memory, one of the reasons why we chose that area, and we chose it because it was in an area where there was a very high local population from that community, from the ethnic communities. And it was well attended."

Others said that whilst events may not necessarily be targeted at the BME population, the issues raised in most of the events should be of interest to both BME and non-BME peoples. A common example given was the 'You be the judge events'. Comments include:

"For example, the sentencing events that we've been doing to raise confidence and understanding in sentencing. We haven't just done them blindly. The communities we've sent these bodies to have been communities where we've got, you know, a greater predominance of minority ethnic people"

"The 'You be the judge event' which, you may know, we were very pleased with [ ]. They are really quite a pioneering approach and we had them filmed and put on regional TV and had sort of audience participation and we've had some quite good encouraging BME representation in the audiences of those groups so, as I say, those are aimed at diverse communities, but they don't particularise BME communities

but we've welcomed the BMEs to these [events]. There has been quite a good diverse mix of people attending really."

In addition, individual members described a number of initiatives undertaken by their own agencies to raise BME confidence and engage with BME communities.

Contrary views were presented by a few members, who felt that more could be done. Comments include:

"You asked the question about whether we had a sort of specific strategy for improving confidence in relation to BME communities and I think that the answer to that is, so far we haven't. We've recognised the issue and addressed [it] by a number of individual initiatives and I think that we are now very aware that we need a more comprehensive and a planned approach which identifies what the particular challenge is with these groups."

"We've had those conversations but I wouldn't say that [the Board has] necessarily prioritised the interests of the ethnic minority communities."

"This is something that I think we need to redress and reverse but not just to get rid of the effective things that we do but to also balance them up by better strategies for local engagement."

"Once they have engaged I think the satisfaction would be quite high but are you asking me do I think that [we] engage properly and sufficiently? I would say no."

"Community engagement as a whole is one of [the Board's] weaker features I feel."

"I don't think actually we've really got as much pay back out of it as we might have done and if you ask me to put my hand on my heart and say, well, what were the precise results of that I would probably struggle a bit to say what it achieved."



However, some members thought that some of the initiatives have been successful in improving knowledge and understanding of the CJS generally. The “You be the Judge event” was mentioned in this regard; that is, an event which members considered have been successful in that it engaged the communities, including BME groups, and the feedback indicated that it might have changed people’s perceptions or misconceptions about sentencing. But, when asked whether the success of the initiative has been evaluated, most Board members were unable to say. One member explained how it could be difficult to tell whether the effects of such events had been long lasting or only ephemeral:

“At the ‘You be the judge’ events you can, I mean, you say to them part of the whole methodology of this is that you measure the audience’s views at the beginning of the event and you measure them at the end. So, I mean, you do have an objective measure. You know, if you went three months down the line or six months down the line, well, for those of you attended that event, do you still three months further on, six months further, a year further on, do you feel more or less confident or the about the same as before. We don’t have a way of measuring that.”

Whilst members were not generally able to say whether Board events and activities have improved confidence amongst the BME population, some referred to the survey funded by central government to assess the confidence of the BME population (discussed in chapter 3). This showed a higher than expected confidence in the CJS among the BME population in Greater Manchester. However, BME people nationally tend to have greater confidence in the CJS except in that the CJS respects and treats fairly those accused of committing crime. One board member identified the need to avoid complacency as a result of these survey figures. The question with BME confidence is how to address aspects of confidence that are issues for BME people. The task should be that of isolating issues that the local BME population feel less confident about and then addressing them.

#### 4.4.1. “VOICES”

The LCJB has recently set up a community consultation group called VOICES to act as a community partner to the Board. According to a Board member, the purpose of the group is

“To sit alongside [the Board] in as representative a fashion as they can and give critical feedback to the Board about its policies, about its stance, about its approach [ ]. They have an active role in terms of our policies and procedures. They have a responsibility in terms of aiding us in our impact assessment of new materials or existing materials that are coming through. They have a specific responsibility, which is different [from] the old IAG that we created. They have an active role in the communities spreading the news and so on and so forth and drawing back from the communities issues of concern that the Board should know and understand.”

Some members were generally enthusiastic about the potential of the groups as a mechanism of the Board’s accountability and community engagement: Comments include:

“What we wanted was some radically different people; you know if we get some really, you know, out there kind of people who would really challenge us in an active way.”

“They are a very enthusiastic group of people and we are trying to engage them in a number of our pieces of work and also to use them as a sounding board to test out whether they think what we’re doing is heading in the right direction or not.”

“It’s not a talking shop [ ]. It’s much more, it’s got much more potential to be dynamic and we’ve actually got the individuals who are involved to sort of sign up to the fact that they must to do something on behalf of the board and, you know, do

active work in the communities for us in conveying our messages out there, you know.”

Some members felt that it was important that the group have a clear role in order to avoid the risk of them losing interest. Comments include;

“If you don’t actually use them in some practical way and they don’t feel they are really making a contribution, then they will soon start to get disenchanted and lose interest, so we are currently considering how best to use them in fronting particular events, in contributing to discussions, in explaining our work to other users locally.”

