

Practice Oriented Package

The Practice Orientated Package was developed as part of a programme of work conducted by the Home Office's Stop and Search Action Team. Findings from the process were used to inform the Home Office Stop and Search Manual and NCPE Practice Guidelines on the use of Stop and Search.

Forces should feel free to adapt the package and workbook as they see fit.

The package was primarily designed to determine the reasons for the disproportionate use of Stops and Searches conducted under PACE (i.e. it was not designed to determine the reasons for the disproportionate use of Stop and Search conducted under Section 60 or Section 44)

Aim

To determine the causes of disproportionality in the use of Stop and Search in a force

To develop locally focused good practice guidance that will improve the effectiveness of Stop and Search

To develop an action plan to reduce unjustified disproportionality in the force

To provide a model that will enable the planned and structured use of the powers

Desired outcomes

To increase the effective use of Stop and Search

To increase BME community confidence in the use of Stop and Search

Introduction

National analyses of Stop and Search figures show the following:

- There is a high level of regional variance in the use of Stop and Search as a crime tactic.
- There is a high level of regional variance in disproportional use of Stop and Search.
- There is a high level of regional variance in the effectiveness of Stop and Search as measured by arrest rates

These variances appear to be independent of other socio-economic factors.

The Practice Orientated Package was developed to inform the work of the Stop and Search Action Team in trying to understand the causes of disproportionality. To date the process has been used by a team from OCJR in:

- A Borough in Metropolitan Police Service
- Cleveland
- Dorset
- Nottinghamshire
- Leicestershire

In addition the process has been used internally by:

- Greater Manchester Police
- Staffordshire
- Gloucestershire
- Hertfordshire

The result from the process has been used to inform the CENTREX Practice Advice on Stop and Search published in 2006.

What we want to find out

Disproportionality could be caused by some, all or a combination of the following factors.

- Central government initiatives
- Use of public space
- Demographics of ethnic groups
- Local police priorities
- Targeted use of stop and search, for example under section 60 of the Criminal Justice and Public Order Act
- Stops and searches based on suspect descriptions given by victims and witnesses
- The targeting of prolific offenders
- Differential recording practices
- Focus on specific types of crime
- Local operational police teams' use of stop and search
- Individual officer's use of stop and search

Some of these causes can lead to legitimate reasons for disproportionality Others are wholly improper and unjustified.

Given the complexity of potential causes, a concept we have described as the 'corporate body language', the issue of disproportionality requires a number of

regional analyses to better understand its causes and thereby suggest appropriate solutions.

To determine this concept of the 'corporate body language' a six-stage process was developed:

1. Collation of Stop and Search data at Basic/Operational Command Unit (BCU) level
2. Analyses of the data based on current census data
3. Community consultation events to ascertain the impact of the use of the power on local communities with specific emphasis on young men from local BME and faith communities
4. Policy seminar with senior officers and staff
5. Practitioner seminar with operational officers and staff
6. In depth investigation into the cycle of intelligence used to determine Stop and Search activity.

Data analysis

Our study found that the quality of data available in each force is highly variable, however the following are key data in each BCU:

- Frequency of Stop and Search activity
- Frequency of Stop and Search activity
- Reasons for Stop and Search activity (is it part of a planned operation, based on specific information or intelligence, based on officer observation)
- Outcome of Stop and Search
- Location of Stop and Search activity
- Officer defined ethnicity of those stopped and searched
- Self defined ethnicity of those stopped and searched
- Number of local residents stopped and searched
- Record of individual officer's activity

The above Stop and Search data should be looked at in the light of:

- Local population broken down by ethnicity
- Age range of local population
- Ethnicity of prolific offenders
- Force policing priorities

This process should identify those areas where disproportionality cannot be explained to the satisfaction of the local community. Local Independent Advisory Groups (IAG) and/or Stop and Search Monitoring Group can be of assistance in this process.

