

Stop and search

An investigation of the Met's new approach to stop and search and search

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Contents

Foreword	4
Summary	6
1. Introduction	8
2. Ensuring an accurate account of stop and search	14
3. Developing a culture of accountability	18
4. Ensuring rights are enforced	22
5. Developing a learning culture	26
6. Involving young people in change	31
7. Conclusion	35
8. Summary of recommendations	36
9. Appendices	38
Orders and translations	48

Foreword

As a long-time opponent of the Met's extensive use of the stop and search tactic, I was delighted when the new Commissioner, Sir Bernard Hogan-Howe, announced his intention to cut back on the number with his "StopIt" programme. This report seeks to assess the impact of that programme and suggests ways to improve things further still.



Currently, over the course of a year, the Met carries out over 320,000 stop and searches. This means that every hour, at least 35 Londoners are stopped and searched. A further 375,000 people are asked to stop and account for their actions. We have asked whether this is a good use of the police's time and energy.

There is a positive story to tell: the volume of stop and search has reduced by over 40 percent in just two years, and arrest rates have improved; they were consistently around 15 per cent during 2013. Section 60 stops have fallen even further, by over 90 per cent.

But this is only part of the story. The quality of the encounter also matters. When the police get it wrong, it adds to the resentment and mistrust that some communities have of the Met, impacting badly on community relations. This has consequences for every Londoner as it will affect the public's willingness to talk to the police and cooperate with investigations.

The Met's leadership seems to understand why it is so important that they get stop and search right, but this has not reached every officer on the beat. Our investigation, like many before us, found that the rights protecting Londoners are routinely ignored by some officers.

Some young Londoners do believe that the Met recognises their concerns and is committed to change, but they need to know more about the changes the Met is actually making. Londoners also need to have confidence that the police are being properly held to account for their use of these powers. More needs to be done to ensure this is the case, and that role largely falls to the Mayor's Office, which should be systematically sampling the Met's stop and search records to ensure the positive story being told by the police is based on accurate records.

As the Met tries to improve their relationship with the citizens they protect, they must keep improving their stop and searches. Leaders must keep up the pressure and the Mayor should lead the way in setting out the standards that Londoners can expect.

I should like to thank all of our expert witnesses who made such an important contribution to our report, as well as the young people who took part in our research with huge energy and enthusiasm.

A handwritten signature in black ink that reads "Jenny Jones". The signature is written in a cursive, flowing style.

Jenny Jones AM
Baroness Jones of Moulsecoomb

Chair of the Stop and Search Working Group

Summary

The reaction to the inquest into the shooting of Mark Duggan has yet again shone a spotlight on the mistrust between some communities and the Met. Senior officers have spoken about the need to do more to build community confidence and trust, particularly among young black men. Stop and search must be central to this change; it is a powerful symbol of the tension that exists between the Met and many Londoners.

In this report we review the evidence of the change in the Met's strategy for using stop and search. We commend the Commissioner for achieving a step change in reducing the number of stop and searches that the Met carries out and for trying to change its use of powers, particularly the more indiscriminate Section 60 searches. A new approach arrives with each Commissioner but on this occasion the numbers tell us that there has been a significant change in the Met's strategy for stop and search. Our research shows that some young people have noticed this change in practice. They are impressed that the Met is achieving better outcomes from far fewer stop and searches and feel it shows a real effort on the part of the police.

However, quantitative reporting by the Met does not always reflect people's experiences on the streets; the Met does not record car stops or stop and account, for example. Furthermore, we have heard that some police officers are failing to record their use of stop and search – the Met acknowledges that around five per cent of searches may go unrecorded – which casts doubt on what we still believe is genuine progress in reducing the volume of stop and search.

And it is not just about the numbers: the Met must also secure a step change in individual stop and search encounters. Improvements in the quality of stop and search must go hand-in-hand with the reduction in their number. Public perceptions are damaged primarily when encounters are of poor quality. The impressive fall in the number of stop and searches does not necessarily tell us that stop and search is always being carried out legally, fairly and with respect.

Therefore we are concerned that despite damning conclusions from Sir William Macpherson and Lord Scarman, many of the same concerns identified in the 1980s about how some officers use their stop and search powers still exist over thirty years later. More recent criticism from the Communities and Victims Panel led to new impetus from the Met's leadership but is not translated into experiences on the street. Despite scrutiny from the Independent Police Complaints Commission, Her

Majesty's Inspectorate of Constabulary and the Mayor's Office for Policing and Crime (MOPAC), many officers are not being effectively held to account for how they use their powers.

If the Met is to reverse the scepticism caused by decades of misuse, the commitment to address concerns about stop and search must be maintained and strengthened. The primary challenge for the Met is to ensure that the guidance governing how officers use their powers is properly adhered to. Unfortunately some officers continue to ignore the laws that are designed to support policing by consent, to protect public freedoms and ultimately to police the police.

Our report highlights how, for the Met to move on, it is a focus on the quality of the interaction between police officers and the community that matters. The young people we spoke to, who were aged between 15 and 25, want to experience change on the ground with the police carrying out stop and search properly and sticking to the rules. Until individual officers are held to account for the use and abuse of their powers – and accept and welcome this challenge – the public's experience of stop and search will remain a barrier to improvements in public confidence and therefore the effectiveness of the Met. While some parts of the Met have good processes in place to do this, it is not consistent across London.

Our report sets out the case for further changes to secure genuine public confidence in stop and search. We urge the Mayor and Commissioner to recognise the need for greater individual accountability and not be complacent in the face of initially promising figures about the use of stop and search.

Our recommendations seek to:

- Secure public confidence in stop and search data by ensuring full and accurate recording and reporting of stop and search.
- Ensure that the Met uses its powers according to the rules through better oversight of stop and search records.
- Help people to understand their rights to empower them to challenge poor practice.
- Support the Met's efforts to increase the volume of feedback they receive about stop and search.
- Strengthen scrutiny of how the Met uses stop and search by clarifying MOPAC's role in holding the Met to account.
- Improve officers' understanding about why the quality of stop and search matters by formally including young people in stop and search training.

1. Introduction

Key Finding

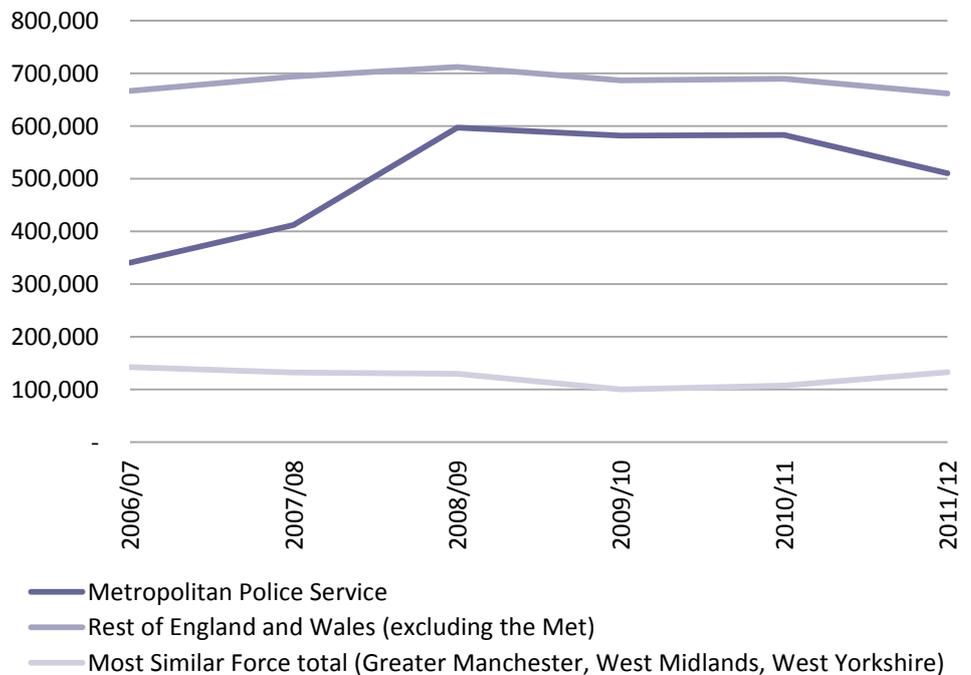
Stop and search has a contentious history and remains a key source of tension between the Met police and some Londoners. Public concerns about how the powers are used need to be tackled if the Met is to achieve the Mayor’s public confidence target.

The Met has acknowledged that change is needed and its “StopIt” campaign is making welcome progress to improve effectiveness. The Committee set out to investigate what impact this is having on Londoners’ experiences of and attitudes to stop and search.

Stop and search powers

- 1.1. Stop and search are wide-ranging powers available to police, which the Met has had as a policing tool since it was established in 1829. In recent years, the Met increased its use of stop and search significantly, despite the figures remaining largely static in the rest of the country. The Met is responsible for a significant proportion of all stop and searches in England and Wales.

Chart 1: Trends in stop and search in England and Wales¹



- 1.2. The police currently have over 20 stop and search powers. They are mainly for weapons, drugs, stolen property or articles intended to damage property. Those made using powers from section 1 of the Police and Criminal Evidence Act 1984 (commonly referred to as PACE searches) are the most common.
- 1.3. Most powers require the police to have 'reasonable suspicion' that the person they are searching has these items in their possession. In some circumstances, senior officers can authorise searches in specific areas for limited periods. These powers have tended to be the most controversial as they do not require reasonable suspicion. The most frequently used power is section 60 of the Criminal Justice and Public Order Act 1994 (commonly referred to as section 60 searches), which are searches designed to tackle serious violence.
- 1.4. More information about the different stop and search powers available to the police is included in Appendix B.
- 1.5. Stop and search remains one of the most hotly debated policing issues in London. In the aftermath of the inquest into the shooting of Mark Duggan, the Met has recognised that it has more to do to build trust in some communities, particularly among young black men,² for whom stop and search continues to be a powerful symbol of resentment against the Met. Tackling concerns about stop and search must be a priority if decades of resentment are to be overcome.
- 1.6. Public concerns about stop and search – be they about real or perceived flaws in its use – affect public perceptions of fairness and ultimately impact on police effectiveness. We have heard that the quality of contact between the police and the public is the most important factor in determining police legitimacy:

*"The key thing is to keep an eye on levels of police legitimacy... Trust and fairness is a critical thing that generates legitimacy and there are different sorts of fairness, like trust in procedural fairness and politeness and respect; trust in effectiveness; trust in fair outcomes. The key driver of legitimacy is procedural fairness, the quality of interaction between police and policed."*³

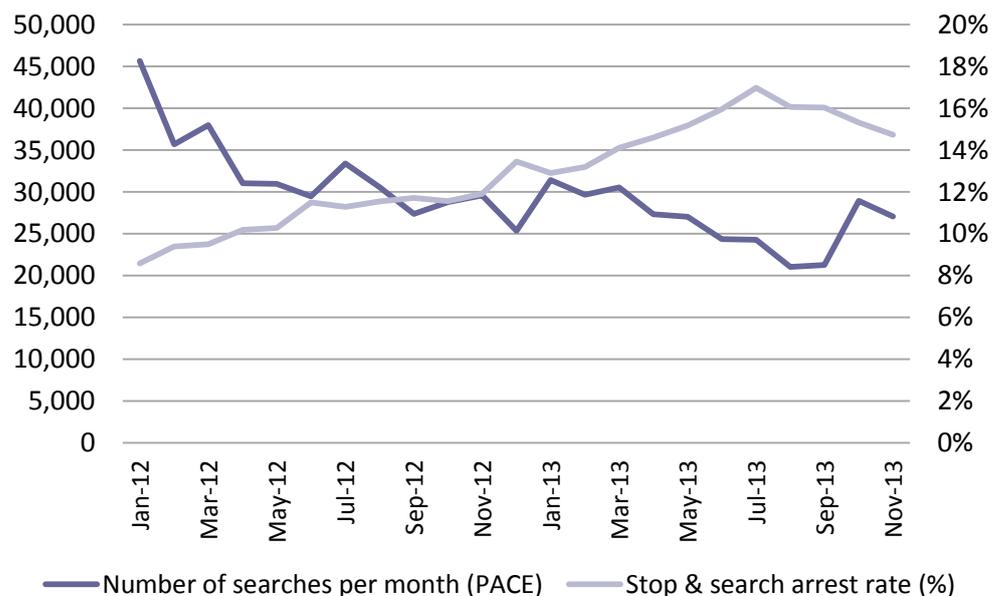
Professor Mike Hough, Birkbeck College, University of London

- 1.7. Poor encounters can adversely affect people's willingness to cooperate with the police⁴ and badly depress public confidence in the police. A fair and legitimate approach is therefore not an optional add on: it is fundamental to the police's ability to do their job.

