



# STOP AND SEARCH IN IPSWICH



September 2008

## Acknowledgements

We would like to thank all the people and agencies that contributed to this research.

We wish to express our gratitude to the members of the public who agreed to participate in our focus groups, be interviewed and who completed our questionnaires; to all our partner agencies for publicising the research and encouraging their service users to participate; and to the volunteers who helped distribute our questionnaires in different locations and communities.

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## Foreword

I am pleased to be writing a foreword to this report.

The Ipswich and Suffolk Council for Racial Equality (ISCRE) is encouraged by Suffolk Constabulary's engagement on the critical issue of disproportionality of stop and search across Suffolk. The decision to focus on Ipswich has allowed strong relationships to be built with local officers and the community, leading to extensive qualitative data. This research involves the input of over 250 people because it aims to go beyond the data, as this in itself does not give a complete picture.

An important driver for ISCRE in asking questions about the disproportionality of stop and search in Suffolk was the publication of the House of Commons Home Affairs Committee Report in June 2007: Young Black People and the Criminal Justice System (HOC report).

The HOC report identified gaps in the collection of data regarding the extent of young black people's overrepresentation in the criminal justice system and calls for a coherent national strategy to address the issue. Data collection is an issue in Suffolk as will be seen during this report. The HOC report also identified some evidence to support direct or indirect discrimination and stressed the impact of the 'perception' of discrimination and lack of confidence in the criminal justice system among black communities.

The HOC report finds that young black people are overrepresented as suspects for certain types of crimes - robbery and drugs offences, for example. Particular attention is given to stop and search in the HOC report and shows that black people are nearly twice more likely to enter the criminal justice system as a result of stop and search than their white counterparts. A Home Office report in 2000 (MVA & Miller J Profiling populations available for Stops Searches – Police Research Series Paper No 131) commented that officers' suspicions could arise from 'wider generalisations' which had the potential to develop into 'negative stereotypes'.

At this point I would comment about the Suffolk context and the lack of positive black images in our local media. Last year ISCRE challenged the judiciary on their reporting of sentencing. A local Judge commented on 'young black males' coming from London and would not have referred to colour had the perpetrator been white – this point was accepted and we have seen no further examples. However this is the environment in which our officers and the public are working. ISCRE in its Annual Report 06/07 referred to the demonising of our young black people.

As a contributor to the HOC report Dr Marian Fitzgerald explained that even if there were no prejudice in stop and search practice the reality is that if one ethnic group is disproportionately searched then 'more innocent people from that group are searched, causing understandable resentment'.

There are many people from our communities and the police who I thank for their contribution. I want to specifically mention Jacqui Cheer Deputy Chief Constable who initially listened and responded so positively to the concerns expressed by ISCRE. Also to Simon Ash Chief Constable who was keen to give the go ahead for this work.

To Chief Superintendent Martin Jelley and Superintendent Alan Caton who have been so supportive and given so much of their time to this work and of course to Nancy Maduakoh – who, initially appointed to a Monday to Friday job in ISCRE, has worked evenings, nights and weekends to make this a credible report.

This report is worthless if it is not acted upon and I look forward to making a difference to police practice and our communities in partnership with Suffolk Police.

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## Definition of Terms

'Stops': This term is used in this report to refer to all kinds of stops carried out by the police, including - stop and search, stop and account / encounter and vehicular stops.

Stop and account/ Encounter: Is where an officer(s) stop an individual(s) in a public place and asks them to explain what they are doing, why they are behaving in a certain way, what they are doing in a particular place or why they have certain items in their possession. Not all conversations with police officers/ police community support officers are encounters.

Stop and search: Is one of the powers that the police sometimes use to prevent crime in the local community. The power of stop and search also allows the police to search you if they suspect you might be carrying an illegal substance (for example, drugs or stolen property), a weapon, or something that could be used to commit a crime.

BME: Black and Minority Ethnic.

SC: Suffolk Constabulary.

Intelligence: The result of the gathering and collating of information from a variety of sources to assist police officers in the prevention, reduction and detection of crime and other incidents. It also includes quality of life issues that impact on individuals and groups within communities.

ISR 5x5x5: Intelligence Search Register is the system onto which intelligence gathered by officers is submitted.

CIS: Crime Information System.

PACE Police and Criminal Evidence Act 1984: The Police and Criminal Evidence Act (PACE) and the PACE Codes of Practice provide the core framework of police powers and safeguards around stop and search, arrest, detention, investigation, identification and interviewing detainees.

GOWISELY: Is an acronym for the steps that an officer has to fulfil to legally carry out a stop search. The officer must give the Grounds of the search, the Object of the search, show a Warrant card (if he/she is not wearing a uniform), Identify him/herself and the Station where they are based, tell the person being stopped of their Entitlement (that is, a copy of the stop and search/encounter form), the Legality of the search (that is, the power(s) being used), You are detained by law when an officer stops you.

IPCC: Independent Police Complaints Commission.

BPA: Black Police Association.

NIM: National Intelligence Model.

PNB: Personal Note Books are used by officers to record their daily activities and other relevant information, for example, information collected during briefing sessions, information gather whilst on duties etc.

C3: This is the stop and search/encounter forms.

NFA: No Further Action.

IAG: The Independent Advisory Group (IAG) is a community led group who independently advise Suffolk Constabulary and Suffolk Police Authority.

MOP: Members of the Public.

## Summary

Stop and search has been an enormous problem that has caused decades of strife between the Black and Minority Ethnic (BME) communities and the police. This is because the interpretation of data collected by police services show that Black, Asian and people from other minority ethnic groups are far more likely than white people to be stopped and searched by police officers. Research shows that such 'disproportionality' is also widening.

In Suffolk we have seen a steady increase of stop and searches taking place within our BME communities. In 2005 people defined as Black or Black British were 6 times more likely to be stopped; it increased to 7 times in 2006 and 8 times in 2007 respectively. Recent Suffolk Police Authority reports show that Black people are 8.9 times more likely to be stop/searched than a white person (that is, 1 April 2007 to 31 March 2008).

These figures do not represent all kinds of 'stops' by the police because there are many more occasions where the police are not legally required to record the stop (for example, vehicular stops).

There have been several reasons given for the disproportionality and while these can be justified in certain isolated instances, they cannot be used to explain the increasing phenomenon. However, we tested all the reasons that we were presented with and identified some of these play much smaller roles than people are led to believe.

For example, an officer told us that "with the recent resurgence of young black males from London on an almost daily basis and the provision of targeted intelligence in relation to them, it is likely that the figures produced by the Ipswich area will seem to be disproportionately high... the results are as a direct result of prevalent crime in Ipswich at this time".

Whilst this explanation might be a factor that has contributed to recent figures in Ipswich, it cannot be used to explain the picture in other parts of Suffolk where disproportionality exists. Nor can it be used to explain why the disproportionality existed in Ipswich before intelligence about black drug dealers from London, before Academy and before the shooting at Zest nightclub.

Research into how the intelligence on 'black London drug dealers' contributes to the disproportionality picture of Suffolk revealed that between 1 April 2007 – 31 March 2008, 59.6% of the searches recorded were carried out under the authority of *Drugs S23* and 45% of the specific operations recorded in the same period were drugs related.

Analysis of this data showed that BME people searched for drugs as a result of specific operations account for 25% of the total number of searches carried out as a result of those specific operations; 71% of the searches carried out on BME people as a result were drug related compared to 31% of the searches as a result of drug-related targeted operations carried out on white people in the same period.

The research also looked at the outcomes of the searches in order to assess their productivity and found the majority of the searches ended up as 'No Further Action' (NFA) with 54% of the searches on white people and 58% of BME searches resulting in NFAs. Only 12% of the BME people searched were arrested (which is the expected outcome of a search involving large amounts of drugs/drug dealing), 12% received advice and 4% received informal warnings (which are the expected outcomes of searches where drugs might have been involved but there is not enough evidence to warrant an arrest).

Further research into the impact that people from London coming to deal drugs in Ipswich would have on the figures led us to look at the addresses of the 2,287 people stop searched or encountered in Ipswich between 1 June 2007 – 30 June 2008.

This showed that although there were 392 addresses that were not Ipswich addresses, only 40 of these were London addresses, that is, only 1.7% of those stopped in this period; which again goes to show that although this piece of intelligence has an impact on the number of BME people being stopped in Ipswich, its impact on the bigger Suffolk picture is minuscule. However, this raises a question as to how this piece of intelligence is affecting the thoughts and practices of front line officers and how their actions, in turn, are affecting our BME communities.

The findings of this research shows although members of our BME communities in Ipswich are being targeted on the basis of the above intelligence, only a small proportion of these searches have yielded positive outcomes (for example, arrests). This led to recommendations around monitoring and the challenging of officers to think about the impact of 'stops' to individuals and to communities.

Another reason that was explored was the selective completion of the forms by some officers; it is generally believed that some officers are more likely to complete the stop and search forms after encountering people from BME backgrounds in situations where they will not complete them for white people.

A mathematical model was generated to calculate what the figures would look like if parity were to be achieved for the period 1 April 2007 – 31 March 2008. This showed that officers would have to encounter 3,325 more white people or 232 less BME people in order to obtain parity, which means officers would have had to ignore completing the forms for over 3,000 white people for it to distort the figures to such an extent. We know that this is not the case because the selective completion of forms refers to only encounters and the model calculated that 4,136 more white people or 289 less BME people would have had to be searched in this period in order to obtain parity.

We hope that this will dispel the myth that the disproportionality in Ipswich is caused by officers selectively completing the forms. If officers encountered in excess of 3,000 white people during that period without completing forms for those encounters, at an individual officer level, this is at its worse a case of direct discriminatory or unequal treatment on the basis of race. Additionally as the Constabulary has allowed this explanation of practice to exist it could be an indication of Institutional Racism (as defined by the Commission for Racial Equality – pg 15).

If Suffolk Constabulary believes that it is not institutionally racist, this research found members of staff being allowed to hold on to their prejudices with nothing apparent in place to constantly challenge the views and consequent actions of officers.

For example, an officer was overheard saying “Good! Let them all move because there are too many of them in Suffolk” in reaction to the news that a large number of immigrants were heading to Peterborough for work. When challenged, he tried to retract what he had said by saying he realised what he had said was not ‘politically correct’. Although we are not suggesting that this officer is racist, there are real concerns as to how his view of immigration and migrant workers in Suffolk would influence his treatment of migrant workers and raises concerns about him passing these views on to his colleagues.

“What are BME people?!?!?!?!? Are they some sort of new breed I haven't been informed of?!” was a comment made by another officer in response to the survey carried out as part of this research. Comments like this raise questions about how the Constabulary educates its officers around race and ethnicity and invites recommendations for regular training around race and cultural awareness especially for the longer serving officers. This research also identified that race is seen as a sensitive topic amongst some officers and some officers appear terrified to discuss race (even when the law requires them to, for example, asking people to define their ethnicity) for fear of offending people or being labelled as racist.

Stop and search is a complex area of policing and although this research does not offer solutions for the disproportionality, it suggests steps that could help improve stop search practices in Suffolk. This report focuses on qualitative data, that is, the responses of members of the public and officers because this is an effective way to open dialogue and, in turn, will help reduce tensions between certain groups within our communities and the Police.

The analysis of SC stop and search and encounter data, the experiences of members of the public as well as those of the Police led to the following key recommendations:

### **Communication and Training**

1. **Effective communication:** it is not only important that the officer is polite and considerate, but also takes reasonable steps to ensure that he or she is understood by the person stopped. We recommend officers be regularly reminded of the importance of good communication. (Ref. PACE 1984. Code A)

Officers **MUST** treat everyone with respect at all times because respect begets respect!

We recommend that more research is done to look at how the attitudes of people affect the outcomes of their encounter or search.

2. Language: The nature of Ipswich's settled and new communities is such that there is sometimes a language barrier between officers and some members of these communities. Therefore, we recommend officers are issued with and carry translated versions of the 'Know your Rights' cards produced by the Police Authority or other printed materials produced by SC, which will enable officers communicate where language barriers exist.  
The languages need to be the most relevant to the current non-English speaking population of the community that the officer serves.
3. Training: Although officers are made aware of why stop and search data is collected and what it is used for during their initial training, this point needs to somehow be reiterated every time an officer starts to fill the forms so that they feel less awkward when they ask people about their ethnicity.
4. Training should be given to the front line staff receiving calls that contribute to 'intelligence' and information gathering. They need to be able to comfortably and properly challenge the 'intelligence' so as to avoid collecting biased, racist and insubstantial information that is then acted upon by officers as 'intelligence'.
5. We recommend regular training around race and cultural awareness for all officers and police staff. It would be useful for these training sessions to have an external input from local community groups, individuals and experts.
6. We recommend that more is done to engage with groups within the communities where the most tension with the police exists, that is, with young people, BME communities and the Muslim community. More consultation with external groups, partner agencies and community representatives whenever appropriate would be useful when determining the content of training programmes.

### **Quality of the Encounter**

7. We recommend that officers always comply with the guidance given during training, that is, the GOWISELY model: The **Grounds** and the **Object** of the search must always be explained; the officer should properly identify him or herself using **Warrant cards** (if they are not in uniform), **Identify** themselves stating their name and epaulette number and their **Station**. The subject should be told about their **Entitlement** (including a copy of the stop and search form) and the **Legality** (power) being used for the search.

8. ISCRE is strategically positioned to independently engage with SC and be confidently approached by members of the community. It is for this reason that we recommend ISCRE as a third party reporting centre for stop and search complaints. If people become more confident in the complaints systems, they might be less likely to take matters into their own hands and aggravate the situation during a 'stop'.

### **Supervision and Monitoring**

9. All Supervisors need to be adequately trained on how to monitor stop search and encounter forms for the quality of the 'stop' and recognise trends and patterns and not just errors on the forms or compliance with PACE.  
The training should also equip them to confidently challenge any emerging trends.
10. Supervisors need to introduce more intrusive monitoring, which should include observing officers whilst they are carrying out 'stops' and challenging them to think about the impact of each 'stop' on whole communities.  
We recommend that each officer is 'intrusively monitored' at least once every quarter.
11. Supervisors need to start feeding back to their officers more regularly. We recommend that officers receive feedback on the quality of their 'stops' (not just about the compliance with PACE of the forms that they completed) on a monthly / bi-monthly basis (depending on the number of 'stops' they have made).
12. ISCRE should organise a reference group that includes the Police Authority, police officers, IAG and leaders and members of community groups, which would meet every time the stop and search and encounter data is due to be published.
13. Quarterly monitoring that is evidenced should be carried out and should include analysis of the number of stops made by individual officers, that is, to explore the reasons why individual officers stopped the people they are recorded to have 'stopped'.
14. Random information collected during 'stops' that does not relate to the particular 'stop' or an ongoing investigation should be reviewed thoroughly before tagging the 'information' as 'intelligence' because of their impact on consequent 'stops'. A rigid system for scrutinising information that forms intelligence

needs to be in place especially in the cases where guilt is not proved.

15. A more in-depth study should be undertaken to review the intelligence that leads to stop and searches and should address the role played by suspect profiles in the decision to carry out stop and searches.

## **Data and Database**

16. Database: The databases that hold information about 'stops' needs to be redesigned and updated to make it easier and more effective to search and query appropriately. At the moment it holds very limited information about 'stops'.

We recommend that all the end users that regularly have to use the database (for example, supervisors and other people involved in regular monitoring) are consulted in order to establish how the inputted data is to be used before redesigning and updating the database.

17. We recommend that the stop and search form is designed to make it more fit-for-purpose. There is no need to collect data unnecessarily, for example, for encounters the only information needed is the grounds, the result and ethnicity of the subject.
18. In order to reassure people, the PA reports should be written in clear language that is understandable to the average member of the public and it needs to be much more detailed with greater explanations attached to the data including:
  - Mathematical analysis in each report to set the context of how parity / proportionality could be achieved;
  - Robust analysis of the data for each area (geographically) and explanations for the data where necessary;
  - Disposal commentary – particularly on NFA and subsequent reason for arrest; and
  - A breakdown of repeat stops.
19. PA reports should be prepared in a standardised format, that is, all reports should contain the same information. We recommend that the stop and search data analysis and the encounter analysis are also in the similar formats.
20. We recommend that, at minimum, a force wide officer survey is carried out in order to capture the thoughts around the stop and search of non-Ipswich officers and staff. Consideration should be given to a wider survey of members of the public living in Suffolk in order to capture more qualitative data that might be particular to certain areas.

# 1. Introduction

## 1.1 Literature Review

It is believed that the 'sus' laws (from "suspected") that made it 'illegal for a suspected person or reputed thief to frequent or loiter in a public place with intent to commit an arrestable offence' came from the 1824 Vagrancy Act (which was passed to stop destitute soldiers coming back from the Napoleonic wars begging on the streets). This was used excessively and eventually abused, for example, in 1977, around 14,000 people were stopped and searched in Lewisham, South London, alone.

