

PROFESSIONAL STANDARDS & DIVERSITY COMMITTEE – 27 JULY 2007

MONITORING OF STOP AND ACCOUNT AND STOPS AND SEARCHES

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 June 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 10 May 2007, members were presented with the fourth quarter stop and search statistics for the period 1 April 2006 to 31 March 2007.

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

- 2.1 The statistics for the period 1 April 2007 to 30 June 2007 are attached to this report at Appendix A. For members ease section 8 of the report (pages 18 to 19) report on the conclusions and issues of note. The first quarter updates from the four territorial divisions were unavailable for inclusion in the body of the report due to the timing of this meeting; however they will be distributed on the day.

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 1st Quarter Report

Prepared By: Teri Roberts, Diversity Development Manager, PDDT

Date: 13 July 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 June 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.

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 12-month period, in addition to a quarterly break down.

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 June 2007 a total of 762 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.

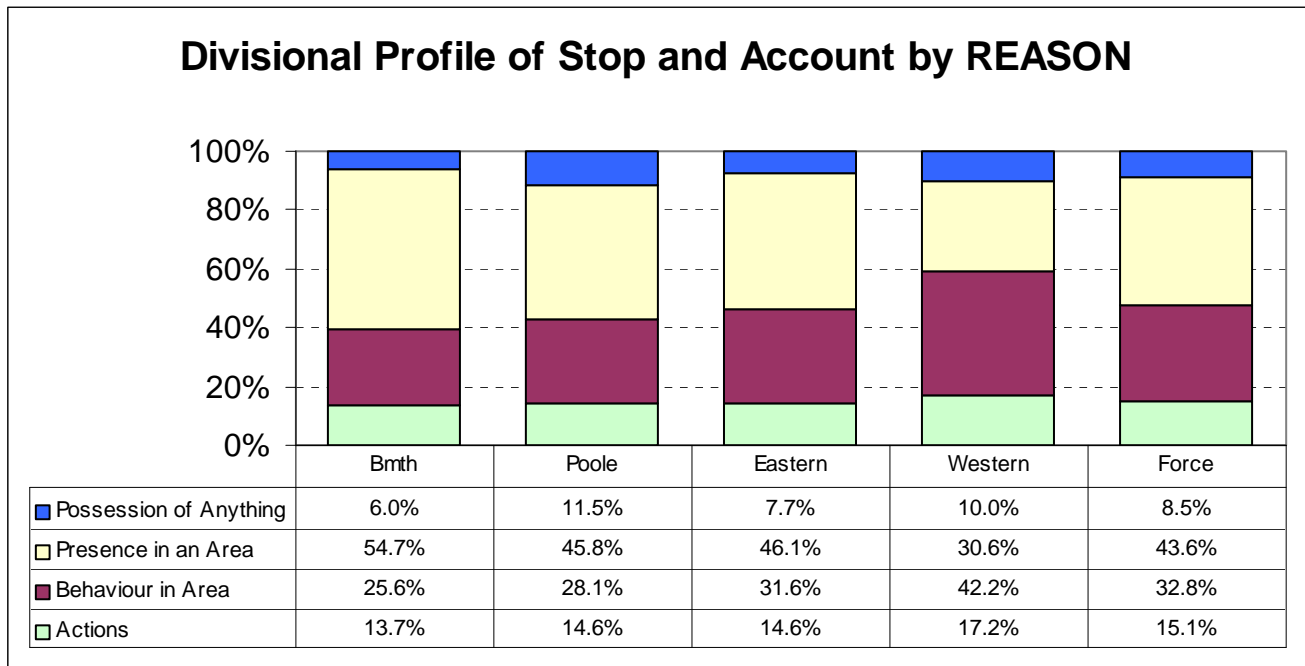
Where individuals were subject to Stop/Account the most frequent reason recorded for the stop was 'Presence in Area', representing 43.6% (312), of overall force activity. This was also the most frequent reasons recorded during the fourth quarter 2006/07.

When looking at the reason code on a divisional basis, Eastern Division is shown as recording the highest number of 149 Stop/Accounts during this first quarter.

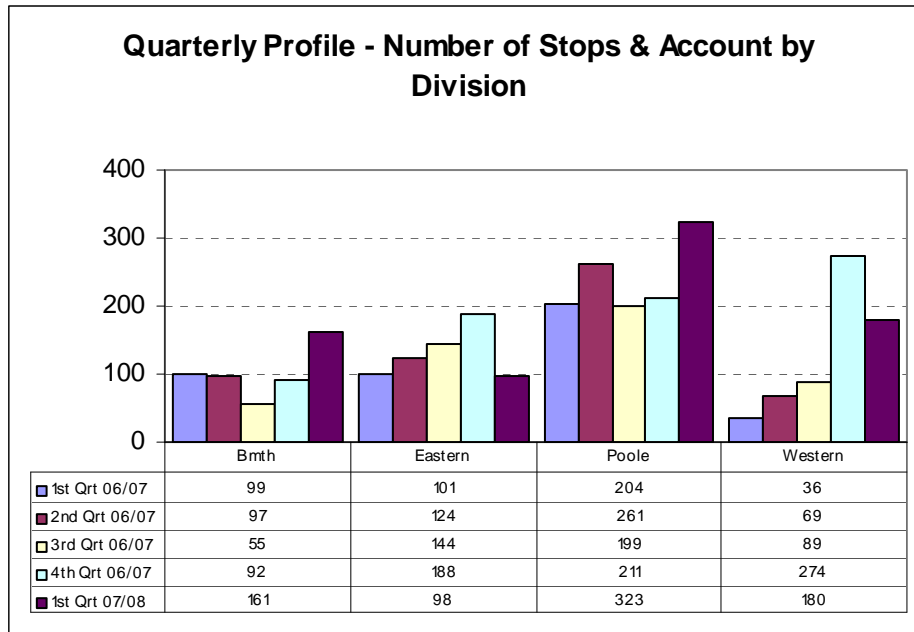
However, when reviewing the Force level figures, it should be noted that 46 (6%) of records showed no reason for the Stop/Account:

- Bournemouth – 44
- Eastern – 2
- Poole – 0
- Western – 0

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 quarter this year, by division. It can be seen that the highest recorded activity during this first quarter, was conducted in the territorial division of Poole. 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 shows a low level of Stop/Account activity (21% of overall force activity), in comparison to the level of Stop/Search activity recorded (45% of overall force activity); see section 6.1.