1.8. The Met has acknowledged that change is needed and introduced a new approach to stop and search, known as “StopIt”. We commend the Met for achieving significant change in the number of stop and searches carried out and for beginning to improve effectiveness. It has succeeded in:⁵

- Reducing the total number of stop and searches from 46,761 in January 2012 (the month “StopIt” began) to 27,159 in November 2013 (the most recent data available at the time of publication). In the 12 months to November 2013, there were approximately 320,000 stop and searches, compared to 546,000 in the year before “StopIt” began, a decrease of 41 per cent.
- Moderating its use of section 60 searches, which do not require reasonable suspicion and are, therefore, some of the most contentious powers. In the year before “StopIt” began, there were on average over 4,000 section 60 searches per month. In the last 12 months, this has decreased to 160 per month – a fall of 96 per cent.
- Improving outcomes by increasing the arrest rate. Fifteen per cent of searches in the year to November 2013 resulted in an arrest, compared to 9 per cent in the year before “StopIt” was introduced.

Chart 2: Change in the Met’s use of stop and search powers since “StopIt” began (January 2012)⁶



Criticisms of stop and search

- 1.9. The disproportionate use of stop and search is seen to conflict directly with the need for police powers to be used fairly and legitimately. For many years, evidence has shown that stop and search is used disproportionately on black, Asian and minority ethnic (BAME) people.⁷ In 2010 the Equality and Human Rights Commission (EHRC) concluded that “the evidence indicates that [stop and search] may be being used in a discriminatory and unlawful manner”.⁸ Young people, too, are searched in higher proportions. In the last year, around 40 per cent of people searched each month were aged 18 to 24. And a handful of searches are carried out on children under the age of 10.⁹ In our focus groups with young people the majority of participants were therefore male, aged 16-20 and of black or Asian ethnic background.

“Having worked around stop and search nationally for the last 10 or 15 years, I was having examples quoted to me from before I joined the police service. This is a long memory of things that we have got wrong and it is not going to go away overnight.”

Craig Mackey,
Deputy Commissioner,
Metropolitan Police

- 1.10. Stop and search could prevent the Met from delivering the Mayor’s key policing promises to Londoners. The Mayor wants the Met to increase public confidence by 20 per cent by 2016 and this is one of the key targets that the Mayor’s Office for Policing and Crime (MOPAC) is monitoring. This is an ambitious target which relies on the Met improving confidence among groups that have historically low levels of confidence in the police.¹⁰ Two groups with entrenched low confidence are young people¹¹ and BAME communities,¹² which are both over-represented in experiencing stop and searches. Therefore tackling their concerns about how they are targeted for stop and search will be central to meeting the Mayor’s target.
- 1.11. It is not just young people and BAME communities that find cause for concern in the Met’s use of stop and search. Critics argue that the low arrest rate – which was historically under 10 per cent¹³ and, despite recent increases, is currently only 15 per cent¹⁴ – mean that it is a waste of police time that could be used more effectively.¹⁵ Stop and search is not always well-targeted to local policing priorities: stop and search is said to be a key tool in tackling youth violence, but over half of all searches are actually made for lesser crimes such as drug possession.¹⁶ Even when stop and search is targeted to violent crime, its effectiveness is questionable: of approximately 40,000 searches made by the Met to tackle serious violence in 2011/12 only 116 (less than 0.3 per cent) led to the discovery of offensive weapons or dangerous instruments.¹⁷
- 1.12. The police argue that arrest rates are not the whole story and that stop and search also “disrupts and deters criminal activity, rather than simply detecting it”.¹⁸ However, a Home Office study estimated that searches reduce the number of disruptable crimes by just 0.2 per cent¹⁹ and other

research found that even after stop and search operations there was no reduction in crime, which would be expected if it had a deterrent effect.²⁰

Stop and search: a contentious history

“When I arrived, one of the things I said I was concerned about was stop and search. I thought we could probably do less and be more effective. I think people would have to acknowledge, we have said we are going to do something and we did something about it.”

Sir Bernard Hogan-Howe,
Commissioner,
Metropolitan Police

- 1.13. These criticisms are part of stop and search’s contentious history. The Home Affairs Select Committee has called it a “central historical flashpoint in relations between black people and the police”²¹ while the Independent Police Complaints Commission (IPCC) said it “is probably the leading cause of tension between young people and the police.”²² Stop and search was found to be a trigger for riots that broke out in English cities in the 1980s and the resulting investigation concluded that the laws governing stop and search were “a mess”.²³ The Macpherson Inquiry, which was established following the murder of Stephen Lawrence, revealed the disproportionate use of stop and search on black and Asian people, contributing to its conclusion that the Met was “institutionally racist”.²⁴ Five years later, the Metropolitan Police Authority’s²⁵ scrutiny of stop and search found that stop and search rates had continued to increase dramatically and that disproportionality was in fact getting worse.²⁶

A new approach by the Met

- 1.14. Some 30 years after an investigation found that stop and search was a factor in the Brixton riots, an investigation of the 2011 August riots found that a key factor was discontent with the police’s use of stop and search.²⁷ The Met responded with a new approach to stop and search. One of the Commissioner’s first priorities when he joined the Met in the aftermath of the August riots²⁸ was to set out “to achieve the highest level of trust and confidence in the police’s use of stop and search as a tactic for keeping our streets safe.”²⁹ The new approach, known as “StopIt”, aims to focus stop and search on tackling serious violence and using the power “in a more intelligence-led and targeted way”.³⁰

- 1.15. A set of targets measure progress to ensure that:³¹

- Stop and search makes better use of intelligence, leading to more successful outcomes.
- Stop and search is used to tackle serious crime, notably youth violence.
- Stop and search is based on evidence with higher thresholds for its use.

- 1.16. Elements of the “StopIt” programme were independently reviewed and commended by the Equality and Human Rights Commission. The programme included new computer-based training, which 10,000 officers had taken part in during the first six months of the “StopIt” programme,³²

with a second phase focusing on behavioural standards to be rolled out in 2014.³³ The Met also focused on making the most of intelligence: the ‘S-bar’ system, for example, gives officers photographs and details of suspects to help focus the use of stop and search where it is justifiable.³⁴ There was also management action in an attempt to secure full and accurate recording.³⁵

The Committee’s investigation

1.17. The Met’s “StopIt” reporting tool suggests there has been some significant changes in performance since the “StopIt” programme was introduced. This progress prompted the Committee’s investigation and the changes continued to be delivered during the period of our investigation.

1.18. The Committee wanted to find out if the changes were having any impact on community perceptions and how the change is being experienced across London. Securing trust and confidence in stop and search was the fundamental driver behind the Met introducing the “StopIt” programme; if it is not leading to improvements in public perceptions, its value could be contested.

1.19. The investigation’s terms of reference were:

- To assess the policing implications of the Met’s new approach to stop and search including examining performance figures.
- To examine whether the new policy is leading to any changes in the quality of stop and search encounters.
- To find out if the new approach is changing perceptions of stop and search.
- To investigate how the police are made accountable for their use of stop and search.

1.20. The work was led by a Working Group of the Committee, which held two public meetings and attended site visits. The Committee also commissioned new research with young Londoners to explore how these changes were impacting on their experiences and attitudes. There is more information about how we conducted this investigation in Appendix A.

1.21. In the rest of this report, we outline those issues which we believe require further attention if the Met is to maintain and build on the progress it has achieved in the last two years. Our findings do not seek to undermine that progress but they do demonstrate that rebuilding relationships will take far more than just dealing with the number of searches.

“If there’s no visible change, then why would people believe it?”

Participant in focus group

2. Ensuring an accurate account of stop and search

Key finding:

Some Met officers are still not accurately recording all stops. This means the public cannot have full confidence in stop and search data. Every stop and search must be recorded: anything less is a failure. The Met must build confidence in its ability to deliver an accurate picture of its use of stop and search.

A fall in the number of stop and search

- 2.1. The Met's performance figures point to an impressive decline in the number of stop and searches it is carrying out.³⁶
- The total number of stops has reduced from 46,761 in January 2012 (the month "StopIt" began) to 27,159 in November 2013. The annual total has reduced by over 40 per cent.
 - The volume of section 60 searches has reduced by over 95 per cent in comparison to the year before "StopIt" began. Section 60 searches are authorised by senior officers for searches in specific areas for limited periods.
 - The number of stop and accounts has also fallen, from an average of 52,700 per month in 2011 to 31,400 in the year to November 2013, a decrease of nearly 40 per cent.
- 2.2. Our research found that it is not just the Met reporting a change in the number of stop and searches. The young people we spoke to were impressed by how the Met has changed its use of stop and search.³⁷ Many of them confirmed that they have seen a drop in the number of searches being carried out:³⁸

"They've gone about it the right way: they've cut down the amount of people that they stop and search, it's not obviously as frequent, and they only do it when they need to do it."

Participant in stop and search focus groups³⁹

Recording stops

- 2.3. We welcome the evidence from our focus groups that some young people have noticed a reduction about the volume of stop and search being carried out. But we are concerned to hear evidence of possible under-recording. Independent studies have historically suggested that the police

may under-record stop and search.⁴⁰ We also heard that some young people believe the police are not accurately recording stops:

“What some of the young people are saying is that the police officers are not filling in slips. When they get a negative stop they do not fill in their slips and when they get a positive stop they do... it is an explanation of why the stops have gone down and why the positive stop rates have gone up.”

Councillor Duwayne Brooks, London Borough of Lewisham and MOPAC’s ‘critical friend’ on stop and search⁴¹

- 2.4. The Met acknowledges that this is an issue, estimating that around five per cent of searches may go unrecorded. This equates to approximately 16,000 stop and searches a year. The Met must address these concerns because they could undermine public confidence in the apparent progress made to reduce the volume of stop and search:

“I’m still quite sceptical, to be honest... I think some of these figures, I don’t quite believe them, really.”