The 'sus' laws, which allowed police officers to stop and search and arrest anyone they chose as a crime prevention tactic, was widely believed to have become a systematic method of racist harassment of black people by the police during the 1970s. In London the African-Caribbean people accounted for 44% of those arrested under the "sus" law even though they made up just 6% of the population. An amended Race Relations Act became law in 1976, but police forces were granted an exemption from its conditions and it was another 20 years before the police came under the scope of the Race Relations (Amendment) Act 2000 with a duty to implement racially-sensitive policies.

Reports say the police raids on the notorious Black and White Cafe in St Pauls, Bristol, on 2 April 1980, sparked the most serious riots on mainland Britain since before the Second World War. Similarly, in Brixton in 1981 (where where 25% of residents were from an ethnic minority group) the Metropolitan Police only arrested 118 after stopping and searching 943 people during a blitz on robberies and burglaries. The majority of these were law-abiding black people. In an attempt to cut street crime in Brixton, Operation Swamp used the 'sus' laws to stop more than 1,000 people in six days and this led to heightened tensions.

Similar disturbances took place in a raft of other English cities – the most notable being the week long riots in Toxteth, Liverpool (July 1981) where police were forced to withdraw as 140 buildings on a one-mile stretch of road were torched and 781 officers hurt.

Lord Scarman's report on the events in Brixton was published in November 1981 and he concluded that:

- Racial disadvantage and racial discrimination exist in Britain;
- 'Institutional racism' did not exist in the Metropolitan police force, merely a few 'rotten apples'. He said 'the direction and policies of the Metropolitan Police are not racist. I totally and unequivocally reject the attack made upon the integrity and impartiality of the senior direction of the Force. The criticisms lie elsewhere – in errors of judgement, in lack of imagination and flexibility, but not in deliberate bias or prejudice' (para 4.62, p 64 – Scarman report); and
- 'Unwitting', 'unconscious' and 'unintentional' racism remain a major source of social tension and conflict.

The recommendations include:

- Racially prejudiced behaviour should be made a specific offence under the Police discipline code with offenders liable to dismissal.

His report led to an end to the 'sus' law, the creation of the Police Complaints Authority and police/community consultative groups, as well as new approaches to police recruitment and training.

The 'sus' laws were abolished in 1981 and replaced with powers under the 1984 Police and Criminal Evidence Act (PACE) that said officers needed 'reasonable suspicion' that an offence had been committed and although there are complaints that PACE is still used to harass people with stop and search, it is less than those made under the 'sus' laws.

The riots and disturbances were born out of:

- The general feeling that the police were using their powers under the 'sus' laws to harass and racially profile;
- The mixture of high unemployment, deprivation, racial tensions and poor relations with police; and
- The fact that the police could stop and search, and arrest, anyone on the basis of a suspicion that they might commit a crime. As such people could be convicted on the testimony of the arresting officer, even though most people stopped were never charged with any offence.

Lord Macpherson came to a different conclusion in 1999 following the killing of the black teenager Stephen Lawrence:

- The Macpherson Report recognised 'institutional racism'.

The recommendations included:

- Recording all 'stops'. The records are to be made by the officers and should include the reason for the stop, the outcome, and the self-defined ethnic identity of the person stopped;
- Monitoring and analysis of the records by police services and police authorities, and review by HMIC on inspections; and
- Publicising the information and analysis.

The effect of the report was a decline in the use of stop and search, which is now on the increase again because of the 'war on terror'- numbers are now well over that of the pre-Macpherson level.

*Institutional racism has been defined as:*

- *Organisational structures, policies, processes and practices which result in ethnic minorities being treated unfairly and less equally, often without intention or knowledge. (The Commission for Racial Equality)*
- *The way the institution and organisation may systematically or repeatedly treat, or tend to treat, people differentially because of their race. It's not just about individuals within the service who may be unconscious as to the nature of what they are doing, but the net effect of what they do. (Inspector Paul Wilson; MPS Black Police Association)*

There are other opinions about the increasing numbers of stop and searches and disproportionality, for example, in October 2007, Keith Jarrett of the National Black Police Association (NBPA) was campaigning for more young people to be stopped and searched as a means of tackling knife and gun crime in London.

### **1.1.2 Local (Suffolk)**

Stop and search has been the focus of much debate and press nationally and locally, and concerns are growing amongst many people and groups in the community about the disproportionality and the suggestions that stop and search is unfairly applied.

Suffolk Police Authority reports show that Black and Minority Ethnic (BME) people in Suffolk are increasingly more likely than White people to experience police 'stops' and the December 2007 report (MA07/68) recorded that in Ipswich (where 64% of the total stop and searches of Asian or black people is undertaken) black people were 10 times more likely to be stopped and searched than White people.\*

*(\*Source: Monitoring and audit committee: Stop, search and encounter report- MA07/68. December 2007)*

This disparity has led to continued charges of police racism; critics say that increased use of stop and search tactics would inevitably affect the black community disproportionately. SC commissioned this independent review with the aim of understanding stop and search amongst minority ethnic groups with a view to reducing the impact. It is particularly critical as the issue of disproportionality of stop and search rates negatively affects the level of trust and confidence in the police amongst members of our diverse communities.

At the beginning and throughout the course of this research, different reasons were offered as possible factors that have contributed to the disproportional ratio of Ipswich stop and search data. These factors include:

- The use of the 2001 census which is unrepresentative of the present / existing communities;
- Street population: it has been suggested that resident population measures are very different from populations actually available to be stopped and searched.

For example, populations tend to include larger proportions of people from minority ethnic backgrounds than are in the resident populations;

- Repeat stops of BME individuals and single encounters with large groups could have a significant effect on disproportionality;
- Tasking associated with policing operations, particularly those that focus on London-based drug dealers (an operation started in January 2007 to crack down on the black people from London who allegedly come into Ipswich to sell drugs); and
- Officers tend to be more diligent in completing forms after encountering people from BME backgrounds and less so when dealing with white people.

## 1.2 Methodology

Stop and search data and documentation were reviewed in order to pick up on trends and possible discrepancies, which might be contributory to the disproportionality.

In order to understand the issues from the stakeholders, for example, police officers and staff who engage in stop searches and encounters in Ipswich, residents and visitors who have been involved in stop and searches and encounters in the last 12 months, and those who have strong opinions about stop search practices in Ipswich, we carried out several surveys using one or more of the following methods:

- Printed questionnaires: Distributed in selected locations and through our partners. 105 were completed and returned (inclusive of the postal surveys);
- Electronic questionnaires: 131 officers and staff completed the questionnaire put on the intranet and publicised via email;
- Telephone survey: 126 details were searched for on BT directory and Yell.com and this yielded only 15 numbers, which were used for the survey;
- E-mail and post: Questionnaires were circulated by emails and 110 were posted with return envelopes to people randomly selected from the stop and search database. A total of 8 were posted back;
- Face-to-face/structured interviews: with members of the Black Police Association (BPA), IAG, Police Authority and some officers;
- Focus group meetings: with members of the community; and
- Recorded interviews: Obtained from a project that was completed a few months before this one started. It contained interviews conducted in the town centre with members of the public and a focus group.

The findings from the above are used throughout this report and inform the recommendations.

To better appreciate how the police carry out their day-to-day duties, the researcher:

- Was stationed at the police station several times a week;
- Attended complete briefing/tasking before shifts;
- Went out on six patrols with officers from different units (SNT's, Response and AST) covering two 0800 – 1600 hrs shifts, two 2200 – 0700 hrs shifts, one 1600 – midnight shift and one 2000 – midnight shift with an inspector; and
- Attended training of new officers (first stop and search and encounter role play).

To investigate some of the reasons that had been proffered, that is, street population, the influx of black people from London and officers not completing forms after encounters, the researcher also participated in CCTV monitoring covering three night shifts over two weekends, that is, two Friday/Saturday shifts (one of which was a bank holiday weekend) and a Saturday/Sunday shift.

During the course of this research, ISCRE was also invited to sit on the SC 'Stop and Search working group': a group born out of media attention and concerns flagged up about stop and search practice. In addition, a local steering group made up of ISCRE, senior management and the Diversity Unit of SC was set up to monitor the progress that was being made and agree on the direction of the project which continually evolved.

## Findings

The main aim of the project was to identify the reasons behind the current disproportional amount of stop and searches (and other interventions which for the purpose of this document are referred to as 'Stops') on black and minority ethnic people in the Ipswich area and to make recommendations based on these findings.

The objectives were:

1. To investigate good practice models across the country including community engagement and understanding of the different police powers;
2. To investigate whether the disproportional amount is linked to the assertion of greater black criminality;
3. To assess the impact of race in police 'Stops' to determine whether and in what way race impacts on Suffolk Constabulary practice;
4. To identify what use is made of stop and search data – how do the findings from stop and search inform police intelligence and how is police intelligence informing 'stops'; and
5. To identify the costs of stop and search – both direct and indirect (in the impact on the community).

### 2. Objective 1:

***To investigate good practice models across the country including community engagement and understanding of the different police powers.***

**2.1 Process:** The actions taken to meet the above objective include:

- Reviewing national literature and research and documentation relating to 'Stops';
- Research 'neighbouring' police services activities and emerging issues: That is, reviewed the work and research done in Norfolk (Stop and search practices, A joint thematic review 2007);
- Contacted Durham Constabulary because statistics showed that nationally they 'stop' BME and white people proportionately;
- Contacted West Midlands Constabulary to review their activities because they are the second largest police force in Britain and deal with huge numbers of 'stops' and Ipswich and Birmingham are in the same CDRPs (Crime and Disorder Reduction Panel) most similar group; and

- Ipswich officers and staff involved in stop and search and encounters as well as members of the community were consulted using questionnaires and interviews.

## 2.2 Results:

Data was not received from West Midlands and Durham Constabularies. However, Norfolk Constabulary concluded a thematic review of their stop and search practices in the same period that this research was commenced. The results of their consultations with 12 other forces showed that:

- All forces collect data from stop search; however, there seems to be a general lack of understanding as to why the data is collected and what it should be used for, other than for home office returns;
- Some forces have a forum in place to discuss disproportionality (for example, South Wales) but these were in the minority;
- Forces all appear to have robust measures to check the quality of the forms and the form compliance with PACE but not to intrusively check the quality of the search or encounter itself;
- Data from the majority of Forces is presented on a quarterly basis to the Force performance meeting and is disseminated within the Forces using the data breakdowns;
- Reports detailing individual officer performance are also available;
- Data from traffic stops for the majority of forces is not recorded;
- Data is distributed to the Constabulary's Race and Equality steering group to monitor the ethnicity of searches, other data is submitted to the Home Office and is available at the request of officers; and
- Most Forces that responded either already share their data with partnership agencies or would be happy to do so if required.

In Ipswich the interviews and polls yielded 131 responses from police officers and 104 responses from people who had been stopped and searched or encountered in the 12-month period. Reviewing the responses showed:

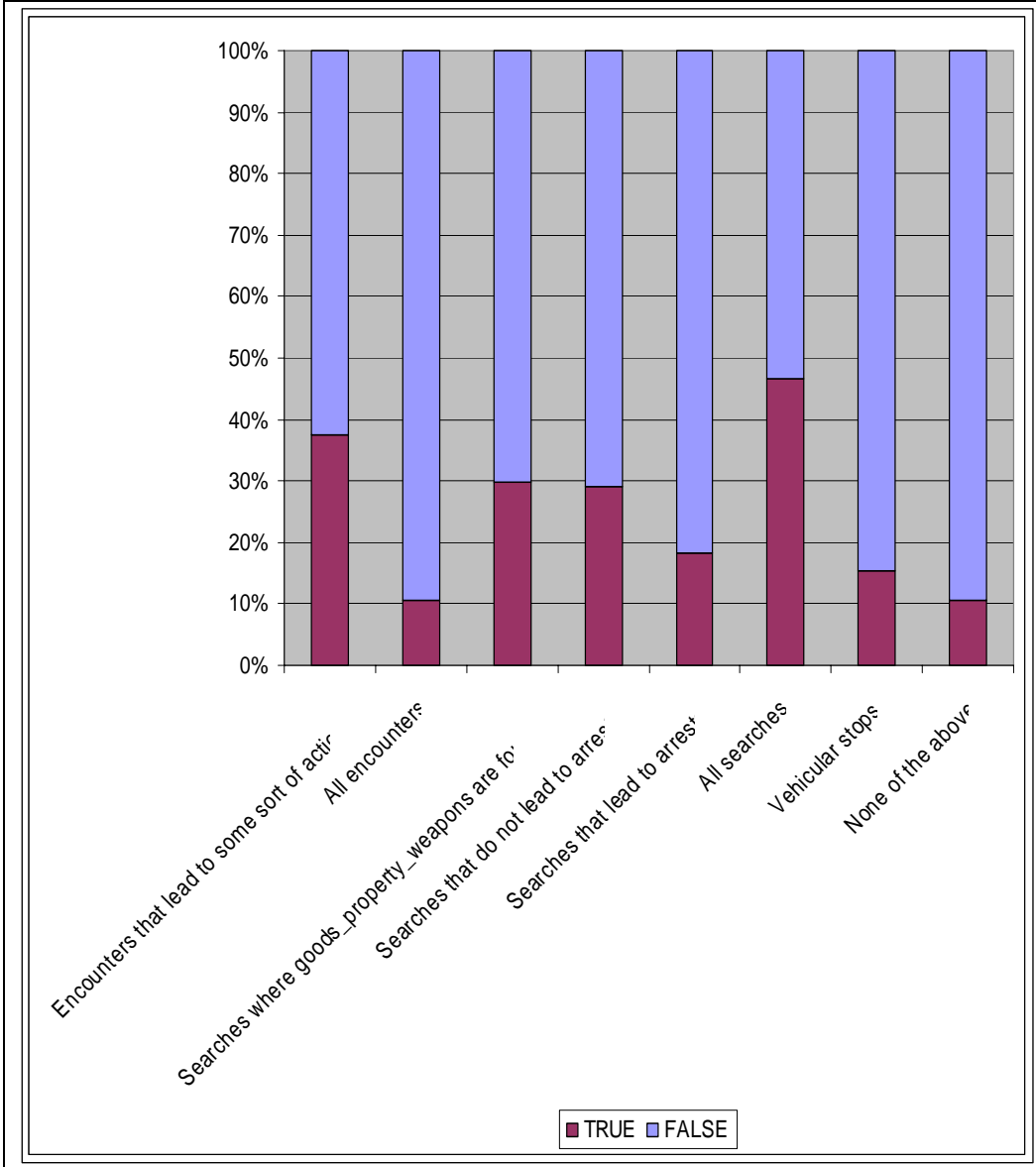
### 2.2.1 C3 forms

- The circumstances that should warrant the completing of C3 forms is not universally agreed even within a smaller sample of the Force (i.e. Ipswich police officers).  
Chart 1 shows 89.3% of the respondents think that a form should not be completed for all encounters and 46.5% think that it should be completed for all stop searches.

- In line with the findings of the Norfolk research, there seems to be a general lack of understanding as to why the data is collected and what it should be used for. This leads to irregularities in the completion of the forms; data that is not 'particularly useful' being collected; useful data being 'lost' (left on the forms and not being put on a database where it can be accessed) etc.
- People were not always told that they were entitled to a copy of the form (which is something that is emphasised during training – GOWISELY). For example, a teenager said he was encountered three times in one night (within 10 minutes of each other) whilst on his way back home. He said that he informed the second set of officers that had asked him to account for his presence in the area that he had been encountered barely 10 minutes prior. He commented that they did not believe him and more surprisingly, he said that they too did not complete an encounter form. He said he was really irritated by the time he was encountered again just a few minutes after.

Although we do not have any way of proving that this was the case, we know for a fact that not all encounters are recorded on a C3 form. This leads to there being a strong possibility of the officer skipping the subjects' entitlement to a form.

Chart 1: Police response when asked when C3 forms should be completed



## 2.2.2 Language

- Although 118 (90.1%) inform people 'stopped' of their rights, only 2 of them use the 'Know Your Rights' cards or other printed materials and carry translated versions;
- None of the officers that responded use or carry translated materials and this is despite constant interaction with people who speak little or no English;
- Language Line is not widely used; for example. the researcher witnessed a 'stop' carried out by two teams of firearms/response officers on two Romanian men who did not speak English. The 'stop' was initiated because their vehicle was flagged by the ANPR (Automatic Number Plate Recognition) and it was established that the car was uninsured and the driver was unlicensed.