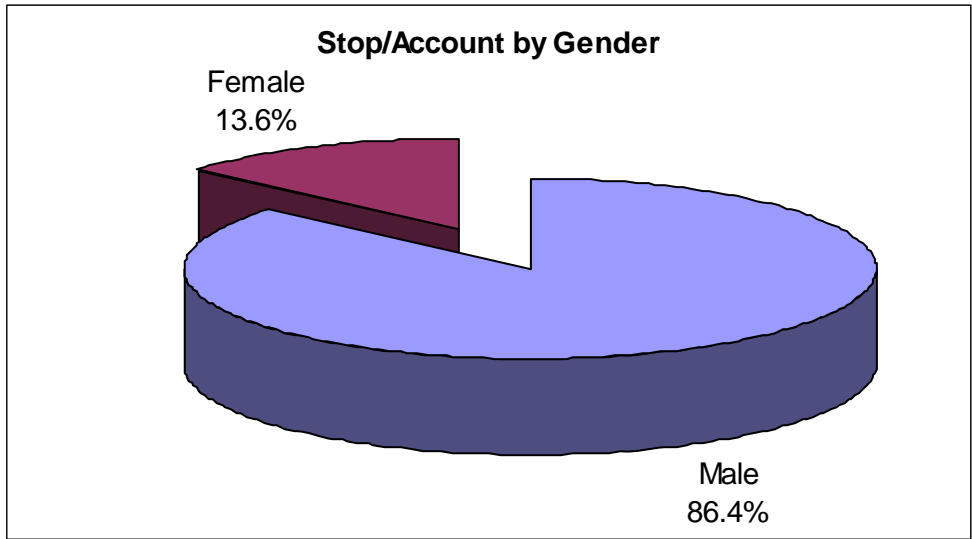
The decrease in activity shown for Eastern Division during the past year and this first quarter should also be noted. Previous quarters have recorded the number of Stop/Accounts representing as much as 30% of overall force activity, however, during this first quarter this is down to 13%.

4.2 Gender

Of the total activity recorded for Stop/Account the data shows that 654 were male and 103 were female. A further 6 records did not include gender data:

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

The overall data shows that female Stop/Account represented 13.6% of recorded activity during period 1st April 2007 – 30th June 2007. The most recent estimate of gender breakdown in the Force area state that 51.7% of the population are female; (Office for National Statistics 2004).



4.3 Age

When looking at the age groups of those persons who were subject to a Stop/Account, 1700 records provide details. A total of 29 records detail no information regarding the age of the individuals subject to Stop/Account however a further 10 records were blank.

- o Bournemouth – 3
- o Eastern – 1
- o Poole – 2
- o Western – 4

Examination of Stop/Account activity by age groups, as previously stated in the fourth quarter report illustrates that 53% of the total recorded activity relates to persons under 25 years of age.

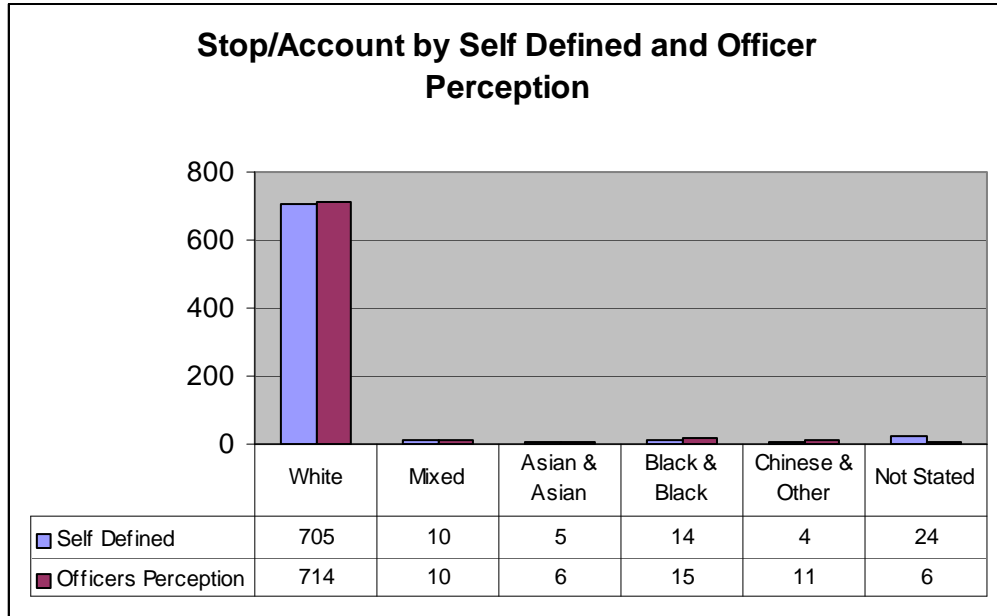
The table below details the age breakdown:

Age Groups	Total Number
Under 25	915
26 – 40	596
41 – 65	186
Over 65	3
Not recorded	29
Grand Total	1729

As stated in the last 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 762 records. Of those records, 92% of people self defined White British and 1.8% of people self-defined as Black and Black British.



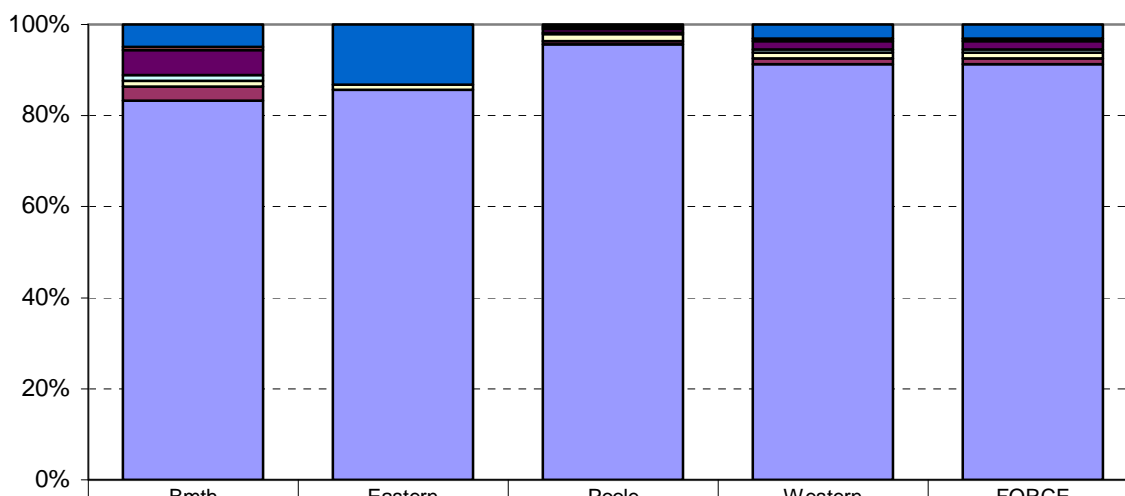
When comparing this information to the Officers Perception, it can be seen in the graph above, that officers also perceived that 94% of people were White and 2% of people were Black.