Participant in stop and search focus groups⁴²

Opportunities from technology

- 2.5. Technology may present opportunities to improve recording while at the same time reducing the bureaucratic burden on individual officers. Other forces are experimenting with recording through Airwave radios, voice input and Personal Data Assistants (PDAs) to reduce the use of paper stop and search forms.⁴³ These enable automatic recording for some fields (such as date and time), both improving accuracy and reducing time.

“The presence of the camera appears to change the behaviour of the person being searched and prompts the officer to follow procedure accurately.”

From ‘Stop and Search Powers: Are the police using them effectively and fairly?’ HMIC

- 2.6. The Met already has access to some of these technologies and has spoken recently about the potential of body-worn cameras in building confidence in policing.⁴⁴ We are pleased that the Met is carrying out trials of body-worn cameras,⁴⁵ which may play a part in improving stop and search practices. One effect could be to improve recording rates and the film would also provide useful information for supervising officers. We believe the Met should consider the impact that cameras have on stop and search in its trial and any resulting evaluation. We do, however, realise that the use of body-worn cameras will not solve under-recording in its entirety and in fact presents some new challenges:

“[Cameras would help] only if he has the camera on all day, all the time, which has some serious implications for everybody’s privacy. [If] officers can select when they turn it on, in the same way they

can decide when to record the stop and search or not; that is just a different way of recording it... that is not fool-proof, I do not think."

Molly Mulready-Jones, Stop and Search Legal Project⁴⁶

Reporting stop and search use

- 2.7. The Met provides a reasonably full range of information about stop and search on its website and is among the most transparent forces in the country. Early in our investigation, we were frustrated that the Met was unable to report whether the reason that a person was arrested was the same reason as the original search. This is an important indication of the success and appropriateness of stop and search:⁴⁷ if an individual is arrested for the reason that they were stopped, it indicates that the officer's initial suspicions were more likely to have been reasonable. We are therefore pleased that the Met is now reporting this information as a matter of course in its "StopIt" reporting tool, which is a significant step forward in transparency and accountability.
- 2.8. The reporting tool includes detailed reports on how each borough is using stop and search. This is good practice which ensures that borough commanders are directly accountable. Other teams – such as the Territorial Support Group and the Dog Support Unit – also carry out stop and search. These central teams are bound by the same requirements to record stop and search and we understand these data are used in internal reporting.⁴⁸ We argue it should also be made available to the public. This is particularly important as one of these teams – the Territorial Support Group – has faced particular criticism about its use of stop and search.⁴⁹ We note with interest that the arrest rate data only covers those arrests made by borough teams, making it difficult to understand how effectively other teams are using stop and search.
- 2.9. Perhaps the biggest omission from the Met's reporting is that it does not clearly quantify the scale of car stops. We know that there are three times as many car stops as the number carried out on people on foot.⁵⁰ The Macpherson Inquiry found people "do not perceive any difference between a stop under PACE and one under the Road Traffic Act while driving a vehicle." Yet with no routine approach to recording vehicle stops, this part of people's experience of stop and search is not reflected in the Met's reporting and therefore the Met's quantitative account does not tally with people's experience.
- 2.10. The Met explained that it does not need to record vehicle stops because they are carried out under different legislation. But in other cases the Met exceeds national requirements: when the Home Office relaxed recording requirements in 2011, the Met responded to public concerns

and continued to record stop and account.⁵¹ We commend the Metropolitan Police Authority for listening to Londoners on this issue,⁵² and the Met for leading the way in ensuring public confidence in its recording. This commitment should remain and we urge the Met to go above and beyond minimum requirements by recording and reporting car stops.

Recommendation 1

The Met should work to improve confidence in its recording of stop and search by:

- Including an evaluation of the impact that body-worn cameras could have on stop and search as part of its pilot and reporting back to the Committee after the first year of the trial.
- Including the stop and search performance of all teams (such as the territorial support group) in its monitoring reports from the next monthly report onwards.
- Providing a full explanation on the feasibility of introducing a new approach to recording vehicle stops in line with its approach to recording stop and account.

3. Developing a culture of accountability

Key finding:

Disproportionality is still an issue some 15 years after the Macpherson report. Concerns have been raised that Met officers continue to act on stereotypes, and so may be conducting stop and searches without reasonable grounds for suspicion. The Met must do more to ensure that its powers are being used in accordance with the rules governing their use. MOPAC and the Met need to create a culture in which individual officers are held to account for their use of stop and search and welcome this challenge.

Reasonable suspicion

“We think if stop and search is used properly by the police and implemented as it ought to be under the provisions of the Police and Criminal Evidence Act, then it is a very good tool for fighting crime.”

Cecilia Goodwin, Stop and Search Legal Project

- 3.1. In our investigation, we again heard concerns that stop and search powers are being used inappropriately. This risks undermining its value as a crime-fighting tool. The codes of practice requires that an officer must have reasonable grounds to suspect the individual that they are stopping is in possession of a prohibited item.⁵³ It is also unequivocal that “reasonable suspicion cannot be based on generalisations or stereotypical images of certain groups or categories of people as more likely to be involved in criminal activity”.⁵⁴
- 3.2. However, we heard evidence that there are still too many occasions when the police use stop and search without reasonable grounds for suspicion.⁵⁵ Our research with young people found that they still believe that they are targeted because of their appearance.⁵⁶ Their concerns are backed up by national research: HMIC found that in over a quarter of the records it reviewed nationally, reasonable grounds for suspicion were not recorded.⁵⁷ On this basis, the Met could have carried out over 80,000 stops without reasonable grounds for suspicion in the last year.⁵⁸ Previous studies of police practice have found that the police often act on “hunches”, with stereotypes central to individual decision-making.⁵⁹
- 3.3. The over-representation of BAME communities in stop and search statistics is seen by some critics as evidence that the police indulge in stereotyping.⁶⁰ We heard that it could also be indicative of racial profiling by the Met:

“A police officer may say ‘We stop black people because nine times out of ten they will have drugs’. It is an over-generalisation, it is a

falsehood, it guides decision-making... That anybody who resembles, however loosely, a young black male can be seen as a target for stop and search, means that the trainee doctor, the young lawyer, the teacher, can find themselves – simply because of their skin colour – to be the target of stop and search. This is precisely what the Police and Criminal Evidence Act codes of practice warns against, the use of generalisations, the use of stereotyping.”

Professor Ben Bowling, Kings College London⁶¹

“They just say ‘you’re in a drug infested area and you’ve got a hood on so we’re stopping and searching you.’”

Participant in stop and search focus groups

- 3.4. We therefore welcome the progress that the Met’s changes have made to ensure the powers are being used in a more intelligence-based way. This has included new training on ‘reasonable grounds’.⁶² The Met’s target that 20 per cent of all stop and searches should lead to an arrest⁶³ “will instil in officers the need to use the tactic in situations where there is a high level of suspicion that the search will confirm that suspicion and lead to arrest.”⁶⁴
- 3.5. These approaches are making some headway: the arrest rate reached a peak of 17 per cent in July 2013, roughly double the rate in the year before “StopIt” was introduced, and has averaged nearly 15 per cent over the last year.⁶⁵ While the Met did not set specific targets to tackle disproportionality – believing that this would be tackled were officers using intelligence more effectively⁶⁶ – it has also seen some progress on this. It is difficult to compare disproportionality rates over time⁶⁷ but the Met has spoken of “a considerable improvement”⁶⁸ and the EHRC has identified a discernible downward trend in black/white disproportionality.⁶⁹

Officer accountability

- 3.6. To continue to make progress, the Met must ensure that each officer is held to account for how they use their powers and create a culture in which officers accept and welcome this challenge. In principle, the “StopIt” monitoring mechanism can look at the performance of individual officers: the central stop and search team can break down results to the individual officer level and their supervisors are expected to look at individual performance.⁷⁰ However, we think more could be done to ensure that the current approach holds individual officers adequately to account.
- 3.7. There is evidence that individual accountability is achievable and can resolve problems. The EHRC has found examples of micro-level accountability where senior officers challenged differences in performance and sought explanations. While individual’s explanations tended to focus on unusual circumstances, the existence of this level of

“The solution can be found in precisely what has just been described; that the police understand what constitutes reasonable suspicion, they have very clear processes to follow, that they do follow them and that there is a system for ensuring that is followed and that evidence is analysed.”

Anna Henry,
Equality and Human
Rights Commission

scrutiny demonstrated to officers that these unusual circumstances “would not be convincing if repeated month after month”.⁷¹

- 3.8. Such approaches are being adopted in London. In visits to observe local teams, we saw first-hand some impressive examples of how officers are being held to account by their supervisors.⁷² We also heard how volunteers have been used by the police in Brent to check that stop and searches are being appropriately carried out and recorded:

“We have utilised volunteers who go through and check stop and search records on a regular basis, about 15% of [the stops] we do... They feed that back to the supervisors. It is not doing the role of the supervisor, it is checking, a balance role to assist supervisors to say, “This one has fallen through the gap” and raising those issues for supervisors to take that up with that individual officer.”

Chief Superintendent Matthew Gardner, Metropolitan Police⁷³

- 3.9. Chief Superintendent Gardner also explained Brent’s processes that are used to address performance concerns. We note that individual performance issues are then discussed with officers, with various approaches to “develop them, train them, or ultimately sanction them if things are not going right.”⁷⁴ We suspect that these different options help to build officer understanding, rather than simply resorting to heavy-handed sanctions that could cause resentment.

- 3.10. We welcome these developments: it demonstrates that systematic performance checks are able to identify issues for further investigation. But this approach is reliant on the commitment of senior borough officers and therefore the approach will vary across the Met. The Deputy Commissioner was unable to guarantee that such stringent processes were in place in every borough.⁷⁵ It is interesting to note that Brent’s stop and search arrest rate is among the best in London, averaging 20 per cent in the last year and exceeding that in some months.⁷⁶ We must therefore ask what action is being taken in other boroughs? One borough, for example, has an average arrest rate of 12 per cent and has frequently seen the arrest rate drop below 10 per cent.⁷⁷ It concerns us that these teams continue to waste time on poorly-targeted and ineffective stop and search and we question whether their lead officers are prepared to challenge individual performance.

Oversight by MOPAC

- 3.11. Supervision in itself will not necessarily address poor performance. Professor Ben Bowling told us, “there is a risk that established sergeants and inspectors can reproduce the old practices and be a barrier to

change.” In HMIC’s examination of stop and search records, even those records where reasonable grounds were lacking were approved by a senior officer. It concluded that “police leaders are failing to use stop and search records to monitor whether or not officers are carrying out stops and searches in accordance with the law.”⁷⁸

- 3.12. This is where external scrutiny has a role to play. We would expect MOPAC to take a greater level of interest in whether stop and search is being carried out appropriately by the Met. We would not expect MOPAC’s oversight to replace or duplicate operational supervision. MOPAC recognises that stop and search can undermine public confidence⁷⁹ and that it has a role in challenging the Met “to ensure the use of stop and search is fair and achieves clear positive outcomes”.⁸⁰ The public need to be clear about how MOPAC is challenging the Met and the impact that MOPAC’s oversight is having. The Met, too, needs to be clear about the standards that MOPAC expects and to believe that there will be consequences if it does not meet them.
- 3.13. The MOPAC could continue the work started by HMIC. To test what it was being told, HMIC visited police stations to analyse stop and search data and examined a sample of stop and search records.⁸¹ A similar ‘dip sampling’ approach could be adopted by MOPAC – perhaps with the support of HMIC – to ensure that the story they are told by the Met’s data is based on accurate records.