“You can’t just expect people to sort of walk in and feel immediately confident enough to do that; they’ve got to know some of the people, they have to know a bit more about what’s been going on, they’ve got to form a view and I think we’re still in that sort of forming stage.”

However, some Board members knew little or nothing about VOICES judging by the following responses given by them to the question “Have you heard about VOICES? Do you know what they are set up to do?”

“In fact I’d forgotten what the acronym stands for until I read it in today’s papers. If you pick up a package there’s something in there. [ ] I’ll have to pass on that one I’m afraid, its not a good answer but it’s a true one.”

“Tell me more about it.”

“Well, I didn’t know it was called Voices, [ ] I have no information on it and I didn’t know it was called Voices, I must say. [ ] I haven’t got that detail. I didn’t know they were called Voices to be honest with you. That’s news to me.”

“No, I’m not sure I’ve been involved [ ] Mind you, I missed the last meeting so may be if it’s something very recent then no I haven’t [ ] It is a good idea provided we’re not raising false expectations.”

“I don’t know very much about it, what can I say? What do they call the group? [ ] I thought they were like an IAG.”

“I don’t know what they do.”

It needs to be said that ‘VOICES’ is a very recent initiative of the Board. At the time of this study, the group was not yet involved in the Board’s work.

## **4.5 Barriers to effective focus on BME engagement**

Some LCJB members offered reasons for the lack of focus on BME engagement and confidence, including the difficulties that the Board had faced in its effort to engage with diverse communities. Individual comments related to:

- lack of interest by senior management in the past,
- confidence of workers to go out to the communities and
- problems of data collection and monitoring impacts.

Difficulties identified more widely include:

### **4.5.1. Lack of direct and coherent directives from central government and the OCJR**

According to a member, “there has been a lack of clarity from the centre, mixed messages, no clear focus from the centre.” This comment was echoed by many members who felt that there have been, in recent years, too many prescriptive directives from the

Office of Criminal Justice Reform (OCJR), some of which have led to the Board having to focus or prioritise “what the government wants”. As another member puts it:

“The fact [is] that we’ve been driven very centrally to address critical elements of Government identified reform”

In other words, whereas LCJBs are charged with the task of delivering change at the local level, the changes expected are performance driven by the government and the OCJR. Some Board members were worried that the focus on targets could obscure the wider issues or fail to reflect the breadth of some member agencies’ work. Comments include:

“A lot of targets were being generated centrally through what were perceived to be central priorities which could have, (I think negative might be too strong an adjective) but could have an impact within the local community which might [be] counterproductive.”

“I think personally that the targets are not always helpful. I think that they can actually sometimes get in the way of the Board working as a Board.”

“I’m not sure that best practice then cascades down and I think it’s still much focused on the targets rather than sharing ideas.”

“We work in prevention, with families and parents. That doesn’t feature in the Board’s performance [targets]”

“[It is difficult to apply a performance focus to diversity issues because of] data set differences and definition differences between the agencies”

The crux of the Board members’ argument is the feeling that the work of the Board is driven by central government targets and these do not always permit the flexibility

required in dealing with local circumstances and communities. Further comments include:

“There is an intention that Boards will be given the leeway to set more of their own priorities. Obviously within a framework that might give the Board the opportunity to take a different view about the amount of resources we apply to get, to reach out to all the various communities across Greater Manchester. But I still feel, you know, there will be certain key performance areas that we are expected to deliver on and unless one of those is confidence within the ethnic communities, then I think it would be swamped in with the overall general confidence.”

“Then again I think that’s because the OCJR gives very clear priorities that although they say the Boards will set their own priorities, in reality the bulk of the work has got to be what OCJR wants [ ] and what the ministers want.”

“The work of the Board is central government agenda. We have not much choice.”

Specifically concerning OCJR guidance to the Boards on community engagement comments include:

“OCJR hasn’t really come back and said, you know, what we mean by community engagement is this, they’ve just said you give us some ideas, which personally I don’t think is helpful from a Government Department and they must have access to you know a lot of resources, there must be a lot of Government work undertaken on community engagement and diversity etcetera.”

“We also try to work with OCJR to deal with building confidence, they tried to develop a confidence tool kit for us and frankly we invested quite a lot of hope in them producing something that we could draw on whenever we wanted to do and in the end they didn’t really quite know what to do, and we ended probably waiting

the best part of a year and I was pretty critical about this toolkit, it didn't really have any tools in it at the end so it was a bit of a waste of time."

#### **4.5.2. The diversity of the BME communities in Greater Manchester**

One difficulty identified was the extent of the diversity of the BME communities in Greater Manchester, the lack of detailed information about these communities and therefore, the failure to identify issues of importance to those communities.

"I don't think we've drilled into the statistics enough to give us the information to say you've got particular issues in particular communities with particular minority groups."

"We've never to my knowledge as a Board actually had papers that have really analysed the demographics of Greater Manchester and said these are the issues. But I have no reason to believe that the individual agencies haven't done their best to try to look at their own practices and policies but as a Board engaging with the diverse communities, as you say looking at the problems, we haven't sat down as a Board and said well what do [they] need in that community?"