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). However, the data is then converted into the Phoenix (6+1) codes when reporting back to central government. This has highlighted concerns over the integrity of our recording and reporting systems.

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.

The table below illustrates the Divisional profile of Stop/Account by self-defined ethnicity. It can be seen that 91.3% 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 1.8% of overall activity, and those ‘Not Stated’ represented a further 3.1% of overall activity. This is similarly reflected in the activity recorded for Stop/Search under Section 5.4, page 11.

Divisional Profile of Stop & Account by Ethnic Groups



	Bmth	Eastern	Poole	Western	FORCE
Not Stated	5.0%	13.3%	0.6%	3.1%	3.1%
Chinese & Other	0.6%	0.0%	0.3%	0.5%	0.5%
Black & Black British	5.6%	0.0%	0.9%	1.8%	1.8%
Asian & Asian British	1.2%	0.0%	0.3%	0.7%	0.7%
Mixed	1.2%	1.0%	1.5%	1.3%	1.3%
White	3.1%	0.0%	0.6%	1.2%	1.2%
White British	83.2%	85.7%	95.7%	91.3%	91.3%

5. STOP AND SEARCH

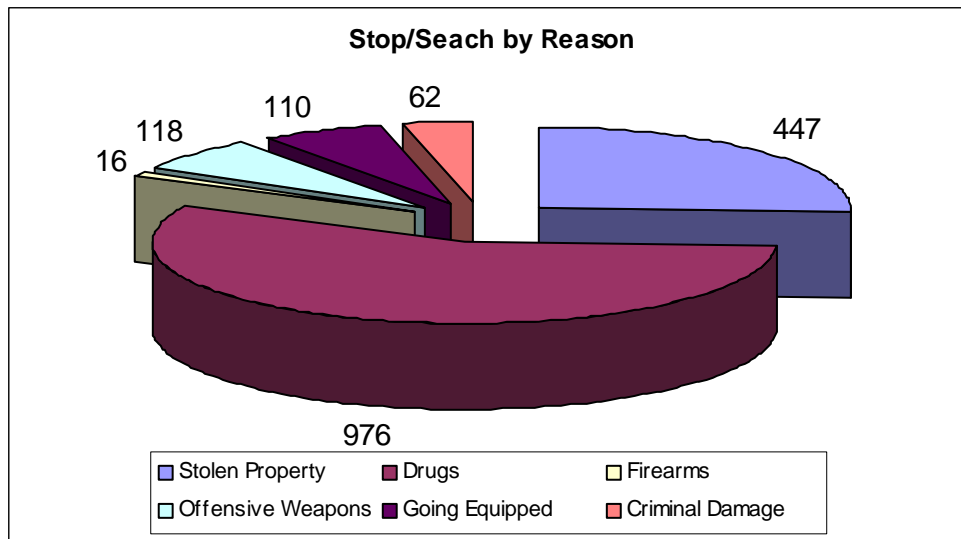
In the reporting period a total of 1729 Stop/Search were recorded across the Force area. The current database does not allow the force to identify those individuals who have been subject to repeated Stop/Search, nor does it cross reference to intelligence records or enable the force to identify any sanctioned detections that have resulted from use of this power.

5.1 Reason Codes

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

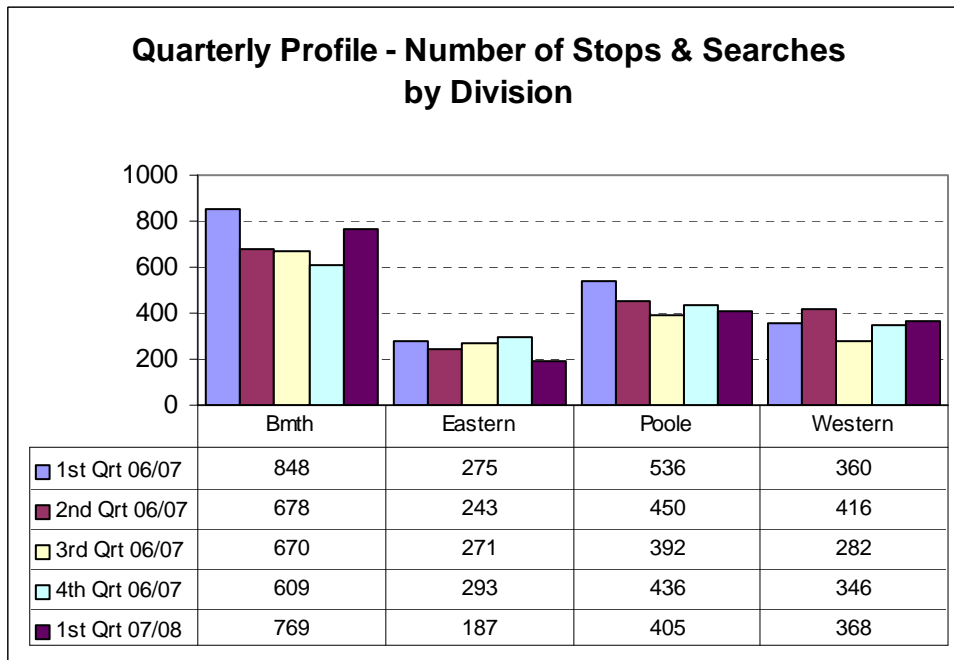
- Stolen Property, Offensive Weapons, Going Equipped, Articles to cause criminal damage - S1 PACE
- Drugs - S23 Misuse of Drugs Act
- Firearms – S47 Firearms Act
- Terrorism 44 (1) (vehicle/occupants)
- Terrorism 44 (2) (pedestrians)
- Anticipated violence – S60 CJPO
- Other Power

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



The most frequent reason code recorded was 'Drugs', representing 56% (976), 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; this is of note when compared with the relatively low level of Stop/Account activity.



