

PROFESSIONAL STANDARDS & DIVERSITY COMMITTEE – 15 NOVEMBER 2007

STOP/ACCOUNT AND STOP/SEARCH – 2nd QUARTER REPORT

REPORT BY THE CHIEF CONSTABLE

PURPOSE OF THE REPORT

The purpose of this report is to provide members with statistics for the period 1 April 2007 to 30 September 2007 for the purposes of monitoring 'stop and account' and 'stops and searches' during that period.

1. BACKGROUND

- 1.1 Statistics for stop and account and stops and searches appear as a Standing Agenda item at each meeting of this Committee. These statistics, which are supplied to members on a quarterly basis in the format agreed, are designed to enable members to monitor, assess and keep the Force's use of 'stop and account' and 'stop and search' powers under review.
- 1.2 At the meeting of the Committee on 27 July 2007, members were presented with the first quarterly stop and search statistics for the period 1 April to 30 June 2007.

2. STOP AND SEARCH STATISTICS FOR THE PERIOD 1 APRIL 2007 TO 30 SEPTEMBER 2007

- 2.1 The statistics for the period 1 April to 30 September 2007 are attached to this report at Appendix A. Overall conclusions appear in section 7 on pages 19 and 20 of the report.

3. RECOMMENDATION

- 3.1 Members are asked to note the contents of this report.

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Integrity

Professionalism

Fairness

Respect



Stop/Account and Stop/Search 2nd Quarter Report

Prepared By: Teri Roberts, Diversity Development Manager, PDDT

Date: 19 October 2007

1. TERMS OF REFERENCE

This report has been prepared to advise both Dorset Police and Dorset Police Authority on the use of the powers under PACE Code A. The report covers the period 1st April 2007 to 30th September 2007.

2. INTRODUCTION

The recommendations from the Stephen Lawrence Inquiry have directly influenced the use of Stop/Search powers and introduced the recording of Stop/Account.

Recommendation 61 states; 'That the Home Secretary, in consultation with Police Services, should ensure that a record is made by police officers of all "stops" and "stops and searches" made under any legislative provision (not just the Police and Criminal Evidence Act). Non-statutory or so called "voluntary" stops must also be recorded. The record to include the reason for the stop, the outcome, and the self-defined ethnic identity of the person stopped. A copy of the record shall be given to the person stopped'.

Recommendation 62 requires that records of Stops and Stops and Searches should be 'monitored and analysed by Police Authorities and the information and analysis published'.

Recommendation 63 requires that 'Police Authorities should undertake publicity campaigns to ensure that the public is aware of the Stop and Search provisions and the right to receive a record in all circumstances'.

The Home Office Stop and Search Manual sets out the role and responsibilities of the Force and the Police Authority in relation to stop and search and stop and account.

The Practice Advice on Stop and Search, 2006 produced by Centrex, on behalf of ACPO, provides guidance and practice advice in respect of Stop/Search for Forces and Police Authorities, which, with the support and confidence of communities is a valuable tool in tackling criminality and terrorism.

The Stop and Search Manual and Practice Advice on Stop and Search can be obtained from the Chief Executive's Office.

Dorset Police has published the 'Police Stops and Stop/Search: Supervision and Monitoring Policy', which outlines the monitoring, evaluation and review procedures. Monthly evaluations of the operational effectiveness of the Stop and Stop/Search tactic are conducted at Divisional level. Quarterly reviews are conducted by PDDT and circulated to the Governance Managers in each territorial division so that their comments can be incorporated in the final report.

It is vital that the force demonstrates that Stop/Account and Stop/Search powers are used effectively and fairly, in order to increase the public's confidence in, and support for, the policing they receive. Dorset Police aims to:

- Ensure that Stop and Stop/Search powers are exercised in a professional and ethical manner.
- Record all Stops and Stop/Searches conducted, allowing for the permitted exceptions, i.e. that it is impractical to do so due to public disorder, or that the officer is urgently required elsewhere.
- Improve the effective use of Stop and Stop/Search in tackling crime.
- Ensure Stop and Stop/Search is used and applied with equality across our diverse communities.
- Ensure Stop and Stop/Search is used in a way that enhances public trust and confidence.

The quarterly review procedures form part of the force's Race Equality Scheme 3 Year Action Plan and are presented to the Strategic Diversity Board for information and comment.

3. METHODOLOGY

As a result of the additional recording requirements made in Recommendation 61, Dorset Police has introduced an updated record form (C314), which is used for both Stop/Account and Stop/Search activity. The Home Office Section 95 return requires data submission using Phoenix Codes; White European, Dark European, African Caribbean, Asian, Oriental, Arab and Other.

As detailed previously the force currently records both self-defined ethnicity and officer perception using the 16+1 ethnicity codes as used in the Census data; thereby providing more detailed data than required for statistical returns to meet submission criteria, 16+1 officer perception information is aggregated to comply with Phoenix classifications

Force policy requires all forms to be submitted to the searching officer's supervisor within 24 hours of the activity taking place.

Supervisors are required to check all Stop/Account and Stop/Search forms to ensure the legality of the search, the accuracy of the record, including the ethnicity and descriptive monitoring sections, and that Code A of that Code of Practice has been complied with. The relevant data is then input onto a Stop and Search database.

Divisional Commanders have nominated senior Managers as the Divisional Stop and Search Audit Officers, who are responsible for continuously monitoring the broader use of Stop/Account and Stop/Search at Divisional and Section level. Any apparent disproportionate use of the power by particular officers or groups of officers, or in relation to specific sections of the community should be identified and investigated by the Audit Officer. Positive action must be taken where instances of possible discrimination are identified and a record kept of the action taken.

It is not currently possible using the electronic database to ascertain any trend data for areas of non-compliance as the system does not provide searchable fields to assist with this task. Any updates regarding areas of non-compliance, noted through manual review by Audit Officers, will be included in the Divisional Update, Section 8.

The Partnership and Diversity Development Team has worked with Quality and Development to analyse the Stop/Account and Stop/Search database.

Information has been provided for the first two quarters.

4. STOP AND ACCOUNT

The Stephen Lawrence enquiry defined a 'stop' as follows:

"When a police officer requests a person in a public place to account for themselves, i.e. their actions, behaviour, presence in an area or possession of anything, a record of the encounter must be completed at the time and a copy given to the person who has been questioned."

During the period 1st April 2007 to 30th October 2007 a total of 1916 Stop/Accounts were conducted across the Force area.

4.1 Reason Codes

The reasons for an individual being asked to Stop and Account for themselves are recorded as:

- Actions
- Behaviour
- Presence in area
- Possession of anything.

Where individuals were subject to Stop/Account the most frequent reason recorded for the stop was 'Presence in Area', representing 44.6% (808), of overall force activity. This continues to be the most frequent reason recorded.