It was clear that the men did not understand any of the information being given to them (including the reason for the 'stop', the consequences of the vehicle not having insurance and their rights). Rather than call Language Line, the officers put the onus on the driver to call someone that he knew could act as an interpreter. The men were then arrested for 'going equipped' because the officers found some items in the car which the driver could not account for (that is, a foil lined bag, a pair of cutters/pliers, several bottles of alcohol and a bank card that did not belong to either of them). Language was a clear barrier and greatly informed the practice and result of that 'stop'

- In 2005, the Association of Police Authorities (APA) which produced the 'Stop and Search; Know your rights' leaflets translated it into 18 languages and in 2007 an additional 5 translations were included. The 10 most requested languages in 2007/08 as identified by ISCRE's Translation and Interpreting Project (TIP) are Portuguese, Kurdish, Bengali, Polish, Chinese, Turkish, Farsi, Russian, Albania and Arabic. The APA's translations of the leaflets include all 10 of the above languages.

**The Police and Criminal Evidence Act (PACE) and the PACE Codes of Practice provide the core framework of police powers and safeguards around stop and search, arrest, detention, investigation, identification and interviewing detainees.**

The PACE 1984 Code A states:

*If the person to be searched, or in charge of a vehicle to be searched, does not appear to understand what is being said, or there is any doubt about the person's ability to understand English, the officer must take reasonable steps to bring information regarding the person's rights and any relevant provisions of this Code to his or her attention. If the person is deaf or cannot understand*

*English and is accompanied by someone, then the officer must try to establish whether that person can interpret or otherwise help the officer to give the required information.*

### 2.2.3 Respect

It is clear that in some instances officers are perceived to be rude by the subject, who then mirrors the same attitude.

The PACE 1984 Code A states:

*All stops and searches must be carried out with courtesy, consideration and respect for the person concerned. This has a significant impact on public confidence in the police. Every reasonable effort must be made to minimise the embarrassment that a person being searched may experience.*

46% of the polled members of the public said that the officer treated them acceptably, that is, they were professional, respectful/polite. Alternatively 54% said the officer was aggressive, impolite/rude or offensive.

Table 1: M.O.P responses about officers' attitudes/treatment

Professional	32
Respectful / Polite	29
Aggressive	19
Impolite / Rude	39
Offensive	15

59% of the respondents say that the attitude/treatment of the officers influenced their reaction.

Table 2: M.O.P responses to the question 'Did the attitude of the officer affect your attitude towards the officer?'

Yes	59
No	41
(Blank)	5

This is echoed by several of the comments made by the polled members of the public, for example:

- "I just want to be treated with respect; be polite and treat me with dignity";
- "The female officer was rude but the male officer respectful. I've never been convicted of a crime and I felt as though I had. The cloth I was wearing, my colour, and the fact that I was with another male black guy, made them to discriminate against us and also made assumptions";

- “The situation was explained, I felt informed of what and why was happening. When I explained the situation, he took on board my situation and was moved on. A total two way respect.”
- “Spoke to me with no respect and when I argued back, I was threatened with being arrested”

Some of the other comments also highlight the need for more effective communication:

- “I told the police officer that I didn’t drink because I am a Muslim, he didn’t care!”

45% of the officers that responded said their perception of most of the people that they had stopped and searched/encountered was that of indifference. Some 29% said the subjects were respectful/polite, 19% said they were impolite and 3% said that the subjects were aggressive/abusive.

Table 3: Officers response to the question “Most people I stop are...”

	Total	
Aggressive / Abusive	4	3.1%
Combination of all	1	0.8%
Cooperative	1	0.8%
Impolite / Rude	25	19.1%
Indifferent	59	45.0%
Respectful / Polite	38	29.0%
Started off as quite annoyed but then when I explained to them they were fine with it.	1	0.8%
(blank)	2	1.5%

Both groups of respondents (the police and members of the public) have answered the questions based on their perceptions, which is a complex issue to address. It is important officers remain professional and polite at all times as, in the circumstances of stop and search, the onus for communicating effectively has to lie with the officers.

For example, the response of the subject who felt offended that the officer did not skip breathalysing him on the basis that he was a Muslim. This reaction may have been different and he may not have felt disrespected if the officer made it clear to him that he had been heard and understood. While the officer’s actions carried out during the ‘stop’ might not have changed, the subject’s feelings might have changed. He might well have seen sense as outlined in the chart above (0.8%) and started off quite annoyed but settled down once the officer had communicated with them.

It is accepted that there is a question about how officer treatment (positive/negative) can affect the action that is taken against subjects. For example, an officer who is perceived to be rude and stereotypically targeting a subject (based on age/colour/appearance), could provoke the subject to react by being verbally abusive/non-compliant. This in turn could lead to an arrest.

There is also the question of how a subject's behaviour could affect an officer's treatment of them. For example a subject who is perceived to be aggressive and anti-police could provoke officers to react in a less than polite manner, which would aggravate the situation.

Working alongside the police during the course of this project has increased the researcher's respect for the individuals that regularly have to put their lives on the line in order to fulfil their duty to serve and protect the lives and lifestyles of whole communities.

If those who were identified through this research as feeling targeted by the police, such as young people (14 – 25 year olds), black people (mainly young black males) and Muslims (i.e. those identifiable by their appearance), and those perceived as troublemakers; had a better understanding of policing, then this could reduce tensions.

#### 2.2.4 Supervision

- Supervisors review a number of randomly selected forms and the SPA also independently reviews these forms;
- Supervisors mainly check the quality of the forms and the form compliance with PACE rather than intrusively check the quality of the search encounter itself. On the front line, SC does not have any standard or formal methods in place to monitor trends and patterns in the stop and search and encounter records;
- SPA checks the quality of the forms and emerging trends;
- There is no real system in place to question the reasons for the disproportionality or any forum where it is discussed; and
- 37% of the polled officers who carry out stop and searches and encounters stated they have never been given advice or observed by their supervisors whilst carrying out a 'stop'. 22% received advice or were observed over 1 year ago.

Table 4: Advised / observed by Supervisor

	Total	
Less than a month ago	16	12.2%
1 _ 6 months	25	19.2%
6_ 12 months	12	9.2%
1 _ 2 years_	11	8.4%
Over 2 years ago	17	13.1%
Never	49	37.7%
(blank)	1	

- 41% stated they have never received feedback from their supervisors in relations to stops carried out. Also 45% seldom get feedback and only 14% regularly get feedback.

Table 5: Feedback from Supervisors

	Total	
Always	6	4.6%
Never	53	41.1%
Often	12	9.3%
Seldom	58	45%
(blank)	2	
Grand Total	131	

- Of the 30 respondents that are supervisors, 60% indicated they have received adequate training on how to carry out the monitoring of stop and search and encounter forms and 8% of these believe that stop and search and encounters are used as a personal performance indicator.

Table 6: Trained to monitor stop search/encounter forms

	Total	
No	12	40%
Yes	18	60%
(blank)	101	
Grand Total	131	

The above shows that bad stop and search and encounter practices can go undetected for long periods of time because:

- Officers are not observed by their supervisors whilst carrying out 'stops';
- Even after forms are signed off by supervisors, there is no feedback given as to the quality of the form or the 'stop'; and
- A considerable number of the supervisors are not adequately trained to carry out the monitoring of the forms and there is some confusion as to the methods used to monitor trends, even with the use of stop and search and encounter.

## 2.3 Recommendations:

Based on the results, we recommend the following:

1. Effective communication: it is not only important that the officer is polite and considerate, but also takes reasonable steps to ensure that he or she is understood by the person stopped. We recommend officers be reminded of the importance of good communication. (Ref. PACE 1984. Code A)  
Officers MUST treat everyone with respect at all time because respect begets respect!
2. We recommend that the C3 form is designed to be more fit-for-purpose. There is no need to collect data that is not used, for example, for encounters the only information needed is: the grounds, the result and ethnicity of the subject.
3. Officer MUST treat everyone with respect at all times because respect begets respect!  
We recommend that more research is done to look at how the attitudes of people affect the outcomes of their encounter or search.
4. We recommend that more is done to engage with groups within the communities where the most tension with the police exist - with young people, BME communities and the Muslim community. More consultation with external groups, partner agencies and community representatives whenever appropriate would be useful when determining the content of training programmes.
5. Language: The nature of Ipswich's settled, new and emerging communities is such that there is sometimes a language barrier between officers and some members of these communities. Therefore we recommend that officers are issued with and carry translated versions of the 'Know your Rights' cards produced by the Police Authority or other printed materials produced by the Constabulary, which will enable officers to communicate in spite of the language barriers.  
The languages need to be the most relevant to the present non-English speaking population of the community that the officer serves.
6. We recommend that officers' always comply with the guidance given during training i.e. the GOWISELY model: The **Grounds** and the **Object** of the search must always be explained; the officer should properly identify him/herself using **Warrant cards** (if they are not in uniform), **Identify** themselves stating their name/epaulette number and their **Station**. The subject should be told about their **Entitlement** (including a copy of the C3 form) and the **Legality** / power being used for the search.

7. We recommend regular training around race and cultural awareness for all officers and police staff. It would be useful for these training sessions to have external input from local community groups, individuals and experts.
8. All Supervisors need to be adequately trained on how to monitor stop search /encounter forms for the quality of the 'stop' and recognise trends/patterns and not just errors on the forms / compliance with PACE.  
The training should also equip them to confidently challenge any emerging trends.
9. Supervisors need to introduce more intrusive monitoring, which should include observing officers whilst they are carrying out 'stops' and challenging them to think about the impact of each 'stop' on whole communities.  
We recommend that each officer is 'intrusively monitored' at least once every quarter.
10. Supervisors need to start feeding back to their officers more regularly. We recommend that officers receive feedback on the quality of their 'stops' (not just about the compliance with PACE of the forms that they completed) on a monthly / bi-monthly basis (depending on the number of 'stops' they have made).

### **3. Objective 2: *To investigate whether the disproportional amount is linked to the assertion of greater black criminality.***

#### **3.1 Process:**

The actions taken to meet the above objective include:

- Reviewing reason for stop data: SC stop and search and encounter entries inputted between 1 April 2007 – 31 March 2008 were reviewed.

#### **3.2 Results:**

There is a long history of trying to make the connection between race and crime - from the theories of Social Darwinism to current media images, Black people continue to be popularly portrayed as being more disposed – and more likely than others – to offend.

FitzGerald and Sibbitt (1997) argue that there are three reasons for thinking that young black people would be more likely to be available for searching than white people. First, young black people have much higher rates of unemployment than white people, which may mean they are more often on the street during daytime and out later at night. Second, the higher rate of school exclusion for black pupils is likely to raise the numbers of young black people available to be searched. Finally, FitzGerald and Sibbitt cite evidence based on the 1994 British Crime Survey, which suggests that black people are more likely to go out in the evening than those from other ethnic groups.<sup>1</sup>

##### **3.2.1 Suffolk Police Authority (SPA)**

The current reports on stop and search are prepared for SPA. The data is examined, but it is apparent that over the last few years no in depth analysis has taken place. A monitoring and explanation approach has been adopted and the reports tend to leave the reader with more questions than answers.

The summaries within the reports tend to offer explanations and there is a selective approach to these - for example, the disproportionality may be expanded upon for Waveney perhaps but not across the county. The data is provided for each area – but not expanded upon in terms of what it means.

Explanations linked to targeted operations are offered, but these are in general terms and are not transparent or able to be scrutinised. Also the comparison against the 2001 Census is in reality the most important – yet reports always focus on comparing BME and non-BME. This makes the reports lengthy and confusing. Repeat stops are not identified and yet are relied upon as reasons for the disproportionality when no detailed analysis has taken place.

Disposal is commented upon and this includes comments on a higher arrest rate for BME than non-BME people. In the absence of any subsequent analysis and review of

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<sup>1</sup> FitzGerald, M and Sibbitt, R (1997) Ethnic Monitoring in Police Forces: A beginning. Home Office Study

charging and prosecution this can serve to reinforce negative stereotyping and justification for the stop.

Different approaches have been taken in preparing reports. For example in Police Authority Paper MA08/15, data was presented excluding those who had declined to give their ethnic background. This could mean the disproportionality was even greater than presented in the paper. In this case 111 people - which is a high number - declined to provide their ethnicity. This could have significantly affected the figures. There does not seem to be any activity to support officers through training in respect of requesting ethnic data and the importance of it. This reluctance to provide ethnicity potentially could be mitigated and reduced.

In this report too, explanations are given where the disproportionality appears to have some justification. But where there is no justification, no explanation is offered. This is evident in a table in the report, which shows a significant proportion of BME stop and searches resulted in no further action. This calls into question whether the SPA reports are showing significant bias.

This report talks about 'small numbers' which is concerning. These types of comments indicate a lack of understanding of the importance of race and ethnicity and equality in areas of smaller BME populations. This colour blind approach to the provision of services can easily allow stereotyping and discrimination affect practice. The importance of monitoring as required under the RRAA 2000 allows the identification of inequalities of practice regardless of 'numbers'.

This particular report too provides information on encounters but does not give proportionality figures against both resident population and population estimates. Therefore, it is difficult to identify the relative disproportionality as with stop and search.

### 3.2.3 Suffolk Data:

A review was done of the reasons and outcomes of stop and searches conducted on 1526 people in Ipswich between 1 April 2007 – 31 March 2008. This included stop and searches where no ethnicity was stated, but excludes vehicle only searches. (Appendix 2)

Table 7: Breakdown by Ethnicity

The ethnicity question helps community representatives make sure the police are using their powers fairly and properly.

	*Officer Defined	**Self Defined	Average of both
White	1166	1087	1127
Black and Minority Ethnic	329	380	355
Unknown	31	59	44

\*The group 'White' consists of White North European and White South European (1 & 2); the group 'BME' consists of Black, Asian, Chinese, Japanese, other South East Asian, and Arabic or North African (3-6); and the group 'Unknown' consist of Unknown, Called away, Public order situation, Declined and Couldn't Understand (0, 1-4)

\*\*The group 'White' consists of White British, Irish and any other White background (W1, W2 and W9); the group 'BME' consists of White and Black Caribbean, White and Black African, White and Asian, Any other Mixed background (M1-M3, M9) Asian-Indian, Pakistani, Bangladeshi, any other Asian background (A1-A3, A9), Black-Caribbean, African, Any other Black background (B1, B2, B9), Chinese (O1) and Any other Ethnic group (O9).

There is a difference between how the individuals themselves define their ethnicity and how other people define them. This is one of the reasons why both definitions are needed rather than just statistical reasons or as a Home Office requirement.

This report concludes that more training needs to be given around the meaning and importance of this data. This will allow officers to be more comfortable when they ask people to define their ethnicity and can answer any questions about why the data is collected and what it is used for.

60% of the officers that participated in our survey believe that asking people about their ethnicity makes it an issue for the person, 57% feel it is unnecessary as it has no direct relevance to the 'stop' and only 22% think it is important for monitoring.

Table 8: Officer's response to asking M.O.P about ethnicity

	a	b	c	d	e	f
FALSE	53	129	96	56	126	102
TRUE	78	2	35	75	5	29
Grand Total	131	131	131	131	131	131

- a. Makes it an issue for the person
- b. Makes me question my views
- c. Makes the subject question my views
- d. Is unnecessary as it has no direct relevance to the stop and search and encounter
- e. Is necessary as it is usually linked to the stop and search and encounter
- f. Is important for monitoring

An officer told us: "I find it very difficult to ask a person their ethnicity as a police officer through fear of offending someone and losing my job."

This sort of awkwardness and fear about discussing ethnicity is one that has been identified as a training need as highlighted by the next comment:

"As a trainer and supervisor, officers lack knowledge around reasonable grounds. I believe there is a training need in this area. Although it has been addressed, the wording of self-ethnicity needs to be addressed - many officers do not understand and neither do the public. It is not a smooth process to ask an individual to choose a number. Is the relevance of this only statistics? Many years ago an officer's own perception of somebody's ethnicity was sufficient."

Table 9: Authority for Search

Stolen Property	259
Going Equipped	95
Firearms S47	21
Drugs S23	910
Offensive Weapons	97
Violence	1
Terrorism S43	1
Terrorism S44 (1)	0
Terrorism S44 (2)	0
Criminal Damage S1	14
Other	15
	*1413

Of the searches that included the 'authority for search'

59.6% were for Drugs,  
16.9% for Stolen Property and  
6.2% for Going equipped.

This result is consistent with the response given by 42% of the polled officers who think that most of the 'stops' in Ipswich are drugs related and is in line with the present intelligence that suggests there is an influx of drug dealers from London into Ipswich.

\*Unable to reconcile total to the total number of searches due to database error.

Although this is given as a valid reason in explaining the disproportionality, it should be noted that the intelligence concerning London drug dealers in Ipswich post-dates the disproportionality of Suffolk's statistics, which are higher than the national average.