"There isn't a consistency across the area and we can't be certain that the messages are getting out the same in Stockport as they are in Wigan."

"The Board can only set expectations; the outcomes will be different in different areas."

Another difficulty identified was in identifying significant members of BME communities with whom to engage. Comments included;

"I think it's quite right and proper that there does need to be direct engagement with significant players and I think very often the mistake that we make we can sort of

look at the minority ethnic community as one and it isn't, it's actually made up of individuals and, you know, there are individual wheels within wheels and all the rest of it and the trick is, I suppose is, how do you make a connection with a significant group which has credibility within the community and a point of influence within the community. And I'm not sure that we've actually thought [about] those things."

Related to this is the view expressed by some members that the problem is that the same limited number of individuals tended to engage with various agencies and initiatives: Comments include:

"(We) discovered fairly quickly that the people that we'd got on the IAG were what you might term the usual suspects. They were well meaning people but they were the usual suspects."

"Essentially the same people who have been on our Hate Crime Scrutiny Panel Advisory Group have a role with the Police, many of them I know because they are the sort of leading lights in their respective communities."

#### **4.5.3. Lack of resources**

Almost all of those interviewed identified difficulties of resources, particularly in relation to the LCJB as a whole but also in respect of individual agencies. Some commented on the issues of capacity to fulfil expectations of central government and the problem of concentrating resources to meet targets and not permitting more proactive projects. Comments included:

"I think there are capacity issues around the LCJB because it's not really been adequately resourced, it's just one of those things that the Government expects to happen. It does need some core resources."



“It’s not just a question of having the financial resources, it’s having the staff as well to be able to. [ ] You could easily say, well, you know, we will give that piece of work out to a firm of consultants to do for us but the whole process needs to be managed and it takes resources and in terms of support for the Board it has, you know, we have been fairly stretched over the last couple of years.”

“We have a very low level of capability, very low specific resource into the team and they have been absolutely fully committed to delivering against the targets around enforcement, increasing offences brought to justice and everything like that.”

A number of comments related to the relative size of Greater Manchester and how LCJBs are centrally funded:

“We are the second biggest area in the country in terms of delivery and there is a one size fits all central policy towards providing staffing and towards providing monies irrespective of an analysis of the nature of the communities we’re dealing with. We’re carrying something like 5% of the whole national business.”

“The level of support to Boards isn’t [ ] certainly big enough and I know that OCJR accept that that’s an issue but at the moment we have funding that is basically one size fits all.”

“What I find interesting is [that] the staffing level of Greater Manchester is exactly the same as Cumbria and yet the population is massively bigger so I don’t know how the funding is worked out by OCJR but it doesn’t seem to me Greater Manchester gets the amount of funding compared to the potential work.

#### **4.5.4. Negative press**

Several LCJB members pointed to the derailing effects of negative publicity which could negate the effect of long periods of hard work. Comments included:

“However much work you do with communities you only need one thing like that or a judge to say something silly from the bench and you’ve undone six months worth of hard work, [ ] that’s life isn’t it? You have to accept that something’s going to come along and derail you from time to time and [ ] you [just] keep plugging away at what you do.”

“I think the biggest player [ ] has got to be how the media respond and it’s how the media operates. The media are there to sell a story and to sell newspapers. And, you know, how do you control that. I can broadcast as many good stories of whatever, but you know people aren’t interested in that, they’re interested in the scandals and they’re interested in the negativity. And I think, sadly, it is probably a reflection of our wider culture which has encouraged that.”

“The secret policeman [documentary] came out on the BBC the night before we had our confidence event, so we still obviously had the event but it just, you know, you can put a massive amount of effort into building confidence and it just takes one thing.”

### **4.6 The way forward?**

The interviewees were asked to comment on some possible ways forward in improving BME community engagement and confidence. Some members also volunteered other suggestions. One member recognised that improving confidence was likely to be a lengthy process involving much repetition and reinforcement of messages. Two members suggested that it was important to be responsive to feedback that was received from the communities. One member identified a need for greater structure in the Board’s

implementation or of that of its constituent agencies. Another member felt that there was a need for a forum at which the Board and the community could meet to exchange views.

#### **4.6.1 Evidence base**

Three members maintained that any activity must be based on research and analysis to provide a sound evidence base although there were also dangers in too much monitoring getting in the way of action. Comments included:

“You could spend a vast amount of time on research, whether whatever you are doing is actually having an effect and my views may tend to be a little simplistic at one level, but you’ve got no choice really you have a need to be as evidence based as you can but, if you’ve got so bogged down in trying to receive evidence for every move you made, you might end up not making any moves.”

“I would be concerned about us just going and tackling something because one of us on the Board thought it was a good idea, I think whatever we do has to be based on some proper research and evaluation before we do some activities which must mean funding at least to gather data and possibly run focus groups and so on.”