When comparing activity over the past 5 quarters, the above graph illustrates that Bournemouth continues to document the highest number of recorded Stop/Searches.

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

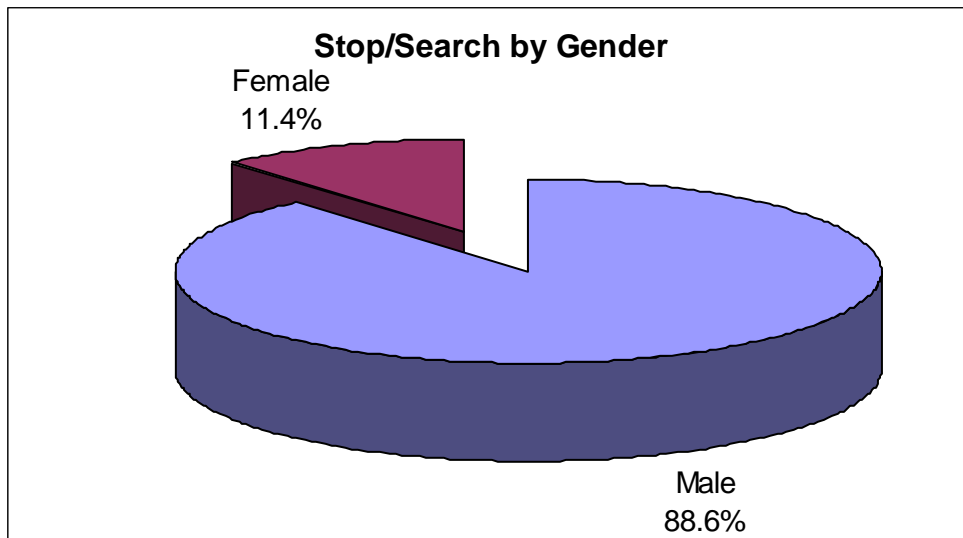
5.2 Gender

Of the total activity recorded for Stop/Search the data shows that 1518 were male and 196 were female; data was missing from 15 records:

- Bournemouth – 3
- Eastern – 2
- Poole – 3
- Western – 7

The most recent estimate of gender breakdown in the Force area state that 48.3% of the population are male; (Office for National Statistics 2004).

The overall data shows that male Stop/Search represented 88.6% 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 67% of the total number related to persons under 25 years of age. This is an increase of 7% since the last report.

The table below details the age breakdown:

Age	Annual Totals
Under 25	510
26 - 40	163
41 - 65	77
Over 65	2
None stated	10
Grand Total	762

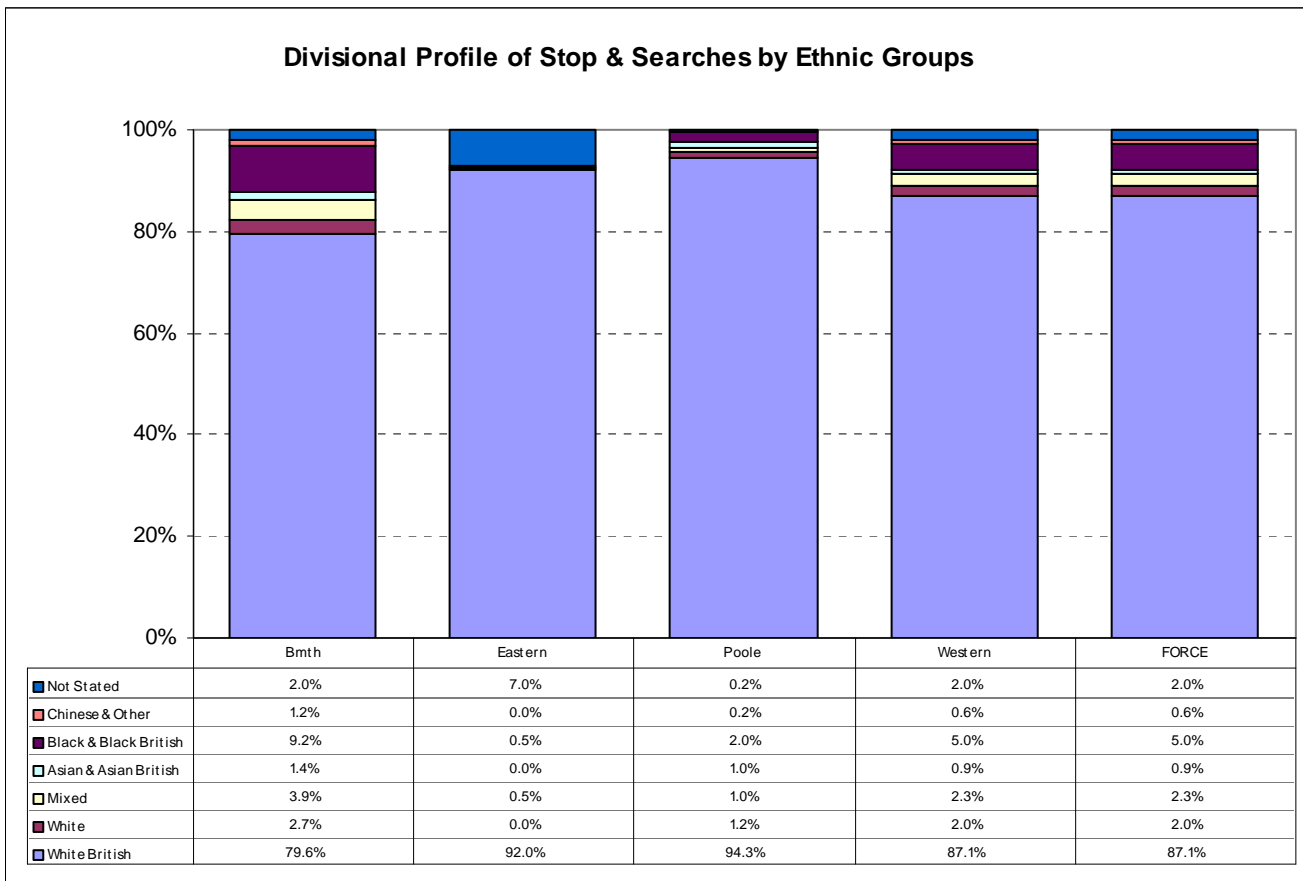
A total of 10 reports recorded no age:

- Bournemouth – 11
- Eastern – 3
- Poole – 5
- Western – 10

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.