Recommendation 2

The Met should ensure that each borough has in place a system to review individual officers’ use of stop and search powers. When problems are identified there should be processes in place to ensure individual accountability. The Met should outline how it will work towards this aim in its response to the Committee.

Recommendation 3

In its response to the Committee, MOPAC should set out how it will develop a system for systematic dip sampling of stop and search records, possibly to be commissioned from external experts. The outcomes of this sampling should be published in MOPAC’s annual report.

4. Ensuring rights are enforced

Key finding:

Many officers continue to sidestep the rights of the people they stop and search. To demonstrate its commitment to achieving a change in how stop and search is used, the Met should embrace its role in helping people to understand their rights and build this into its processes.

Safeguards to prevent intrusion

- 4.1. A number of safeguards exist to protect the rights of individuals that are stopped and searched. The PACE codes of practice “sets out to strike the right balance between the powers of the police and the rights and freedoms of the public.”⁸² One of the powers it covers is stop and search. The codes of practice sets out that people that are searched should be told why they are being searched and offered a record of the search or information about how to get a record at a later point if it cannot practicably be provided. The search should be carried out with respect and courtesy, and guidance states that “every reasonable effort must be made to minimise the embarrassment that a person being searched may experience”.⁸³ These safeguards are important as stop and search powers are “some of the most intrusive of those available to the police”.⁸⁴
- 4.2. The scale of this intrusion means that stop and search can have far-reaching consequences. The Commissioner recognised this and told us that, on his appointment, he had even considered removing the power from his officers: “*You have to at least consider the fact that if it is causing more damage than it gives you benefit, why would you continue?*”⁸⁵ Although he went on to conclude it is a necessary police tool, he recognised concerns that some young people feel targeted and harassed by the police:

“There is a group that I particularly worry about. I have never worried too much about repeatedly stopping bad people who are going to hurt people, but I do worry about people who have never been in trouble - and never will be – but we repeatedly stop.”

Commissioner Sir Bernard Hogan-Howe, Metropolitan Police⁸⁶

- 4.3. The Commissioner’s concerns were echoed by the young people we spoke to. They spoke of their anger at repeatedly being stopped, noting that they felt criminalised.⁸⁷ One participant spoke of the impact that frequent stops had on his behaviour:

"I remember just turning 11, starting to get stopped and searched. Even though I come from a really, just broken background - a deprived background - I never really wanted to be a proper hoodlum; I just wanted to get a job. In fact, at one stage I actually wanted to be a policeman. But I got stopped and searched consistently... something clicked: if you want that from me, all right, [I'll be that person]."

Participant in stop and search focus group⁸⁸

Adhering to guidance

"I'm not saying all police officers are disrespectful, but you get the ones, around here you get the ones most of the time who are disrespectful"

Participant in stop and search focus groups

4.4. Unfortunately, the Commissioner's concerns do not appear to be reaching officers on the beat. We think that the extent to which some officers continue to ignore the rules protecting the public shows that they do not recognise the damage that poor stop and search encounters can have. The HMIC's investigation into stop and search found that of people stopped and searched:

- More than a third were not told the reason for the stop and search.
- Half reported that the officer conducting the search did not identify themselves.
- Around 40 per cent did not have a record form filled out in their presence and half were not told of their right to have a form or that one could be collected later.
- Nearly 50 per cent did not feel they were treated with respect during the process.

4.5. Since people do not know their rights, if the police don't actively adhere to guidance it is hard to hold officers to account for how they conduct a search. Even where a person being searched knows their rights, the situation is not always handled effectively by the police officer conducting the search:

"They are told by the police, "What is your name?" that is the first thing, they want their name out of them... This kind of stand-off develops where, "Well, if you want your yellow slip you have to tell me your name" [and a young person says] "Well I do not have to tell you my name." Then you are heading towards a sort of aggro situation between the police and the young person and nobody wants that."

Molly Mulready-Jones, Stop and Search Legal Project⁸⁹

Communicating people's rights

4.6. The Met needs to create a culture in which officers understand, respect and adhere to the codes of practice in every encounter. The Met should

take a more active role in explaining those rights to people who are stopped and searched and provide a clear rationale and purpose for the search. The young people we spoke to felt that communication of their rights during a stop and search would help to ensure police are following the correct procedures.⁹⁰ It would also help to address their suspicions that “a lot of times, the police prey on people not knowing about their rights”.⁹¹ A force-wide commitment to promoting these rights and ensuring that officers use their powers for a clear reason may go some way to creating a culture that does not tolerate those who flout the rules. It also sends a strong message to people who are stopped and searched that their rights will be respected.

“I know my rights because I keep them with my bus pass”
 Young Londoner speaking to the Young Foundation

4.7. There is a role for MOPAC in helping young people to understand their rights. Previously, the Metropolitan Police Authority coordinated work to help people understand their rights, working with and using the expertise of a range of partners including young people and the voluntary sector. The ‘Go Wisely’ project produced a DVD to explore what stop and search is used for and to inform the public of their rights. Cards were given to young people using a ‘Go Wisely’ mnemonic to explain their rights:

- G – Grounds, why the person is suspected to be responsible for an offence
- O – Object of a search, why it is being carried out
- W – Warrant card, which should be shown if an officer is in plain clothes, and shown if asked when wearing uniform
- I – Identity of the officer
- S – Station where they are based
- E – Entitled to a copy of the search record
- L – Legal power being used for the search
- Y – “You are being detained for the purposes of a search”

4.8. This city-wide approach appears to have fallen by the wayside under MOPAC. Some local groups are doing excellent work to educate people. For example, we met lawyers who volunteer with the Stop and Search Legal Project, which does outreach work with young people. We also heard from Peter Olawaye, who chairs Hackney’s Youth Stop and Search monitoring group. The young people in that group have undertaken training about stop and search to help them in holding the Met to account for how officers use their powers in the borough.

4.9. We ask MOPAC to assure itself – and Londoners – that these projects are achieving sufficient coverage across London and reaching the people who need it. We also propose that the Mayor should take a clearer role in explaining what service Londoners can expect. Together with the Met’s

leadership, he must send the message that: “you have rights, you can expect them to be followed and we will act if they are not”.

Recommendation 4

In its response to the Committee, MOPAC should set out how it will work with young people to explore ideas to communicate people’s rights during a stop and search. We expect that by working with existing GLA initiatives such as Talk London or the Peer Outreach Team, MOPAC could commission young Londoners to produce a communication campaign within a year. The resulting campaign should be funded and launched by the Mayor to demonstrate his expectations of the police.

Recommendation 5

The Met should consider how stop and search receipts could be redesigned to help educate people about their rights during a stop and search. This could include:

- Putting the name and address at the end of the form, with a statement on the form that this does not have to be given.
- Including the Go Wisely mnemonic on the reverse of all receipts.

The Met should set out the steps it is considering and indicative timescales in its response to the Committee.

5. Developing a learning culture

Key finding:

The complaints system does not work for stop and search. The Met wants and needs public feedback if it is to improve. MOPAC should support the Met to facilitate public feedback and to create a culture in which complaints are encouraged and learned from.

Understanding stop and search experiences

- 5.1. As we heard in our investigation, there are examples when police officers get it wrong on stop and search by failing to follow the code of conduct. An important part of policing by consent is that the public are able to seek redress through complaints when they believe the police have acted inappropriately. The Met knows that public feedback is important if it is to “find ways to be even better”.⁹²
- 5.2. The Met provides different ways for people to provide information following a stop and search. Since December 2012, a link on the Met’s stop and search internet page allows people to fill in an anonymous questionnaire answering a number of questions relating to the stop and search encounter. In an effort to increase the response rate, it introduced a pilot scheme in Camden and across London by the Territorial Support Group using Quick Response (QR) technology.⁹³ A leaflet containing a QR code was given to every person stopped and searched, which links to a short satisfaction questionnaire. Similarly, the Met explored a “quality call back” approach to make follow up calls to people who had been searched.⁹⁴
- 5.3. Despite investing in new approaches, the Met has struggled to gather feedback on a scale that can be useful. Between December 2012 and August 2013, the online questionnaire received 37 responses: in the same period around 200,000 searches were made. Similarly, the QR leaflet and text-back facility led to only three responses in Camden, and none for the Territorial Support Group. The quality call-back trial was heavily criticised by the Met’s Strategic Committee which felt it amounted to harassment. It has been removed with a view to exploring other options to obtain feedback on quality of the encounter and satisfaction.

“Anything you can do to support and endorse it, I would urge you to do it, because seriously, it is an area we do need feedback on.”

Craig Mackey,
Deputy Commissioner,
Metropolitan Police

An under-used complaints system

- 5.4. We heard that the low response rate may be the result of scepticism and the real fear that many Londoners have about providing feedback on their experience:

“Making a complaint against the police is very difficult... I think there is not a willingness to go forward through the complaints procedure or any trust or faith in the complaints procedure. I do not know if it is for lack of knowledge about it or whether it is just a sense of, ‘We have been treated badly on the street. Really, is this complaints procedure going to put this right now or will it just be a continuation of the same system and will we face some kind of reprisals as a result of going through it?’”

Estelle du Boulay, Director, Newham Monitoring Project⁹⁵

- 5.5. We also heard that the complaints system is not well used. We heard that young people may find the system too confusing: a youth ambassador attending one of our meetings explained that the police should “youth-proof” their complaints process.⁹⁶ We agree that the process can be difficult to navigate and the Met’s website may put people off: even knowing where to look takes four clicks to access a complaints form and it takes the Met over 1,500 words to explain its complaints process.
- 5.6. The IPCC notes that “people who are unhappy with stop and search encounters – in particular, young people and those from black and minority ethnic backgrounds – have the least confidence both in the police and the police complaints system.”⁹⁷ This reflects public concerns that making a complaint can lead to harassment⁹⁸ and is perhaps no surprise given that the majority of race complaints are not handled well by the Met.⁹⁹ All this means that complaints cannot be relied on as an accurate measure of public attitudes, nor can a lack of complaints be seen as an indication of good practice.
- 5.7. We support the view that the opportunity to make complaints through a third party has far greater potential than is currently being realised by the Met:

“Just to reiterate third-party reporting and how essential that is and the role of independent local community organisations in assisting and aiding that.... Careful consideration also needs to be given to encourage third-party reporting and access to that and providing information around that. Also offering different types of resolution: automatically, any stop and search complaint should not be left to local resolution because there could be some tension.”

Neena Samota, StopWatch¹⁰⁰

- 5.8. MOPAC has similarly been advised that more could be done to encourage complaints through an independent party. The Deputy Mayor for Policing and Crime reported that MOPAC is looking at that opportunity.¹⁰¹ We look

forward to hearing more about how these proposals have developed in the near future.