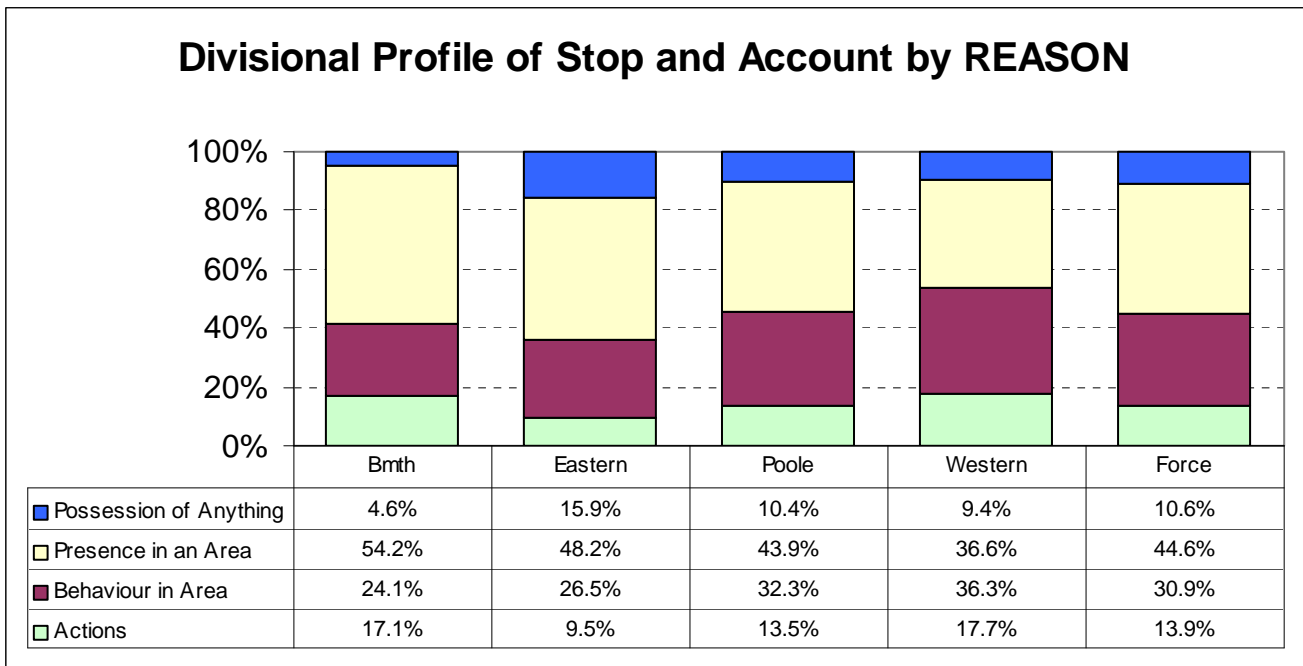
When looking at the number of Stop Account activity recorded on a divisional basis, Poole Division is shown as recording the highest number of Stop/Accounts during the two quarters at 897.

However, when reviewing the Force level figures, it should be noted that 107 (5.6%) of records showed no reason for the Stop/Account:

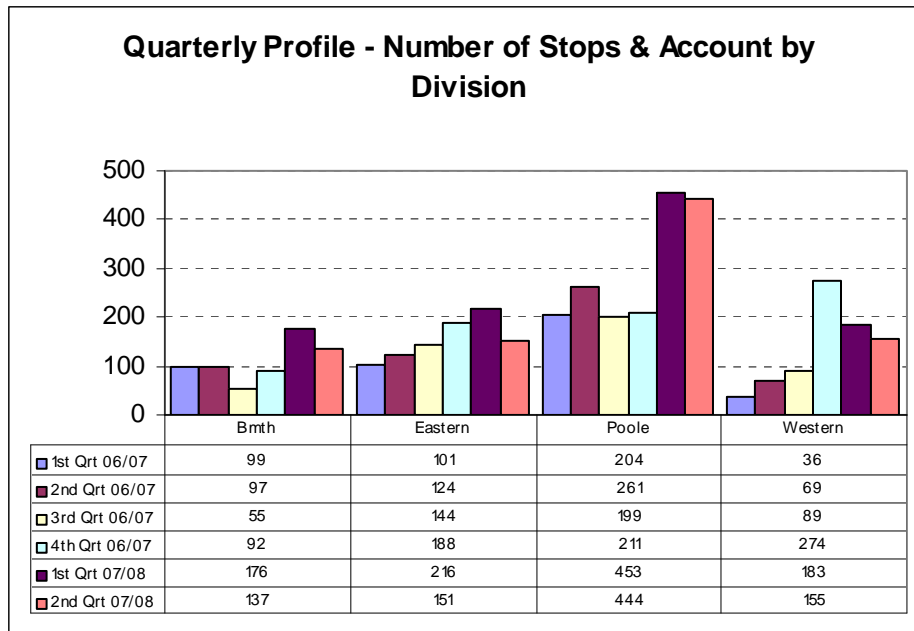
- Bournemouth – 97
- Eastern – 8
- Poole – 1
- Western – 1

The issue of missing data has been discussed with the Bournemouth Command Team. The Governance Manager has raised concerns with Section Commanders who are tasked to ensure that staff are aware of the need, and importance of full completion, and that proper supervision is undertaken prior to submission. The Division recognise that there is still room for improvement, and stop account/stop search is an area of priority for the Command Team.

The table below illustrates the Divisional profile of Stop/Account by Reason code.



The table below shows the total number of Stop and Account for the four quarters of last year and the first two quarters of this year, by division. It can be seen that the highest recorded activity during the second quarter, was again conducted in the territorial division of Poole. As previously stated, this is reflected during the past year's activity, apart from the fourth quarter where the highest recorded activity was in Western Division.



Of note, Bournemouth continues to show a low level of Stop/Account activity (15.4% of overall force activity), in comparison to the level of Stop/Search activity recorded (45% of overall force activity); see section 5.1.

The significant difference between stop account and stop search at Bournemouth is acknowledged by the Command Team. It is possible that there is an under-recording of stop account, and this is one of the issues being explored through a 5 week programme of perceptual training, that includes a stop account/search scenario, taking place at Streetwise. This programme is attended by the Governance Manager, who personally debriefs officers to ensure that learning points are fully explored. In addition, this provides the opportunity to brief officers on the Force review of Stop Search/Account and the associated improvement plan. Members of the Authority who sit on the Street Interventions Working Group have been invited to attend a training session during November.

It should be noted that a decrease in activity is shown for all divisions when reviewing the data from the first two quarters. The first quarter report recorded the number of Stop/Accounts representing as much 13% of overall force activity. However, when reviewing the total activity recorded during the first two quarters combined this has increased to 33.6%.

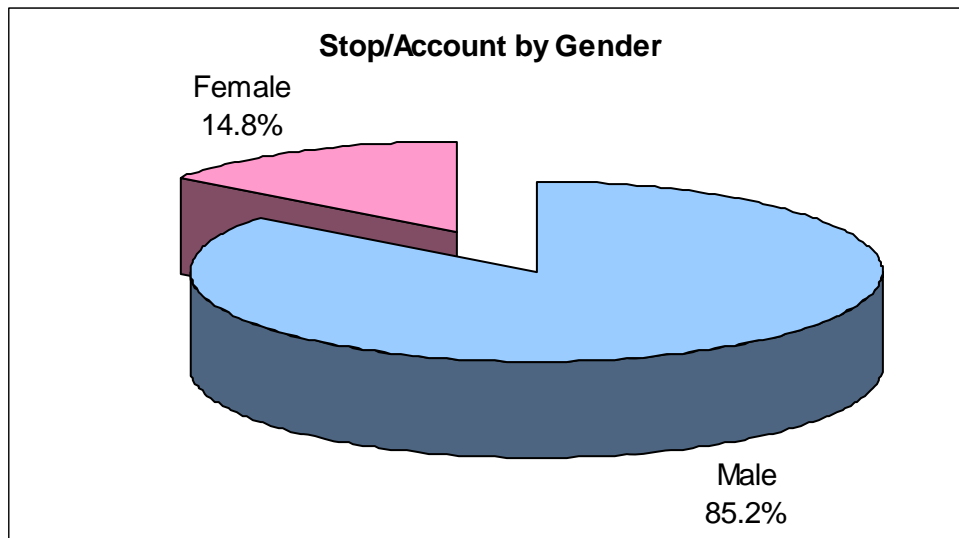
4.2

Gender

Of the total activity recorded for Stop/Account the data shows that 1628 were male and 282 were female. A further 6 records did not include gender data:

- Bournemouth – 0
- Eastern – 1
- Poole – 2
- Western – 3

The overall data shows that female Stop/Account represented 14.8% of recorded activity during period 1st April 2007 – 30th September 2007. The most recent estimate of gender breakdown in the Force area state that 52% of the population are female; (Office for National Statistics 2004).



However, assessing gender breakdown by census data rather than offending population may be misleading. Whilst the issue is complex, it is interesting to note that arrest data for the periods April 1st to 30th September for both 2006 and 2007, show that the total percentage of females arrested is 17% and 18% respectively.

4.3 Age

When looking at the age groups of those persons who were subject to a Stop/Account, 1890 records provide details. A total of 26 records detail no information regarding the age of the individuals subject to Stop/Account.

