

Equality and Human Rights Commission
Briefing paper 5

Race disproportionality in stops and searches under Section 60 of the Criminal Justice and Public Order Act 1994

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and searches under Section 60 of
the Criminal Justice and Public
Order Act 1994**

Research briefing paper 5

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Executive summary

The Equality and Human Rights Commission's *Stop and think* report looked at police use of stop and search using the Police and Criminal Evidence Act 1994 (PACE). It highlighted that the police carry out a disproportionate number of stops and searches on black and Asian people compared to white people relative to the ethnic profile of the population. New government data shows that people who are black, Asian or of a mixed ethnicity are also disproportionately stopped and searched when the police use the Criminal Justice and Public Order Act 1994. Section 60 of this Act gives the police the power to stop and search any pedestrians or vehicles for offensive weapons or dangerous instruments within a specified area and during a specified period of time.

The Commission asked all 40 police forces in England to disclose the grounds for authorisations using this power from 1 April 2008 to 31 March 2011. It asked for data on the number of authorisations made, the time, place and rationale for those authorisations, the number of stops and searches and effectiveness in terms of weapons found and arrests. The response to these questions showed that police forces do not have the data easily available. It found discrepancies between the data provided to the Commission and information published annually by the government. This suggests that police forces could improve their processes for recording and reporting the use of this power to Government.

The Commission found evidence that people from some ethnicities are stopped significantly more often than other people. The Metropolitan, Merseyside, Lancashire, Greater Manchester, West Midlands and British Transport Police forces each carried out more than 2,000 Section 60 stops and searches in 2008-11. Of these six forces, Greater Manchester, West Midlands and the British Transport Police had the highest black/white and mixed/white disproportionality ratios. The West Midlands also had the highest Asian/white disproportionality ratio. Cumbria Police found the most weapons (26 during 2008-11) and Warwickshire found the most weapons on average per authorisation (5.25). The Metropolitan Police reported the most arrests for weapons (20 during August–September 2010 alone).

Some of the authorisations were directed specifically at criminal activity involving particular minorities. However, the authorisations did not always say if or why a particular ethnic group was to be targeted. This lack of transparency makes it more difficult for the police to justify the disproportionate number of black, Asian and mixed ethnicity people they stop and search. Any activity that creates a disproportionate

and unfavourable effect on any ethnic minority (or any other ground protected by the Equality Act 2010) must have a legitimate justification to be lawful.

Improving the transparency of their decisions should protect the police from allegations of race discrimination if the reasons for stopping and searching people with a specific ethnic background is legitimate. It will help England's police forces to meet their pledge to improve in this area.

1 Introduction

1.1 Stop and search work

The Equality and Human Rights Commission (the Commission) has undertaken extensive work on stop and search under Section 1 (s.1) of the Police and Criminal Evidence Act 1994 (PACE) and Section 44 (s.44) of the Terrorism Act 2000.

Stop and think,¹ published in 2010, scrutinised stop and search under the Police and Criminal Evidence Act. This power requires the police to have a reasonable suspicion that the person they are searching is committing or intending to commit an unlawful activity. It highlighted the disproportionality in its use against black and ethnic minority people compared to white people. The Commission engaged in discussions with the police forces with disproportionate stop and search patterns. In November 2010, the Commission initiated a programme of work on action these forces would take during the next 18 months. Thames Valley and Leicestershire police forces entered into binding agreements with the Commission. The Commission has also closely monitored the progress of Dorset Police, West Midlands Police and Metropolitan Police as these forces applied the National Police Improvement Agency's Next Steps improvement programmes.²

The Commission has been a significant voice in the parliamentary debates about the stop and search powers in s.44 of the Terrorism Act 2000. These powers have been repealed in the Protection of Freedoms Act 2012. The process of change on this has been a lengthy endeavour, involving the House of Lords consideration of the *Gillan* case in 2006,³ followed by the European Court of Human Rights (ECtHR) decision in 2010.⁴ The ECtHR ruled that this stop and search power was unlawful as there was no need for any reasonable suspicion on the part of the police.