Stop and search community monitoring groups

- 5.9. Stop and search community monitoring groups have the potential to be a key part of securing better accountability for stop and search. These borough-based groups emerged following the findings of the Macpherson Inquiry, which made recommendations following the murder of Stephen Lawrence. They were designed to improve the public scrutiny of policing and particularly sought to improve police accountability on stop and search.
- 5.10. We were told that some stop and search community monitoring groups have been successful in seeking informal resolution of complaints.¹⁰² People would perhaps feel more comfortable providing feedback or making complaints through these groups because of their independence, while at the same time they have a working relationship with the police allowing them to progress concerns. We therefore want to press MOPAC to consider whether these community monitoring groups could help it to implement a new independent process for registering complaints.
- 5.11. The community monitoring groups have faced a period of flux in recent years. A review by MOPAC in 2012 found:
- The community monitoring network – the pan-London forum of community monitoring groups – was not fit for purpose.
 - Local police were often difficult to engage on stop and search and there were inconsistent levels of commitment.
 - The data published by the police could be confusing and not all groups were sufficiently skilled to interpret the statistics.
 - Many groups had difficulty engaging with young Londoners and BAME communities.
- 5.12. Since this review, London’s community monitoring groups are now working with MOPAC – through the pan-London monitoring network – to ensure that every borough has a functioning monitoring group in place. As of October 2013, all boroughs had plans underway, although three were still in development. MOPAC staff have met the Chair and vice-Chair of the pan-London monitoring network frequently since the summer. MOPAC reports a number of improvements from this new relationship:¹⁰³
- A new Terms of Reference has been developed to restate MOPAC’s commitment to the monitoring groups and setting out the support it will provide.

- A new set of mandatory tasks for stop and search leads, set by the Met’s management, which requires them to attend local monitoring group meetings.
- A new training module will be delivered in January 2014 to improve skills in the monitoring groups.

“It amazes me the extent to which members of the public are not actually aware of some of the things that are in place to safeguard them. [At a StopWatch event] only 3 of the 120 people present that day actually knew about the monitoring groups in their local boroughs. They did not know anything about it.”

Neena Samota,
StopWatch

- 5.13. While the community monitoring groups are keen to maintain their independence, MOPAC could do more to use its resources to raise awareness of the monitoring groups. At the moment, some of these groups are not well known in their local area, a fact noted by the Chair of the pan-London monitoring network.¹⁰⁴ We welcome the new vigour with which community monitoring groups are undertaking their role, including their efforts to promote their work. However, the groups are doing so with no resources. MOPAC must deliver on its commitment to assist community monitoring groups in raising their profile.¹⁰⁵
- 5.14. MOPAC should use the Mayor’s unique communication channels to encourage Londoners to make the most of this resource. An area that could be explored is providing information with Zip passes. These allow children between the ages of 11 and 16 to travel for free at any time on buses and trams and gives them child fares on some other services. Many young Londoners will therefore apply for a Zip pass as they reach their teens, which is also the time that stop and search will become more prevalent in their lives.

Recommendation 6:

MOPAC should report back to the Committee in its response about the progress it is making to establish alternative approaches, which are independent of the Met, for gathering feedback on stop and search. The Committee also seeks an update on progress in a year’s time, to review the impact of any new approaches put in place.

Recommendation 7:

MOPAC’s response to the Committee should explain how it intends to increase the profile of stop and search community monitoring groups. In a year’s time, MOPAC should update the Committee on the feasibility of working with the GLA family to increase the profile of the groups. Our suggestions include that MOPAC explore providing contact details for local monitoring group through Transport for London with Zip passes.

Key finding:

We welcome the role that MOPAC has in scrutinising stop and search on a pan-London basis but it currently lacks rigour. MOPAC must be far more proactive in its oversight of the use of stop and search.

- 5.15. The Mayor wants to build public confidence and knows that stop and search is a potential barrier to that. His Police and Crime Plan notes:

“How the police use their powers of stop and search can be a key source of tension between the police and especially black and minority ethnic and young Londoners, and this undermines public confidence. So, in order to be effective, the Met must demonstrate that its use is proportionate and intelligence led. Community confidence will not improve until it is able to demonstrate this.”¹⁰⁶

- 5.16. Despite recognising the huge impact that stop and search has on public confidence, MOPAC has not prioritised it adequately. The Police and Crime Plan commits MOPAC to holding the Commissioner to account for the properly targeted use of the power. Yet we have seen no evidence of MOPAC undertaking systematic oversight of stop and search performance. It has not, for example, been a theme at any MOPAC Challenge, which MOPAC says is the “principal mechanism through which the Mayor and the Deputy Mayor for Policing and Crime holds the Met Commissioner and his top team to account.”¹⁰⁷

- 5.17. We therefore urge MOPAC to find effective ways to evaluate the Met’s performance on stop and search. The Deputy Mayor for Policing and Crime told us that MOPAC commissions reports from each borough monitoring group.¹⁰⁸ It is not clear how MOPAC has used these reports given there has been limited public discussion of stop and search by MOPAC. Such detailed reports could provide additional and more valuable information than the already extensive quantitative borough performance information available on the Met’s website.

Recommendation 8:

In its response to this report, MOPAC should provide the Committee with assurances about how it is holding the Met to account for its use of stop and search. Specifically, this should explain the role of MOPAC Challenge on stop and search and how MOPAC will make use of the insight available from the community monitoring network. In a year’s time, MOPAC should report back on the actions it took in the previous year to deliver against these commitments.

6. Involving young people in change

Key finding:

Young people are impressed by the changes the Met has achieved in its use of stop and search. But the Met's engagement with young people can be ad hoc and depends on the commitment and views of each borough commander.

There should be a force-wide commitment to helping officers understand young people's views on stop and search and in communicating how the Met is changing stop and search to better serve its community. Communication should be part of the "StopIt" approach and the Met's efforts to finally turn the tide on decades of public scepticism.

Bringing together young people and the police

- 6.1. Stop and search is predominantly an issue facing young Londoners. More than 60 per cent of searches are conducted on people under the age of 25. We found that for many young Londoners, their experience of the police is predominantly through stop and search.¹⁰⁹ Across the spectrum of young people we spoke to, stop and search was part of day-to-day life in London.¹¹⁰
- 6.2. The prevalence of stop and search in their lives, and ongoing concerns about the quality of these encounters, damages the relationship between young people and the police. Perhaps unsurprisingly, young people tend to believe the relationship between young people and the police is poor¹¹¹ and have lower confidence in how they will be treated by the police than older people.¹¹² Their perceptions matter; attitudes formed in childhood about the police will exert a lasting impact on adult judgments of the police.¹¹³ They may have good cause for concern. The police have been found to often make the assumption that young people are "up to no good".¹¹⁴
- 6.3. Many community projects have therefore recognised the importance of bringing together young people and the police informally and on a more equal basis than their traditional street encounters. The aim is to build more positive relationships and tackle negative assumptions. Evaluations have shown that these projects bring benefits to both young people and police officers. For example, three-quarters of police officers who took part in the Second Wave programme that we visited reported having a better understanding of the impact of stereotyping; improved confidence when communicating with young people; and stronger relationships with young people as a result of the programme. More of these schemes

"As young people, we know what the police are here for. We know that they are there to protect us, to keep us safe and so forth. We know that there is a level of authority that they have. I already know your authority, I do not need you to assert it even more."

Rosina St James
Youth Ambassador,
Safer London
Foundation

would go some way to tackling the negative perceptions from both sides but we understand that these groups can face difficulty in “accessing” police officers.

Accountability to communities

- 6.4. Many local borough and neighbourhood teams appear to be making progress on youth engagement. Some boroughs actively participate in local programmes for youth engagement and the young people we spoke to were clear that not all experiences with the police were negative, “There’s always good and bad apples”.¹¹⁵ Borough-based officers tend to be more accountable to their local communities:

“Something quite profound happens when you tie people to localities and to specific places. If you go in one day and you antagonise and you wind people up and you create problems and stir up problems, you are going to be there the next day to pick up the consequences of that. That local accountability and having to live with the consequences of your decisions and your actions is a very, very basic and fundamental way in which I think we can get a better quality of policing.”

Professor Mike Hough, Birkbeck University¹¹⁶

- 6.5. Centralised teams, then, perhaps invest less of their time and resources in community engagement.

“We have seen a difference in Lewisham where the community teams are more willing to have a discussion with you, talk about what you have been up to, just a little bit more of a conversation, where a response team or a tasking team, it is just about making arrests. In Lewisham what our young people are saying is that they are happy to engage with police community support officers (PCSOs), for example, local police. However, when we have the Territorial Support Group come in or it is just the response teams that are around doing stop and search, there is an issue, there is a lack of respect, and the communication is not correct.”

Councillor Duwayne Brooks, MOPAC’s critical friend on stop and search¹¹⁷

- 6.6. The Met has missed an opportunity to routinely involve young people in the delivery of its training. We heard concerns that stop and search training has previously not been sufficient, with one witness labelling it a “boring” PowerPoint presentation.¹¹⁸ The Met is attempting to improve the training offer, recognising that it is “fairly shallow” at the moment.¹¹⁹ This includes efforts to improve understanding of ‘reasonable cause’ by basing suspicion on behaviours rather than assumptions.¹²⁰ However,

involving young people in the delivery of this training would help to improve its quality and impact and help new officers to build their confidence in engaging with young Londoners. This may become more important as the number of PCSOs declines¹²¹ and officers are expected to play a greater role in community policing.

Changing attitudes

- 6.7. We found that young people are not wedded to their perceptions about stop and search. When presented with information about how stop and search has changed in London since the introduction of “StopIt”, most of the young people we spoke to were impressed, albeit grudgingly in some cases:

“It shows that the police are really working their backsides off to get better relationships with young people and people in the community. They don't want to be hated, because they've had a lot of hate towards them but now they really want to change that.”

Participant in stop and search focus groups¹²²

- 6.8. Young people have noticed a change in the volume of stop and search being carried out and welcomed this approach. Our research showed, though, that many under-estimated the scale of change.¹²³ And they did not know this was part of a Met-wide policy change. None of the young people we spoke to were aware that a new approach had been formally introduced nor that there were targets to measure performance.¹²⁴

- 6.9. There was consensus that in principle the police should have targets that set out standards and goals to work to. It was striking that most of the young people felt the targets indicated positive intentions on the part of the Met:

“I think step one, it's a good point from their behalf that this is being acknowledged. They're actually openly saying we're going to try to make it more effective, so we're not going to just keep trying to have these unsuccessful, unnecessary stop and searches that are obviously getting us all down and upset with the police.”

Participant in stop and search focus groups¹²⁵

“When we first met, my views of the police were quite hostile and I think the feeling could have been mutual. As our engagement has increased, views have changed. Just getting the police to understand what it is like for a young person to be stopped and searched, and understanding from a police perspective of how it is when they Stop and Search.”

Peter Olawaye,
Hackney Youth Stop
and Search Chair

- 6.10. Communicating the targets alone will not necessarily address people’s concerns or change attitudes: this must go hand-in-hand with improvements in the quality of stop and search encounters on the street, particularly if the scepticism we heard¹²⁶ is to be tackled. However, we have heard that talking about the issues around stop and search can improve relationships¹²⁷ and we agree with the young people we spoke to who felt the changes have the potential to improve perceptions of the police, “I think we would give the police less of a hard time if we actually know that they're trying not to give us a hard time”.¹²⁸

Recommendation 9:

As the Met rolls out new training on stop and search, it should include a module with young people. This should enable discussion of the emotional and psychological impact of stop and search. It should also highlight the consequential impact this has on police effectiveness. The Met should set out how it is involving young people in training in its response to the Committee.

Recommendation 10:

The Met should work with local community monitoring groups to explain how the police are changing how they use stop and search in each community. This should communicate the successes in improving outcomes and focusing on the crimes that matter to communities. MOPAC should oversee these activities to report back to the Committee about the actions taken in each borough in a year’s time.