- Bournemouth – 4
- Eastern – 7
- Poole – 8
- Western – 7

Examination of Stop/Account activity by age groups, as previously stated in the fourth quarter report illustrates that 73% (1401) of the total recorded activity relates to persons under 25 years of age.

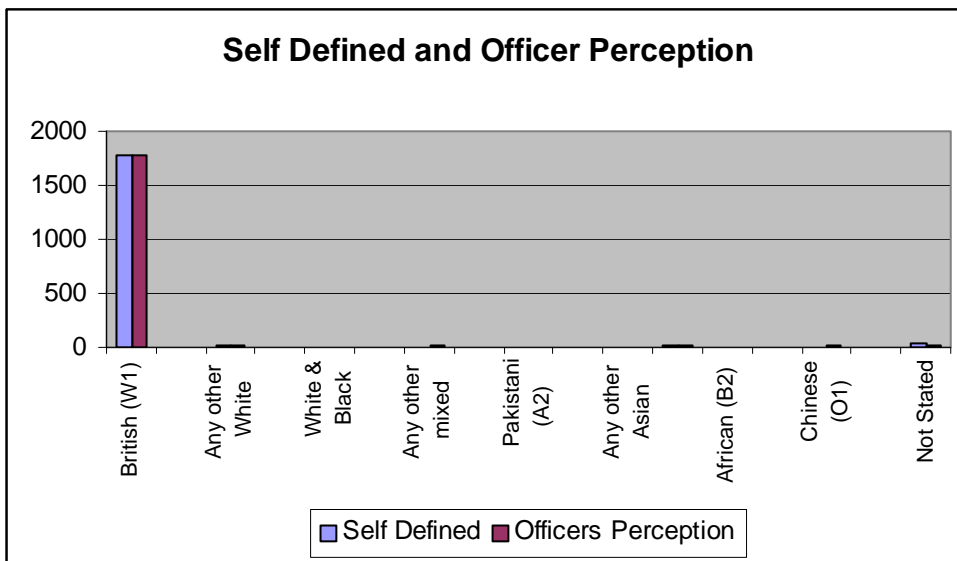
The table below details the age breakdown:

Age Groups	Total Number
Under 25	1401
26 – 40	298
41 – 65	180
Over 65	11
Not recorded	26
Grand Total	1916

As highlighted in the last quarterly report, the Dorset Data Book (2006) does not allow us to reconcile this recorded activity against population as the age bands do not correlate with our current Stop/Account bandings. This will be reviewed to identify how this can be achieved for future reports.

4.4 Self Defined Ethnicity and Officer Perception

The self-defined ethnicity data shows a total of 1915 records. Of those records, 92.8% of people self defined White British and 1.3% of people self-defined as Black and Black British.

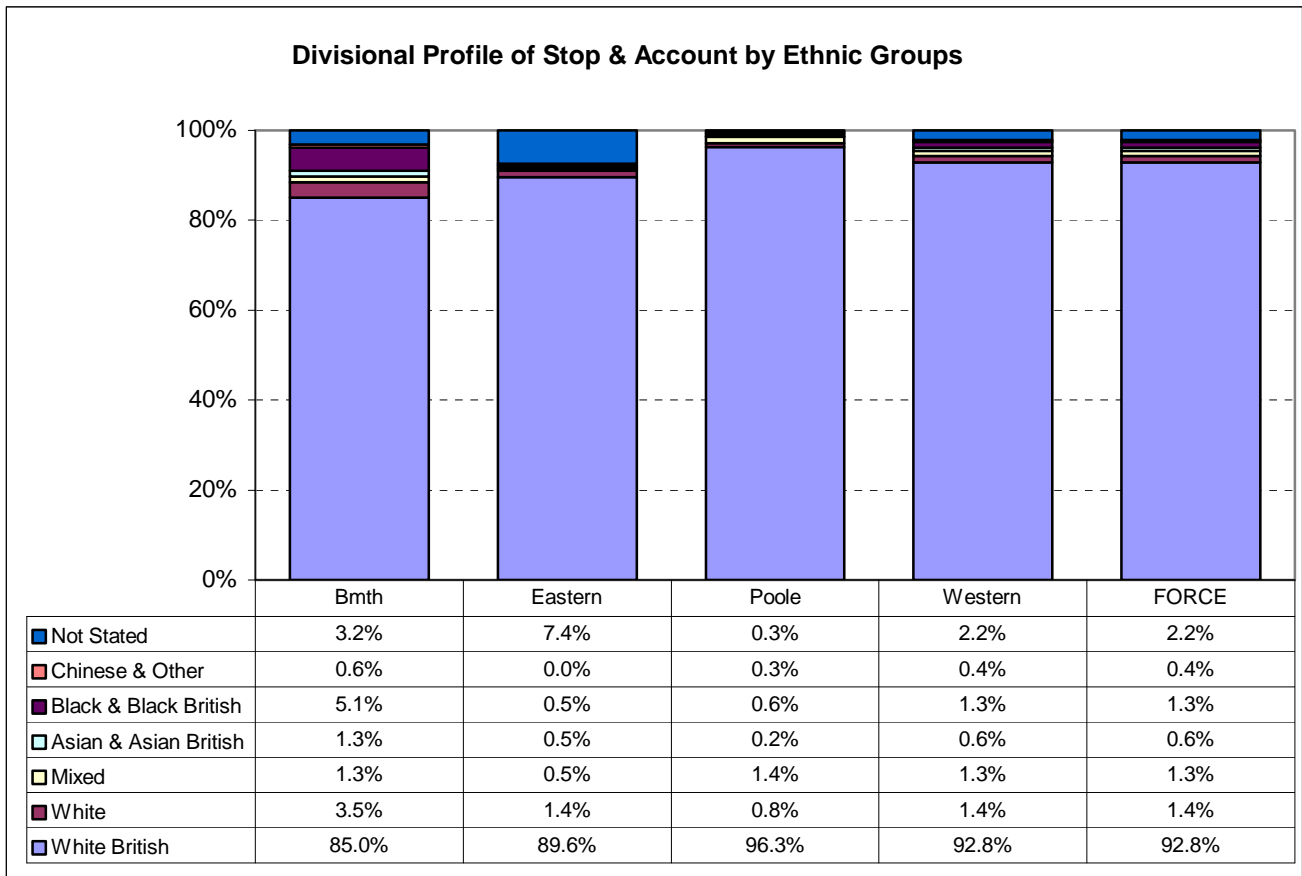


When comparing this information to the Officers Perception, it can be seen in the graph above, that officers also perceived that 93% of people were White and 1.5% of people were Black.

It should be noted however, that as outlined in Section 3 – Methodology, pages 2 and 3, that officers' perception is also recorded using the codes for self-defined ethnicity (16+1). The data is then converted into the Phoenix (6+1) codes when reporting back to central government, and this has highlighted the potential for the integrity of our data to be compromised.

However, it is impossible using the current system to identify why there is any discrepancy between individual's self-defined ethnicity and officers' perception, without doing a manual search of stop account records.

The table below illustrates the Divisional profile of Stop/Account by self-defined ethnicity. It can be seen that 92.8% of overall activity, during the reporting period, related to those who self defined as 'White British'. In comparison, those who self defined as 'Black or Black British' represented 1.3% of overall activity, and those 'Not Stated' represented a further 2.2% of overall activity. This is similarly reflected in the activity recorded for Stop/Search under Section 5.4, page 11.



5. STOP AND SEARCH

In the reporting period, a total of 3793 Stop/Search were recorded across the Force area. Unfortunately, the current database does not allow the force to identify those individuals who have been subject to repeated Stop/Search, nor does it cross reference to intelligence records or enable the force to identify any sanctioned detections that have resulted from use of this power. This data would need to be acquired manually and would require a significant resource investment.