The Commission has more recently turned its attention to the stop and search power set out in Section 60 (s.60) of the Criminal Justice and Public Order Act 1994 (CJPOA). This legislation was originally introduced to tackle football hooliganism and the threat of serious violence at football games, but it is now used for a wider range of purposes. Like s.44 of the Terrorism Act, this type of stop and search does not

¹ *Stop and think* can be found on the Equality and Human Rights Commission's website at: <http://www.equalityhumanrights.com/key-projects/race-in-britain/stop-and-think/>

² The NPIA Next Steps Improvement programme involves the development of a toolkit to help forces identify and tackle disproportionality in stop and search which is currently being trialled by three forces.

³ *R. (on the application of Gillan (FC) and another (FC)) v. Commissioner of Police for the Metropolis and another* [2006] UKHL 12.

⁴ *Gillan and Quinton v. The United Kingdom* Application no. 4158/05 12 January 2010.

require the officer in the street to have any reasonable suspicion that an individual is about to commit a crime or is carrying a weapon. It gives the police the power to stop and search any pedestrians or vehicles for offensive weapons or dangerous instruments within a specified area and during a specified period of time, as follows.

Section 60⁵ states that:

If a police officer of or above the rank of inspector reasonably believes—

(a) that incidents involving serious violence may take place in any locality in his police area, and that it is expedient to give an authorisation under this section to prevent their occurrence, or

(b) that persons are carrying dangerous instruments or offensive weapons in any locality in his police area without good reason,

he may give an authorisation that the powers conferred by this section are to be exercisable at any place within that locality for a specified period not exceeding 24 hours.

Further that this period may be extended:

If it appears to an officer of or above the rank of superintendent that it is expedient to do so, having regard to offences which have, or are reasonably suspected to have, been committed in connection with any falling within the authorisation, he may direct that the authorisation shall continue in being for a further 24 hours.

The available data on the frequency, race profile and outcomes of s.60 stop and searches published by the Ministry of Justice shows a high disproportionality of black and Asian communities amongst those stopped and searched.⁶

The Commission has held productive discussions with the Home Office to clarify the Home Secretary's approach to addressing the concerns raised about the way in which the s.60 power is being used and monitored. On 14 December 2011, the Home Secretary announced that she had asked the Association of Chief Police Officers (ACPO) to identify stop and search best practice in order to ensure the proper use of stop and search and its associated powers. ACPO confirmed that it will work with the Home Office to identify lessons learned.

⁵ Criminal Justice and Public Order Act 1994 at:

<http://www.legislation.gov.uk/ukpga/1994/33/section/60>. Accessed 24 January 2012.

⁶ 'Statistics on Race and the Criminal Justice System', published annually by the Ministry of Justice under s.95 of the Criminal Justice Act 1991.

The Commission has also met with Deputy Commissioner of the Metropolitan Police, Craig Mackey, to discuss its concerns with the implementation of s.60 stop and searches. It plans to continue those discussions to help the Metropolitan Police with its monitoring procedures. On 12 January 2012, the Metropolitan Police announced new measures that are intended to make stop and search more effective. The review of the Metropolitan Police's policy and practice, approved by Commissioner Bernard Hogan-Howe, has led to a series of new objectives. These include a renewed focus on reducing violence and for the power to be used in a more intelligence-led and targeted way. The police intend to set up a new dedicated central team to lead this work, with the aim of reducing the number of s.60 authorisations, while increasing the number of arrests.

1.2 The legal framework

Equality Act 2006

The Commission, as a National Human Rights Institution, has a duty under Section 3 of the Equality Act 2006 to encourage and support the development of a society without prejudice or discrimination, where people's human rights are respected and protected and where each individual has an equal opportunity to participate fully in society. Section 8 of this legislation sets out specific duties for the Commission in relation to equality and diversity, which include promoting understanding of, and encouraging good practice in relation to, equality and diversity. Section 9 gives the Commission various duties in relation to the promotion of human rights, including in particular those rights protected under the Human Rights Act 1998. These duties include encouraging public authorities to comply with Section 6 of the Human Rights Act.