7. Conclusion

7.1. The Met is at another crossroad in its relationship with some Londoners. Recent events show that for some parts of the community, distrust with the police is entrenched. Turning the tide will be challenging and the Mayor's public confidence target will remain out of reach unless the Met retains and strengthens its focus on stop and search.

7.2. Despite the progress that has been achieved by the Met in more recent years, the spirit of previous investigations – most notably that carried out by the Metropolitan Police Authority a decade ago - is echoed in our report. It is interesting that the final comment in the MPA's report, from Sir Ian Blair, then Deputy Commissioner, is as applicable today as it was ten years ago:

*"The Metropolitan Police needs to continue to improve the stop and search processes. We need to get into this quality of encounter. We need to get into the management information. We need to deal with issues of community engagement...If we go forward with the community, explaining to the community what we are doing then we could win."*¹²⁹

7.3. We agree that the Met could succeed in its efforts to tackle community concerns. It has already succeeded in making changes that previous efforts have failed to achieve. Our research shows that young people are impressed by what the Met has done and that scepticism about stop and search is not insurmountable. However, we have shown that the Met has more to do to build confidence in how officers use their powers, and to demonstrate that officers adhere to the guidance that protects Londoners. MOPAC is not yet playing a full role in overseeing the Met's use of stop and search and must demonstrate better leadership to drive up standards.

7.4. Our recommendations acknowledge how far the Met has come thanks to the "StopIt" programme, but seek to ensure it continues this commitment for the foreseeable future. At a time when the Met is yet again looking at how it can build community trust and confidence, these recommendations have an important role to play.

8. Summary of recommendations

Our report has set out recommendations to the Met and MOPAC about how they can help to improve stop and search across London. We request a response from both within three months of our report being published.

To the Met:

Chapter 2: Ensuring an accurate account of stop and search

Recommendation 1:

The Met should work to improve confidence in its recording of stop and search by:

- Including an evaluation of the impact that body-worn cameras could have on stop and search as part of its pilot and reporting back to the Committee after the first year of the trial.
- Including the stop and search performance of all teams (such as the territorial support group) in its monitoring reports from the next monthly report onwards.
- Providing a full explanation on the feasibility of introducing a new approach to recording vehicle stops in line with its approach to recording stop and account.

Chapter 3: Developing a culture of accountability

Recommendation 2:

The Met should ensure that each borough has in place a system to review individual officers' use of stop and search powers. When problems are identified there should be processes in place to ensure individual accountability. The Met should outline how it will work towards this aim in its response to the Committee.

Chapter 4: Ensuring rights are enforced

Recommendation 5:

The Met should consider how stop and search receipts could be redesigned to help to educate people about their rights during a stop and search. This could include:

- Putting the name and address at the end of the form, with a statement on the form that this does not have to be given.
- Including the Go Wisely mnemonic on the reverse of all receipts.

The Met should set out the steps it is considering and indicative timescales in its response to the Committee.

Chapter 6: Involving young people in change

Recommendation 9:

As the Met rolls out new training on stop and search, it should include a module with young people. This should enable discussion of the emotional and psychological impact of stop and search. It should also highlight the consequential impact this has on police effectiveness. The Met should set out how it is involving young people in training in its response to the Committee.

To MOPAC:

Chapter 3: Developing a culture of accountability

Recommendation 3:

In its response to the Committee, MOPAC should set out how it will develop a system for systematic dip sampling of stop and search records, possibly to be commissioned from external experts. The outcomes of this sampling should be published in MOPAC's annual report.

Chapter 4: Ensuring rights are enforced

Recommendation 4:

In its response to the Committee, MOPAC should set out how it will work with young people to explore ideas to communicate people's rights during a stop and search. We expect that by working with existing GLA initiatives such as Talk London or the Peer Outreach Team, MOPAC could commission young Londoners to produce a communication campaign within a year. The resulting campaign should be funded and launched by the Mayor to demonstrate his expectations of the police.

Chapter 5: Developing a learning culture

Recommendation 6:

MOPAC should report back to the Committee in its response about the progress it is making to establish alternative approaches, which are independent of the Met, for gathering feedback on stop and search. The Committee also seeks an update on progress in a year's time, to review the impact of any new approaches put in place.

Recommendation 7:

MOPAC's response to the Committee should explain how it intends to increase the profile of stop and search community monitoring groups. In a year's time, MOPAC should update the Committee on the feasibility working with the GLA family to increase the profile of the groups. Our suggestions include that MOPAC explore providing contact details for local monitoring group through TfL with Zip passes

Recommendation 8:

In its response to this report, MOPAC should provide the Committee with assurances about how it is holding the Met to account for its use of stop and search. Specifically, this should explain the role of MOPAC Challenge on stop and search and how MOPAC will make use of the insight available from the community monitoring network. In a year's time, MOPAC should report back on the actions it took in the previous year to deliver against these commitments.

Chapter 6: Involving young people in change

Recommendation 10:

The Met should work with local community monitoring groups to explain how the police are changing how they use stop and search in each community. This should communicate the successes in improving outcomes and focusing on the crimes that matter to communities. MOPAC should oversee these activities to report back to the Committee about the actions taken in each borough in a year's time.

9. Appendices

A. How we conducted this investigation

The Police and Crime Committee agreed in June 2013 to investigate the Met's use of stop and search and the impact of the Met's commitments to change its use of stop and search. The investigation's terms of reference were:

- To assess the policing implications of the Met's new approach to stop and search including examining performance figures.
- To examine whether the new policy is leading to any changes in the quality of stop and search encounters.
- To find out if the new approach is changing perceptions of stop and search.
- To investigate how the police are made accountable for their use of stop and search.

Research with young people

The Committee commissioned research from OPM to inform its investigation. This research provided examples of the impact the new approach is having on community perceptions and explored the potential of the new approach to improve them in future. OPM was commissioned to answer the following research questions:

- How does stop and search affect young people's relationships with, and attitudes to, the police?
- What is the awareness of the Met policy among young people and is there confidence that the targets will make a difference?
- Have young people noticed any changes in the quantity, type or quality of stop and search since the new policy was introduced?
- Does performance information about how stop and search has changed have the potential to affect young people's views?

The findings have informed this report and are referred to throughout. The full research report can be accessed on the investigations webpages.¹³⁰

Working Group

The Committee agreed to establish a Stop and Search Working Group to gather evidence on its behalf. The Working Group reported its findings to the Police and Crime Committee to inform this report. It held a number of public evidence sessions with experts and people affected by stop and search.

In July, the working group sought the perspective of the Met on the impact of the “StopIt” programme along with MOPAC’s ‘critical friend’ on stop and search. The guests were:

- Superintendent Andy Morgan, Metropolitan Police (a lead officer on stop and search)
- Chief Superintendent Matthew Gardner, Metropolitan Police Borough Commander for Brent
- Councillor Duwayne Brooks, MOPAC’s ‘critical friend’ on stop and search

The Working Group also explored how some local organisations have sought to address tensions between young people and the police. The guests were:

- Deji Adeoshun, Youth Programmes Project Officer, Hackney CVS
- Peter Olawaye, Hackney Youth Stop and Search Chair
- Kate Smith, Senior Programmes Manager, Safer London Foundation
- Rosina St James, Youth Ambassador, Safer London Foundation

In September, the Working Group met with community organisations that have challenged how stop and search is used:

- Neena Samota, StopWatch
- Estelle Du Boulay, Director, Newham Monitoring Project
- Cecilia Goodwin, Stop and Search Legal Project
- Molly Mulready-Jones, Stop and Search Legal Project

Finally, the Working Group met experts who had carried out research on stop and search. They spoke to:

- Anna Henry, Director of Human Rights and Respect Programme, the Equality and Human Rights Commission
- Professor Ben Bowling, professor of criminology and criminal justice, King's College

Site visits

Members were able to go out on patrol with local policing teams to see how they use stop and search powers and the processes officers use before deciding to carry out a stop and search. Jenny Jones and Jennette Arnold went on patrol with police officers in Hackney on 28 August 2013 and 19 September 2013 respectively.

Jenny Jones visited a local project called Second Wave, which is based in Deptford in South East London. Second Wave is a venue and a meeting place for young people and an arts centre offering drama and arts-based

initiatives for local young people aged 12-24 years. It runs a 'critical encounters' programme to bring police officers and young people together on an equal basis. The workshops are led by young volunteers and attended by local police officers. They seek to challenge assumptions and build positive relationships.

B. Stop and search powers

The police have a range of powers that allow them to stop and search individuals in public places. The Met has had general stop and search powers since the early 1800s and the police currently have access to over 20 stop and search powers. The main powers to stop and search available to the police are for weapons, drugs and stolen property or articles intended to damage property:

- Firearms Act 1968, section 47: searches for firearms.
- Misuse of Drugs Act 1971, section 23: searches for controlled drugs.
- Police and Criminal Evidence Act 1984 (PACE), section 1: searches for stolen goods, offensive weapons or articles intended for destroying or damaging property.
- Terrorism Act 2000, section 43: searches for anything which may constitute evidence that the person is a terrorist.

Most powers require the police to have 'reasonable suspicion' that the person they are searching has these items in their possession. In some circumstances, senior officers can authorise searches in specific areas for limited periods that do not require reasonable suspicion:

- Criminal Justice and Public Order Act 1994, section 60: searches for weapons within a locality authorised for a period of 24 hours.
- Terrorism Act 2000, section 47a: Searches for evidence of terrorism within a locality because there is a reasonable suspicion that an act of terrorism will take place (approved by the Home Secretary).

The police also have a power to require people to 'stop and account'. This allows officers to stop an individual and request that they 'account' for themselves, including questions of where they have been or what they are doing.

C. Further information

- 1 Includes all stops excluding those made under the Terrorism Act 2000
- 2 Met Police chief Sir Bernard Hogan-Howe: we must gain the trust of black Londoners after Mark Duggan shooting, *Evening Standard*, 8 January 2014
- 3 Speaking at the Police and Crime Committee on 17 January 2013
- 4 Policing and Crime Reduction: The evidence and its implications for practice, The Police Foundation, (June 2013)
- 5 All information taken from Stop and Search monitoring mechanisms, MPS and MOPAC. Up-to-date data can be accessed at: www.met.police.uk/foi/units/stop_and_search.htm
- 6 The chart shows all searches carried excluding section 60, as the Met does not include the arrest rate for S60 searches in its arrest rate reporting. All information taken from Stop and Search monitoring mechanisms, MPS and MOPAC. Up-to-date data can be accessed at: www.met.police.uk/foi/units/stop_and_search.htm
- 7 Disproportionality is the term used to explain the difference in the number of searches made on different groups. It is calculated from stop and search data and population estimates. For example, the black-white disproportionality ratio is defined as: the black stop and search rate per 1,000 divided by the white stop and search rate per 1,000. The disproportionality ratio depends on the relative number of black and white stops and searches as well as on the relative sizes of the white and black populations.
- 8 Stop and think: a critical review of the use of stop and search powers in England and Wales, Equality and Human Rights Commission (2010)
- 9 Use of stop and search powers on children, Anderson, in *Children and Young People Now*, 9-15 March 2010
- 10 *Police and Crime Committee response to the draft Police and Crime Plan for 2013-2017*, London Assembly (March 2013)
- 11 In the British Crime Survey, the police were less likely to be favourably rated by those aged 16-24. 70 per cent reported overall confidence in the police, compared to an average of 76 per cent and a peak of 84 per cent in people aged over 75. Taken from *Focus on: Public perceptions of policing, findings from the 2011/12 Crime Survey for England and Wales*, Office for National Statistics (2012)
- 12 According to the 2011/12 Crime Survey for England and Wales, people of Black Caribbean or African descent report the lowest confidence in the police of any ethnic group at 65 per cent, compared to 75 per cent for white people. Crime Survey for England and Wales 2011/12, Office for National Statistics. The *Commissioner's Annual Report 2011/12* also reports a satisfaction gap between BME people (73.5 per cent) and white people (77.5 per cent).
- 13 Taken from figures reported to the Home Office, available at: www.gov.uk/government/publications/police-powers-and-procedures-in-england-and-wales-201112
- 14 Taken from Stop and Search monitoring mechanism (page 11), MPS and MOPAC, November 2013. Up-to-date data can be accessed at: www.met.police.uk/foi/units/stop_and_search.htm
- 15 See discussion at Stop and Search Working Group, 4 September 2013. Various researchers have also written about this debate. See, for example: Regulating stop and search: a challenge for police and community relations in England and Wales, Delsol and Shiner in *Critical Criminology*, 14 (2006) and Fair and effective policing methods: towards 'good enough' policing, Bowling, in *Journal of Scandinavian Studies in Criminology and Crime Prevention* (January 2007).
- 16 Stop and search powers: are the police using them effectively and fairly? HMIC (2013)
- 17 Refers to section 60 searches in 2011/12. Section 60 searches are specifically seeking offensive weapons or dangerous instruments and are authorised on the basis of a