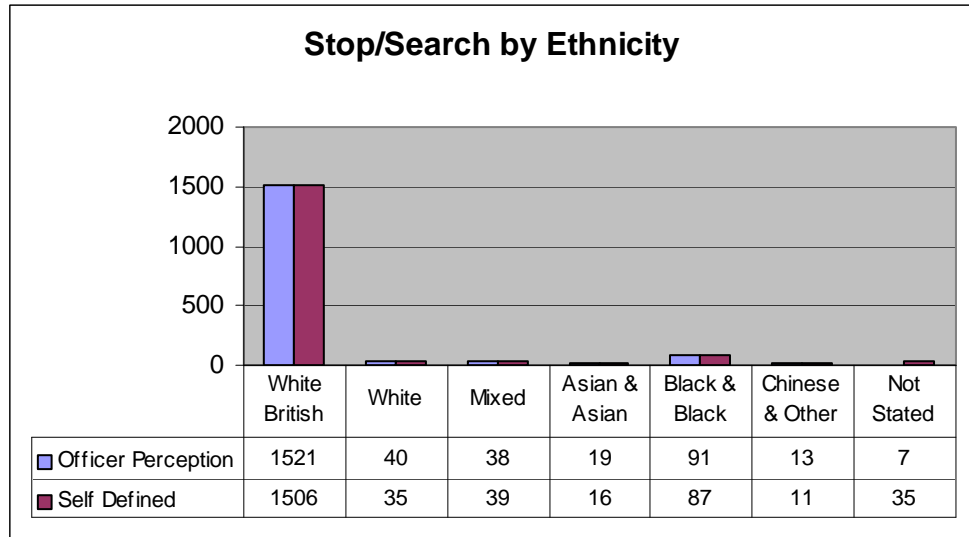
5.4 Self Defined Ethnicity and Officer Perception

The self-defined ethnicity data relates to a total of 1729 records and is shown in the table below.



During this first quarter data illustrates that 87.1% (1506) of people Stop/Searches self defined as White British and 5% (87) as Black and Black British.

When comparing this information to the Officers Perception, the data shows that officers perceived 88% of those individuals that they Stop/Searches to be White. Similarly they perceived 5.3% of individuals to be Black.

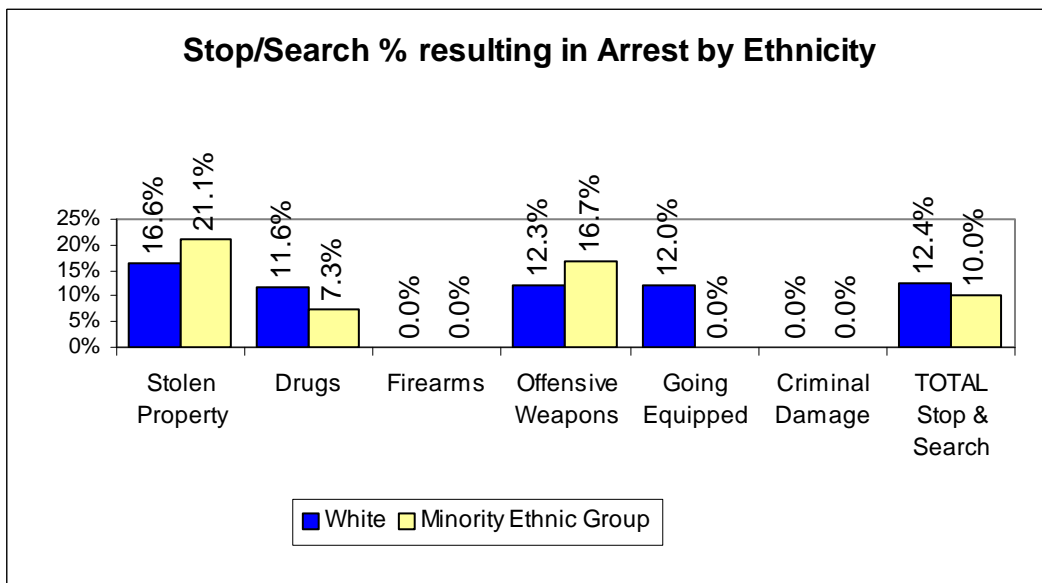


In 35 cases (2%) of records did not contain information relating to self-defined ethnicity and 7 (0.4%) records did not include Officer perception. As highlighted in the section relating to Stop and Account, it remains impossible using the current system to identify why there is any discrepancy between 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.

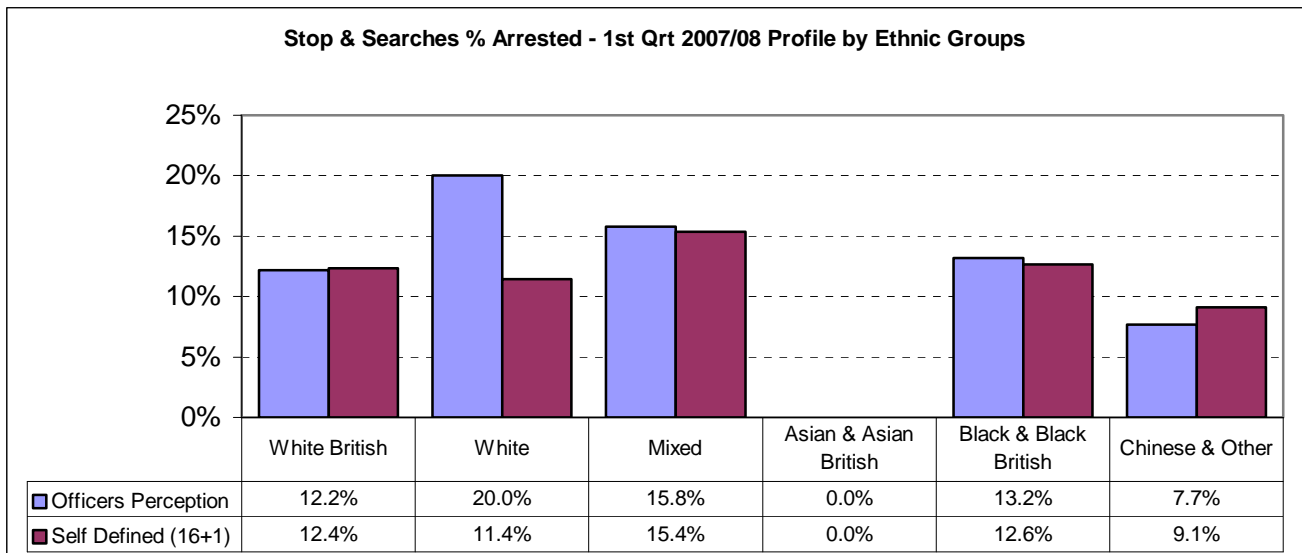


Of the 1729 Stop/Search records, a total of 212 resulted in arrest, representing a 12.3% arrest rate. However, the current recording system does not allow us to identify if there is a correlation between the arrest and Stop/Search reason code.