European Convention on Human Rights Articles 8, 5 and 14

Stop and search powers under s.60 are compatible with the European Convention on Human Rights only if any interference with those rights is lawful. The three rights which come into play are the right to privacy, the right to liberty and security and the prohibition of discrimination.

The right to privacy, set out in Article 8 of the European Convention on Human Rights, applies because police officers are permitted to conduct any search as they see fit. If an individual fails to stop when required to do so, they could be imprisoned if convicted. The European Court of Human Rights found in the case of *Gillan v. the United Kingdom* that the use of the coercive powers conferred by the legislation to require an individual to submit to a detailed search of his person, his clothing and his

personal belongings amounts to a clear interference with the right to respect for private life' (at §63). The case was about the use of s.44 counter-terrorism stop and search powers but may apply in principle to the use of s.60 powers.

Section 60 may also engage Article 5 in relevant cases - a person's right to liberty and security. In *Gillan*, the relevant stop and search processes lasted no longer than 30 minutes. The European Court noted that 'during this period the applicants were entirely deprived of any freedom of movement. They were obliged to remain where they were and submit to the search and if they had refused they would have been liable to arrest, detention at a police station and criminal charges. This element of coercion is indicative of a deprivation of liberty within the meaning of Art. 5(1)' (at §57).

Article 14 of the European Convention on Human Rights prohibits discrimination:

'The enjoyment of the rights and freedoms set forth in this Convention shall be secured without discrimination on any ground such as sex, race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth or other status.'

This applies in circumstances where there is discrimination on grounds of a relevant status, which includes race or ethnicity. This protection extends to indirect discrimination as well as direct discrimination on grounds of status. Any unjustified direct or indirect discrimination in the use of stop and search powers under s.60 would violate this right read in conjunction with Article 8 and/or Article 5.

Discrimination under the Equality Act 2010

The practice of exercising stop and search powers under s.60 must not be discriminatory. A racially discriminatory practice may exist even where there is no intent. Discrimination on grounds of race can occur unconsciously as well as consciously. Direct discrimination occurs if a person is treated less favourably than others because of his race under the Equality Act 2010 (see Sections 4, 9 and 13.1). Indirect discrimination occurs if a provision, criterion or practice puts people of a particular race at a disadvantage unless it can be shown to be a proportionate means of achieving a legitimate aim (see Equality Act 2010 Sections 4, 9 and 19). A legitimate aim might be to catch a criminal who is black or to reduce knife crime in an area where the majority of the residents are Asian.

Public sector equality duty

Police forces and the Home Office are public authorities that must adhere to the public sector equality duty (Equality Act 2010 Section 149) in the exercise of their functions. This includes stops and searches under s.60 CJPOA. The public sector equality duty requires the police to have due regard to the need to 'eliminate discrimination', to 'advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it' and to 'foster good relations between persons who share a relevant protected characteristic and persons who do not share it' (Section 149(1)). In particular, it includes having due regard to the need to 'remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic' (Section 149(3)(a)), and having due regard to the need to 'tackle prejudice' and 'promote understanding' (Section 149(5)). The relevant protected characteristics include 'race', see Section 149(7).

Any continuing and serious disproportionate use of these powers against ethnic minorities may indicate that the police and Home Office are not complying with their public sector duties obligations.

2 Police data on authorisations given under s.60

On 25 October 2011, the Commission wrote to 40 police forces in England seeking information about their use of s.60, specifically relating to the frequency of, and rationale for, the making of authorisations that sanction s.60 stops and searches in particular geographical areas and for set periods of time. Information was also sought to determine to what extent the stops and searches result in effective outcomes i.e. arrests and charges resulting from each authorisation.

The Commission received responses from 39 of the 40 forces. A number of forces explained that the information requested was not systematically collected or centrally recorded and that retrieving it, if indeed it was retrievable, would be too resource intensive or stated that the task of collecting it was prohibitive. A small number of the forces claimed an exemption under Section 12 of the Freedom of Information Act as the cost of locating and retrieving the information exceeded the 'appropriate level' as stated in the Freedom of Information (Fees and Appropriate Limit) Regulations 2004. Follow-up letters were written to the police forces that claimed an exemption requesting a smaller sample, if possible. Other forces provided, to a certain extent, the information sought or provided partial information.