Community consultation events

Where possible engage with local community groups with the following criteria:

- Community groups which are representative of local BME populations
- Community groups which are pre-existing (i.e. not brought together specifically for the purpose of discussing Stop and Search)

Each session will vary according to the circumstances but will generally follow the following pattern:

- Introductions and an ice breaker
- Explanation of the work
- Confidentiality explained
- Objectives from the sessions
- Discussion on personal experience of Stop and Search
 - Where, when, how, why, outcome and frequency
 - Attitude and approach of the police
 - Reasons given
 - Attitude of police if authority challenged/questioned
 - Offer of a written record following a Stop and Search
 - Experiences of complaints process
- Knowledge of Stop and Search legislation
- Knowledge of Recommendation 61 (Stops legislation)
- Attitude to Stop and Search legislation
- Reasons locally for disproportionality
- Names of local officers
- Recommendations for change

Policy Seminar

Aim

To determine the policy and strategic drivers for Stop and Search

Invitees

2x ACPO rank officer
1x BCU Commander
1x Deputy BCU Commander
1x Police Authority member
1x LCJB representative
1x Crime and Disorder Reduction Partnership representative

Format

- Introductions and ice breaker
- Explanation of the work
- Objectives from the sessions
- Agree the local picture
 - The three main purposes of Stop and Search in this force are?
 - The main purpose of a Stop is?
 - Policy is explained to operational staff through?
 - Quality of Stop and Search is ensured by?
 - Stop and Search records are scrutinised by?
 - What role does the Police Authority play?
 - Stop and Search is predominantly used in this force through:
 - Planned operations
 - Use of National Intelligence Model
 - Officer initiative
- The reasons for a low arrest rate in the use of Stop and Search?
- What is the local community reaction to the use of the power?
- What is the local BME community reaction to the use of the power?
- Why does the force use the power disproportionately?
- How is the use of the power communicated to the local community?
- What actions can be taken to ensure a more positive approach to the power by communities?
- Does the publication of Section 95 Criminal Justice Act 1991 data help the process?
- Recommendations for change

Operational staff Seminar

Aim

To determine the extent that policy and strategic drivers for Stop and Search impact on the behaviour of operational staff