In this regard, most members of the Board welcome the on-going work on the Minimum Data Set as an innovation that would facilitate community engagement although others were unaware of the project. As a member puts it:

“We’ll wait for the results of the work on the Minimum Dataset (MDS). From this, we will know what we need to do.”

#### **4.6.2 Publicity**

Those interviewed were clear that there was a need for positive publicity about the work of the CJS. Methods suggested included PR specialists who might have skills in

convincing the press of the credibility and importance of positive messages. One member felt that the public would relate more easily to stories about particular initiatives than to information about the work of the Board or agencies in general. Another member mentioned using ethnic publicity channels. Comments include:

“You’ve got to deal [with] the wider communities, you can’t just have this group of half a dozen people who know all about it and nobody else knows about it.”

“How criminal justice issues are covered in the local media is important. The Board can play a role; to have a better network of PR specialists, be better committed in terms of press releases.”

“And the cynicism that you’ve got to break is that when you tell a good story either people dismiss it or think it is spin. So it’s that skill of trying to get messages across which don’t seem like spin but just in a measured and steady way saying these are things that are happening.”

“If you are going to go out and engage then that has to be very constructive, [ ] what we need is publicity and marketing, [ ] trying to get the radio and press engaged and I think that’s a good way of getting general information through. [ ] We have tried to use ethnic publications but I’m not aware that there has been a huge take up there.”

“[For] me it’s less important that the principle of the Board is embedded in the community consciousness, I think it’s more important that whatever we want to do is seen and is visible to people who can see well that’s happened. We said we had this issue and here’s the result.”

#### **4.6.3 Relationship with the Local Criminal Justice Groups (LCJGs)**

Most members of the Board share the opinion that more needs to be done at the LCJG level to raise BME confidence and engage with BME communities. However, some Board members felt that there had been insufficient direction to the LCJGs from the LCJB; that the relationship between the LCJB and LCJGs is unclear and the consequence has been lack of results. Comments included:

“We have not really managed them vigorously enough at the centre.”

“The Board needs to be clearer with the LCJ Groups.”

One member considered that the LCJGs were only a mechanism for ensuring meeting targets at a local level and that these targets concerned statistics rather than engaging with the community:

“I think the local delivery groups were meant to be about the mirror image of the Board at a local level. The idea is that [ ] for the targets, each local delivery group [is] making sure that the targets are met in their areas but as far as I am aware they are just the targets that you can count numerically so like cases brought to justice, warrants, licence recall notices and so on and they’re very much about the local Police and CPS and courts getting together making sure it works. So I don’t think they’re used for example as a way of getting information out to the local community or getting the thoughts of the local community.”

Another member thought that steps had already been taken to improve the relationship with the LCJGs but felt that the large number of LCJGs is a problem:

“I think we’ve recognised that at Board level and there are mechanisms now in place that are trying to strengthen those relationships and holding people to account for the people but it’s difficult because we are looking across ten.”

In other words, LCJB members recognise the strategic role of the LCJGs in achieving LCJB goals at the community level but felt that the relationship with the LCJGs needs to be reviewed. The communities that the LCJGs represent are different in terms of diversity. But LCJB members are a bit concerned that LCJGs have become the executive equivalent of the LCJB (more so as they were all previously chaired by the police). Whereas it is desirable that LCJGs should work closely with LCJBs in order to meet government targets and general policy objectives, they need to be more independent and empowered in issues that directly affect their communities, such as raising confidence and community engagement. LCJGs with large numbers of minority ethnic people should be encouraged to take independent initiatives to raise confidence and engage with the BME communities in their areas. It appears that some Board members are in favour of the Board coordinating the work of the LCJGs in the areas of BME community engagement and confidence.

## **Chapter 5: Conclusion and recommendations**

### **5.1. Conclusion**

The researchers acknowledge the work done by the Board in the areas of engaging communities and raising confidence in the CJS in Greater Manchester. There is no doubt that these projects were well thought through and were based on realistic expectations, aims and objectives. However, as indicated in chapters three and four, the extent to which BME issues were prioritised in these ventures was not clear. Although the statistics and research findings indicate a reasonable amount of confidence in the CJS by the BME population in Greater Manchester, these figures can be interpreted in different ways. What is lacking from the review is a clear evidence of meaningful engagement with these communities. Whereas some of the community engagement activities of the Board (for example, the ‘You be the Judge’ event) have the potential to raise BME confidence, the impact on BME confidence has not been evaluated. In addition, while some events appeared to have been targeted at BME communities, the evidence of a consistent focus on BME issues is limited.

Interviews with members of the Board reveal that members are committed and dedicated to delivering the goals of the Board. Judging by the wealth of information received, it is appropriate to call Greater Manchester an active Board. Members felt that ‘race’ and diversity are important aspects of the work of the Board. However, some members felt that the Board needs to be challenged more in this area of work. Members were vocal about the factors that are hindering the successful engagement and confidence of Greater Manchester BME communities and suggestions were made on what they felt the Board needs to move forward in this area. The researchers are in agreement with the Board members’ view that more needs to be done at the LCJG level to engage the local BME populations and raise their confidence. This view is supported by research findings which have shown that local area-based approaches to community engagement are more likely to be effective than a county-based one. However the researchers did not find any evidence of joint working between the Board and the LCJGs on ‘race’ and diversity

issues nor was there any evidence of the Board coordinating the activities of the Groups in these areas. The comments of Board members highlight the need for the Board to take a more hands-on approach to the coordination of the working practices of the LCJGs and working through the Groups to achieve local objectives on of BME community engagement and confidence. Moreover, whereas some Board members did not see the need for an independent diversity lead member on the Board, it is doubtful that without a clear lead on the Board for race and diversity issues, much improvement could be made on race and diversity issues by the Board.