A separate but similar exercise was undertaken by the Equality and Human Rights Commission in Scotland in relation to the use of s.60 by Scottish police forces. This report deals only with the responses from English police forces.

2.1 Data requested from police forces

Ten pieces of information were asked for on each authorisation given under s.60 during the three-year period from 1 April 2008 to 31 March 2011. These were:

- (a) The date on which the initial authorisation commenced.
- (b) The number of extensions, if any, relating to this authorisation.
- (c) The date on which the latest extension ended (or on which the initial authorisation ended if there were no extensions).
- (d) Total time in hours covered by the initial authorisation and any extensions.
- (e) Description of the area to which the authorisation and any extensions relate, e.g. using postcodes or other area classifications.
- (f) The grounds for giving the initial authorisation and any extension. Please give brief details of the grounds for believing that:
 - serious violence may take place,

- people are carrying dangerous objects or offensive weapons, or
 - an incident involving serious violence has taken place and a weapon used is being carried in the area.
- (g) The number of resultant stops and searches under s.60 carried out in the complete period identified above.
- (h) Number of persons found to be carrying offensive weapons or dangerous instruments.
- (i) Number of stops and searches resulting in an arrest for offensive weapons.
- (j) Number of stops and searches resulting in an arrest for other reasons.

2.2 Data received from police forces

The majority of police forces provided data on some or all of the authorisations given under s.60 over the period specified, including the number of stops and searches associated with each authorisation. The following police forces were unable to provide the information requested for the reasons stated:

- No information provided or exemption claimed under the Freedom of Information Act: Avon & Somerset, Cleveland, Essex, Nottinghamshire, Staffordshire, Sussex, West Yorkshire, Wiltshire.
- Annual totals only provided: Greater Manchester, Leicestershire, Lincolnshire, Northamptonshire.
- Stops and searches not linked to authorisations: Kent, South Yorkshire.
- Data provided for a later time period: Merseyside,⁷ Thames Valley.⁸

The following analysis is thus based predominantly on the 24 police forces that returned authorisation-level data linked to stops and searches. This includes the Metropolitan Police, which provided a list of 5,641 authorisations but linked stops and searches to a sample of only 121 of these. Summaries of all responses from police forces that provided data are in the annex.

⁷ Data provided for March–December 2011 on authorisations. Separate data provided on stops and searches.

⁸ Data provided for 2011, number of authorisations resulting in one or more stops and searches, plus total number of stops and searches.

Table 1 Stops and searches carried out under s.60 – comparing published figures with force returns,⁹ 2008/09, 2009/10 and 2010/11

	2008/9 published ¹⁰	2009/10 published	2010/11 published	2008/9 returns	2009/10 returns	2010/11 returns
Bedfordshire	376	192	143	n/a	33	39
Cambridgeshire	7	8	49	5	0	8
Cheshire	92	59	62	1	1	11
Cumbria	32	314	47	20	299	9
Derbyshire	224	55	0	193	4	0
Devon & Cornwall	0	0	0	98	114	13
Dorset	23	0	0	0	8	1
Durham	89	22	22	0	0	2
Gloucestershire	75	0	37	78	27	37
Hampshire	380	277	97	0	99	0
Hertfordshire	251	11	26	236	11	28
Humberside	16	7	0	15	6	0
Lancashire	1,752	3,639	531	898	2,568	116
London, City of	101	123	9	47	116	9
Norfolk	44	21	92	29	21	67
Northumbria	478	272	82	80	31	78
North Yorkshire	2	6	4	2	0	0
Suffolk	5	13	0	0	5	0
Surrey	370	19	48	323	1	47
Warwickshire	439	657	22	0	660	22
West Mercia	194	200	9	123	68	9
West Midlands	1,031	815	319	954	971	563
British Transport	n/a	1,527	783	3,552	2,675	1,257

⁹ The Metropolitan Police are omitted from this table since data linking stops and searches to authorisations are only available for 121 authorisations.