Invitees

2x Inspecting officer
2x Sergeants
8/10x Constables

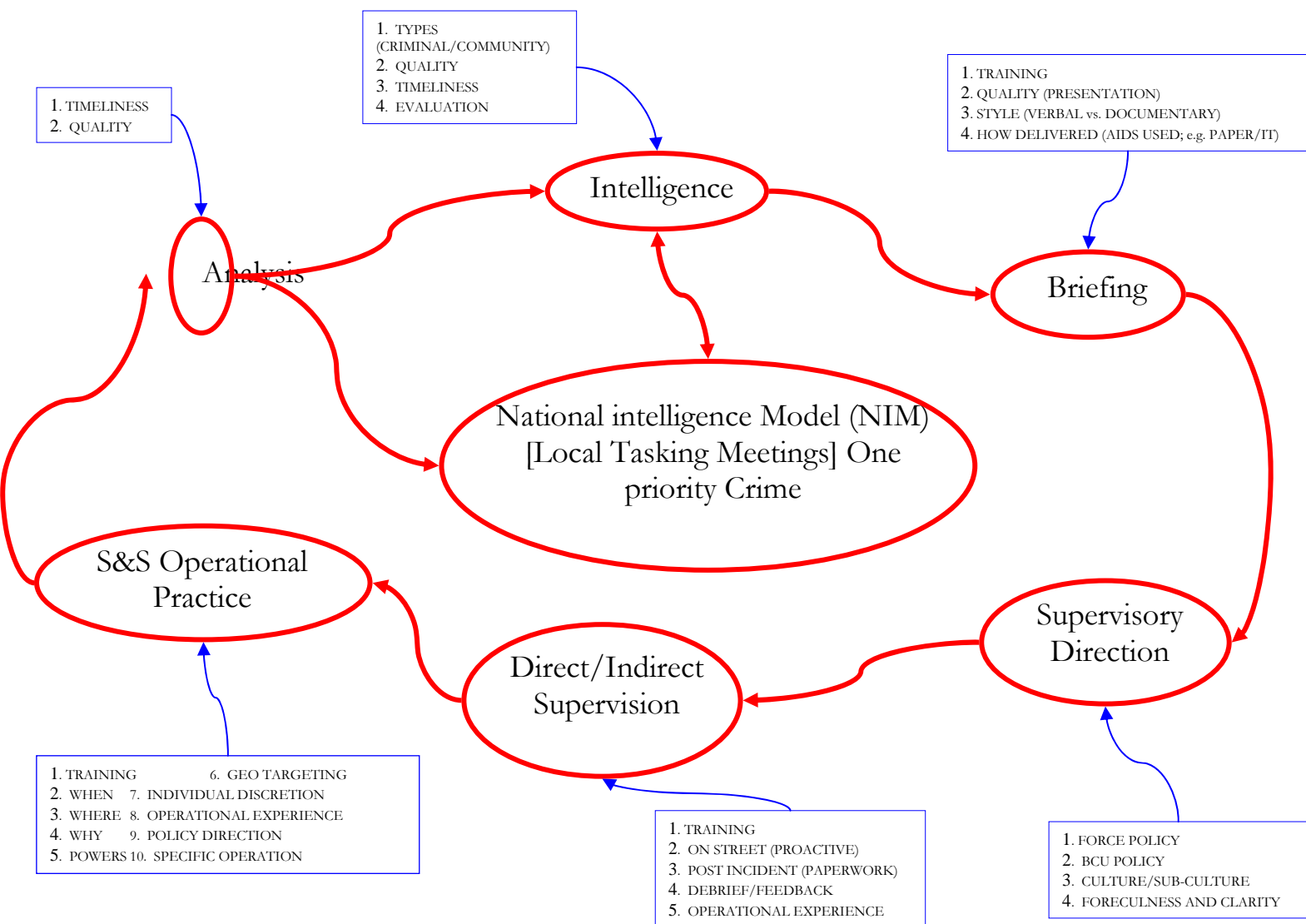
Format

- Introductions and ice breaker
- Explanation of the work
- Objectives of the session
- Agree the local picture

- The three main purposes of Stop and Search in this force are?
- The main purpose of a Stop is?
- Policy is explained to operational staff through?
- Quality of Stop and Search is ensured by?
- Stop and Search records are scrutinised by?
- What role does the Police Authority play?
- Stop and Search is predominantly used in this force through:
 - Planned operations
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- The reasons for a low arrest rate in the use of Stop and Search?
- What is the local community reaction to the use of the power?
- What is the local BME community reaction to the use of the power?
- Why does the force use the power disproportionately?
- How is the use of the power communicated to the local community?
- What actions can be taken to ensure a more positive approach to the power by communities?
- Does the publication of Section 95 data help the process?
- Recommendations for change

Cycle of intelligence

If the National Intelligence Model is deployed then the cycle of intelligence that informs the use of Stop and Search should look like this:



	Activity	Key Issues
Tasking meetings	Use of Stop and Search to meet needs of tasking meeting	<ol style="list-style-type: none"> 1. How is the National Intelligence Model deployed in the asking meeting? 2. Are decisions subject to Race Impact Assessments? 3. For what purpose is Stop and Search deployed? 4. Are operations which plan to deploy Stop and Search subject to community impact assessments 5. Are the views of the following groups considered in the decision to deploy Stop and Search: <ul style="list-style-type: none"> • Police Authority • PCCG • IAG or equivalent locally
Briefing Meeting	Briefing of patrol staff prior to the commencement of a period on duty	<ol style="list-style-type: none"> 1. How does briefing link to the Tasking meeting? 2. What advice is given on the deployment of Stop and Search? 3. How is the understanding of officers checked during and after the briefing process?
Operational activity	Observation of operational staff on duty on foot or in cars observed over a number of shifts	<ol style="list-style-type: none"> 1. How was the briefing process translated into operational activity? 2. Did operational staff understand the briefing? 3. Why are individuals subject to stop and stop and search activity? What is the thought process that led to this action? 4. What was the reaction of the person stopped and/or searched? 5. Was the process