reasonable belief that incidents involving serious violence may take place or that people are carrying dangerous instruments or offensive weapons in the area without good reason. Data taken from figures reported to the Home Office, available at: www.gov.uk/government/publications/police-powers-and-procedures-in-england-and-wales-201112

¹⁸ *The Briefing: stop and search*, The Police Foundation (March 2012)

¹⁹ Cited in *Police Stop and Search Powers Standard Note SN/HA/3878*, House of Commons Library (May 2012)

²⁰ Penzer, cited in *Police Stop and Search Powers Standard Note SN/HA/3878*, House of Commons Library (May 2012)

²¹ Young black people and the criminal justice system, Home Affairs Select Committee, May 2007

²² IPCC submission to the Police and Crime Committee, dated 13 September 2013

²³ *The Brixton Disorders 10-12 April 1981*, Report of Inquiry by the Rt Hon The Lord Scarman O.B.E, Home Office (November 1981)

²⁴ *The Stephen Lawrence Inquiry: Report of an inquiry by Sir William McPherson of Cluny* (February 1999)

²⁵ The Metropolitan Police Authority (MPA) was responsible for scrutinising the work of the Metropolitan Police between 2000 and 2012. It was a membership body made up of Members from the London Assembly and a number of independent members who were largely recruited through an open recruitment campaign. In 2012, the Mayor took responsibility for setting the strategic direction for the Metropolitan Police and ensuring its accountability.

²⁶ Findings from *Report of the MPA scrutiny on Met stop and search practice*, Metropolitan Police Authority (2004)

²⁷ Reading the Riots: 'Humiliating' stop and search a key factor in anger towards police, *The Guardian* (6 December 2011)

²⁸ The Commissioner talked about the possibility of making changes to how stop and search powers are used at his first appearance before the Metropolitan Police Authority.

²⁹ Taken from the Met's Stop and Search webpages (accessed 23 April 2013): <http://content.met.police.uk/Site/stopandsearch>.

³⁰ Commissioner Sir Bernard Hogan-Howe, speaking at the Metropolitan Police Authority, 12 January 2012

³¹ When the "StopIt" programme began the targets were:

- A 50% reduction in 'section 60' authorisations
- A 20% 'positive outcome' rate (arrest or cannabis warning/ penalty notice)
- A 20% of all searches to be for weapons
- A 50% reduction in the number of "failed searches" for drugs

Since July 2013, the Met reporting mechanism has reported against:

- Arrest rate, with a target for 20%
- Key crime (excluding weapon) searches with a target that 40% of all search activity focuses on burglary and criminal damage
- Proportion weapons searches, with a target that 20% of all searches being for weapons

³² *Stop and think again: towards race equality in the police PACE stop and search*, Equality and Human Rights Commission (May 2013)

³³ Commissioner Sir Bernard Hogan-Howe speaking at the Police and Crime Committee, 24 October 2013

³⁴ *Stop and think again: towards race equality in the police PACE stop and search*, Equality and Human Rights Commission (May 2013)

³⁵ *Stop and think again: towards race equality in the police PACE stop and search*, Equality and Human Rights Commission (May 2013)

³⁶ All information taken from Stop and Search monitoring mechanisms, MPS and MOPAC. Up-to-date data can be accessed at: www.met.police.uk/foi/units/stop_and_search.htm

³⁷ *Research into young Londoners' experiences and perception of stop and search*, OPM (commissioned by the London Assembly Police and Crime Committee) October 2013: "Most were impressed by the figures, either openly or grudgingly. Some felt the data showed really effort on the part of the police and were happy to acknowledge that they were impressed by the figures."

³⁸ "The most widely reported change across all groups was the sense of a reduction in the overall number of stop and searches." Taken from *Research into young Londoners' experiences and perception of stop and search*, OPM (commissioned by the London Assembly Police and Crime Committee) October 2013. More information about the research can be found in the research report, published alongside this report.

³⁹ Participant in OPM focus group on stop and search.

⁴⁰ See, for example: *Upping the PACE?* Police Research Paper 28, Bland et al, Home Office (2000) and *Stop and search powers: are the police using them effectively and fairly?* HMIC, 2013

⁴¹ Speaking at the Stop and Search Working Group, 4 July 2103

⁴² Participant in OPM focus group on stop and search.

⁴³ *The Briefing: stop and search*, The Police Foundation (March 2012)

⁴⁴ Met police hope personal cameras can restore trust after Mark Duggan killing, *The Guardian*, 9 January 2014

⁴⁵ See comments by Mayor at Mayor's Question Time, ref question 2013/3558 (Oral)

⁴⁶ Speaking at the Stop and Search Working Group, 4 September 2013

⁴⁷ HMIC noted that the police are not required to record whether anything was found or, if an arrest is made. However, it concluded "that this information would be useful in assessing how effectively the power is used." *Stop and search powers: are the police using them effectively and fairly?* HMIC, 2013

⁴⁸ Superintendent Andy Morgan told the Committee that all teams, including those not based in boroughs (such as the Territorial Support Group, dogs, mounted) get the same level of monitoring data and attend the Senior Leadership Team performance meetings. See discussion at Stop and Search Working Group, 11 July 2013

⁴⁹ See, for example, experiences reported by Councillor Duwayne Brooks at the Stop and Search Working Group, 11 July 2013: "In Lewisham what our young people are saying is that they are happy to engage with PCSOs, for example, local police. However, when we have the Territorial Support Group come in or it is just the response teams that are around doing stop and search, there is an issue, there is a lack of respect, and the communication is not correct."

⁵⁰ It was estimated that there are 8.5 million car stops each year in England and Wales, compared to 2.6 million 'foot stops': Reviewing the evidence on stop and search, Bowling and Phillips, in *The Modern Law Review* vol 70 No 6 (2007)

⁵¹ In March 2011, police forces were given the discretion to choose whether or not to record 'stop and account'. The Metropolitan Police Authority required the Met to continue to record stop and account in recognition of ongoing concerns about disproportionality in London and to this day report the scale of stop and account as part of the overall picture of how stop and search is used in London.

⁵² When the Home Office announced the removal of the requirement to record stop and account, the Metropolitan Police Authority consulted Londoners to examine whether the requirement should remain in London.

⁵³ Including, but not limited to, Section 1 of the Police and Criminal Evidence Act, under which the majority of searches are carried out.

⁵⁴ *Police and Criminal Evidence Act 1984 Code A: Codes of practice for the exercise by: police officers of statutory powers of stop and search police officers and police staff of requirements to record public encounters*: Home Office (2010)

55 See comments by guests at the Stop and Search Working Group, 4 September 2013
56 *Research into young Londoners' experiences and perception of stop and search*, OPM
(commissioned by the London Assembly Police and Crime Committee) October 2013:
The young people involved in our focus groups "perceived that young people are often
stopped because of their appearance rather than based on specific intelligence" and
"talk more about the signifiers of dress and attitude in the likelihood of being stopped
and searched". Similar concerns were raised in other research with young people, such
as *Let's talk about stop and search*, Young Foundation (March 2013)
Other research with young people has found similar concerns. See, for example, London
Riots: searching for a stop, Singer in *Policing* Vol. 7 No.1 (October 2012)
57 Stop and search powers: are the police using them effectively and fairly? HMIC, 2013
58 Based on there being approximately 320,000 searches in the 12 months to November
2013
59 The formation of suspicions: police stop and search practices, Quinton, *Policing &
Society* vol. 21 no. 4 (Dec 2011)
60 Professor Ben Bowling told the Stop and Search Working Group on 4 September 2013:
"When you look at the statistical evidence on disproportionality and you combine that
with the research evidence on the police use of stereotyping ... the overall pattern of
disproportionality in stop and search is an indication of discrimination in police practice."
61 Speaking at the Stop and Search Working Group, 4 September 2013
62 The Met's "StopIt" programme has included changes to training to focus on the issue of
reasonable suspicion. See discussion by the Commissioner at Police and Crime
Committee, 24 October 2013.
63 Letter from Supt Andy Morgan (dated 8 August 2013) to Jenny Jones AM, Chair of the
Stop and Search Working Group
64 Letter from Supt Andy Morgan (dated 8 August 2013) to Jenny Jones AM, Chair of the
Stop and Search Working Group
65 Arrests rates from January to December 2011 fluctuated between 7.7 per cent and 9.8
per cent. Both sets of figures taken from Met Stop and Search monitoring mechanism,
MPS and MOPAC (December 2011 and November 2013).
66 Commander Tony Eastaugh said: "We know that young black and minority ethnic males
aged 16-24 are over-represented as victims and suspects. If we get this right, using the
right intelligence, we should see a positive outcome around disproportionality."
Metropolitan police to scale back stop and search operation, *The Guardian*, 12 January
2012
67 Until recently the Met's disproportionality figures were calculated using the 2001
Census. The Met is now using 2011 Census population estimates, which have increased
population figures for BAME. While this means the current figures are likely to be more
accurate, it is difficult to conclude that there has been a reduction in disproportionality
in recent years which were based on outdated population figures.
68 Letter from Superintendent Andy Morgan (dated 18 June 2013) to Joanne McCartney,
Chair of the Police and Crime Committee
69 *Stop and think again: towards race equality in the police PACE stop and search*, Equality
and Human Rights Commission (2013)
70 Superintendent Andy Morgan speaking at the Stop and Search Working Group, 11 July
2013
71 *Stop and think again: towards race equality in the police PACE stop and search*, Equality
and Human Rights Commission (2013)
72 Jennette Arnold AM, told the Police and Crime Committee on 24 October 2013: "I did
see some good practice when I went out on patrol in my constituency, that was the
sergeant was regularly, in terms of accountability... looking for trends to see whether it
was a particular officer, if it was a particular locality."
73 Speaking at the Stop and Search Working Group, 11 July 2013

74 Chief Superintendent Matthew Gardner speaking at the Stop and Search Working Group, 11 July 2013

75 Speaking at the Police and Crime Committee on 24 October 2013, Deputy Commissioner Craig Mackey said: “Can I guarantee you now that every sergeant does that? No, I cannot, but part of the work we are doing is around that supervision piece.”