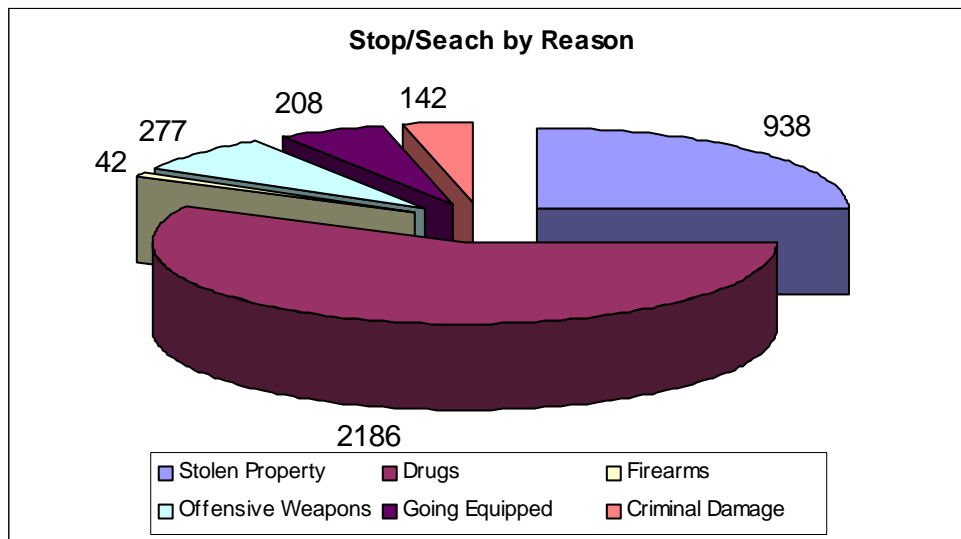
5.1 Reason Codes

The reason codes for an individual being Stop/Searched are:

- Stolen Property, Offensive Weapons, Going Equipped, Articles to cause criminal damage - S1 PACE

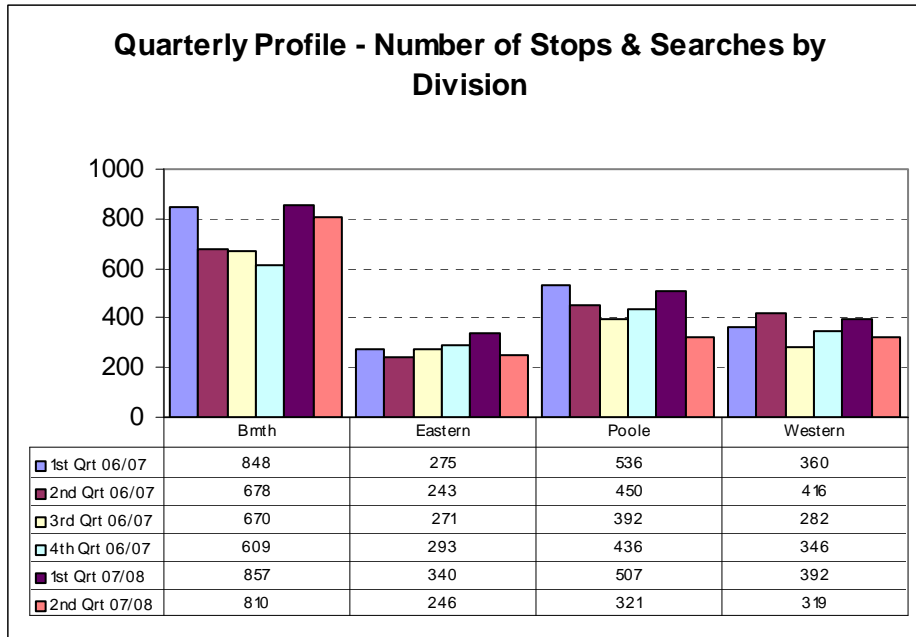
- Drugs - S23 Misuse of Drugs Act
- Firearms – S47 Firearms Act
- Terrorism 44 (1) (vehicle/occupants)
- Terrorism 44 (2) (pedestrians)
- Anticipated violence – S60 CJPO
- Other Power

The table below illustrates the Stop/Search profile by reason code.



The most frequent reason code recorded was 'Drugs', representing 57.6% (2186), of overall force activity.

The table below shows the total number of Stop/Searches each quarter by Territorial Division. The highest level of recorded activity continues to occur in the Bournemouth Division, and this is consistent throughout the last 6 quarters. Bournemouth Division continues to undertake analysis to confirm the relationship between drug related intelligence and their stop search activity.



Examination of quarterly activity by territorial division indicates that there is no seasonal trend in activity.

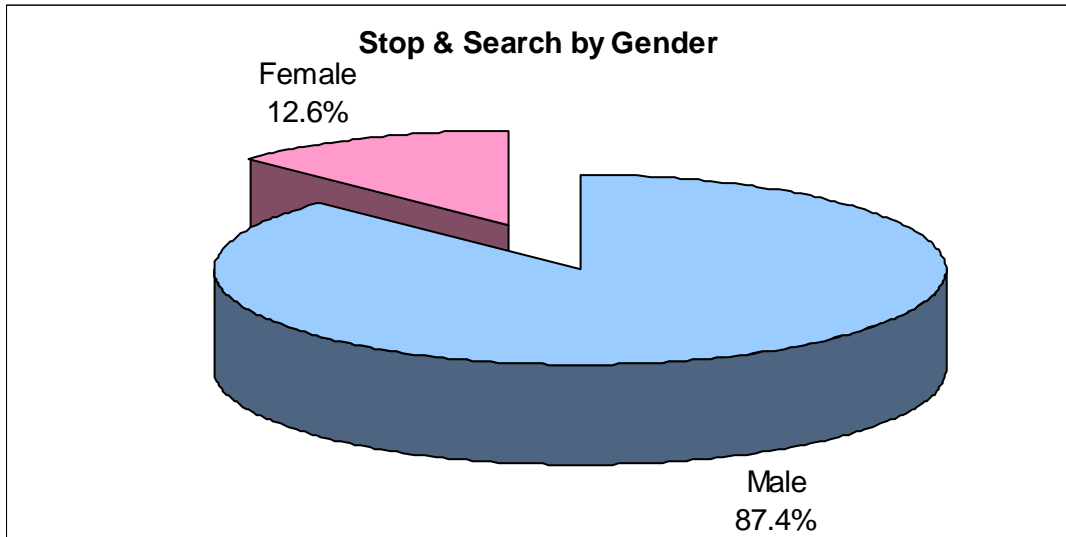
5.2 Gender

Of the total overall activity recorded for Stop/Search the data shows that 3292 were male and 473 were female; data was missing from 37 records, a divisional breakdown is shown below:

- Bournemouth – 7
- Eastern – 9
- Poole – 6
- Western – 15

The most recent estimate of gender breakdown in the Force area state that 57.7% of the population are male; (Office for National Statistics 2004).

The overall data shows that male Stop/Search represented 87.4% of the activity during the past 12 months.



5.3

Age

When looking at the age groups of those persons who were subject to Stop/Search, the data shows that 53.6% of the total number related to persons under 25 years of age. This is a decrease of 13.4% since the last report.