¹⁰ Vehicle only searches not included in 2008/09 data.

Table 2 Number of s.60 authorisations, April 2008–March 2011

Police force	Authorisations	Extensions
Bedfordshire	8	1
Cambridgeshire	4	1
Cheshire	9	0
Cumbria	9	N/K
Derbyshire	11	1
Devon & Cornwall	23	0
Dorset	3	0
Durham	2	0
Gloucestershire	9	16
Hampshire	11	0
Hertfordshire	36	N/K
Humberside	4	0
Lancashire ¹¹	19+18	5
London, City of	10	0
Metropolitan	5,641	113
Norfolk	7	0
Northumbria	17	0
North Yorkshire	1	0
Suffolk	1	0
Surrey	13	4
Warwickshire	4	5
West Mercia	15	1
West Midlands	809	29
British Transport Police	150	0

¹¹ Lancashire provided detailed data for 19 authorisations, plus 18 records containing summary information for an unknown number of authorisations.

2.3 Statistical analysis of responses

First, to assess the completeness of the data provided, Table 1 shows published data¹² on stops and searches by 23 forces under s.60 for 2008/09 to 2010/11 alongside the calculated totals from authorisation-level data provided in response to the Commission's letters. The Metropolitan Police is omitted from this table since data linking stops and searches to authorisations are only available for 121 authorisations.

For more than half of these forces, the number of stops and searches was substantially higher in the published figures. This may be the result of incomplete identification of authorisations and/or undercounting of stops and searches relating to some or all authorisations. In several cases, e.g. Durham and Hampshire, no authorisations were reported for one or more years, although figures had previously been published showing the number of stops and searches under s.60 for the same period. However in other cases there was simply a shortfall, with the highest shortfalls seen for Hampshire, Lancashire, Northumbria, Warwickshire and West Mercia. That authorisations appear not to have been routinely recorded in a central location by many forces, nor linked to related stop and search records, may explain these shortfalls.

The converse also appears, some forces appear to have provided data not included in the published figures: Devon & Cornwall, Dorset and Gloucestershire. British Transport Police also report much higher numbers of stops and searches than have previously been published.

2.4 Authorisations and extensions

The extent to which s.60 is made use of by different police forces is shown in Table 2. This shows that the number of authorisations varies greatly between forces. The Metropolitan Police had by far the most authorisations over the three-year period with more than 5,600. Merseyside had the second highest number of stops and searches, but it was unable to provide data on authorisations for the three-year period requested. However information that it provided for 5 March to 16 December 2011 (not included in Table 2) shows over 300 authorisations during that period. This is equivalent to around 1,200 authorisations during a three-year period. Several forces had small numbers of authorisations during the three years: one each in Suffolk and North Yorkshire, two in Durham, three in Dorset and four each in Warwickshire and Humberside.

¹² Ministry of Justice, *Statistics on race and the criminal justice system 2010*; Home Office, *Police powers and procedures England and Wales, 2009/10 and 2010/11*.

Extensions appeared to be used infrequently, although not all forces provided this information. Only 2 per cent of the Metropolitan Police's authorisations were extended and less than 4 per cent of the West Midlands'. When extensions were used it was mostly only once per authorisation. Some forces used a series of authorisations where extensions might have been used or used more extensively.

2.5 Stops and searches per authorisation

Table 3 brings together stop and search data with the number of authorisations. This shows how many stops and searches are carried out on average per authorisation by each of 24 forces and the maximum number carried out under a single authorisation. Note that the missing stops and searches identified above may affect these results.

Many authorisations result in no stops and searches or very few, but at the other end of the distribution a single authorisation can lead to hundreds of stops and searches. The British Transport Police recorded the highest number of stops and searches under one authorisation at 1,752, while other forces which carried out more than 100 stops and searches under one authorisation were: Metropolitan Police (604), Warwickshire (507), Cumbria (295), Lancashire (190) and Surrey (132).

Although reporting only four authorisations, Warwickshire recorded the highest average number of stops and searches per authorisation at 170.5, followed by British Transport Police (49.9), Metropolitan Police (38.8) and Cumbria (36.4).