76 Taken from Stop and Search monitoring mechanism, MPS and MOPAC, December 2013. Up-to-date data can be accessed at: www.met.police.uk/foi/units/stop_and_search.htm

77 Taken from Stop and Search monitoring mechanism, MPS and MOPAC, December 2013. Up-to-date data can be accessed at: www.met.police.uk/foi/units/stop_and_search.htm

78 *Stop and search powers: are the police using them effectively and fairly?* HMIC (2013)

79 *Police and Crime Plan 2013-2016*, MOPAC (March 2013)

80 Taken from the MOPAC website (accessed 17 December 2013):
<http://www.london.gov.uk/priorities/policing-crime/mission-priorities/stop-and-search>

81 *Stop and search powers: are the police using them effectively and fairly?* HMIC (2013)

82 Police and Criminal Evidence Act 1984 webpages: www.gov.uk/police-and-criminal-evidence-act-1984-pce-codes-of-practice

83 *Police and Criminal Evidence Act 1984 Code A: Codes of practice for the exercise by: police officers of statutory powers of stop and search police officers and police staff of requirements to record public encounters*: Home Office (2010)

84 *Stop and search powers: are the police using them effectively and fairly?* HMIC (2013)

85 Speaking at the Police and Crime Committee, 24 October 2013

86 Speaking at the Police and Crime Committee, 24 October 2013

87 *Research into young Londoners’ experiences and perception of stop and search*, OPM (commissioned by the London Assembly Police and Crime Committee) October 2013: “Other aspects of how the search is carried out can also have an impact on perceptions of the power and police... Young people not only described a sense of unfairness (and anger) when frequently stopped without a ‘successful outcome’, but also analysed the psychological impact of feeling victimised or stigmatised. Several participants described how the process (both in terms of being targeted and the way the search was carried out) made them feel like a criminal”.

88 Participant in OPM focus group on stop and search.

89 Speaking at the Stop and Search Working Group, 4 September 2013

90 *Research into young Londoners’ experiences and perception of stop and search*, OPM (commissioned by the London Assembly Police and Crime Committee) October 2013

91 Participant in OPM focus group on stop and search.

92 Taken from the Met’s complaints webpages (accessed 17 December 2013):
<http://content.met.police.uk/Site/complaints>

93 Quick response is a printed code similar in appearance to a bar-code. They can be read using smartphones and link directly to media, often websites, but also emails, texts and phone numbers

94 Letter from Supt Andy Morgan (dated 8 August 2013) to Jenny Jones AM, Chair of the Stop and Search Working Group

95 Speaking at the Stop and Search Working Group, 4 September 2013

96 Rosina St James, a Youth Ambassador for the Safer London Foundation told the Stop and Search Working Group on 11 July 2013: “We found that young people do not even know the process of how to complain as being one of the major issues. If this was communicated more effectively, was actually introduced and spoken to young people, “You can complain and this is how you complain”. Rather than giving the wordy document it is more of a youth-proof document in which young people could physically have and know how to complain if they have been mistreated.”

97 Policy statement on stop and search, Independent Police Complaints Commission (accessed 17 December 2013):

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- http://www.ipcc.gov.uk/sites/default/files/Documents/guidelines_reports/stop_and_search_policy_position.pdf
- ⁹⁸ The Independent Police Complaints Commission submission to the Police and Crime Committee said that: "In our 2011 public confidence survey 40% of BME respondents and 26% of young people aged 16-24 were worried about being harassed by the police if they made a complaint."
- ⁹⁹ *Report on Metropolitan Police Service's handling of complaints alleging race discrimination*, IPCC (July 2013)
- ¹⁰⁰ Speaking at the Stop and Search Working Group, 4 September 2013
- ¹⁰¹ The Deputy Mayor for Policing and Crime, Stephen Greenhalgh, said at the Police and Crime Committee on 24 October 2013: "We are looking at an opportunity for the public and people who are worried about stop and search to report that. That is something following on from the person that is helping to invigorate those groups. That is Councillor Duwayne Brooks.... His suggestion is we need a way to be able to register complaints."
- ¹⁰² Meeting between Jenny Jones AM, Chair of the Stop and Search Working Group, and Christine Matthews, Chair of pan-London stop and search monitoring network (8 October 2013)
- ¹⁰³ Letter from Deputy Mayor for Policing and Crime, Stephen Greenhalgh (date 11 December 2013) to Jenny Jones, Chair of the Stop and Search Working Group
- ¹⁰⁴ Meeting between Jenny Jones AM, Chair of the Stop and Search Working Group, and Christine Matthews, Chair of pan-London stop and search monitoring network (8 October 2013)
- ¹⁰⁵ Letter from Deputy Mayor for Policing and Crime, Stephen Greenhalgh (date 11 December 2013) to Jenny Jones, Chair of the Stop and Search Working Group
- ¹⁰⁶ Police and Crime Plan 2013-2016, MOPAC (March 2013)
- ¹⁰⁷ Taken from MOPAC's website, accessed 23 December 2013:
<http://www.london.gov.uk/priorities/policing-crime/how-we-work/mopac-challenge>
An update on the "StopIt" programme was provided at the MOPAC Challenge in January 2013, but this formed part of a quarterly performance update rather than part of a systematic inquiry about stop and search performance.
- ¹⁰⁸ Speaking at the Police and Crime Committee, 24 October 2013
- ¹⁰⁹ *Research into young Londoners' experiences and perception of stop and search*, OPM (commissioned by the London Assembly Police and Crime Committee) October 2013.
- ¹¹⁰ *Research into young Londoners' experiences and perception of stop and search*, OPM (commissioned by the London Assembly Police and Crime Committee) October 2013.
- ¹¹¹ Young People want radical change in police relations, Safer London Foundation press release, 18 September 2012
- ¹¹² The Crime Survey for England and Wales 2011/12 found that: eighty per cent of 16 to 24 year olds felt the police would treat them with respect, compared to an average of 85 per cent across all ages. A lower than average proportion of young people agreed that the police would treat them fairly (63 per cent, compared to an average of 67 per cent across all ages). Only 55 per cent of children aged 10-15 felt that police treat young people the same as adults. All information taken from *Focus on: Public perceptions of policing, findings from the 2011/12 Crime Survey for England and Wales*, Office for National Statistics, 2012
- ¹¹³ Building police-youth relationships: the importance of procedural justice, Lyn Hinds in *Youth Justice*, Vol. 7(3) p195-209, 2007
- ¹¹⁴ The formation of suspicions: police stop and search practices in England and Wales, Quinton, in *Policing and Society* vol. 21, no. 4., December 2011, p. 357 - 368
- ¹¹⁵ Participant in OPM focus group on stop and search.
- ¹¹⁶ Speaking at the Police and Crime Committee, 31 January 2013
- ¹¹⁷ Speaking at the Stop and Search Working Group, 11 July 2013

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- ¹¹⁸ Deji Adeosun, Youth Programmes Project Officer, Hackney CVS, speaking at the Stop and Search Working Group, 11 July 2013: "We attended the training and it was just a PowerPoint slide telling them about Stop and Search which, if I can be honest, is rather boring actually."
- ¹¹⁹ Commissioner Sir Bernard Hogan-Howe speaking at the Police and Crime Committee, 24 October 2013
- ¹²⁰ See discussion at Police and Crime Committee, 24 October 2013
- ¹²¹ The London Datastore figures show that PCSOs numbers have fallen from a high of 4,705 in July 2009 to 2,237 in November 2013.
- ¹²² Participant in OPM focus group on stop and search.
- ¹²³ *Research into young Londoners' experiences and perception of stop and search*, OPM (commissioned by the London Assembly Police and Crime Committee) October 2013: "Participants tended to correctly identify the direction of travel in terms of changes in police performance – that is, they selected answers showing that performance has improved on each of the four measures presented. However, they tended to underestimate the extent of the improvements in police performance, often opting for the answer which indicated some, but not the most, improvement. Universal surprise was expressed at the fall in section 60 searches (90%); the extent of this reduction was seen as quite considerable."
- ¹²⁴ *Research into young Londoners' experiences and perception of stop and search*, OPM (commissioned by the London Assembly Police and Crime Committee) October 2013: "Participants were not aware that the MPS Commissioner had made commitments to improve stop and search or that there were targets associated with these. Even the participants who were part of an Independent Advisory Group were not aware of this. The only exception across all of the groups was a participant who was also a police cadet, and had learned about it as part of his cadet activities."
- ¹²⁵ Participant in OPM focus group on stop and search.
- ¹²⁶ Participant in focus group on stop and search. *Research into young Londoners' experiences and perception of stop and search*, OPM (commissioned by the London Assembly Police and Crime Committee) October 2013: "Some of them might take it seriously, the women might take it seriously, but CID are not, they are just gonna laugh at this."
- ¹²⁷ See discussion on the value of Hackney's youth stop and search monitoring group at the Police and Crime Committee, 11 July 2013
- ¹²⁸ Participant in OPM focus group on stop and search.
- ¹²⁹ Report of the MPA scrutiny on Met stop and search practice, Metropolitan Police Authority (2004)
- ¹³⁰ www.london.gov.uk/assembly

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Vietnamese

Nếu ông (bà) muốn nội dung văn bản này được dịch sang tiếng Việt, xin vui lòng liên hệ với chúng tôi bằng điện thoại, thư hoặc thư điện tử theo địa chỉ ở trên.

Greek

Εάν επιθυμείτε περίληψη αυτού του κειμένου στην γλώσσα σας, παρακαλώ καλέστε τον αριθμό ή επικοινωνήστε μαζί μας στην ανωτέρω ταχυδρομική ή την ηλεκτρονική διεύθυνση.

Turkish

Bu belgenin kendi dilinize çevrilmiş bir özetini okumak isterseniz, lütfen yukarıdaki telefon numarasını arayın, veya posta ya da e-posta adresi aracılığıyla bizimle temasa geçin.

Punjabi

ਜੇ ਤੁਸੀਂ ਇਸ ਦਸਤਾਵੇਜ਼ ਦਾ ਸੰਖੇਪ ਆਪਣੀ ਭਾਸ਼ਾ ਵਿਚ ਲੈਣਾ ਚਾਹੋ, ਤਾਂ ਕਿਰਪਾ ਕਰਕੇ ਇਸ ਨੰਬਰ 'ਤੇ ਫੋਨ ਕਰੋ ਜਾਂ ਉਪਰ ਦਿੱਤੇ ਡਾਕ ਜਾਂ ਈਮੇਲ ਪਤੇ 'ਤੇ ਸਾਨੂੰ ਸੰਪਰਕ ਕਰੋ।

Hindi

यदि आपको इस दस्तावेज़ का सारांश अपनी भाषा में चाहिए तो उपर दिये हुए नंबर पर फोन करें या उपर दिये गये डाक पते या ई मेल पते पर हम से संपर्क करें।

Bengali

আপনি যদি এই মলিলের একটি সারাংশ নিজের ভাষায় পেতে চান, তাহলে পরা কলে ফো করবেন অথবা উল্লেখিত ডাক ঠিকনায় বা ই-মেইল ঠিকনায় আমাদের সাথে যোগাযোগ করবেন।

Urdu

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Arabic

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Gujarati

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