The table below details the age breakdown:

Age	Annual Totals
Under 25	2034
26 - 40	1266
41 - 65	438
Over 65	4
None stated	51
Grand Total	3793

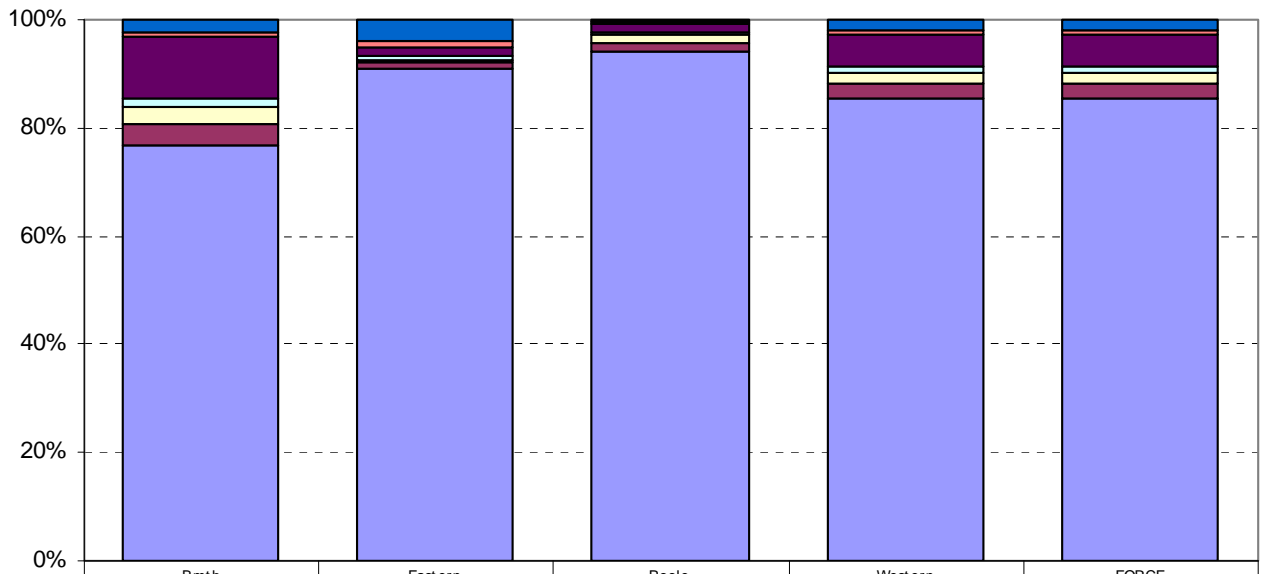
The Dorset Data Book 2006 does not allow us to reconcile this recorded activity against population, as the age bands do not correlate with our current Stop/Account bandings. This will be reviewed to identify how this can be achieved for future reports.

5.4

Self Defined Ethnicity and Officer Perception

The self-defined ethnicity data relates to a total of 3792 records and is shown in the table below.

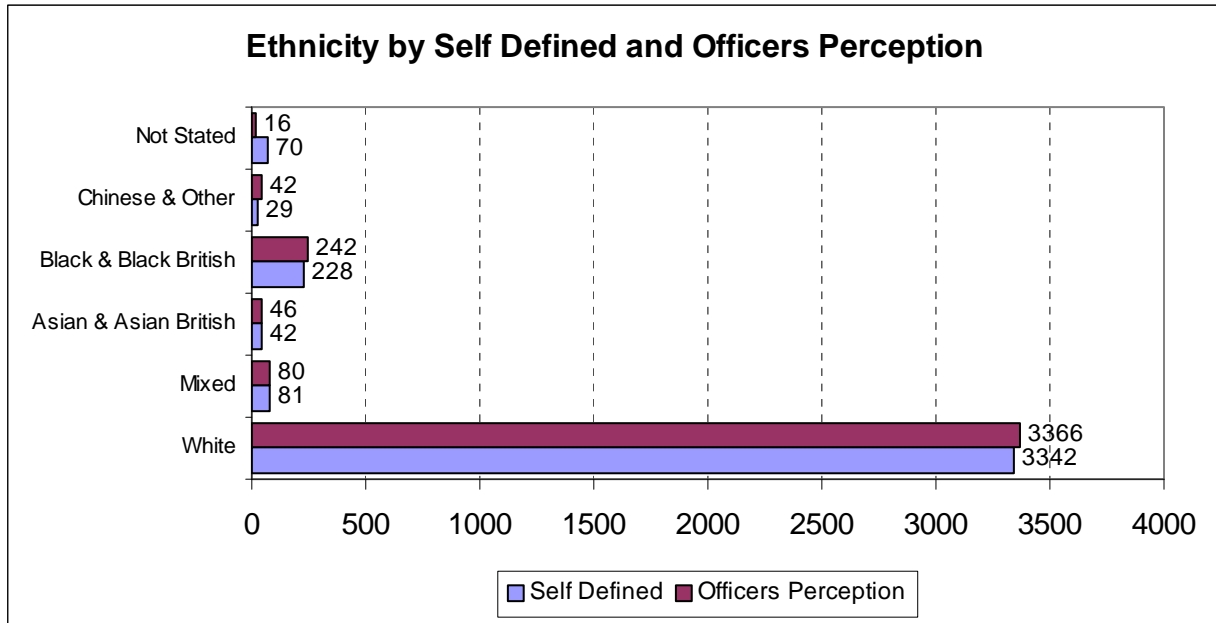
Divisional Profile of Stop & Searches by Ethnic Groups



	Bmth	Eastern	Poole	Western	FORCE
Not Stated	2.2%	3.9%	0.5%	1.8%	1.8%
Chinese & Other	0.8%	1.4%	0.4%	0.8%	0.8%
Black & Black British	11.3%	1.5%	1.4%	6.0%	6.0%
Asian & Asian British	1.8%	0.5%	0.6%	1.1%	1.1%
Mixed	3.2%	0.7%	1.3%	2.1%	2.1%
White	3.6%	1.0%	1.7%	2.6%	2.6%
White British	77.0%	91.0%	94.1%	85.5%	85.5%

During this first quarter data illustrates that 85.5% (3242) of people Stop/Searches self defined as White British and 6% (228) as Black and Black British.

When comparing this information to the Officers Perception, the data shows that officers perceived 88.7% of those individuals that they Stop/Searches to be White. Similarly they perceived 6.4% of individuals to be Black.



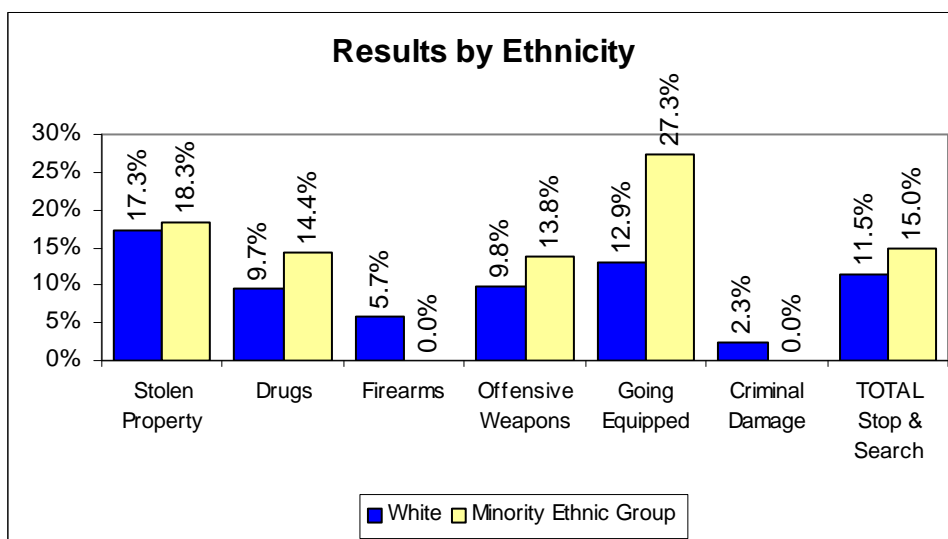
As highlighted in the section relating to Stop and Account, it remains impossible using the current system to identify why there is any discrepancy between individual's self defined ethnicity and officers' perception, without doing a manual search.

However, as outlined in Section 3 – Methodology, pages 2 and 3, there are concerns regarding data integrity, as officer perception is recorded using self-defined ethnicity, which is then converted into Phoenix codes for national reporting purposes.

5.5

Arrests

The table below provides a limited breakdown of Stop/Search activity resulting in arrest by ethnicity.