The results of the BME confidence survey conducted by GMLCJB indicate that Greater Manchester is performing well in terms of four of the confidence measures used by the BCS to measure confidence performance (PSA 2) and the results of the Citizenship Survey indicate an improvement regarding PSA 2e nationally. In the opinion of the researchers GMLCJB needs to be seen to be more proactive on BME issues for it to be geared up to delivering PSA 24.

## **5.2 Recommendations**

As the remit of the evaluators work was to assess the Board's performance in the areas of BME confidence and engagement with BME communities, these recommendations relate to that aspect of the Board's work. The recommendations are not to be read as meaning that Board should now focus on BME issues at the expense of other similarly important aspects of the Board's work but that more consideration or priority should now be placed on BME issues, to highlight the performance of the Board in this area. This is significant as Greater Manchester has one of the highest populations of BMEs in England and Wales.

The following recommendations are listed in the order that the researchers thought they should be prioritised:



1. The GMLCJB needs to devise a community engagement strategy that specifically targets the various Greater Manchester BME populations and addresses their criminal justice concerns and needs
2. The LCJB should develop a definitive strategy for evaluating, monitoring and assessing the Board's performance in the areas of BME community engagement and confidence. This should be in line with the findings of the national survey into effective performance management and local performance of LCJBs (Singer 2008) which state the importance of LCJBs reviewing their performance management arrangements in order to "ensure that they maximise the use of timely and accurate information, effective tactics, rapid deployment of personnel and resources, and relentless follow-up and assessment" (Singer, 2008:i).
3. (a) The GM LCJB should clarify its relationship with the LCJGs and play a more active role in coordinating, monitoring and evaluating the BME community engagement work of the LCJGs and its impacts on BME confidence.  
  
(b) LCJG issues should be included in GMLCJB meeting agenda.
4. (a) The LCJB should have a clear view of the mechanisms by which projected activities are expected to impact on the confidence of the specific targeted group.  
  
(b) The LCJB should consider mapping the ethnicity and other data which it has already produced to better focus targeting of geographic communities.  
  
(c) At a minimum, a database should be established to record activities undertaken with location, targeted community, attendance achieved broken down by age and ethnicity and summary of any feedback obtained.

(d) The GMLCJB should consider repeating the BME Survey at regular intervals to assess impact on BME confidence. Care is necessary to ensure comparability between successive surveys.

(e) All members of the GMLCJB should ensure that their agencies produce and present to the LCJB performance data with respect to BME issues.

5. The GMLCJB should consider the addition of a 'Race and Diversity' person to the membership of the Board, to lead on 'race' and diversity issues. It is essential that the incumbent of the post be able to devote full time to 'race' and diversity issues including the initiation, coordination and evaluation of the LCJGs and LCJB activities on BME community engagement and confidence. The remit of the 'Race and Diversity' person may also include publicity of initiatives and events to BME communities. This will help to assure a more co-ordinated approach to the raising of the profile of the GMLCJB. In this regard, the 'Race and Diversity' person should work with PR specialists to maximise the potential of the media.
6. The LCJB should devise a strategy for working with VOICES on BME engagement and confidence issues
7. In the light that none of the members of the LCJB are from BME backgrounds, the Board should consider co-opting BME members from local BME groups, organisations and faith groups to sit on the Board, at least as observers. An alternative would be the secondment of senior officers of BME origins from the local criminal justice agencies or the LCJGs, to sit on the Board.
8. The agenda of Board meetings should include wider issues that affect the disproportional representation of BME people in the CJS. Issues such as BME victimisation, exclusion and non-access to law do not appear to be prioritised in the current activities of the Board, in spite of the fact that the Board includes members

with expertise on these issues, for example, e.g. Victim Support and the Legal Services Commission.

9. The OCJR should consider a funding formula for LCJBs according to the size, ethnic composition and particular challenges facing certain areas. There should be a mechanism by which LCJBs can bid for funding rather than the OCJR make a blanket allocation of resources.

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## Appendix 1 BME population distribution in Greater Manchester

Table 1 shows that there is variation across the ten districts of Greater Manchester in total population from Asian, Black, Mixed and Chinese or other ethnic group backgrounds. Manchester has the highest proportion of the population from these groups but Oldham, Rochdale, Bolton and Trafford all have over 10 per cent. Table 1 also shows the variation in White Other population.