Table 10: Search rationale

	BME	White
Self Initiative	163	503
Current Incident	82	293
TCG	6	3
Youth Nuisance	4	33
Other	22	60
Target Patrol	19	64
Specific Operation	58	105
Anti-Social Behaviour	4	15
Total	*358	*1076

SC itself is an intelligence led force and although 46% of all the searches undertaken during this period were self initiated, the officers could still be acting in line with known intelligence, for example, encountering people hanging around 'crime hotspots'.

26.1% were a result of current incidents, and 11.3% were a result of specific operations.

\* Changes in possible response between old and new databases slightly diminishes the accuracy of the combined data e.g. there are no entries for Anti-Social Behaviour on the old database.

Table 11: Specific Operations

	BME	White
Academy	35	25
Caftan	2	4
Passive Drugs Dog	2	3
Odour	2	1
Sumac	2	5
Jocky	1	10
Declamation	1	x
Banshee	x	6
Impression	x	5
Feast	x	2
Koala	x	1
Ballet	x	1
Earsney	x	1
Oldfield	x	1
Cactus	x	1
CCTV	x	1
ANPR	x	1
Firearms	x	1
Wherstead Burglaries	x	1
	45	70

Table 12: Outcome of Search

	BME	White
Property Found	52	155
NFA	248	654
Advice Given	50	243
Arrested	51	90
Informal Warning	17	48
Fixed Penalty Notice	3	3
Other Outcome	7	18
	*428	*1211

64.3% of the searches carried out as a result of Special Operations were drug related (i.e. Operations Academy, Caftan, Odour and Passive Drugs Dog).

54.9% of those searched for Drugs were from BME backgrounds however only 11.9% of BME searches led to arrests (which is the expected outcome when drugs are found)

\*Unable to reconcile to total number of searches due to database errors.

The results show that that the majority of the searches were for drugs, targeted at people from BME backgrounds and were a result of the initiative of the officer. It also shows that only a small number of these 'stops' led to positive action and they could be an indication of the prevalent perception amongst officers of greater black criminality, which could in turn lead to faulty 'intelligence' and treatment.

65.3% of the polled members of the public did not think that their 'stops' were justified; 25.4% feel targeted on the basis of their ethnicity/race and 18% on the basis of their appearance. Some of the comments they made include:

- "Sometimes the police picks on people who they deem as suspicious and half the time they do not have a good enough reason for stopping them."
- "The fact that you wear a particular type of clothing or have a particular skin colour does not mean that you are particular type of person. Not all 'Hoodies' are gangsters, nor people with dreadlocks Rastafarians nor is everyone in a football shirt a hooligan. You can wear the cloths and still not adopt the lifestyle that is associated with it."
- "The media always portrays black people as the perpetrators of serious crimes."
- "Majority of people have to suffer for the actions of a few because they all fit the description of the usual suspect... black male"

In addition to reviewing the database to investigate whether the disproportionality is linked to the above assertion, the ethnicity of the Ipswich persistent/prolific offenders was reviewed. This showed that 2 of the 11 people on the A-list and 10 of the 38 on the B-list (a total of 24.4%) are from BME backgrounds. This is a very different picture from the ethnicity of those targeted by the AST – where the majority of the individuals of interest are Black (for example, people who are suspected of coming to sell drugs in Ipswich from London).

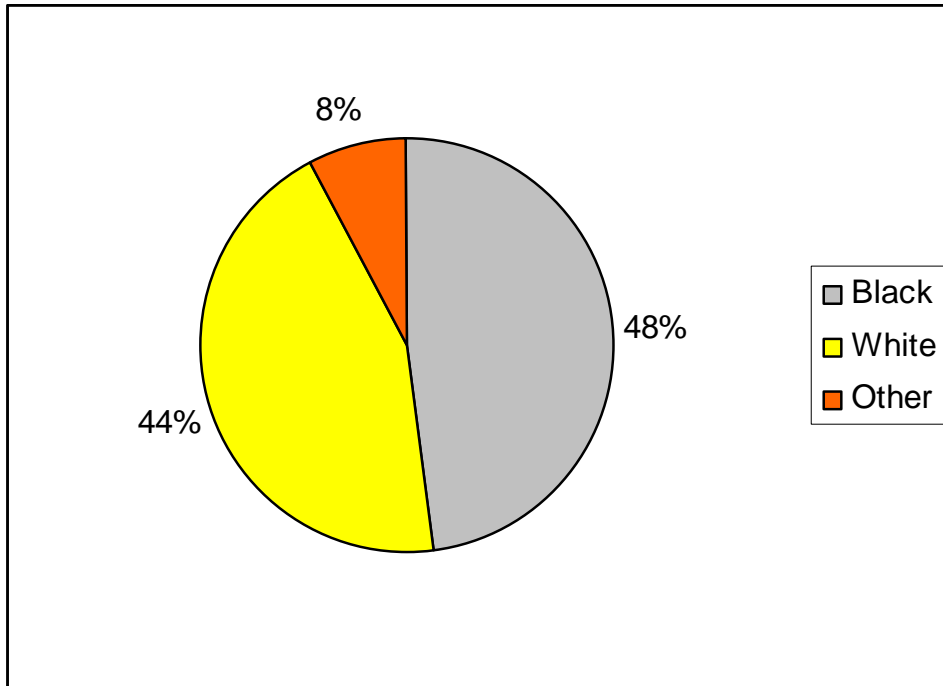
### ***Drugs:***

Although we cannot quantify the number of people accessing, using or dealing drugs in Suffolk, it is likely that the Suffolk picture reflects the national picture as outlined in the inspection report. In the Ipswich area, between 1 June 2007 and 31 May 2008, 293 people were arrested in relation to drugs - 32% of the 910 people searched for drugs.

However, it is inconclusive to compare the number of arrests to the number of those that were stop searched for drugs because C3 forms are not always completed for people who are arrested. In practice, some officers think that completing the custody records overrides completing C3 forms. However, it does give a picture of the positive outcomes and possibly the quality of intelligence.

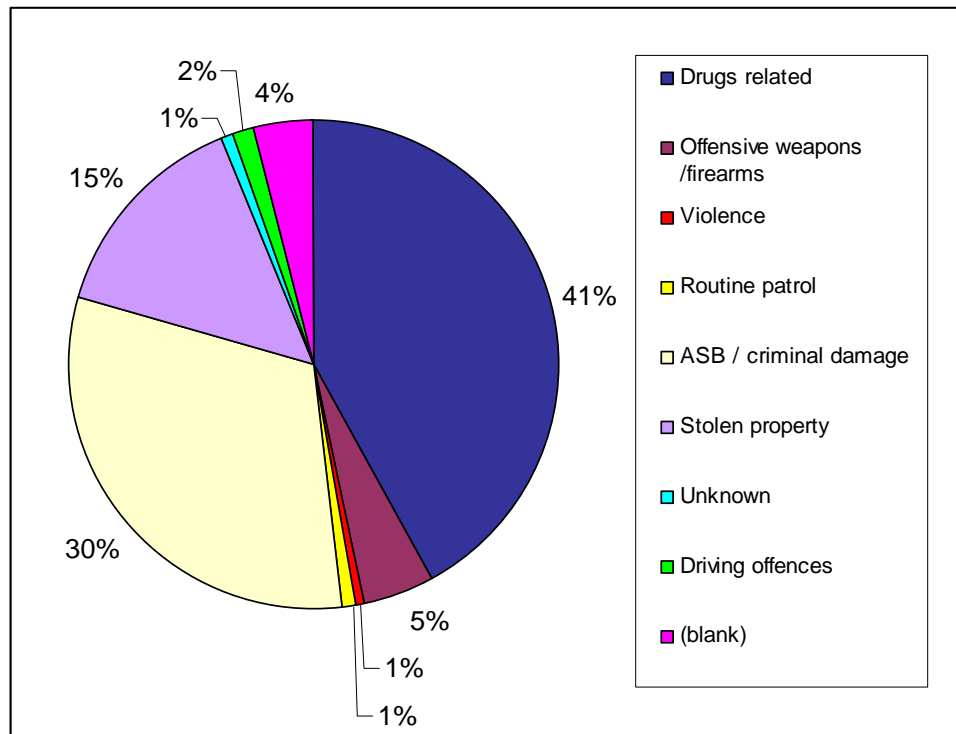
The breakdown by ethnicity of those arrested in relation to drugs shows that 130 were white (IC1), 140 Black Caribbean (IC3) and 23 from other ethnic groups. Analysis using the 2001 census showed that the 163 BME people arrested account for 2% of the BME population of Ipswich and the 130 white people arrested, account for 0.1% of the population.

Chart 2: Drug related arrests



This is also in line with the opinions of polled officers. When asked their perception of the reasons for most of the stop and searches and encounters that occurred in Ipswich in the last 6 months, 41% rated 'drugs related'; followed by 30% rated anti-social behaviour/criminal damage.

Chart 3: Officers' responses to question about the reason for Ipswich 'stops'



The reasons for the considerable number of people defined as Black Caribbean involved in these drug related arrests is unknown. However, it is important that this 2% of the BME population is not used as the benchmark for the rest of the population or the 0.1% for the rest of the white population.

It is widely accepted that one way in which prejudice develops can be as a result of individuals and groups experiences. Therefore, it is plausible that the police, by the nature of their work and working environment, may develop a biased viewpoint as a result of consistently and repeatedly being exposed to a particular minority segment of the population. This can lead to increased attention to members of a particular minority group and consequently increased searches of these people than of other groups who may engage in the same criminal activities. This cycle will reinforce the bias of the officers because they will feel that their actions are justified.

**Drawback:** The main limitations to developing quantitative conclusions were the databases. Some of the data sits on the old stop and search database and entries made from 28 June 2007 sit on the new database which is neither fit-for-purpose nor easy to use because:

- It can only handle very basic analysis, for example, group data together;
- More in-depth analysis of the stop search data takes place in a different program (Excel) which is not equipped to analyse such data to any great depth;

- Both programs (Excel and the search/encounter database) are highly susceptible to freezing when you try to export data to Excel. This makes the whole process of searching and analysing the database frustratingly slow; and
- The database does not hold all the data that is contained on the forms and so it is difficult for supervisors or SPA to assess the quality of the 'stops' that they monitor, as the information relevant for such assessments remains on the forms.

## Recommendations:

11. Database: The databases that hold information about 'stops' need to be redesigned and updated to make it easier and more effective to search and query it appropriately. At the moment it holds very limited information about 'stops' and some of the information it holds is quite redundant.

We recommend that all the end users that regularly have to use the database (supervisors and other people involved in regular monitoring) are consulted in order to establish how the inputted data is to be used before redesigning and updating the database.

12. A detailed piece of work needs to be undertaken to review the journey of BME and non-BME people stopped for 'Drug ' activity to include access to drug services and treatment.

13. ISCRE should organise a reference group that includes the SPA, police officers, leaders/members of community groups which would meet every time the stop and search and encounter data is due to be published.

14. In order to reassure people, the SPA reports should be written in clear language that is understandable to the average member of the public. They need to be much more detailed with greater explanations attached to the data including:

- Mathematical analysis in each report to set the context of how parity/proportionality could be achieved;
- Robust analysis of the data for each area (geographically) and explanations for the data where necessary;
- Disposal commentary – particularly on NFA and subsequent reason for arrest;
- A breakdown of repeat stops; and
- Analysis of traffic stops

15. SPA reports should be prepared in a standardised format - all reports should contain the same information. We recommend that the stop and search data analysis and the encounter analysis are also in the similar formats.

16. Quarterly monitoring that is evidenced should be undertaken and should look at the number of stops made by individual officers.

**4. Objective 3:** *To assess the impact of race in police ‘Stops’ to determine whether and in what way race impacts on Suffolk Constabulary practice* and **Objective 5:** *To identify the costs of Stop and Search – both direct and indirect (in the impact on the community)*

#### **4.1 Process**

The actions taken to meet the above objectives include:

- Identifying the use of discretion;
- Reviewing intelligence that leads to a ‘stop’;
- Circulating questionnaires and undertaking some structured interviews with officers involved in stop search, their supervisors and other managers; members of the public that have been ‘stopped’ in the last 12 months;
- Reviewing officer training in relation to ‘stops’;
- Analysis of activity of stop and search and costs of time allocated to activity;
- Focus groups with people from the community;
- Focus groups with police staff and SPA; and
- Researching national data as relevant.

#### **4.2 Results:**

The questionnaires were physically distributed at community events (for example, Jimas event), community centres, Suffolk College, at the Mosque, at a couple of churches, at youth centres and also 110 questionnaires were posted to individuals whose details were on the stop and search database.

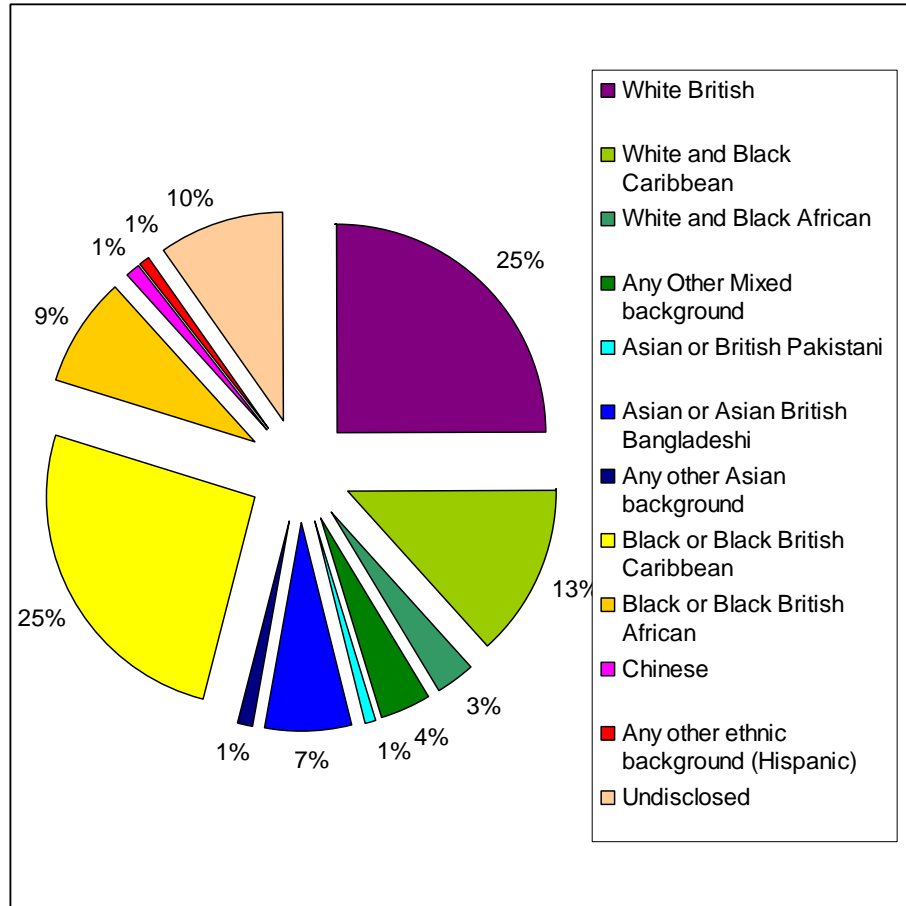
A total of 105 questionnaires were completed and the breakdown of ethnicity of the respondents is as follows (Chart 4)

25% of the respondents were White British

65% of the respondents were from BME backgrounds

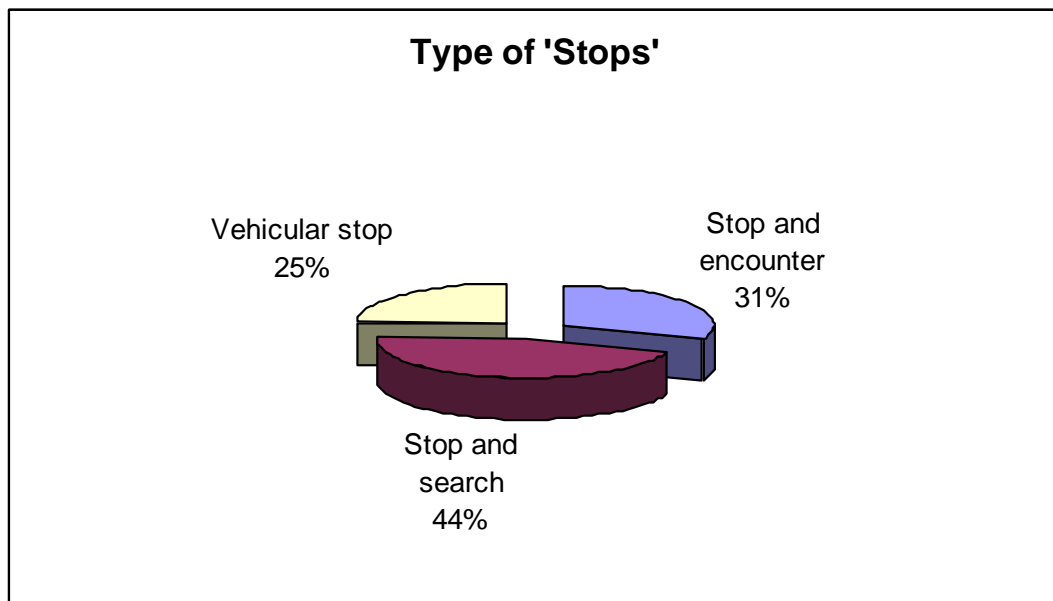
10% of the respondents did not disclose their ethnicity

Chart 4: Ethnicity of M.O.P



*\*Note: The ethnicity of the respondents was not predetermined by the researchers neither was any particular ethnic group targeted by this research. The details of the participants for the postal survey were randomly selected in a ratio of 55% White and 45% BME.*

Chart 5:



44% of all the respondents said they have been stopped and searched in the last 12 months and of the 93 that disclosed their age, 92.4% are aged between 16 and 30.