Table 3 Average and maximum stops and searches per authorisation, 2008/09–2010/11

Police force	Authorisations	Stops and searches	Average stops and searches per authorisation	Maximum stops and searches per authorisation
Bedfordshire	8	72	9.0	34
Cambridgeshire	4	13	3.3	5
Cheshire	9	13	1.4	7
Cumbria	9	328	36.4	295
Derbyshire	11	197	17.9	90
Devon & Cornwall	23	225	9.8	24
Dorset	3	9	3.0	7
Durham	2	2	1.0	N/A
Gloucestershire	9	142	15.8	52
Hampshire	11	99	9.0	43
Hertfordshire	36	275	7.6	54
Humberside	4	21	5.3	13
Lancashire ¹³	19 + 18	475 + 3,107	25.0	190
London, City of	10	172	17.2	82
Metropolitan	¹⁴	4,696	38.8	604
Norfolk	7	117	16.7	67
Northumbria	17	189	11.1	38
North Yorkshire	1	2	2.0	2
Suffolk	1	5	5.0	5
Surrey	13	371	28.5	132
Warwickshire	4	682	170.5	507
West Mercia	15	200	13.3	72
West Midlands	809	2,488	3.1	71
British Transport	150	7,484	49.9	1,752

¹³ Lancashire provided detailed data for 19 authorisations, plus 18 records containing summary information for an unknown number of authorisations. The average and maximum figures relate to the 19 authorisations only.

¹⁴ The Metropolitan Police's data in this table show data linking stops and searches to authorisations for 121 authorisations. The total number of authorisations over the three years was 5,641.

2.6 Further analysis of authorisation-level data

The following tables look in more detail at the returns by the three forces recording high numbers of authorisations: British Transport, the Metropolitan and West Midlands Police.

Table 4 shows the distribution of authorisations across the calendar year. This shows that authorisations were generally spread fairly evenly across the year, but with some peaks and troughs. For example, the West Midlands had more authorisations than average in April, July and December and fewer in January, February and August, and both the Metropolitan and British Transport Police gave fewest authorisations in December. Based on a later period (March–December 2011), Merseyside gave most authorisations in August (the time of the 2011 riots), followed by March and May. Records show low numbers for October and December (although the latter relates to part of the month).

Each authorisation is given for a specified time period. It can be up to 24 hours initially, but may then be extended. The distribution of time periods covered by authorisations is shown in Table 5. Authorisations by most police forces were for 6-12 hours. For the Metropolitan Police, the most common periods covered by authorisation were in the range 18-24 hours, and most were between 6 and 24 hours. In contrast, the West Midlands mainly gave authorisations covering shorter periods, up to 12 hours. Information is unavailable for most of the British Transport Police authorisations.

Table 6 shows how the number of stops and searches varies per authorisation. While nearly half of the Metropolitan Police's authorisations resulted in 21 or more stops and searches, the majority (63 per cent) of West Midlands' authorisations resulted in no stops and searches.

Table 4 Months in which authorisations were given

Police force	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Metropolitan	8%	8%	9%	7%	9%	9%	9%	8%	8%	9%	9%	6%
West Midlands	4%	6%	8%	13%	7%	7%	12%	6%	8%	9%	8%	13%
British Transport	8%	5%	9%	11%	9%	11%	9%	7%	11%	9%	8%	3%

Table 5 Length of time for which authorisations related

Police force	Up to 6 hours	Over 6, up to 12 hours	Over 12, up to 18 hours	Over 18, up to 24 hours	Over 24 hours	Not known
Metropolitan	5%	24%	27%	39%	5%	0%
West Midlands	19%	62%	8%	8%	3%	0%
British Transport	1%	13%	2%	0%	0%	84%

Table 6 Distribution of number of stops and searches per authorisation

Police force	None	1-5	6-10	11-20	21 and higher
Metropolitan*	8%	13%	13%	19%	48%
West Midlands	63%	21%	8%	5%	3%
British Transport	21%	18%	13%	19%	29%