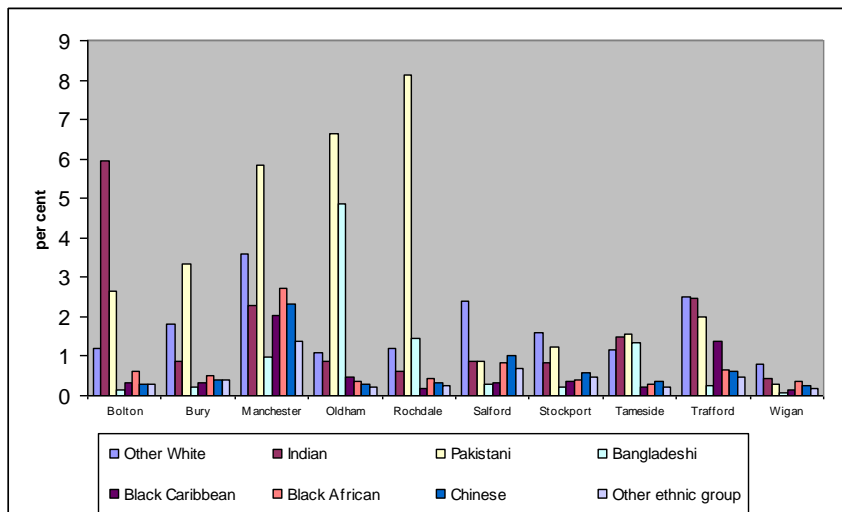
Table 1 Population estimates by district

	BME	Per cent total population White Other
Bolton	12.03	1.18
Bury	7.95	1.81
Manchester	22.42	3.60
Oldham	15.63	1.09
Rochdale	13.21	1.21
Salford	6.69	2.40
Stockport	5.86	1.60
Tameside	6.88	1.17
Trafford	10.29	2.51
Wigan	2.46	0.79

Source Population Estimates by ethnic group 2005 ONS

Figure 1 shows that, from 2005 population estimates, the individual minority ethnic populations are unevenly distributed across Greater Manchester.

Figure 1 Minority populations by district 2005



Source Population Estimates by ethnic group 2005 ONS

The highest proportion of Pakistani population is in Rochdale with substantial percentages also in Manchester and Oldham. The largest proportion of Indian residents is in Bolton and of Bangladeshis in Oldham. There are significant Black Caribbean minorities in Manchester and Trafford and Black Africans in Manchester. Chinese are most important in Manchester. Other White residents are particularly in Manchester, Salford and Trafford.

Figures 2 to 4 show from plotting numbers of population by ward that the ethnic groups within the Asian population are concentrated differently within the districts.