		<p>explained to the person stopped and/or searched?</p> <p>6. Was the person offered a written record of the encounter?</p> <p>7. What was the result of the encounter?</p> <p>8. How confident were officers in conducting the activity?</p>
Force Intelligence Unit or equivalent locally	How intelligence is used to identify prolific offenders, crime hot spots and the deployment of Stop and Search	<p>1. Method of identifying prolific offenders</p> <p>2. Cycle of intelligence</p> <p>3. Use of Stop and Search data in the intelligence process</p> <p>4. Race impact of decisions – any checks or balances</p> <p>5. Use of external agencies (Probation, YOTS, CDRPs etc) in intelligence process</p> <p>6. Feedback given to officers</p> <p>7. How is effectiveness evaluated?</p>

Summary of POP Process used

Activity	Number in team	Duration
Community Consultation events (x2)	2	2-3 hours
Policy Seminars	2-3	2 hours
Operational staff seminar	2-3	2 hours
Tasking meeting	1-2	2 hours
Briefing meetings (x3)	1	1 hour
Direct observation (x4)	1	4 hours (including one night patrol)
Force Intelligence Unit	1-2	2 hours

POP : Part 2

Force Questionnaire

Policy Document

1. When was the policy document updated?

2. Is the policy document explicitly endorsed by the Chief Officer?

Yes/No

3. Are practitioners aware of contents of force policy?

Yes/No

Evidence / means of dissemination:

4. Does the force policy document explicitly state that the quantity of Stops and Searches cannot be used as a performance measure?

Yes/No

Operation

Using a single station or BCU

1. Can you estimate the % of Stops and Searches linked to NIM last month?

Yes/No

Percentage against target offenders

Yes/No

Percentage in target areas

Yes/No

2. How is intelligence disseminated within the force?

3. How many pieces of intelligence are submitted per officer per shift?

4. Does the BCU commander chair Tasking meetings?

Yes/No

5. Who attends tasking meetings?

6. How are tasking meetings linked to briefings?

7. Who ensures that briefing reflect tasking meetings?

8. Are specific operations race impact assessed?

Yes/No

Who conducts the assessment?

9. Have Government priorities/targets had a negative race/BME community impact?

Examples

10. Is Stop and Search used to target persistent offenders?

Yes/No

How are they identified?

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11. Can you identify those individuals who are repeatedly stopped?

Yes/No

12. Is there evidence of individuals who have not been targeted who have been the subject of repeat Stops and Searches?

Yes/No

13. Is there evidence, using arrest rates, that Stop and Search is more/less effective against certain crime types?

Yes/No

14. Is the effectiveness of Stop and Search against specific crime types reviewed?

Yes/No

15. Does the % of Stops and Searches measured by ethnicity match the racial profile of victim statements?

	Officer defined ethnicity of those Stopped and Searched	Witnessed defined ethnicity
White		
Black		
Asian		
Other		

Can any discrepancies be explained?

Supervision

1. Are Sergeants given specific training on the delivery of briefings?

Yes/No

2. Do briefings follow a specific format?

Yes/No

3. Are briefings attended by BCU commanders or other senior staff on an ad hoc basis?

Yes/No

4. How do Sergeants ensure that practitioners have received key messages from briefings?

5. How do Sergeants ensure that Stop and Search activity matches the information provided at briefings?

6. How do Sergeants ensure that Stops and Searches are carried out effectively?

7. How do Supervisors ensure the quality of forms submitted?

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8. What do Supervisors check on forms submitted?

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9. What additional information is required by Sergeants?

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Monitoring

1. How does the force monitor the use of Stop and Search?

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2. Does the force monitor disproportionality for individual officers/teams?