Examination of the relationship between officer perception, reason code and number of arrests per ethnic group, showed that the highest percentage arrest rate for both White (71 arrests) and ethnic minority (4 arrests) individuals related to reason code 'Stolen Property'.

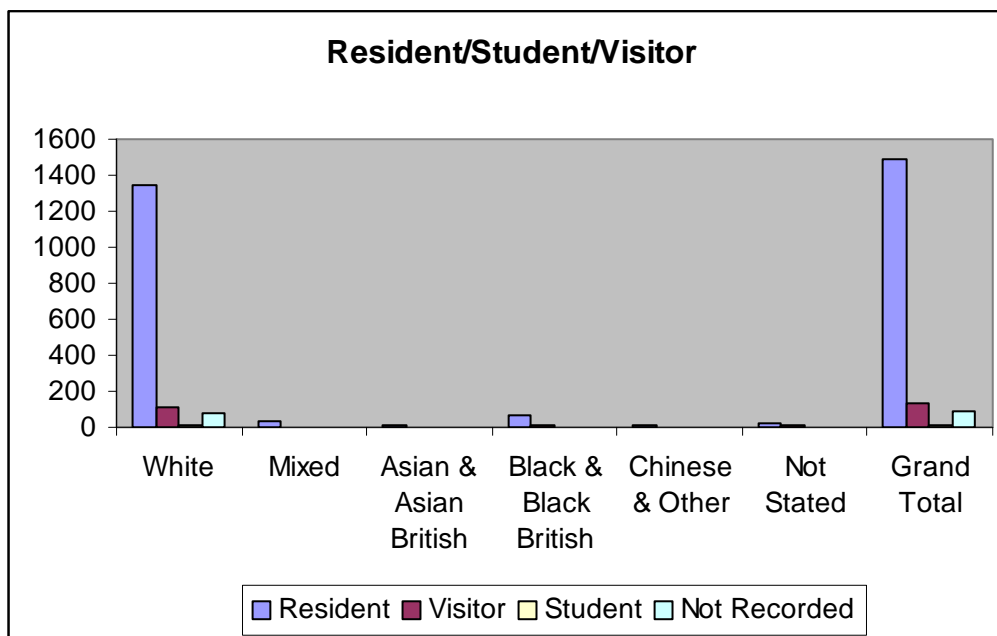
When looking at the number of arrests in comparison to the total number of ethnic group by Officer Perception, the table below illustrates that the highest percentage (20% / 8) of arrests related to 'White'. (This includes White Irish and White Other).

When looking the number of arrests in comparison to the total number of ethnic group by Self Defined Ethnicity, the table illustrates that the highest percentage (15.4% / 6) relates to 'Mixed'.



5.6 Resident/Student/Visitor

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



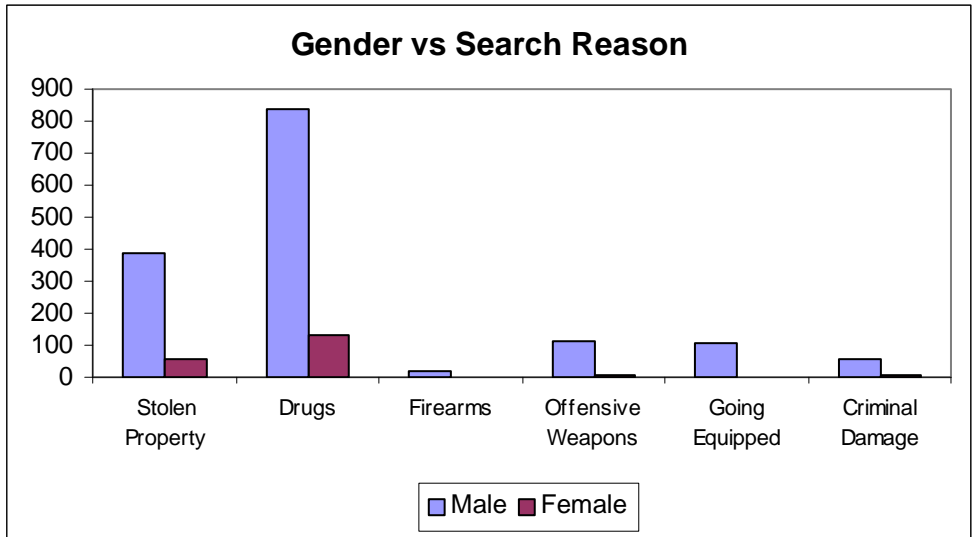
When looking at those records relating to individuals who are shown as 'Black' and 'Visitor', the table below a total of 9 interactions related to 'Drugs'. It is of note that given the Bournemouth Division's problem profile, recorded activity does not reflect intelligence.