Figure 2 Indian population Census 2001

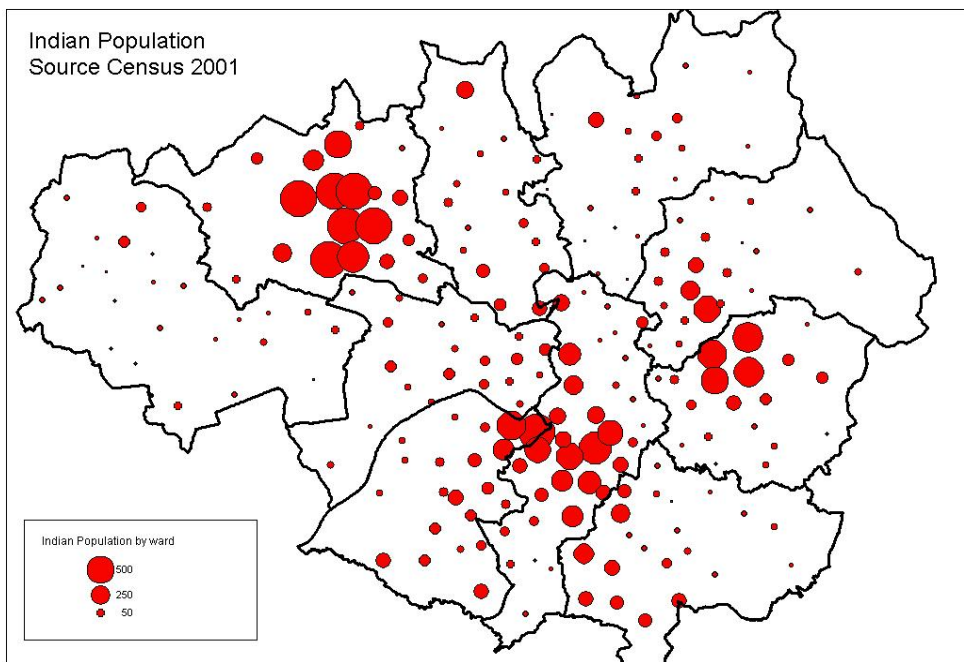


Figure 3 Pakistani population Census 2001

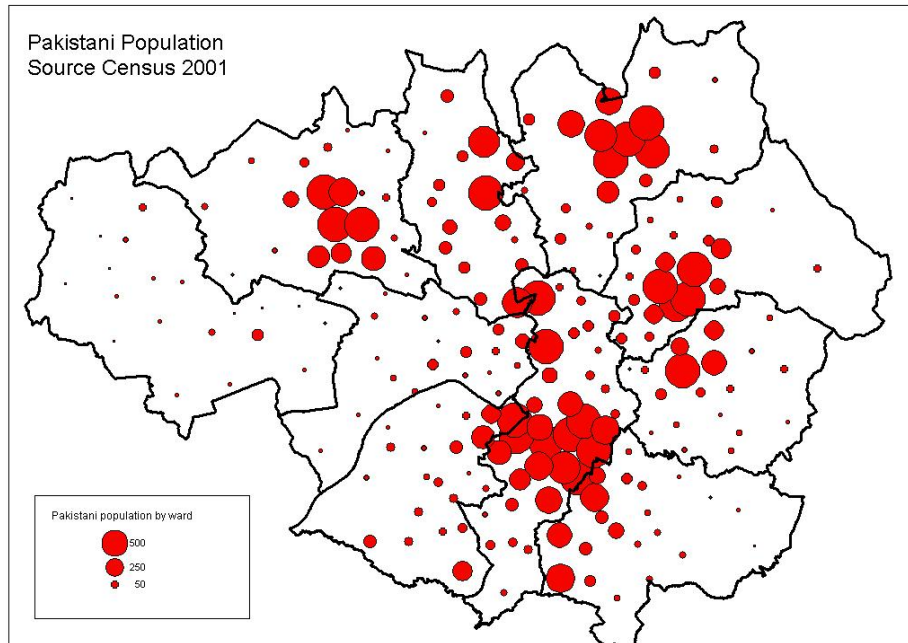
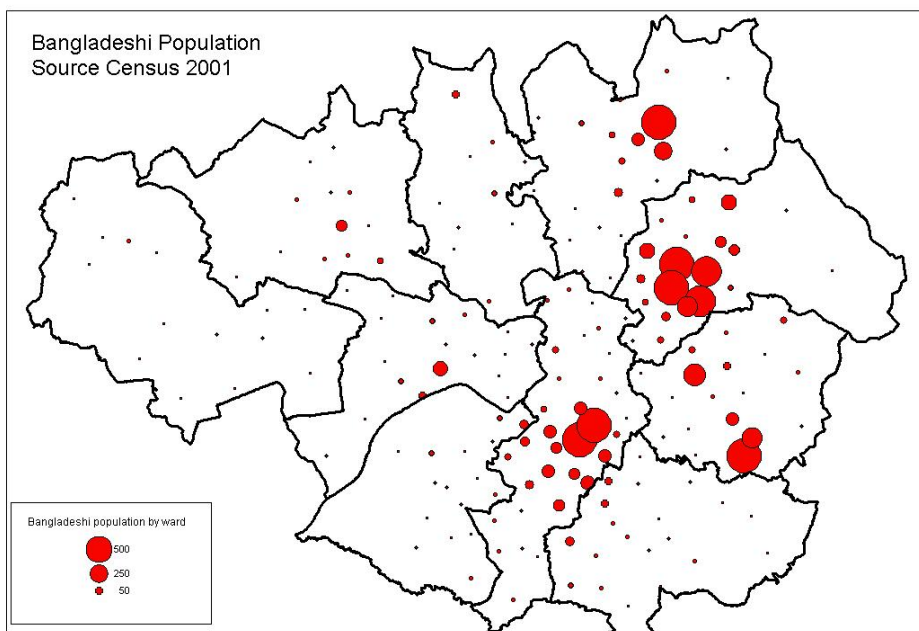


Figure 4 Bangladeshi population Census 2001



The Black Caribbean and Black African populations, while both being concentrated in Manchester show differences in detailed distribution (Figures 5 and 6). Chinese residents



show a more dispersed pattern although there is still a concentration in Manchester (Figure 7).