Yes/No

3. Is the force aware of the BME breakdown by?

Resident Population

White	Black	Asian	Mixed Race	Other

Resident Population Aged 14-25

White	Black	Asian	Mixed Race	Other

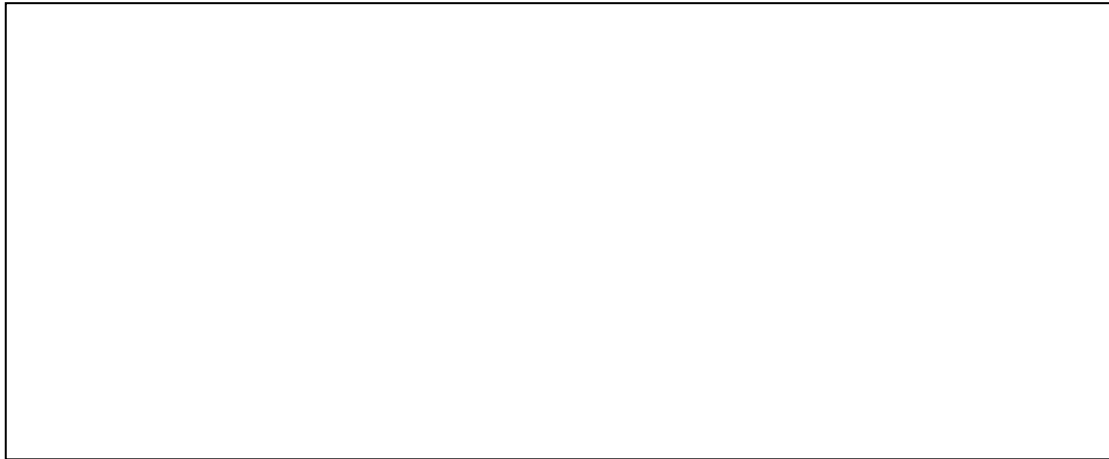
Street Population

White	Black	Asian	Mixed Race	Other

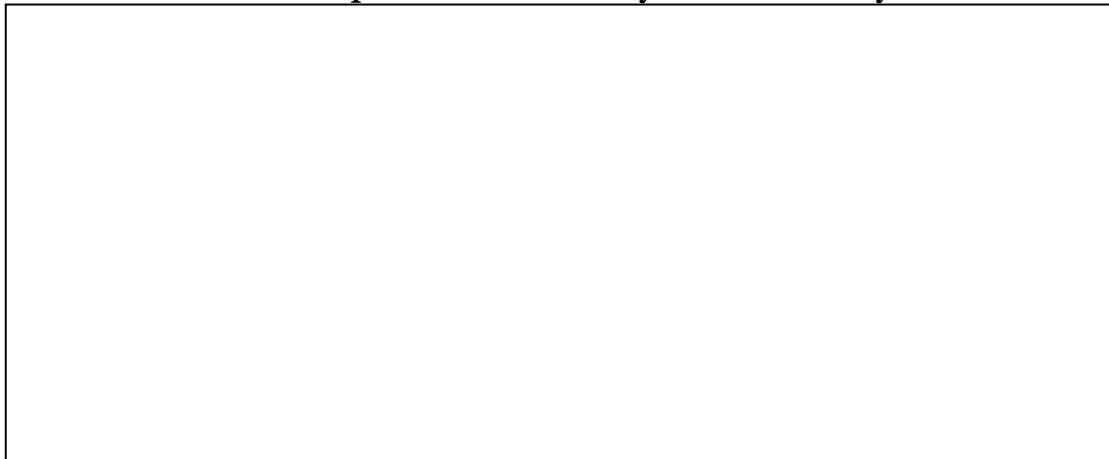
4. How are Stop and Search records entered into the intelligence system?

5. How quickly are Stop and Search records placed on the database?

6. What information is given to Police Authorities?



7. What actions have the Police Authority taken to reassure communities that the power is used fairly and effectively?



8. What information is made available to local communities?