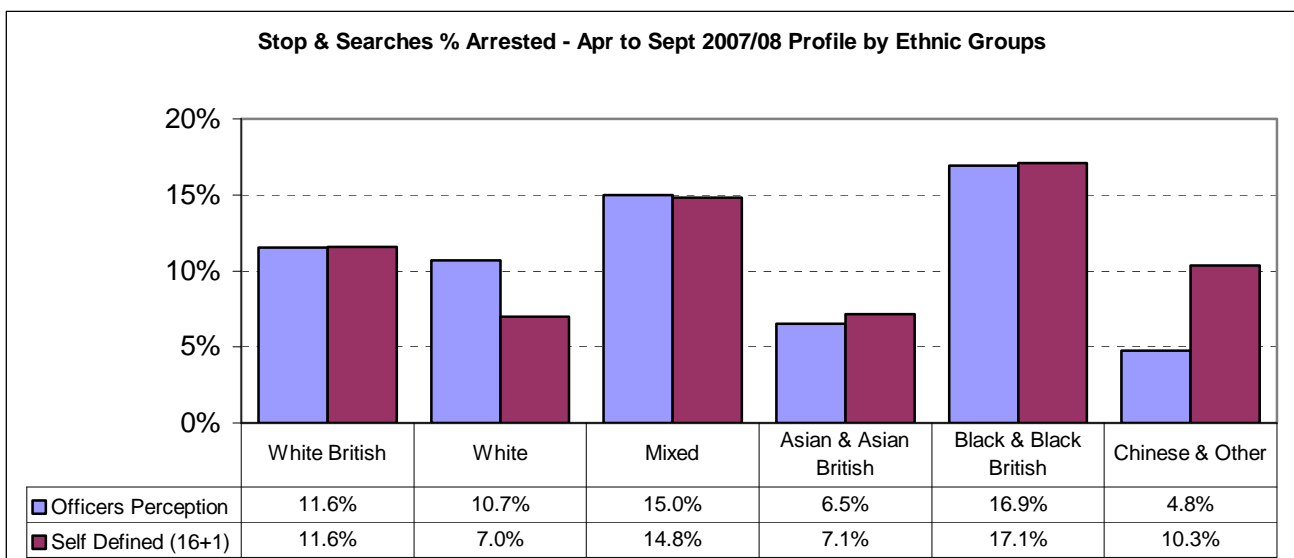
Of the 3793 Stop/Search records, a total of 440 resulted in arrest, representing a 11.6% arrest rate. However, the current recording system does not allow us to

readily identify if there is a correlation between the arrest and Stop/Search reason code; i.e. a person may be stop searched because they are suspected of being in possession of stolen property, but in the course of the search the officer may find drugs leading to an arrest. The custody system, which is independent of the stop search database, may have the reason for arrest as drugs and this cannot currently be correlated with the stop search database for reporting purposes, other than manually. Initial enquiries with the IS department indicate that it may be viable to add an additional field to the Custody database to allow us to more easily explore those arrests arising from stop search and this will be progressed.

The benefit of this type of development is clear given the significant difference in the conversion rate between white and minority ethnic groups for the going equipped reason code.

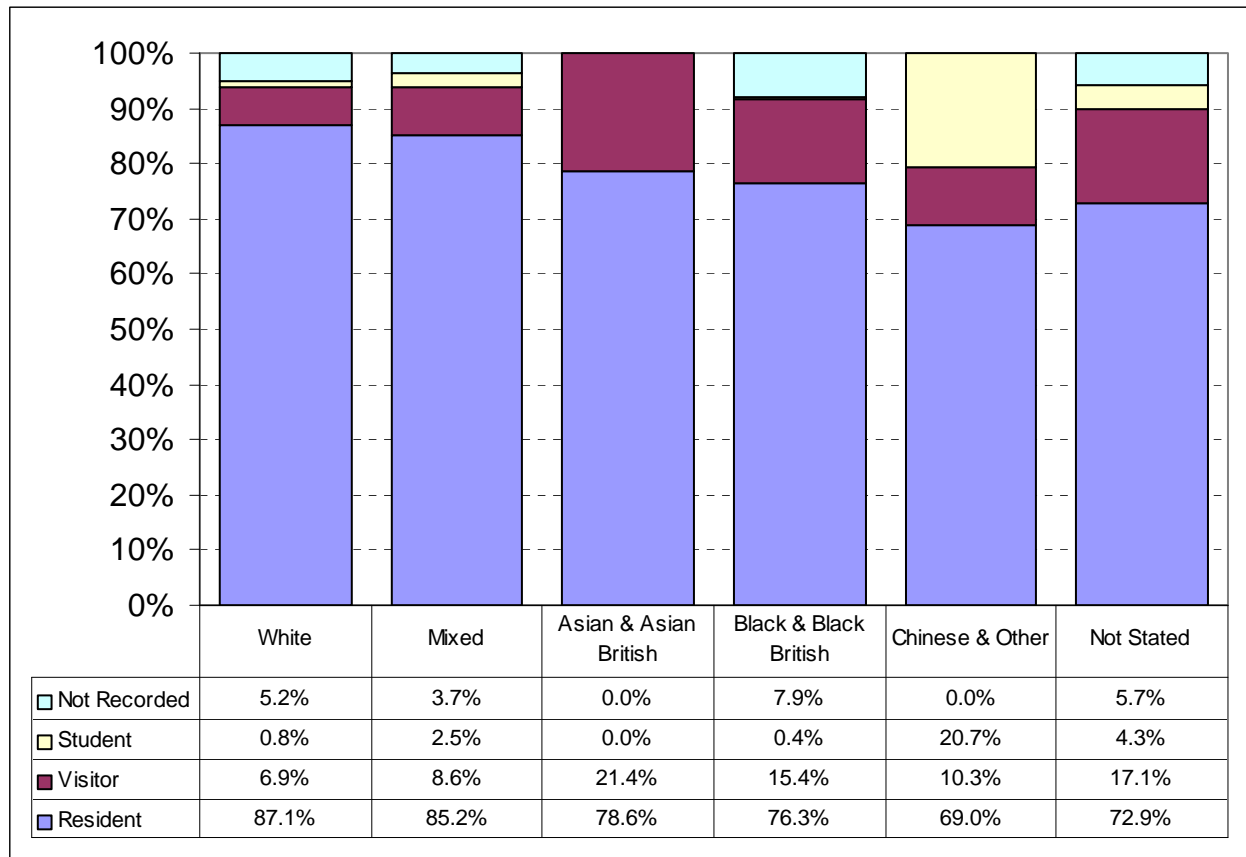
Examination of the relationship between officer perception, reason code and number of arrests per ethnic group, showed that the highest percentage arrest rate for White (146 arrests) individuals continues to be related to reason code 'Stolen Property', whereas ethnic minority (13 arrests) individuals are related to reason code 'Going Equipped'. In the preceding quarter there were no recorded stop search for ethnic minority individuals related to the 'Going Equipped' reason code. It is unknown at this time what has caused this data variation and further enquiries will be made.

When looking at the number of arrests in comparison to the total number of ethnic group by both Officer Perception and Self Defined Ethnicity, the table below illustrates that the highest percentage of arrests related to 'White' in both cases. (This includes White Irish and White Other). These classifications arise from the Census in which individuals are asked to self define their ethnicity. There could be potential for persons who are White to classify themselves in either the 'White Other' or the 'Other Ethnic Group' categories. This could lead to a lack of standardisation within each classification and this is recognised at a national level, where changes in demography, particularly the influx of Eastern Europeans, has been the catalyst for a review of Census classification.



5.6 Resident/Student/Visitor

The table below provides a breakdown of Stop/Search activity by resident, student, visitor status and ethnicity.



When looking at those records relating to individuals who are shown as 'Black' and 'Visitor', the table below shows that 29 interactions related to 'Drugs'. It is of note that it is not possible to correlate this with the intelligence system at this stage, other than by undertaking a manual search.