Figure 5 Black African Population Census 2001

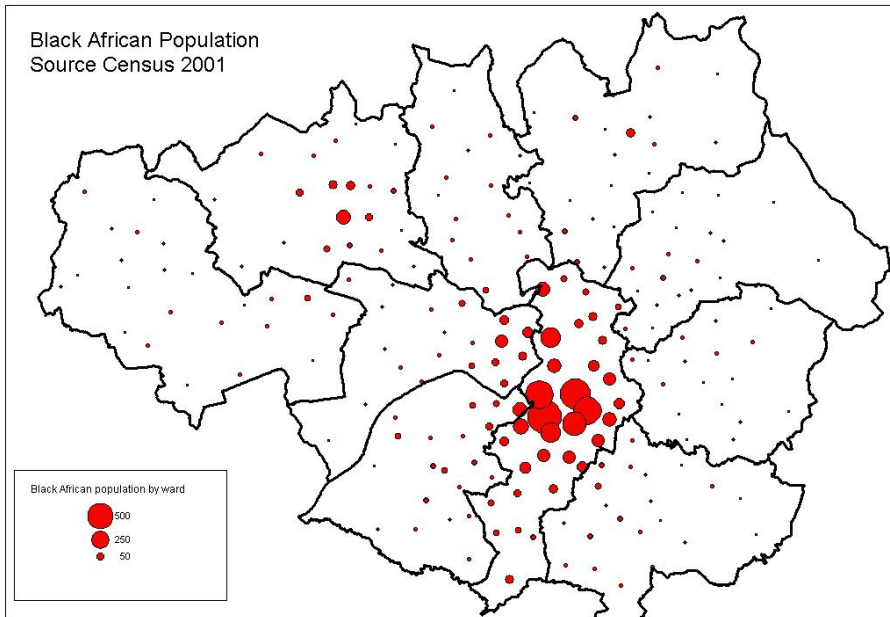


Figure 6 Black Caribbean Population Census 2001

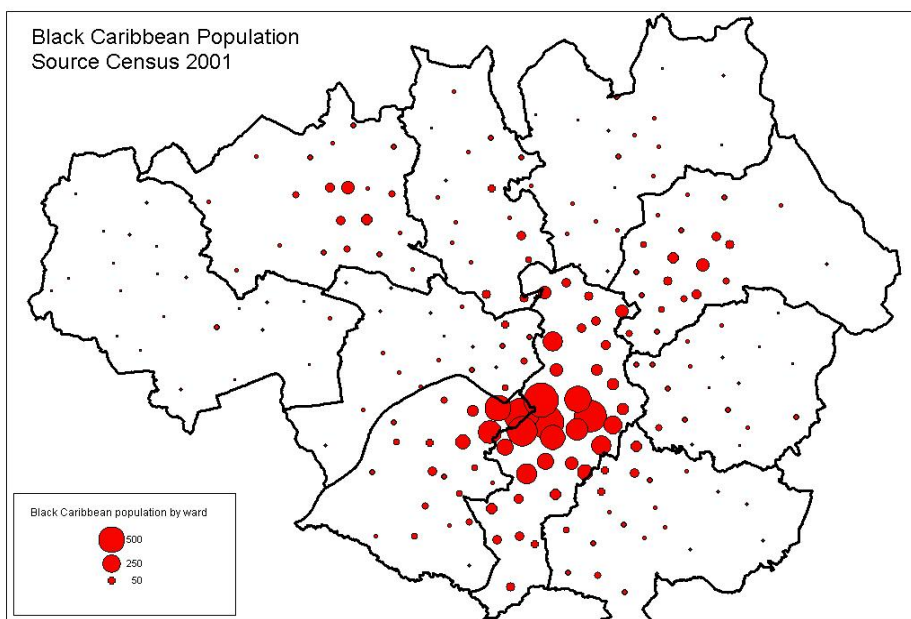
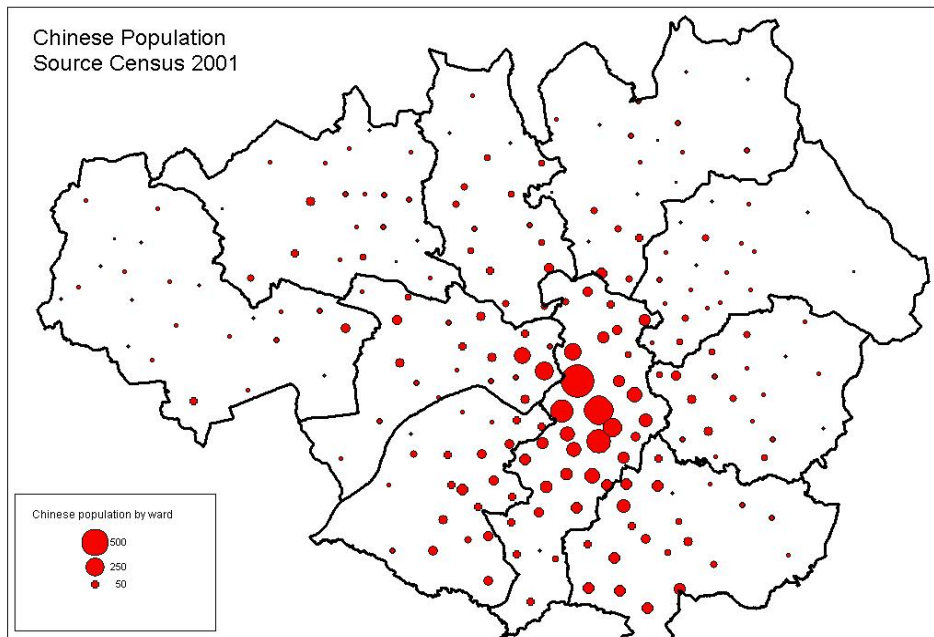


Figure 7 Chinese population Census 2001



Although these maps are based on the 2001 Census, which is now outdated, 2011 projections available for Manchester suggest that in some areas the concentration of particular minorities may increase, although it is not clear that the boundaries are always the same between the two sets of data. For example in Moss Side 11% of the population was Black African in 2001 but the forecast is 16% for 2011 and in Ardwick the projected increase is from 7% to 11%. A Rochdale housing report expects that 13% of the district population will be Asian in 2001 compared to 9% in 2001.



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