Although 77% of the respondents said the officer explained why they had been 'stopped', only 55% say they understood the reason (Table 13) and an even smaller 33% said that the 'stop' was justified (Table 14). This supports the need for officers to use better/more effective communication techniques.

56% of the respondents said they think stop search is a useful policing tool (Table 15) and gave reasons like:

- "If used correctly, illegal substances and weapons could be found"
- "It stops criminals getting away with crime"
- "The police can get information that they need through the people they stop and search"

Some of the comments from the other 44% include:

- "They abuse their authority and take advantage"
- "It's a waste of time for the police and the public"
- "They could be doing something better with their time, for example, chasing real criminals"

The results show that although there is an appreciation for the need and usefulness of stop and search by the police, there is also a fear of the abuse of these powers by some officers, for example, an interviewee expressed such fear of the police because of their "awesome powers to do as they please" including frame people that challenge them. He went on to say "I have no faith in the police and in the system."

Table 13: M.O.P response to question, "Did you understand why you were stopped?"

Yes	56
No	45
(Blank)	4

Table 14: Response to question, "In your opinion, was the search or encounter justified?"

Yes	34
No	68
(Blank)	3

Table 15: Response to question, "Do you think stop and search is a useful police tool?"

Yes	56
No	42
(Blank)	7

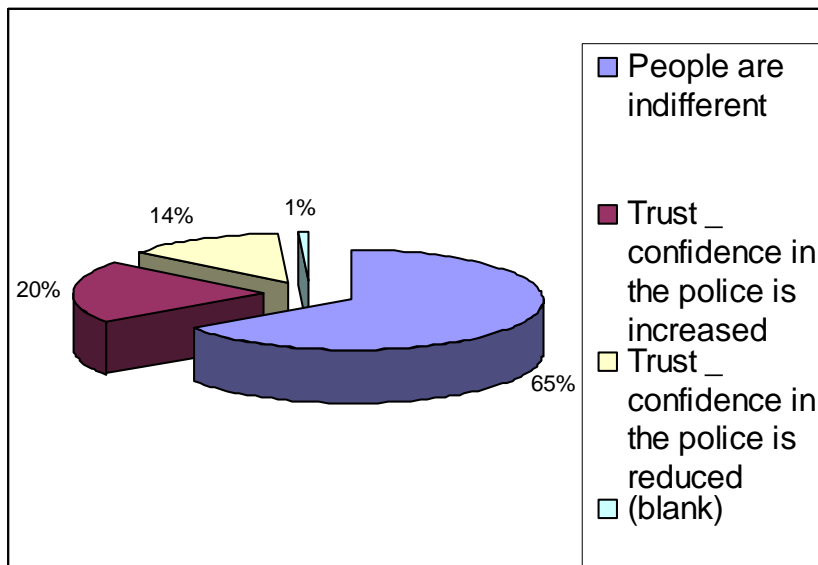
## 4.2.1 Impact on communities

When officers were asked about the impact of 'stops' on communities, only 14% thought it might be viewed negatively hence reducing people's trust and confidence in the police. 65% felt that people are indifferent to it. This is a very different picture from that painted by the polled members of public (M.O.P) where the majority of the respondents (62%) rated their 'stop' experience as negative and 14% as positive (Chart 6).

The majority of the people who viewed their experience as negative also rated the officer negatively (aggressive/impolite/offensive) and the same trend was true for those who rated their experience as positive. However a number of people who rated the officer positively (professional/respectful/polite) rated their experience as neither positive nor negative.

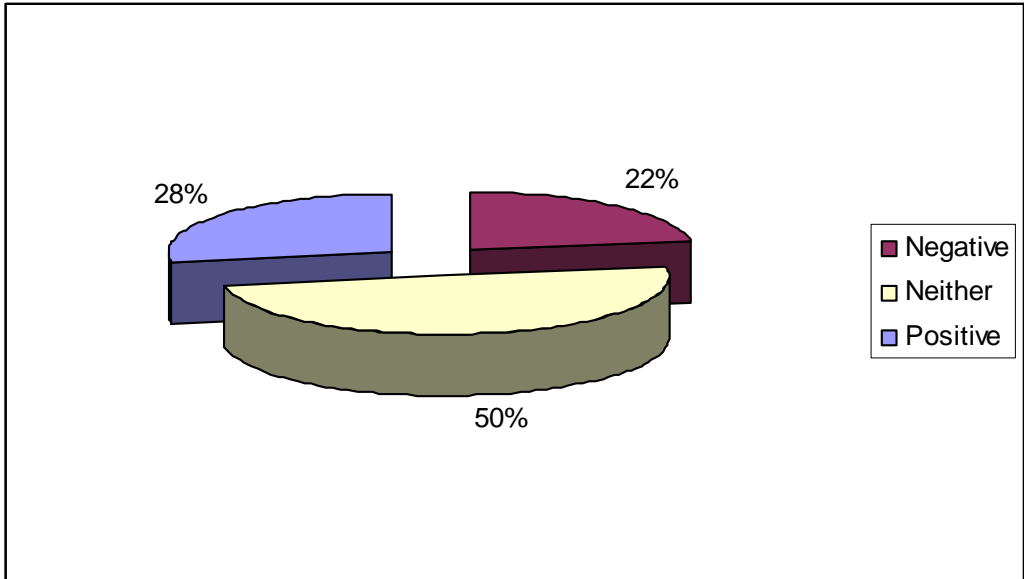
Charts 6: Comparison of the responses about the quality of 'stops'

- Officer's response to question about the impact of stop search on communities

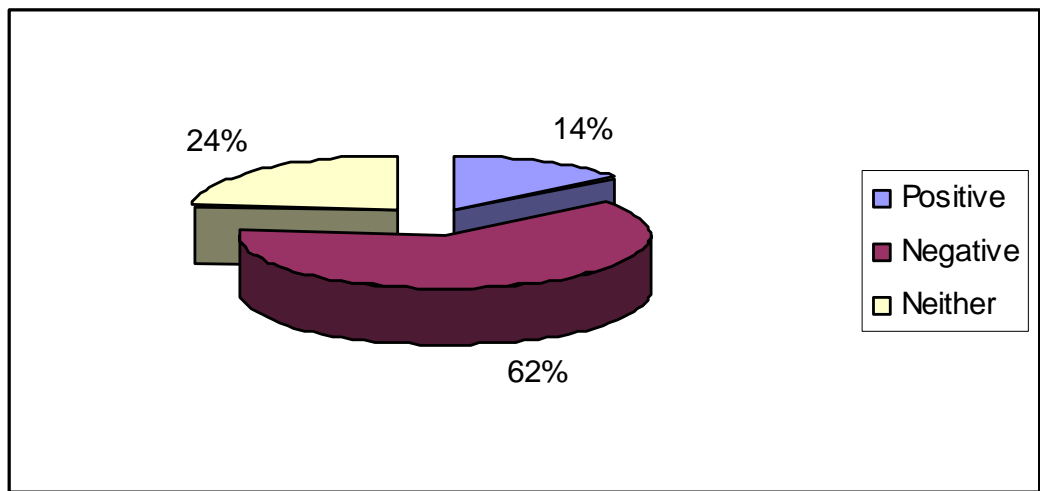


Officers think that only 22.1% of people view their 'stop' as negative whereas 62% of the M.O.P that we surveyed viewed their 'stop' as negative.

- Officer's response to question about how people view their 'stop' experience



- M.O.P response to question about their 'stop' experience



## 4.2.2 Qualitative responses

Feedback from interviews and focus groups with members of the community.

Focus groups were set up with assistance from community groups and included people from the community who use their facilities. We targeted young people for these groups because initial research suggested that young males made up over 50% of the stop and search and encounter statistics.

The feedback of our interviews with the various groups is as follows:

### **Group 1**

5 people:

Gender: 3 females and 2 males

Ethnic mix: 1 white female and 4 from Black and Minority Ethnic groups.

Age: 11 – 14 and 25 - 35.

- All 5 of them had been 'stopped' at different times for different reasons
  - 3 of them had been stop searched;
  - 2 of them had been stopped more than once in the last 12 months; and
  - 3 of them have appeared in court in relation to the incidents.

When asked about their feelings towards police powers of stop and search, the following responses were included:

- The police should not use their powers to target people unnecessarily.

When asked about their last 'stop', the following views were raised:

- Felt disrespected by the police;
- Felt victimised because although the subject had not done anything wrong, they were being treated as though they had. 'Guilty until proven innocent'; and
- Feels targeted because of their age, the way they look and the company that they keep.

The general feeling amongst this group was that although the powers given to the police to 'stop' people were good; it was only as good as the person using it. Where the 'stop' is viewed as positive by the individual, the powers are viewed as positive; where the 'stop' is viewed as negative by the individual, the powers are viewed as negative. The officer's attitude and approach play a huge role in the overall perception of the quality of the 'stop'.

## **Group 2**

9 People:

Gender: 4 females and 5 males

Ethnic mix: 5 white and 4 from BME groups

Age: 16 – 25

- All of them had been 'stopped' at some point (including vehicular stops)
- 4 of them had been 'stopped' in the last 12 months

When asked about their feelings towards the police powers of stop and search, the main responses were:

- Stop and search is a very useful tool because it can help to detect and remove weapons from the streets. However stop and account / encounter is not as useful because people could "cook up an alibi" as to their whereabouts and there is no way of confirming or disproving it.

When asked about their last 'stop', the following was said:

- "It was positive because although we got warned by the police about our behaviour, a serious accident was avoided as a result of the encounter." (This was the feeling of one the respondents who had been encountered for anti-social behaviour)
- "I understand they have to stop and search people as part of their job but I do not understand why they are wasting time on me when I have not done anything wrong."

When asked their thoughts on targeting:

- All of them feel targeted in one way, based on age, association and location.
- They believe that there are some racist officers who might approach or target them just because of their ethnicity however they believe that this is not always the case.

## **Group 3**

10 People:

Gender: 2 females and 8 males

Ethnic mix: 9 white and 1 from BME groups

Age: 17 – 20

- 8 of them said they had been 'stopped' in the last 12 months
- 7 of them had been stopped and searched

When asked about their feelings towards the police powers of stop and search, the majority of the responses were positive and include:

- It stops criminals getting away with crimes;
- It is useful in investigating crime; and

- It helps keep people safe and covered (for example, checking vehicles for insurance)

When asked about their last 'stop', the views included:

- The officer was friendly and so I cooperated;
- One of the officers was respectful but the female officer was rude. I have never been convicted of a crime and yet I know assumptions were made because I was with some male friends (including a black male) and because of the clothes I was wearing;
- Some officers are professional and treat you with respect whereas others are not. We take them as they come and react accordingly. If they are rude to me, I will be rude back to them; and
- At the start of the encounter, I felt that I was being treated unfairly because we had not done anything wrong but by the end of the encounter, I did not mind because the officer was polite and respectful.

When asked their thoughts on targeting:

- All of them agreed that with the notion that the police target young people;
- They also felt that looks and location could influence whether or not a person is 'stopped' by the police;
- Some of them felt that males were more likely to be stopped than females; and
- Some of them felt that they would have been prone to even more 'stops' if they were visibly different (for example, black)

The group felt that the police could not be trusted or respected because they do not deal with them (young people) with any respect.

#### **Group 4**

About 20 People:

The actual number, genders and ethnic mix of the members of this group is unknown because they were interviewed in a park at night after they had been dispersed by 3 PCSO's

Age: 17 – 19 (the age range of the people I asked directly)

- They all seemed to have an opinion on stop and searches and encounters. However the researcher could not determine how many of them had been 'stopped'.
- They echoed that they were being picked on because they were young and liked to meet up in groups.

When asked about their feelings towards the police powers of stop and search, the majority of the responses were negative and include:

- One individual who said some officers forget that they are meant to protect and serve but remember to exercise their powers to stop and annoy people. She expanded by saying that officers never stop to ask her if she is alright or where she is going when they see her on her own late at night or small hours of the

morning. She said they are quick to ask her to account for her presence in the area when she is in a group.

- Another said that it is a complete waste of time and resources because while they are encountering young people for being happy and a little noisy, somewhere across town, someone is committing a serious crime.

When asked their thoughts on targeting:

- All of them agreed with the notion that the police target young people;
- They also felt that looks and location could influence whether or not a person is 'stopped' by the police;
- They felt that people were targeted because of their race and a couple of them said they had witnessed unfair treatment based on skin colour; and
- A BME male said although he had not had any direct dealings with the police, he felt targeted by the police on the basis of his race.

#### **4.2.3 Recorded interviews with Members of the Community**

We obtained interviews recorded around people's thoughts and feelings towards stop search and encounters and they include:

- "Stop and search is useful";
- "Without it more people would get into clubs with knives";
- "They need to stop search people to obtain evidence";
- "If there were more stop and searches, regardless of how horrible they are, people whose cultures allow them carry knives would be rid of these weapons and innocent people would not be caught in the crossfire";
- "Sometimes the police pick on people who they deem as suspicious and half the time they do not have a good enough reason for stopping them";
- A male interviewee gave an example of an encounter that he had just outside his office building. He expressed his embarrassment at the lack of tact exhibited by the officers who encountered him in front of his work colleagues and questioned him about a stolen purse. He felt that although he had been cleared, people at work might be inclined to suspect him if there was ever an incidence of theft within the workplace. He would have preferred it if the officers had handled the encounter with a bit more thought and tact;
- "The police have an important job to do but it is also about how they get it done";
- "I just want to be treated with respect; be polite and treat me with dignity";

- 'Majority of people have to suffer for the actions of a few because they all fit the description of the usual suspect... 'black male';
- "People are constantly stereotyping others. For example, when older people see a group of young people being boisterous they immediately assume that they are up to no good and sometimes call the police";
- "There is a stigma and assumption that if you are in a hood, you are up to no good but the truth is, you can do good in a hood!";
- 'The fact that you wear a particular type of clothing or have a particular skin colour does not mean that you are particular type of person. Not all Hoodies are gangsters, nor people with dreadlocks Rastafarians nor is everyone in a football shirt a hooligan.  
You can wear the clothes and still not adopt the lifestyle that is associated with it';
- The attitudes of officers sometimes clash with the attitudes of the people they are dealing with;
- The police are trying to do their jobs and people are trying to go about their business and this sometimes causes frictions as one or both parties just wants to get on with it;
- "Sometimes previous experiences colour the present encounter and causes either party to react badly";
- "If your attitude towards the police is bad / negative, for example, people who are of the opinion that the police are not doing a good job; when you are stopped by them you are bound to react badly and tempers may be flared";
- "If I haven't done anything wrong, I have not done anything wrong! They should not be stopping me unnecessarily, they need to get their facts right"
- "I have no faith in the police and in the system"; and
- "The media always portrays black people as the perpetrators of serious crimes".

#### **4.2.4 Observations made when officers were shadowed & observed via CCTV**

The researcher shadowed officers on 6 different shifts with the purposes of:

- Observing the use of intelligence and discretion;
- Observing the interaction between officers and members of the public (especially those being encountered or stop searched); and
- Seeing how forms were used and the ethnic mix of the 'street population'.

The shifts included shifts on weekdays and covered all the hours: early (8 am – 4 pm), late (4 pm – midnight), night (10 pm – 7 am) and weekends covering late and night shifts.

Live CCTV took place on three different shifts all of which were night shifts over weekends. The purpose of these shifts was:

- To monitor how forms were being used by officers; and
- To observe the ethnic mix of the 'street population'.

The main issues identified were:

- The obvious lack of the 'huge numbers' of BME people on the streets especially over the weekends. The researcher observed that the ethnic mix on the streets did not vary with the day of the week or with the time of day (even over the bank holiday weekend);
- Some officers did not always complete forms after encounters;
- Some officers clearly associate certain misdemeanours with certain groups of people (for example, drink driving with Eastern Europeans);
- "Discretion" varies from one officer to the next. It was observed that officers tend to be stricter in their application of the law in certain areas. For example, some officers do not condone any driving offences whereas others might be willing to let people off unless it is a major driving offence.