	Search Reason	Resident	Visitor	Student	Not Recorded	TOTAL
Black & Black British	Stolen Property	10	3	0	0	13
	Drugs	52	9	0	3	64
	Firearms	1	0	0	0	1
	Offensive Weapons	6	2	0	0	8
	Going Equipped	1	0	0	0	1
	Criminal Damage	0	0	0	0	0
Black & Black British Total		70	14	0	3	87

5.7 Diversity Data Comparisons

- Reason Codes and Gender Comparisons**

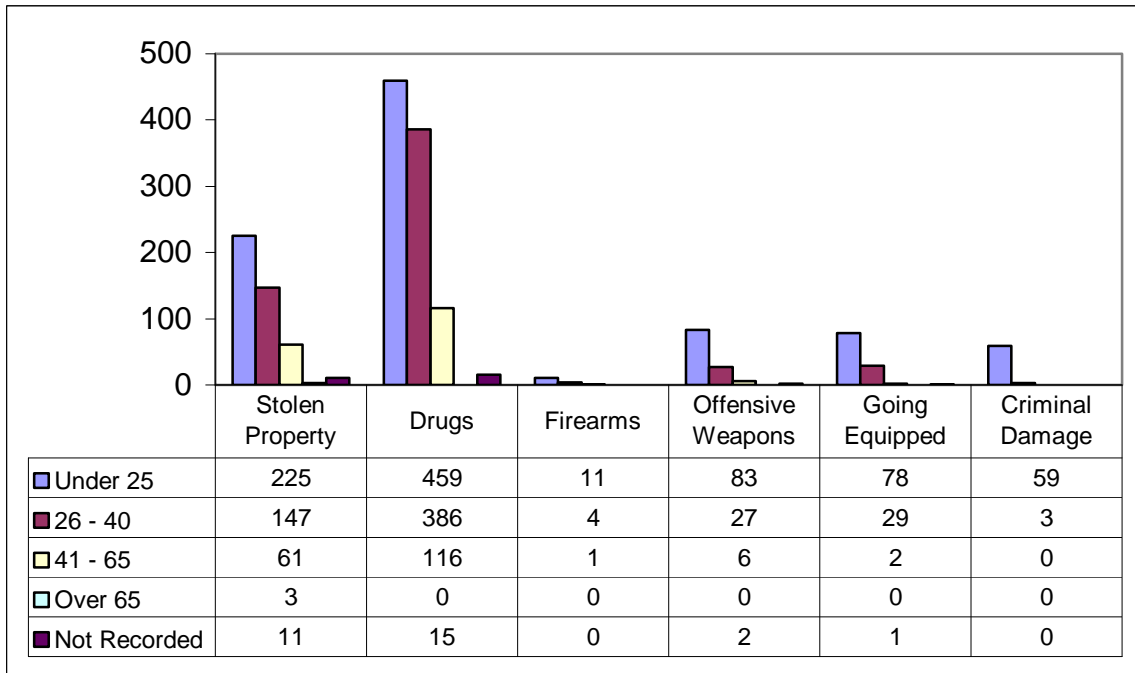
When comparing why individuals were subject to Stop/Search against their gender, it can be seen that the majority of searches for both genders was 'Drugs', (838 males and 129 females) and this continues to reflect the last quarter report.



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 record a higher percentage of drugs searches than males when looking at the aggregated figures for the past year. Looking at the figures this way shows that 66% of all Stop/Searches undertaken against females were related to drugs. Drug searches were also the highest total number of searches for males at 55%.