	Search Reason	Resident	Visitor	Student	Not Recorded	TOTAL
Black & Black British	Stolen Property	24	3	0	3	30
	Drugs	134	29	1	15	179
	Firearms	3	0	0	0	3
	Offensive Weapons	8	3	0	0	11
	Going Equipped	4	0	0	0	4
	Criminal Damage	1	0	0	0	1
Black & Black British Total		174	35	1	18	228

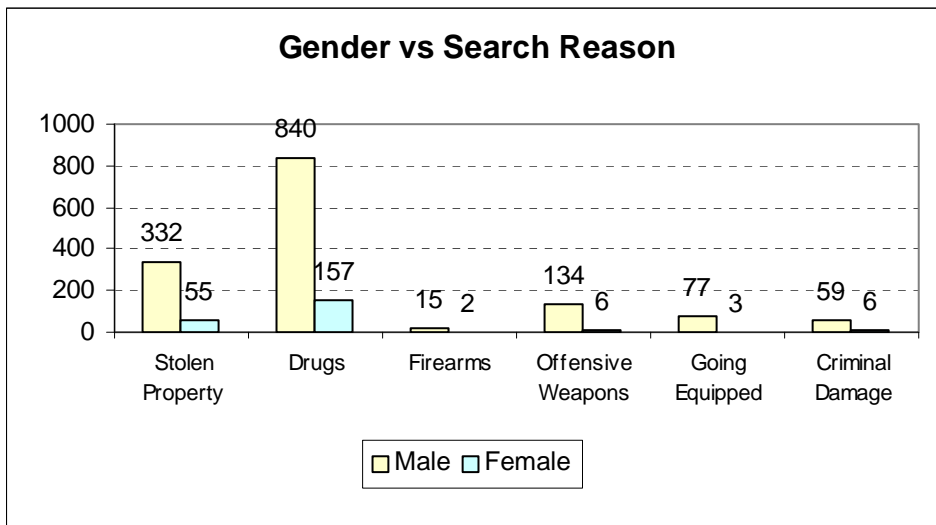
It is also interesting to note that approximately 21% of the stop search activity affecting Asian and Asian British individuals relates to 'Visitors'. In the last quarter there are no recorded stop searches for visitors in the same ethnic category. Given this significant difference it is possible that there may be some issues

regarding data recording, and this will be considered within the stop search project work.

5.7 Diversity Data Comparisons

- **Reason Codes and Gender Comparisons**

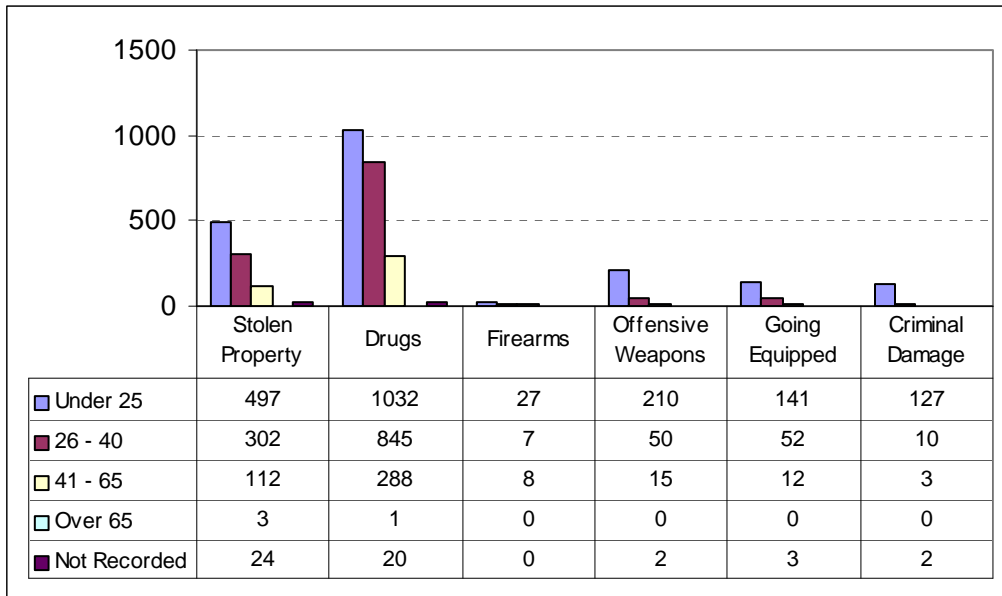
When comparing why individuals were subject to Stop/Search against their gender, it can be seen that the majority of searches for both genders was 'Drugs', (840 males and 157 females) and this continues to reflect the last two quarterly reports.



When looking at the table above and then comparing the reason for the search as an overall percentage of the types of searches per gender, females continue to record a higher percentage of drugs searches than males when looking at the aggregated figures for the past two quarters. Looking at the figures this way shows that 64.9% of all Stop/Searches undertaken against females were related to drugs. Drug searches were also the highest total number of searches for males at 56.5%.

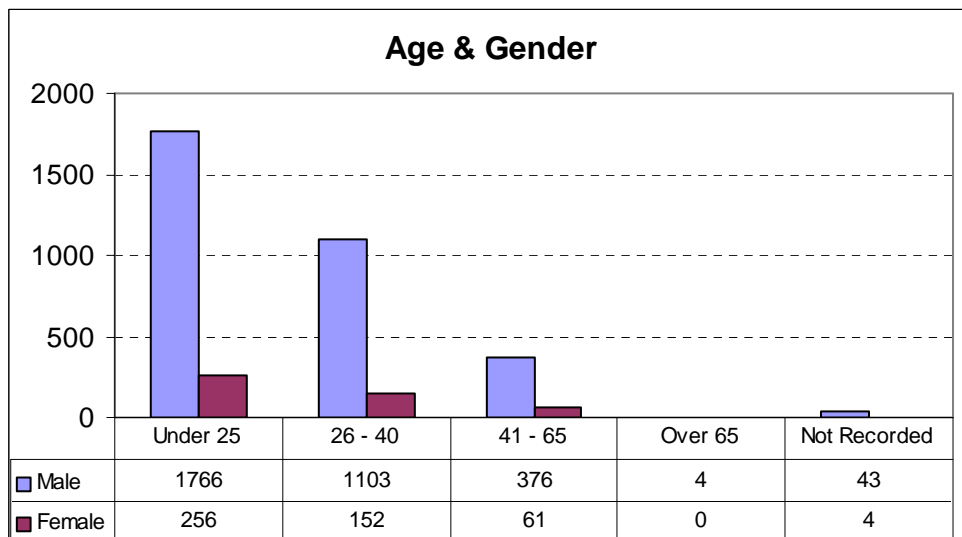
- **Reason Codes and Age Comparisons**

When comparing why individuals were subject to Stop/Search against their gender, it can be seen that overall the highest activity continues to be recorded against those individuals who are less than 25 years of age were Stop/Searched for Drugs.



- **Age and Gender Comparisons**

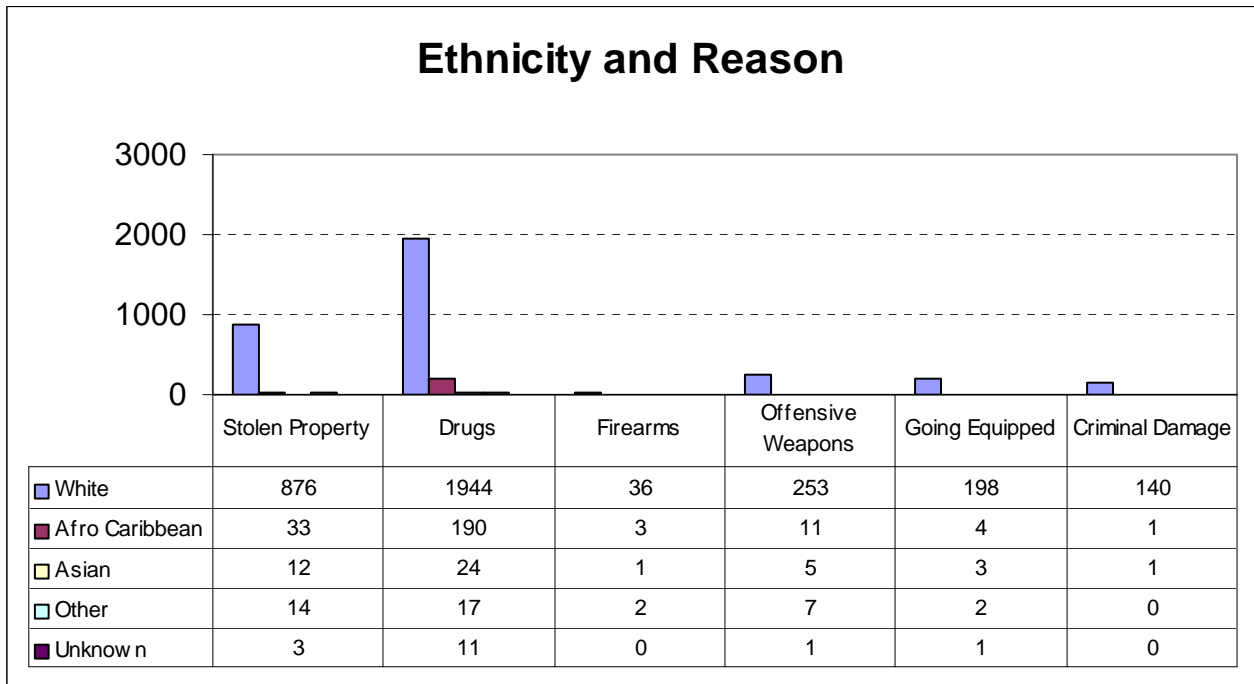
When looking at the breakdown into age groups in comparison to gender, it can be seen that both men and women under the age of 25 are more likely to be subject to Stop and Account, than those who are 26 and over.