#### **4.2.5 Feedback of structured interviews with police officers and staff, IAG and Suffolk Police Authority**

The following points were raised when selected police officers and staff, members of the IAG and the Police Authority were asked the question "What do you think is responsible for the disproportional numbers of BME people being stop and searched or encountered in comparison to white people?"

##### *Infiltration of Ipswich by London drug dealers:*

Recently, there has been a wave of drug dealers and gang members from London coming into Suffolk to sell drugs to a ready market.

Most of the people supplying these controlled substances are from a BME background - mainly black. When a black person (mainly male) is seen hanging around either drug activity hot spots, known Ipswich dealers or known addresses where drug dealing has occurred in the past, then suspicions are aroused which could lead to an encounter and consequently a search.

*Tendency to complete forms after 'stopping' someone from a BME background:* Due to the length and complication of the forms, some officers tend to pick and choose what encounters they will complete forms for. It is believed that officers are more likely to complete forms when they encounter persons from a BME background and are less likely to complete the forms if the persons are white. This is the case even if the situation or grounds were identical.

*More suspicious of black people:*

People tend to be more suspicious of black people especially young black males and groups of BME people. This leads to members of the public calling the police to report 'sightings' or 'suspicious behaviour'.

*Faulty Intelligence:*

As a result of assumptions made by people, more BME people are 'stopped'. Assumptions could include: 'Hoodies' (people wearing hooded tops) equals black! Also people trying to make bogus insurance claims could manufacture crimes and pin it on the most 'obvious criminals'... black males.

*Lack of understanding of various cultures:*

People sometimes misread body language and tone of voice: For example, in some cultures it is a sign of respect not to look people in the face whereas in others this is a sign of dishonesty which could arouse suspicion.

People also stereotype and associate certain things with certain cultures, for example, drug culture with Afro-Caribbean's or drink driving with Eastern Europeans.

*Appearance:* Judgements are made based on people's physical appearances and so certain people are more likely to be stopped because they fit the physical profile or appearance of "criminal".

*Dislike of BME people:*

Because some officers do not like BME people for different reasons based on their own prejudices, stereotyping and experiences, they constantly exercise their 'awesome power' to stop and search BME people

*BME people stand out:*

The visible difference of BME people in Suffolk makes them stand out more in areas where a crime has been committed and could lead to an encounter with the police.

*Not knowing their rights:*

It was suggested that most BME people stopped by the police do not understand their rights and are therefore unable to challenge the police properly on the legality of the encounter or search.

Other comments include:

- It is a learned response for people to be curious and to a degree suspicious of anything that is different. Bearing that in mind and the fact that most officers are white it would seem to fit that they could be curious and to a degree suspicious of anyone who is not white. On this basis if someone has a heightened sense of suspicion they may read more into an innocent occurrence and stop search someone who is different from them. However, had they seen the same occurrence with someone the same as them they may not have seen it as being out of the ordinary;
- The media plays a very influential role in society. It is not uncommon to hear and read things in the media in relation to offences being committed by 'young black males' or by 'the influx of Eastern Europeans.' If people hear

and see articles about people from different communities and cultures being responsible for an offence, they are going to see anyone from those groups as being potentially a criminal. They are then more likely to stop more people from those groups. If they are stopping more people from those groups and in turn find more offences then this will reinforce these ideas. (That is, stop 10 white people and 10% leads to an offence; stop 100 people from BME groups and 10% leads to an offence. Therefore, you have 1 white offender and 10 offenders from BME groups.) In this case it becomes a self-fulfilling prophecy. This would be exceptionally prevalent in the recent heightened terrorist threat levels and a disproportionate amount of stops occurring on persons with a Middle Eastern or Asian appearance;

- There is also the issue of racism within the police service. There will always be someone who believes that they are better than others due to the colour of their skin. They may make a conscious decision to stop someone who is from a BME group as they feel it gives them a power advantage over them or inconveniences the person. This I would like to think is very rare in the police service today but also I am not naïve enough to believe it does not occur;
- I believe because of all the 'input' officers have in relation to race, diversity etc, I believe that if a 'White' officer was to stop someone from a BME background then they will complete the forms in case of any complaints;
- Some people from a BME background need to stop, take a hard look at themselves and ask 'Why am I being stop and searched and encountered? What am I doing to make the Police issue me these forms?';
- One of these would be the obvious and much televised terrorist attacks on the western world. It would follow that stop and search in many so called sensitive areas (such as around government buildings, large transporting areas etc), especially relating to persons of BME appearance, would have seen an increase, that assuming of course that these are national statistics taken from all policing agencies;
- One could look at all age groups of officers and it must be said almost all will have viewed, read or seen negative media attention in regards to BME groups.  
In the late 1970's -1990's there was little issue regarding international terrorism on British soil involving groups from BME backgrounds.  
At the time however there was large-scale coverage of the various troubles in areas largely populated by BME groups (rioting and the subsequent serious/fatal injuries to members of public and police etc) in London and Manchester mainly, which later spread further a field.  
Such media attention as this (as well as normal everyday television) would play a big part in regards to public perception;
- I make as an example a quite recent advertising drive, which certainly got me thinking:

The picture was of a black male of smart appearance. The caption initially was "I am black and I drive a BMW, what am I" this obviously then allows time to come to a conclusion until the following picture. This then shows the same male in police uniform next to a marked police BMW roads policing vehicle and the caption is 'a police officer'!

I would say that if most people were to give an honest opinion in regards to the first picture and question, the words drug dealer and/or pimp would feature quite heavily when thinking what this black male could be to warrant nice clothes and a nice car.

This to me was just the right sort of advertising technique as it hits hard and straight to the point. Without even knowing it, some people have deep rooted opinions regarding certain BME groups; and

- I would suspect that if the youth of today were the modern day police officer they would have similar deep-rooted opinions in relation to members from Asian BME (due to terrorism) and also European and other such immigrants, again due to mass media attention;
- It is widely known that racism or any other form of prejudice is strictly Taboo in the modern service; however, that in no way suggests that it is not there! Try as we may it is almost impossible to stamp this out completely as these opinions are kept very much underground, but would surely have an affect upon how such an officer would deal with persons of different race. Less we forget the findings of the secret police officer (of Greater Manchester Police);

In any large scale service or organisation there will always be people present with racist or discriminative views, however well hidden!;

- Could it be that white officers when dealing with BME persons always do a stop and search form due to the way it has been sold to them in training. That is, do a form when dealing with a BME person in case you get a complaint against you made by the BME person to show justification for the stop. Does the white officer have it instilled in them the fear of dealing with a BME person?;
- I know from being a black police officer and I have only experienced things on a small scale: Young people come up to me saying I know you do drugs – I can only base their views on the fact that I am black as I have never taken drugs and I know of no other officer who has suffered the same issue; and
- I have been in a plain police car patrolling round BSE town centre when the car was checked on PNC as another officer had seen a black man driving round the town several times.  
I have similar incidents in the town in my own car when they have stopped me for no other reason than I am a black man in a car, as I have not been doing anything wrong.

## 4.2.6 Targeting

Both the police and members of the public were asked about targeting; 25% of the polled members of public (M.O.P) felt targeted because of their ethnicity, 20% felt targeted because of their age, 18% because of their appearance and 18% because of where they live or 'hang out'.

The police responses show that 95% do not think that people feel targeted because of their religion or faith, 61% do not think that people feel targeted because of their age nor ethnicity and 57% do not think that people feel targeted because of their appearance nor where they live or 'hang out' (Chart 7)

Table 16 Officers' response to question about whether they are aware that people feel targeted because of...

	Age	Ethnicity	Gender	Location*	Associates*	Looks*	Previous record	Faith*
FALSE	80	80	121	75	99	75	83	125
TRUE	51	51	10	56	32	56	48	6
(blank)								
Total	131	131	131	131	131	131	131	131

Chart 7: Police response about targeting

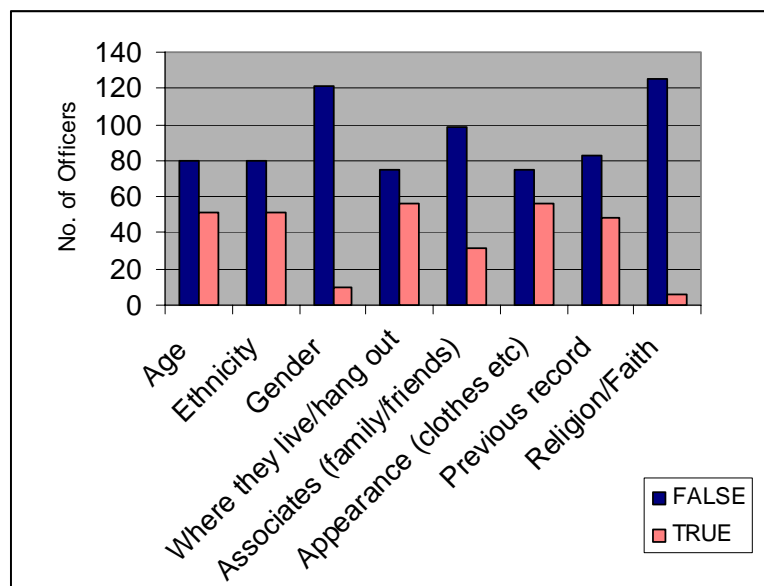
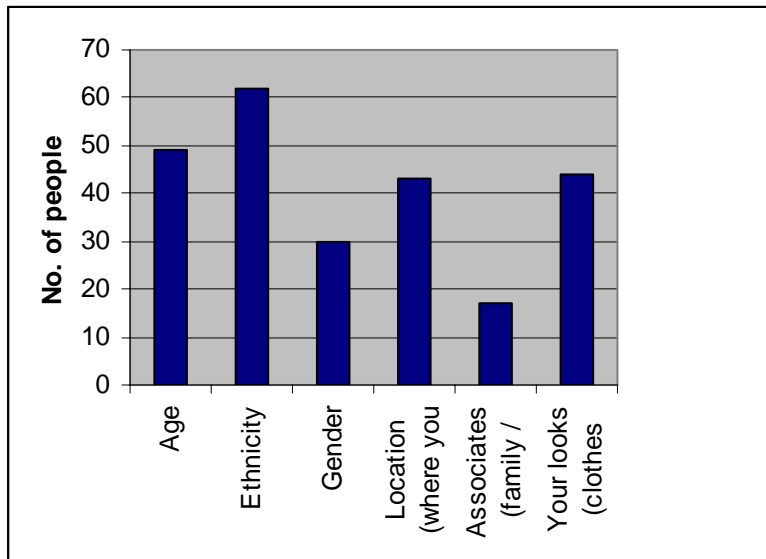


Table 17 M.O.P response to the question "Do you feel you are targeted by the police because of your..."

Age	52
Ethnicity	63
Gender	31
Location (where you live or 'hang out')	45

Associates (family / friends)	17
Your looks (clothes etc)	45

Chart 8 Members of Public response about targeting



These show that although there is a negative impact of stop and search as expressed by the majority of the polled members of the community, the officers who are carrying out these procedures are unaware of the impact that they are having; therefore, they are unable to address it when they are challenged.

Also, the fact that an officer conducts him or herself in a professional manner, is polite and ensures that the individual understands the grounds for the 'stop' helps make the experience less negative but does not guarantee that it will be viewed as positive.

#### 4.2.7 Police Training:

The researcher reviewed the training given to new recruits around stop and search.

- Good communication between the officers and the person stopped is emphasised;
- The use of the 'GOWISELY' model for every stop search is emphasised; and
- Officers are taught to be courteous, considerate and respectful to people they stop search.

Interaction with the new recruits, just a few weeks into the role revealed:

- The unease that officers sometimes feel whilst carrying out a search (especially on the opposite sex);
- When asked what they felt was responsible for the disproportionality, they said it might be as a result of officers being more diligent in completing the forms when they 'stop' BME people as opposed to when they 'stop' white people because of the fear of disciplinary action or being tagged 'racist';

- The lack of understanding of the relevance of asking people about their ethnicity of the person being searched and consequently an awkwardness when the question is asked which could then be misread by the individual(s) being searched; and
- The recruits also felt that asking people about their ethnicity made it an issue where it was not and sometimes made people feel like they are being targeted as a result of their ethnicity.

This is also the general feeling amongst officers who responded that:

(Table 18) Asking people about their ethnicity ...

	A	b	c	D	e	f
FALSE	53	129	96	56	126	102
TRUE	78	2	35	75	5	29
(blank)						
Grand Total	131	131	131	131	131	131

- Makes it an issue for the person
- Makes me question my views
- Makes the subject question my views
- Is unnecessary as it has no direct relevance to the stop and search and encounter
- Is necessary as it is usually linked to the stop and search and encounter
- Is important for monitoring

#### 4.2.8 Complaints

It is generally believed that BME people are more likely to complain about officers after a stop and search and encounter. This leads to what seems to be a 'well known fact' that officers are more likely to complete forms after encountering BME people. This appears to be an attempt to tick all the boxes of the legality of the encounter as the following comment made by an officer suggests:

"Officers only tend to complete forms for BME people because of the fear that they need to cover themselves and their action when complaints are made by BME people. A number of malicious complaints are made by BME people claiming that "the officer only stopped me because of my colour". This causes protracted complaint investigations by professional and ethical standards on the officer'.

Information received from the Head of Professional Standards revealed that there have only been a minuscule number of complaints about stop and search. This is interesting as it contradicts the view above. Also despite this research having identified a considerable number of people who were unhappy with the way their 'stop' was conducted they have not complained. There are many reasons for people not lodging a formal complaint, but the most obvious one seems to be the lack of confidence in the system where a formal complaint is made about the police to the police.

#### 4.2.9 Intelligence and Discretion

There are many good examples of where officers have used their discretion or initiative to stop and search people and have uncovered and discouraged crime. It is clear that an officer's initiative is an important tool in crime detection and deterrence; however, it needs to be regularly checked to avoid 'prejudice' being disguised as 'hunches'.

The maps below show a correlation between the intelligence received about street dealing and stop and searches in the same areas. There is still a question about the quality of the intelligence. If individuals are subject to racial stereotyping by officers and/or members of the public who then submit their details to the police as "intelligence", all the consequent actions on the basis of the 'racist intelligence' will be racially prejudicial.

Intelligence held by the police is very sensitive and as a result we were unable to properly review in any great detail. However, we know that there is no system in place to racially impact assess the information that is received and stored on the intelligence source register.

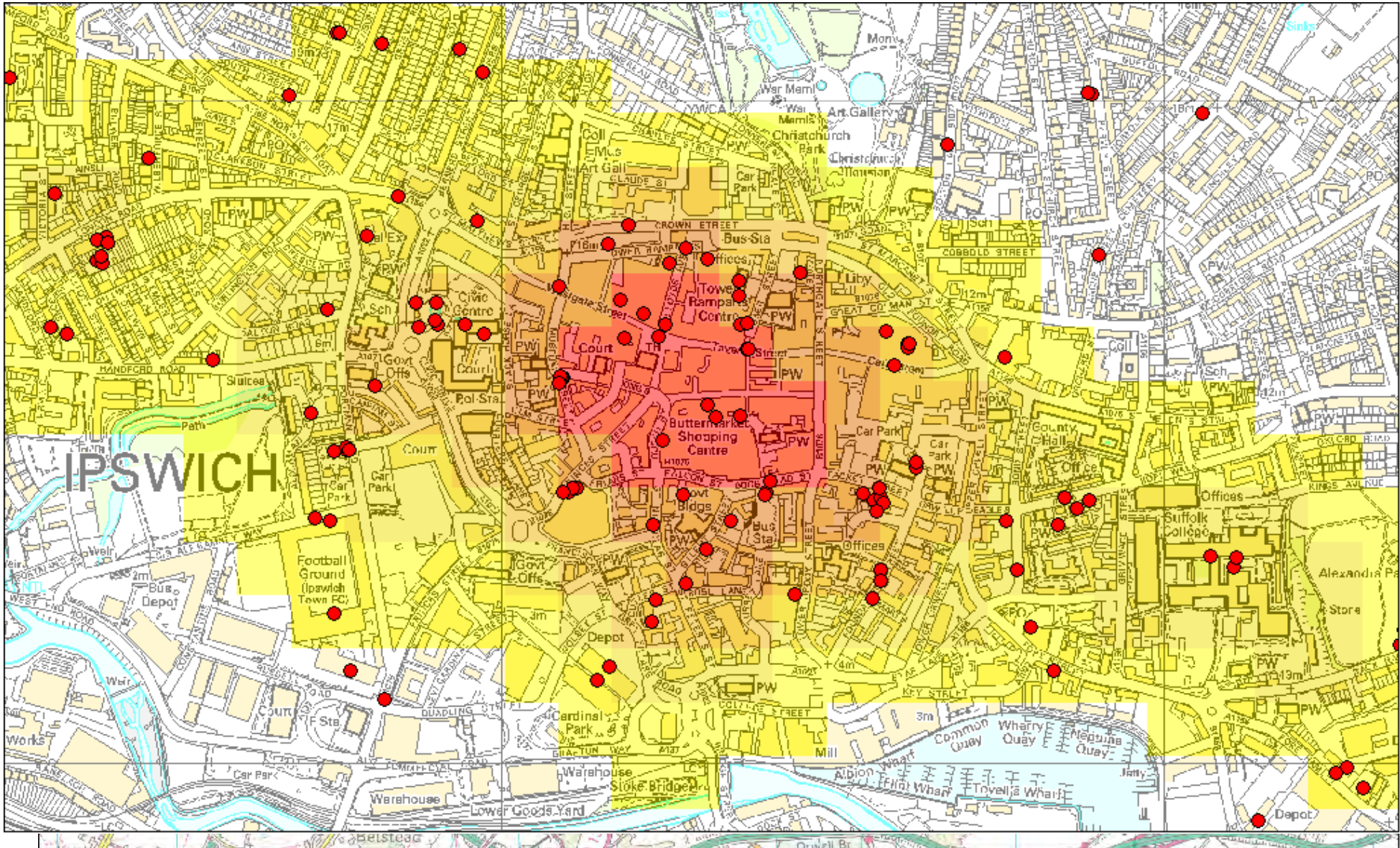
In May 2008, for instance, 300 pieces of intelligence in relation to White persons involved in drug dealing, 218 pieces for Black Caribbean persons and 41 pieces for other ethnic groups were received by the police and there is nothing in place to properly challenge the sources (police informants, concerned members of the public, officers who complete a 5 x 5 x 5 etc)

This research did not fully explore the stop and search and encounter activities of each individual officer. Some analysis is needed through supervision in order to assess whether the reasons why they stopped the number of people they have are in line with intelligence. Also an assessment of how discretion was used and why some officers are recorded to have carried out considerable amounts of 'stops' and others have not.