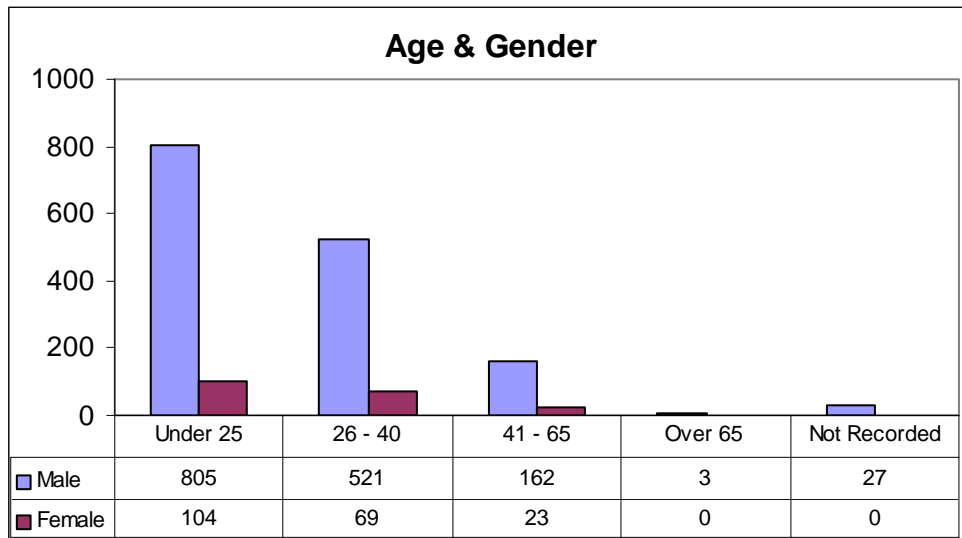
- **Reason Codes and Age Comparisons**

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



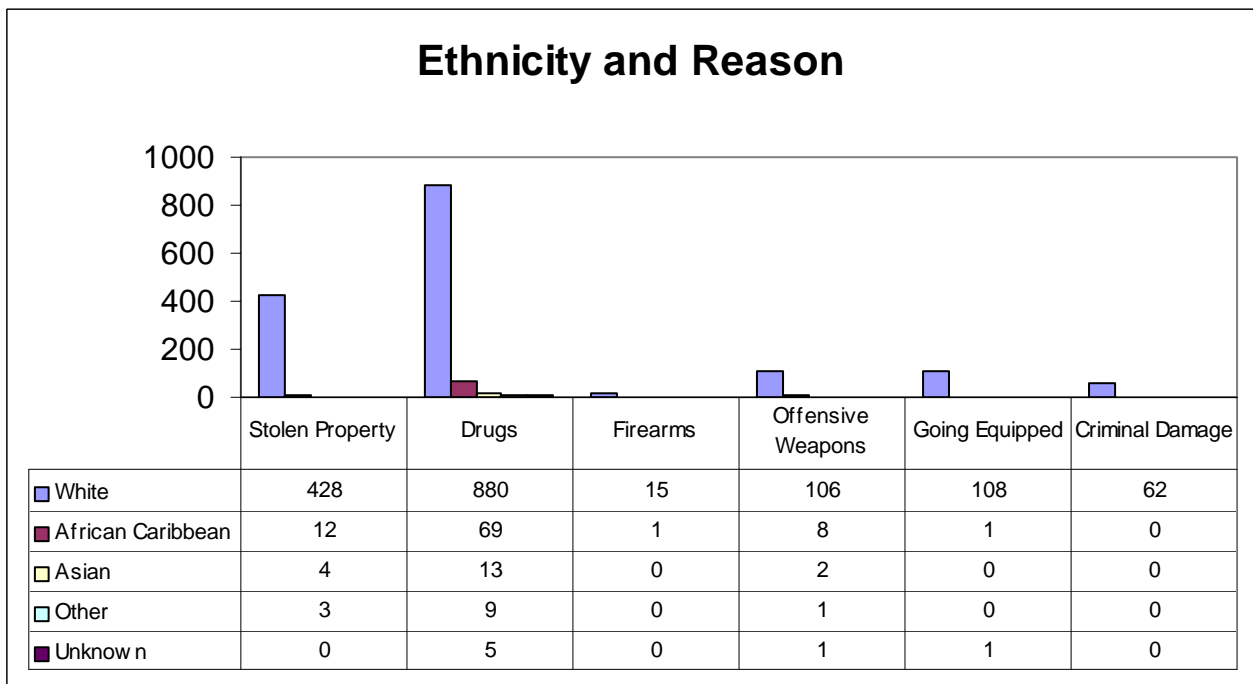
- **Age and Gender Comparisons**

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**

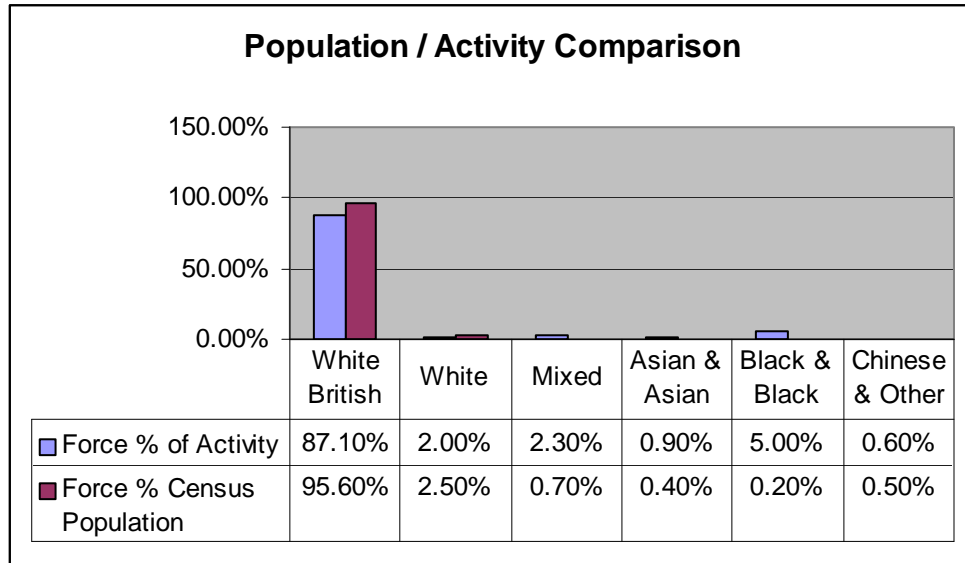
When comparing both self-defined ethnicity to reason for Stop/Search it can be seen that the highest amount of activity was recorded for people who are White and searched for Drugs. Also of note is the relatively high number of African Caribbean people searched for Drugs. This continues to reflect the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



6. INDEPENDENT SCRUTINY

The Bournemouth and Poole Independent Advisory Group (IAG), has begun to scrutinise divisional records on a quarterly basis. However, concerns were previously expressed at the Force IAG Liaison Group that the membership of the scrutiny group is not truly representative, as it does not currently include any Black representatives. A recruitment campaign was launched May 2007 and initial findings are that 10 expressions of interest have been received.

The Western Division has formed its IAG and is due to meet during July and work progresses in the Eastern Division on the establishment of their IAG.

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. DIVISIONAL OVERVIEW

Due to the timing of this meeting, it was not possible to include divisional updates in the body of this report, however these will be circulated to members at the meeting.

8. CONCLUSION

The report highlights 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.

In terms of our National recording obligations, we continue to exceed the requirement by 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 is recorded as 'Presence in Area', which accounts for 43.6% of overall activity. The record of Stop/Account activity in the Bournemouth Division remains low at 21% of overall force activity, in comparison to their use of Stop/Search, which represents 44% of overall force activity. However, the lowest record of Stop/Account activity was recorded in the Eastern Division representing 13%(187) of overall force activity.

Males accounted for 86.4% of all Stop/Account activity and data showed that 53%of overall activity related to those less than 25 years of age. When looking at activity against self-defined ethnicity, 92% related to White British and 1.8% to Black or Black British.

Stop/Search

In relation to Stop/Search activity the main reason for being Stop/Searched was 'Drugs', accounting for 56% of overall activity. As highlighted above the record of Stop/Search activity in the Bournemouth Division is high (44)%, whereas activity captured for Stop/Account is low (21%).

Males accounted for 88.6% of all Stop/Search activity, and similarly, data showed that 67% related to individuals who are less than 25 years of age, which is an increase of 7% since the last quarter report.

When looking at activity against self-defined ethnicity, 87.1% related to White British and 5% related to Black or Black British. This breakdown was also reflected in officers' perceptions.

12.3% of the total recorded Stop/Searches resulted in an arrest. However, as highlighted in Section 5.5, page 12, it is not possible to confirm whether there is a positive correlation between the reason for the Stop/Search and the arrest.

Comparing ethnicity to the arrest rate, the highest percentage was recorded against reason code 'Stolen Property' for both White and Ethnic minority classifications.

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.

The Force recognise the importance of operating a Stop/Account and Stop/Search regime in which the Force, partners, and the public of Dorset can have confidence and that reflects our commitment to integrity, professionalism, fairness and respect. In recognition of this, PDDT is in the process of finalising the Project Proposal Document. As outlined in the last report, the **aim** of the project is to:

Identify the structures, systems, processes, attitudes and behaviours that contribute to the apparent disproportionality in Dorset Police's stop search data.

The draft objectives of the review are to:

- Develop processes that provide accurate and timely data across a range of street interventions to enable effective assessment, reporting and analysis
- Develop a stop search regime that incorporates a robust scrutiny, and quality assurance regime with both internal and external dimensions
- To develop systems and processes to facilitate the geographical mapping of stop search/account activity and the accurate assessment of the relationship between intelligence and activity.
- Support HQ Crime in the assessment of street population to inform the Force strategic assessment
- Develop a communications plan to support the delivery of the stated outcomes
- To work with Training to develop a training package to support the delivery of the stated outcomes