- **Ethnicity and Reason Comparisons**

When comparing both self-defined ethnicity to reason for Stop/Search it can be seen that the highest amount of activity was recorded for people who are White and searched for Drugs. Also of note is the relatively high number of African

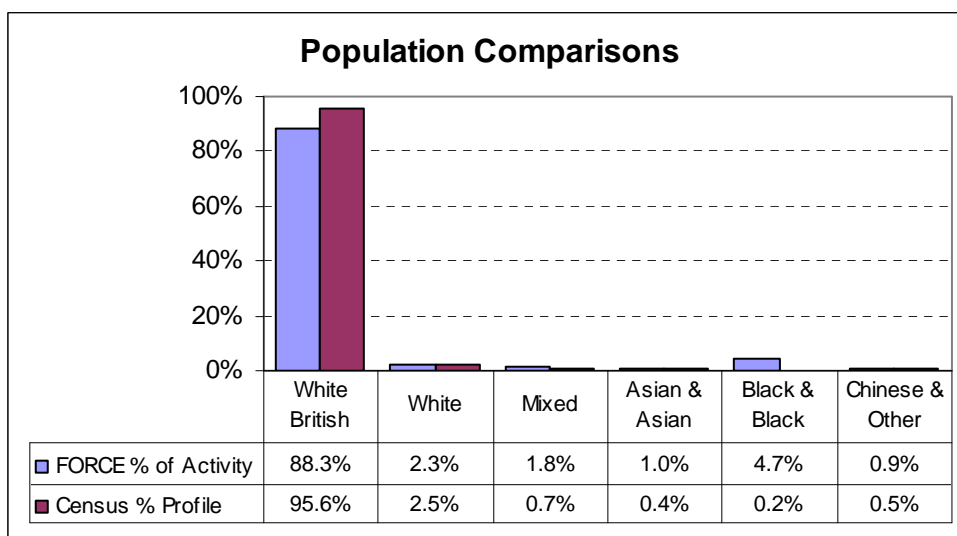
Caribbean people searched for Drugs. This continues to reflect the position stated in the last quarter report.



5.8 Comparison with Community Population Percentages

The Stop and Search Manual produced by the Home office requires forces to measure disproportionality by taking the Stop/Search figures at force level, which are then broken down into ethnicity and compared against the respective resident population as per Census figures.

When looking at overall force activity in comparison to self-defined ethnicity it can be seen, that activity in relation to Black and Black British people continues to be high.



Members will be aware that this apparent disproportionality is subject of a dedicated project being undertaken by the Force and is subject of a separate report.

6. INDEPENDENT SCRUTINY

The Bournemouth and Poole Independent Advisory Group (IAG), undertakes scrutiny of divisional stop search records on a quarterly basis. In addition, members of the IAG are currently reviewing the report on the investigations into intelligence logs and stop/search activity conducted by Bournemouth Division.

The Western Division IAG includes the same scrutiny role in their terms of reference.

The Eastern Division has recently established their IAG, with the first meeting taking place at the end of October. Quarterly scrutiny of divisional stop/search figures will form part of the responsibility for the group.

It was recommended at the IAG Liaison Meeting held on 11 July that key issues such as Hate Crime and Stop/Search become part of the agenda for all divisional IAG meetings.

7. CONCLUSION

The report continues to highlight a number of issues in relation to Stop/Search and account activity. In particular, inconsistency in reporting data, and missing data from several fields. The latter indicates that further improvements are required in local supervision and the quarterly monitoring undertaken through the respective Command Teams.

Western Division have adopted a robust monitoring process through their Intelligence Management Unit (IMU), but acknowledge that a very small proportion of their forms still have missing data. This issue will be revisited by the Western IMU Manager.

In Eastern Division, a divisional standard has now been circulated to officers. This includes examples of stop search and stop account, together with a check list for supervisors to assist them in the quality assurance process. All Supervisors have been seen personally and advised of the importance of the recording and quality assurance procedures.

The perceptual training approach being adopted by Bournemouth will be evaluated and its value for other Divisions assessed.

In terms of our National recording obligations, we continue to exceed the requirement at source by recording under the 16+1 classifications for both self-defined and officer perception; the latter is not a mandatory requirement. However, the subsequent conversion of officer perception into the required Phoenix code classification for the Home Office requires careful management to retain the data integrity.

The concept of collating data in the 16+1 format has significant merit in terms of our ability to analyse our activity at a more detailed level; i.e. identify apparent disproportionality in terms of specific ethnic groups.

Stop/Account

In relation to Stop/Account activity, the main reason for being stopped continues to be recorded as 'Presence in Area', which accounts for 44.6% of overall activity. The record of Stop/Account activity in the Bournemouth Division remains low at 5.6% of overall force activity, in comparison to their use of Stop/Search, which represents 19.8% of overall force activity for the first two quarters. The lowest recorded Stop/Account activity was documented in the Eastern Division representing 6.4% of overall force activity during the first two quarters.

Males accounted for 85.2% of all Stop/Account activity and data showed that 73% of overall activity related to those less than 25 years of age. When looking at activity against self-defined ethnicity, 92.8% related to White British and 1.3% to Black or Black British.

Stop/Search

In relation to Stop/Search activity, the main reason for being Stop/Searched continues to be recorded as 'Drugs', which accounts for 57.6% of overall activity. As highlighted above the record of Stop/Search activity in the Bournemouth Division is high (19.8%), whereas activity captured for Stop/Account is low (5.6%).

Males accounted for 87.4% of all Stop/Search activity, and similarly, data showed that 53.6% of records related to individuals who are less than 25 years of age, which is an increase of 13.4% since the last quarter report.

When looking at activity against self-defined ethnicity, 85.5% related to White British and 6% related to Black or Black British. This breakdown was also reflected in officers' perceptions.

Of the total number of recorded Stop/Searches for the first two quarters, 11.6% resulted in an arrest. However, as highlighted in Section 5.5, page 12, it is not currently possible to confirm whether there is a positive correlation between the reason for the Stop/Search and the arrest.

When comparing ethnicity to the arrest rate, the highest percentage was recorded against reason code 'Going Equipped' for Black and Minority Ethnic classifications. It is of note that those individuals who self defined as White the highest percentage 17.3% was recorded against the reason code 'Stolen Property'.

Comparisons continue to be undertaken on the activity at a force level against the resident population from the Census data. It is on this basis that disproportionality is assessed at a National level, and highlights that recorded activity against individuals in all visible ethnic groups continues to be apparently disproportionate, particularly in relation to those individuals who are Black or Black British.

Members will identify that the current system does not allow us to readily investigate the headline data other than through a resource intensive manual process. However, we recognise that this is an area for improvement and this is reflected in the street interventions project work of which members are aware. The content of this report should therefore be considered in the context of this project work. The interim report, available via the Chief Executives office, further explores a number of the issues highlighted.