### 4.3 Recommendations:

17. In-depth work needs to be carried out around intelligence that leads to a 'stop';
18. More work is required to explore the reasons why individual officers 'stopped' the people they are recorded to have 'stopped';
19. ISCRE is strategically positioned to independently engage with SC and be confidently approached by members of the community; it is for this reason that we recommend ISCRE as a third party reporting centre for stop and search complaints. If people become more confident in the complaints systems, they might be less likely to take matters into their own hands and aggravate the situation during a 'stop';
20. Training should be given to the front line staff who receive calls that would contribute to 'intelligence' and information gathering. They need to be able to comfortably and properly challenge the 'intelligence' so as to avoid collecting biased, racist and insubstantial information that is then acted upon by officers as 'intelligence';
21. Training: Although officers are made aware of why stop and search data is collected and what it is used for during their initial training, this point needs to somehow be reiterated every time an officer starts to fill in the forms so that they feel less awkward when they ask people about their ethnicity;
22. Training around race should be independently monitored and assessed in a clear and transparent way to communities.

Chart 9: Maps  
Ipswich Encounters Mapping November to 2007 to January 2008



**Street dealing hotspots as at 15/01/2008**



## 5. Objective 4: To identify what use is made of stop and search data – how do

the findings from stop and search inform police intelligence and how is police intelligence informing ‘stops’?

### 5.1 Process:

The actions taken to meet the above objective includes:

- Analysis of emerging data from ‘stop’ and subsequent police actions;
- Identifying repeat ‘stops’- their rationale and impact;
- Reviewing disposal methods;
- Identifying how street population may impact; and
- Reviewing the criminality information and/or picture.

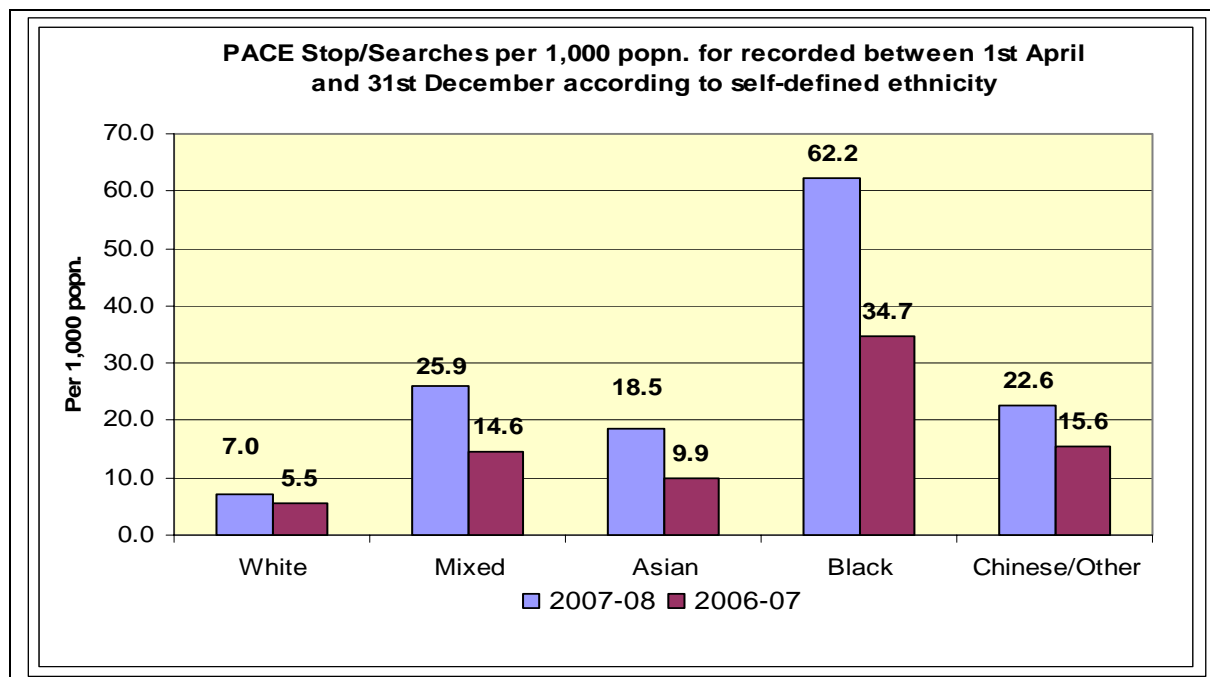
### 5.2 Results:

The most recent SPA report shows an increase in the disproportionality of BME people being stopped. A person from mixed background is now 3.7 times more likely to be stop and /searched as opposed to 2.6 times which was the case in 2006/07.

Asian people are 2.6 times more likely to be stopped as opposed to 1.8, black people 8.9 times as opposed to 6.3 times and Chinese people 3.2 times as opposed to 2.8 times more likely to be stop and searched than a white person.

Chart 10 shows the number of stop/searches per 1,000 population by ethnic group for two years, 1 April 2006 to 31 March 2007 and 1 April 2007 to 31 March 2008.

**Chart 10: Number of stop/searches per 1,000 resident population**



**Disposal:**

Up until 1984, officers would have had to arrest people that they intended to search and the search would then be carried out at a police station. However, the primary purpose of stop and search powers now is to enable officers to allay or confirm suspicions about individuals without exercising their power of arrest.

Data shows that a large percentage of stop and searches result in no further action (NFA); between April 07 – Mar 08, searches resulted in NFA's for 67% of black people, 63% for people from mixed backgrounds, Chinese or other ethnic groups and 61% of white people searched in Suffolk. (Table 17)

During the shifts 'on the beat', the researcher observed that NFAs could be the result of one or more factors including:

- Timing: sometimes officers arrive at the scene of a crime or 'incident' after it has occurred and are unable to find enough evidence to make an arrest;
- Scanty intelligence: even scanty intelligence has to be acted upon and it could result in officers performing 'stops' without any clear direction. For example, an officer responding to a call about 'a black male' that had tried to rob a shop will be expected to encounter black males in the vicinity of the shop using his discretion.
- Faulty intelligence or misread signals: sometimes on arrival to the scene of a supposed crime, officers establish that no further action is needed.

Although we appreciate these contributory factors, there is still the question of whether the large number of NFAs is indicative of the excessive/unnecessary 'stops'. This piece of research is unable to conclude on the costs and impact of NFAs with any certainty. However, it did pick up on how 'stops' that result in NFAs could still provide information deemed as very useful intelligence/leads. These are then submitted on a 5x5x5 and contribute to police intelligence even when the 'stop' was unfounded.

The researcher is wary of some of the information that makes its way onto the intelligence system through this source because again it is not subject to any real scrutiny. An example of this is that someone is encountered for his or her presence in an area on the initiative of an officer. The officer does so as they know it is a hot spot for drug dealing and the encounter ends in an NFA. The person stopped is left openly annoyed at the suggestion that they might be a drug dealer. The officer could submit 'intelligence' about the person's possible involvement in drug dealing and 'volatile temper'. Both of these comments are unfounded yet damaging because all other officers would consequently use that information as a point of reference in dealing with the person.

**Table 19: Disposal means of those stop and searched by ethnicity (Apr-Mar 07-08)**

		Self Defined Ethnicity					
		White	Mixed	Asian or Asian British	Black or Black British	Chinese or Other Ethnic Group	Unknown
Outcome	Advice	21.5%	19.5%	22.7%	13.6%	10.8%	24.2%
	Arrested	6.6%	6.3%	10.7%	11.8%	10.8%	14.4%
	FPN	0.5%	0.5%	0.0%	1.4%	0.0%	1.3%
	Informal Warning	5.7%	5.3%	4.0%	4.3%	9.5%	0.7%
	NFA	60.7%	63.2%	57.3%	67.1%	63.5%	54.2%
	No Action Recorded	2.4%	2.1%	4.0%	1.1%	4.1%	3.9%
	Other	2.7%	3.2%	1.3%	0.7%	1.4%	1.3%
	<b>Total Searches</b>	<b>4,794</b>	<b>190</b>	<b>75</b>	<b>280</b>	<b>74</b>	<b>153</b>

In a bid to understand how intelligence informs stop and searches, a small sample of people that had been searched for drugs were randomly selected and the intelligence that led to their stop was reviewed. Only two of the 22 in the sample had intelligence submitted about them two months prior to the encounter, but due to the sensitive nature of the intelligence, we could not review its direct or indirect influence on the searches.

### 5.2.1 Repeat Stops

Repeat stops of people from BME backgrounds in areas where they account for a small percentage of the total population could contribute to the disproportional representation. This has been given as the reason for the disproportionality in some other parts of Suffolk but this research did not find that this was the case in Ipswich.

- Innocent people might be targeted unnecessarily because findings of an initial 'stop' that resulted in NFAs are used as the basis for the intelligence that leads to consequent 'stops'. Frustration about being stopped repeatedly could result in them becoming uncooperative or anti-police.

### How proportionality could be achieved:

#### For the period 1 February 2007 – 31 January 2008

A mathematical picture formula was developed to determine how parity could be achieved.

Suffolk Constabulary would need 226 fewer encounters and 269 searches (495 encounter or search) of citizens who self define their ethnicity as BME to have the same proportion of stops per 1000 population (using 2001 Census) as White citizens. This is a 69% or 83% (75% combined) reduction in BME stops.

Suffolk Constabulary would need to stop an additional 3232 encounters, and 3852 searches (7084 combined) of citizens who self define their ethnicity as White to have the same proportion of stops per 1000 population (using 2001 Census) as BME citizens. This is a 225% or 396% (294% combined) increase in White stops.

### **For the period 1 April 2007 – 31 March 2008**

Suffolk Constabulary would need 232 fewer encounters and 289 searches (521 encounters or searches) of citizens who self define their ethnicity as BME to have the same proportion of stops per 1000 population (using 2001 Census) as White citizens. This is a 69% or 80% (75% combined) reduction in BME stops.

Suffolk Constabulary would need to stop an additional 3325 encounters and 4136 searches (7461 combined) of citizens who self define their ethnicity as White to have the same proportion of stops per 1000 population (using 2001 Census) as BME citizens. This is a 224% or 412% (300% combined) increase in White stops.

### **5.2.2 Street Population**

Home Office research that was piloted in areas including the Metropolitan Police Service, Leicester Constabulary, Suffolk Police and West Yorkshire Police in 2000, found that the populations available to be stopped or searched within the research sites were quite different from the resident populations of the areas.

Notably, compared with the residential profile (as measured by the 1991 Census) in pockets of high stop and search activity, young men were over-represented in the available population, and the elderly were rarely observed by comparison. Most significant was the finding that, for at least four out of the five sites, those from minority ethnic backgrounds were over-represented in the available population compared to the resident population.

This was true for both the resident population based on police areas or divisions as a whole, or just on those areas where stops and searches most often took place. What this means, in practice, is that if everything else was equal, we would expect minority ethnic people to be stopped or searched by the police more often than their numbers in the resident population would suggest.

Part of the reason for this is likely to be that many of those available to be stopped or searched are simply not local residents. On-street interviews with pedestrians in pockets of high stop and search activity gave some indication of people's mobility. They showed that over half of those interviewed did not reside locally to the research sites.

The research raised some important issues when defining 'local' resident populations as a basis for measures of disproportionality. First, the extent to which those in the available population are likely to reside locally will depend on the size of the area under consideration. By focusing on larger geographic areas, the proportion of the available population who are not local to that area will be reduced, given the levels of mobility of available populations.

Furthermore, based on the sites studied, there was a clear tendency for the resident populations in zones with high levels of stops and searches to also have higher than average proportions of minority ethnic residents within them. This suggests that the levels of disproportionality will vary according to the size of the areas under consideration. When they are based on a wide enough geographic area, they still give us an important indication of how often members of different ethnic communities are actually stopped or searched within that area. It may not tell us whether the disproportionality is a product of differences in the availability of different ethnic groups or a result of ethnic biases in street-level decision-making by officers, but it does describe the overall experience of different ethnic communities. For example, it reminds us of a very important point: *being black means that you get stopped and searched more often.*

Although our study into the street population was not conclusive, it raised the following:

- Observations by the researcher and several police officers (mainly white officers) did not reveal an increase in BME street population at any given time of day or season (for example, bank holiday weekend or pay day);
- The issue with population is not necessarily the fact that there are more BME people on the streets during the time when most searches are carried out, but the fact that the stop search data is analysed using the 2001 census. It is accepted this is out-of-date and may not reflect the numbers and ethnicities of the present day population: and
- The assumption is that most 'stops' happen at night however the reality is that most of the 'stops' occurred in the daytime (between 12:00 and 18:00).

### **5.3 Recommendations:**

22.A rigid system for scrutinising information that forms intelligence needs to be in place especially in the cases where guilt is not proved;

23.Random information collected during 'stops' that do not relate to the particular 'stop' or an ongoing investigation should be reviewed thoroughly before tagging the 'information' as 'intelligence';

24.A more in-depth study should be done to review the intelligence that leads to stop and searches and should address the role played by suspect profiles in the decision to carry out stop and searches;

25. This study could not really explore the variations in street population in accordance with seasons or local events because of time constraints. We recommend that further research take place in this area.

26. We recommend that at minimum a force wide officer survey is done in order to capture non-Ipswich officers and staff thoughts and feelings around stop and search. Consideration should be given to a wider survey of members of the public living elsewhere in Suffolk in order to capture qualitative data that might be particular to those areas, which can then be fed back to the officers in those areas.

## 6. Conclusion

We believe that until we are able to separate the myths from the facts, the reasons for the disproportionality in Suffolk will remain a mystery and remain unsolved.

The main reasons given for the disproportionality are backlogs of search and encounter data skewing the results; the use of the 2001 census which does not reflect street population; higher rates of offending by members of BME communities in Suffolk; acting on 'intelligence' about large numbers of black men from London who come to deal drugs in Suffolk; selective completion of C3 forms by officers and targeting areas and/or specific operations.

The responses from officers show that some of these reasons are more widely believed than others:

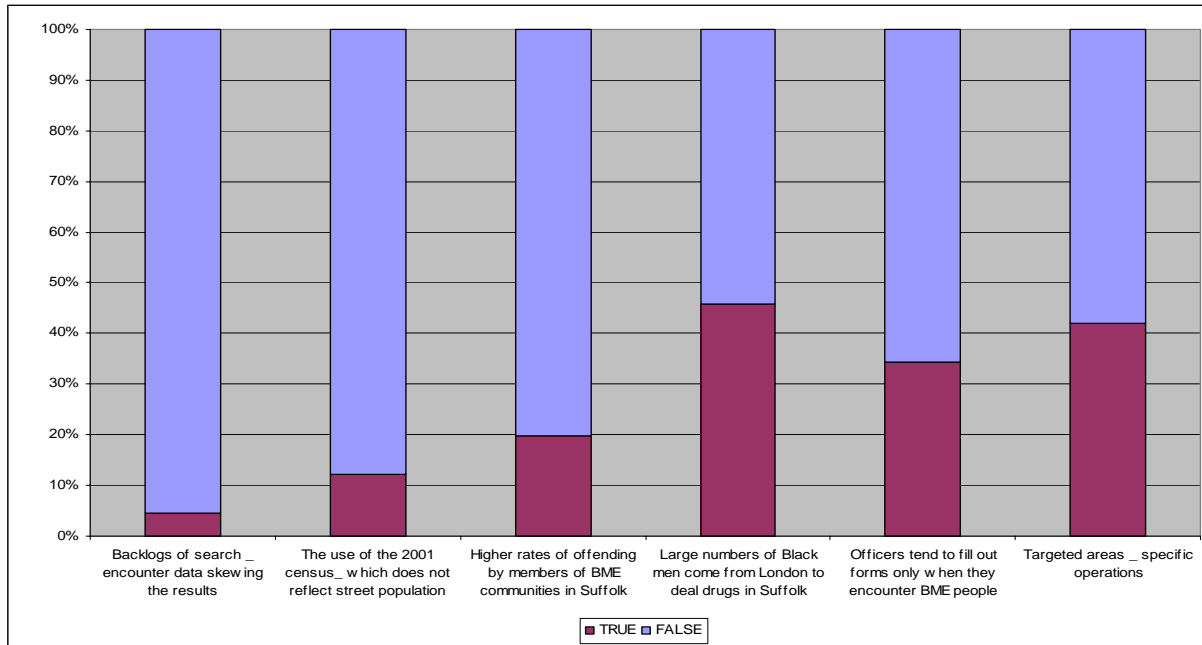
46% of the respondents believe that the influx of drug dealers from London as suggested by current intelligence is responsible for more BME people being stop searched / encountered;

42% believe that it is due to targeting areas / specific operations and the majority think that these are in relation to drugs (i.e. targeting drug hotspot / operation Academy).

**Table 20 Reasons for disproportionality - Responses by officers**

	Backlog s of data	Use of the 2001 census	Higher rates of offending among BME communitie s	London drug dealers	Selective completi on of forms	Targeted areas / specific operations
FALSE	125	115	105	71	86	76
TRUE	6	16	26	60	45	55
(blank)						
Grand Total	131	131	131	131	131	131

**Chart 11 Reasons for Disproportionality - Responses by officers**



- **Backlogs of search / encounter data skewing the results:** The dates used in the SPA stop and search reports are based on the dates when the data is inputted. However, there is no justification for suggesting that this skews the results. If this were the case the picture would be much more erratic – with high and low periods indicating when the forms were being inputted. The reality is that there has been a steady rise in the disproportionality – a phenomenon that cannot be caused by inputting backlogs.
- **The use of the 2001 Census:** The Census figures that are used for the analysis does not reflect the present population of Suffolk. It is clear that there are higher numbers of BME people presently living in Ipswich than there were in 2001 as well as a higher number of white people. Although it is accepted that the 2001 census is out of date it cannot be used as an explanation as both the BME and white population will have grown.
- **Street population:** It has been suggested that as a result of high levels of unemployment in BME communities, shift patterns, self-employment or socio-cultural activities, BME people are more likely to be on the streets at night when most ‘stops’ take place. Analysis of the data inputted between 1 April 2007 – 31 March 2008 shows that 41% of the stop searches happened in the afternoon between 12 and 6pm.

**Table 21: Time of search**

00:00 - 05:59	239
06:00 - 11:59	154
12:00 - 17:59	625
18:00 - 23:59	508
	1526

- Although it is difficult to measure the street population without an up-to-date Census to measure it against, that is, residential population, the researcher did not observe any changes to ethnic make-up of the street population of Ipswich.
- Higher rates of offending by members of BME communities in Suffolk:  
There is generally more suspicion of BME people by the police and members of the public, which is not helped by the negative media portrayal of BME people. However, there is no evidence that shows BME are more susceptible to committing crime than white people and yet this is the attitude of some members of our communities. The number of BME people within the criminal justice system is not a sure indicator of the 'criminality' that exists amongst them because it could be that it is a result of excessive police attention and/or 'intelligence' based on biased racial attitudes.

The most persistent and prolific offenders in Ipswich are not from BME backgrounds nor are the people who commit the most heinous crimes. However, the amount of focus on BME communities by the police seems to suggest that this is not the case.

- \*London drug dealers:  
Analysis of data showed that most of the stop and search and encounters were drug related and so acting on 'intelligence' about large numbers of Black men from London who come to deal drugs in Suffolk could be a factor that has contributed to the present disproportionality.

Analysis of the stop and search data showed 17% of all the 'stops' carried out between 1 June 2007 – 30 June 2008 involved people who gave non - Ipswich addresses; however, only 1.7% of the addresses were recorded as London addresses. There is only a small number of people from London that are 'stopped' however acting on this 'intelligence' might have led to the larger number of local BME people that are searched for drugs

\*This research is not in anyway trying to undermine the quality of this piece of intelligence.

- Selective completion of C3 forms by officers: The mathematical model below was generated to calculate what the figures would look like if parity was to be achieved. It also showed that for the period 1 April 2007 – 31 March 2008, Suffolk officers would have had to ignore completing the forms for around 3,000 white people in that year for it to impact on the figures.

## APPENDIX 1

### Responses from questionnaires completed by Members of the Public

#### Type of Stop

Stop and encounter	43
Stop and search	64
Vehicular stop	34

Did you understand why you were stopped?

Yes	56
No	45
(Blank)	4

Did the officer explain why you had been stopped?

Yes	79
No	23
(Blank)	3

In your opinion, was the search or encounter justified?

Yes	34
No	68
(Blank)	3

Do you think stop/search is a useful police tool?

Yes	56
No	42
(Blank)	7

In reference to the form, please tick all the statements you agree with:

The officer explained why the form was being filled and its contents	41
The officer filled the form during the encounter	48
I was offered a copy of the form after the encounter	41
I was told to come to the station and pick a copy of the form later	11
I declined a copy of the form	11
I understood what was written on the form	46
I agreed with what the officer wrote down about the encounter	26

Did you receive a copy of the form?

Yes	42
No	49
Blank	14

Do you view the experience as...?

Positive	16
Negative	62
Neither	27

Was the officer:

Professional	32
Respectful / Polite	29
Aggressive	19
Impolite / Rude	39
Offensive	15

Did this affect your attitude towards the officer?

Yes	59
No	41
(Blank)	5

Do you feel you are targeted by the police because of your:

Age	52
Ethnicity	63
Gender	31
Location (where you live or 'hang out')	45
Associates (family / friends)	17
Your looks (clothes etc)	45

## Monitoring

<b>Age:</b>	
16-19	63
20-25	19
26-30	7
31-35	4
36-40	2
41-45	1

<b>Marital Status:</b>	
Single	66
Married	13
Other	7
(Blank)	19

<b>Ethnic Group:</b>	
White British	27
White and Black Caribbean	14
White and Black African	3
Any Other Mixed background	4
Asian or British Pakistani	1
Asian or Asian British Bangladeshi	7
Any other Asian background	1
Black or Black British Caribbean	27
Black or Black British African	9
Chinese	1
Any other ethnic background (Hispanic)	1
Undisclosed	10

<b>Gender:</b>	
Male	74
Female	31
Transgender	0

## APPENDIX 2 - Police Officer/Staff Questionnaire Responses

### 1. Stop Search / Encounter

When was the last time you carried out a search/encounter?

	Total	%
1 week _ 1 month	50	38.2%
1 _ 6 months	29	22.1%
6 _ 12 months	4	3.1%
Less than a week ago	34	26.0%
More than 1 year ago	10	7.6%
Never	3	2.3%
(blank)	1	0.8%
Grand Total	131	

Did you complete a form for the stop search/encounter?

	Total	
Yes	116	88.5%
No	15	11.5%
(blank)		
Grand Total	131	

How Often Reason

	Total	
Monthly	55	42.0%
Rarely/Never	29	22.1%
Weekly	29	22.1%
Yearly	11	8.4%
(blank)	7	5.3%
Grand Total	131	

The stop/searches I make are...?

	Total	
A combination of both	102	77.9%
Based on my own self initiative	19	14.5%
Intelligence led	6	4.6%
(blank)	4	3.1%

In the last 6 months is your perception that most stop search/encounters in Ipswich are...?

	Total	
Drugs related	55	42.0%
In response of reports of possession of offensive weapons/ firearms	6	4.6%
In response to reports of violence	1	0.8%
Routine patrols	1	0.8%
To disrupt prevent / stop anti social behaviour and criminal damage	41	31.3%
To prevent theft / recover stolen property	19	14.5%
Unknown	1	0.8%
Vehicle / driving offences	2	1.5%
(blank)	5	3.8%
Grand Total	131	

In your experience, most people view their stop search/encounter experience as...?

	Total	
Negative	29	22.1%
Neither	64	48.9%
Positive	36	27.5%
(blank)	2	1.5%
Grand Total	131	

Most of the people I have stop searched/encountered were...?

	Total	
Aggressive / Abusive	4	3.1%
Combination of all	1	0.8%
cooperative	1	0.8%
Impolite / Rude	25	19.1%
Indifferent	59	45.0%
Respectful / Polite	38	29.0%
Started off as quite annoyed but then when I explained to them they were fine with it.	1	0.8%
(blank)	2	1.5%
Grand Total	131	

	Age	Ethnicity	Gender	Location*	Associates*	Looks*	Previous record	Faith*
FALSE	80	80	121	75	99	75	83	125
TRUE	51	51	10	56	32	56	48	6
(blank)								
Total	131	131	131	131	131	131	131	131

Do you inform the people you stop of their rights?

	Total	
No	13	9.9%
Yes	118	90.1%
(blank)		
Grand Total	131	

How do you do this?

	Total	
I tell them verbally	116	88.5%
I use the "Know your rights" cards / other printed materials	2	1.5%
(blank)	13	9.9%
Grand Total	131	

Do you also carry translated versions?

	Total
No	2
(blank)	129
Grand Total	131

## 2. ENCOUNTER & STOP/SEARCH RECORD (C3)

In your opinion, the forms should be filled for...? (Tick all that apply)

	a	b	c	d	e	f	g	h
FALSE	82	117	92	93	107	70	111	117
TRUE	49	14	39	38	24	61	20	14
Grand Total	131	131	131	131	131	131	131	131

- a. Encounters that lead to some sort of actions
- b. All encounters
- c. Searches where goods/ property / weapons are found
- d. Searches that do not lead to arrests

e. Searches that lead to arrests

f. All searches

g. Vehicular stops

h. None of the above

If you could add anything to the form, would it be? (Tick all that apply)

	a	b	c	_d	_e
FALSE	28	130	129	127	117
TRUE	103	1	2	4*	14
(blank)					
Grand Total	131	131	131	131	131

a. Nothing

b. More personal information

c. More details about the search / encounter

d. More details about the powers / grounds

(\*one officer responded: "more room to write the grounds for search")

e. Feedback about the encounter (by the subject)

\* Other: Should not be done on the street should be told of entitlement to obtain from police station

If you could remove anything from the form, would it be? (Tick all that apply)

	a	b	c
FALSE	125	119	85
TRUE	6	12	46*
(blank)			
Grand Total	131	131	131

a. Less personal information

b. Less details about the search / encounter

c. I would get rid of the form altogether

\* one officer responded: Get rid of the encounter form total

Do you agree with any of the following statements about self and Officer defined ethnicity?  
(Tick all that apply)

Asking people about their ethnicity ...

	a	b	c	d	e	f
FALSE	53	129	96	56	126	102
TRUE	78	2	35	75	5	29
(blank)						
Grand Total	131	131	131	131	131	131

- a. Makes it an issue for the person
- b. Makes me question my views
- c. Makes the subject question my views
- d. Is unnecessary as it has no direct relevance to the stop search / encounter
- e. Is necessary as it is usually linked to the stop search \_ encounter
- f. Is important for monitoring

### 3. SUPERVISION AND FEEDBACK

When was the last time you were given advice or observed by your supervisor whilst carrying out a stop search / encounter?

	Total	
Less than a month ago	16	12.2%
1 _ 6 months	25	19.1%
6 _ 12 months	12	9.2%
1 _ 2 years_	11	8.4%
Over 2 years ago	17	13.0%
Never	49	37.4%
(blank)	1	0.8%
Grand Total	131	

How often do you receive feedback from your supervisors in relations to stops you have carried out?

	Total	
Always	6	4.6%
Never	53	40.5%
Often	12	9.2%
Seldom	58	44.3%
(blank)	2	1.5%
Grand Total	131	

Do you supervise staff who carry out stop search / encounter?

	Total	
No	101	77.1%
Yes	30	22.9%
(blank)		
Grand Total	131	

Have you received adequate training on how to carry out the monitoring of stop search / encounter forms?

	Total	
No	12	40%
Yes	18	60%
(blank)	101	
Grand Total	131	

Is stop search / encounter used as a personal performance indicator?

	Total	
No	22	73%
Yes	8	27%
(blank)	101	
Grand Total	131	

What do you look out for when checking the forms? (Tick all that apply)

	Total
a – Compliance / errors on the forms	3
b - Grounds for the search / encounter + a	3
c - The quality of the stop search / encounter + b	11
d - Trends / patterns in the stop search / encounter records + c	6
e – a, d and f	4
f - Grounds for the search / encounter	2
g - c and f	1

- a. Compliance / errors on the forms
- b. Compliance / errors on the forms, and Grounds for the search/encounter
- c. Compliance / errors on the forms, Grounds for the search/encounter, and the quality of the stop search/encounter
- d. Compliance / errors on the forms, Grounds for the search/encounter, The quality of the stop search/encounter, Trends/patterns in the stop search/encounter records
- e. Compliance / errors on the forms, Grounds for the search/encounter, and Trends/ patterns in the stop search/encounter records
- f. Grounds for the search/encounter
- g. Grounds for the search/encounter, and The quality of the stop search/encounter

#### 4. DISPROPORTIONALITY

	a	b	c	d	e	f
FALSE	125	115	105	71	86	76
TRUE	6	16	26	60	45	55
Grand Total	131	131	131	131	131	131

- a. Backlogs of search / encounter data skewing the results
- b. The use of the 2001 census, which does not reflect street population
- c. Higher rates of offending by members of BME communities in Suffolk
- d. Large numbers of Black men come from London to deal drugs in Suffolk
- e. Officers tend to fill out forms only when they encounter BME people
- f. Targeted areas / specific operations

What do you think the impact of stop and search and encounters as a whole is on communities?

	Total	
People are indifferent	85	64.9%
Trust /confidence in the police is increased	26	19.8%
Trust / confidence in the police is reduced	18	13.7%
(blank)	2	1.5%
Grand Total	131	

#### 5. ABOUT YOU (Optional)

Rank	Role	Total
Acting Sergeant	NRT	2
Constable	ANPR	1
	AST	6
	CID	4
	Community Beat Officer	1
	dog handler	1
	dogs	1
	DRUGS/AST	1
	Intelligence	1
	Not stating	1
	NRT	19
	operations	1
	ops	1
	OSG	6
	patrol	1
	PDU	1

	RPU	3
	RPU PC	1
	SNT	28
	support	1
	(blank)	4
Inspector	NRT	2
	SNT	3
	Special	1
PSCO	SNT	17
Sergeant	AST	1
	ATO	1
	NRT	2
	operations	1
	SNT	8
	TRAINING	1
Special Constable	NRT	1
	SNT	3
(blank)	(blank)	5
Grand Total		131

Length_of_Service	Rank	Total
0 _ 2 years	Constable	9
	PSCO	12
	Special Constable	3
2 _ 5 years	Constable	17
	PSCO	4
	Special Constable	1
5 _ 7 years	Constable	17
	Sergeant	1
7 _ 10 years	Acting Sergeant	2
	Constable	8
	Inspector	2
	PSCO	1
	Sergeant	3
10 _ 15 years	Constable	13
	Sergeant	2
15 _ 20 years	Constable	11
	Inspector	1
	Sergeant	5
Over 20 years	Constable	7
	Inspector	3
	Sergeant	3

(blank)	Constable	1
	(blank)	5
Grand Total		131

#### Age

	Total
FALSE	80
TRUE	51
Grand Total	131

#### Gender

	Total	
Female	26	19.8%
Male	98	74.8%
(blank)	7	5.3%
Grand Total	131	

#### Ethnic Group

	Total	
White British_	112	85.5%
Any Other White background (please state)	2	1.5%
White and Black Caribbean	2	1.5%
Any Other Mixed background (please state)	2	1.5%
Black or Black British African	1	0.8%
Any other ethnic background (please state)	3	2.3%
(blank)	9	6.9%
Grand Total	131	

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