* based on 121 authorisations August–September 2010

2.7 Outcomes of stops and searches

To provide information on the outcomes of s.60 authorisations, and the resulting stops and searches, forces were asked to provide information on the number of people found to be carrying weapons, the number arrested for carrying weapons and the number arrested for other reasons. The following statistics relate to the three years 2008/09 to 2010/11 unless stated otherwise:

- There are small numbers for each of the outcomes relating to weapons with the highest number of persons found with weapons in Cumbria (26), Warwickshire (21) and West Mercia (16). The highest average number of persons with weapons per authorisation were: Warwickshire (5.25), Cumbria (2.89) and West Mercia (1.07).
- The Metropolitan Police made the most arrests for weapons, 20 over the period August–September 2010. Next highest were West Midlands and British Transport Police with 6 arrests each. Per authorisation the highest arrest rates were: Warwickshire (0.5), Cumbria (0.44), Gloucestershire and West Mercia (0.33 each).
- Other arrests were more numerous. Again the Metropolitan Police carried out a large number (73 in August–September 2010).
- The British Transport Police combined figures for arrests and reported 91 arrests in total.

3 Analysis

3.1 Race disproportionality

The extent to which different ethnic groups are stopped and searched over and above their representation in the population is referred to as 'race disproportionality'. This analysis compares stop and search data with the composition of the resident population aged 10 or older. While the population at risk of being stopped and searched under s.60 may have a different ethnic profile from this population, the Commission uses this analysis to show how the stops and searches affect different ethnic groups within a police force area. See Section 4.1 for further discussion of this issue and Chapter 5 for suggestions as to how this analysis may be refined.

3.2 Published data on s.60 stops and searches

The following data are analysed in this chapter:

- Stops and searches carried out under s.60 for the financial years 2008/09 and 2009/10 as reported by the Ministry of Justice in 'Statistics on Race and the Criminal Justice System 2010', and for 2010/11 as reported by the Home Office in 'Police Powers and Procedures – England and Wales 2010/11'. The definition of ethnicity used is self-defined ethnicity.
- Population estimates are from the Population Estimates by Ethnic Group (PEEG) series¹⁵ for mid-2008 and mid-2009. A breakdown by age was obtained from the Office for National Statistics so that population estimates for the 10+ age group in each police force area could be calculated. Mid-2009 estimates are used to calculate rates for both 2009/10 and 2010/11, since 2010 estimates have not been produced.

Please note that the population estimates provided by the Office for National Statistics are an experimental series and new estimates will be available once 2011 Census results are published later this year. That data could change the results of the following analysis.

¹⁵ Office for National Statistics, Population estimates by ethnic group 2002-2009, 2011. Available at: <http://www.ons.gov.uk/ons/rel/peeg/population-estimates-by-ethnic-group--experimental-/current-estimates/population-density--change-and-concentration-in-great-britain.pdf>

3.3 Stop and search under s.60

During the three years considered, the Metropolitan Police carried out the highest number of stops and searches with over 258,000 in total. Its annual total has declined from 114,234 in 2008/09 to 53,509 in 2010/11. It carried out more than three-quarters of the s.60 stops and searches in England in these years, including 89 per cent of those carried out in 2010/11. Merseyside Police carried out the second highest number of stops and searches (40,940). These two police forces combined accounted for at least 90 per cent in each year of all the s.60 stops and searches in England. Other police forces carrying out high numbers of s.60 stops and searches during this period were Lancashire (5,912), Greater Manchester (5,740) and the West Midlands (2,165). Data for the British Transport Police, only available from 2009/10, show that it carried out 2,310 s.60 stops and searches during the latest two years.

In England the percentage of stops and searches for all four non-white groups combined has increased from 51 per cent of the total in 2008/09 to 64 per cent in 2010/11.

3.4 Stop and search relative to ethnic groups in the population

The population differs greatly across England, both in size overall and in the size of different ethnic groups. In order to compare different ethnic groups and different police force areas, stop and search rates are calculated by dividing the number of stops and searches for each ethnic group by the population in thousands for the same area and ethnic group.

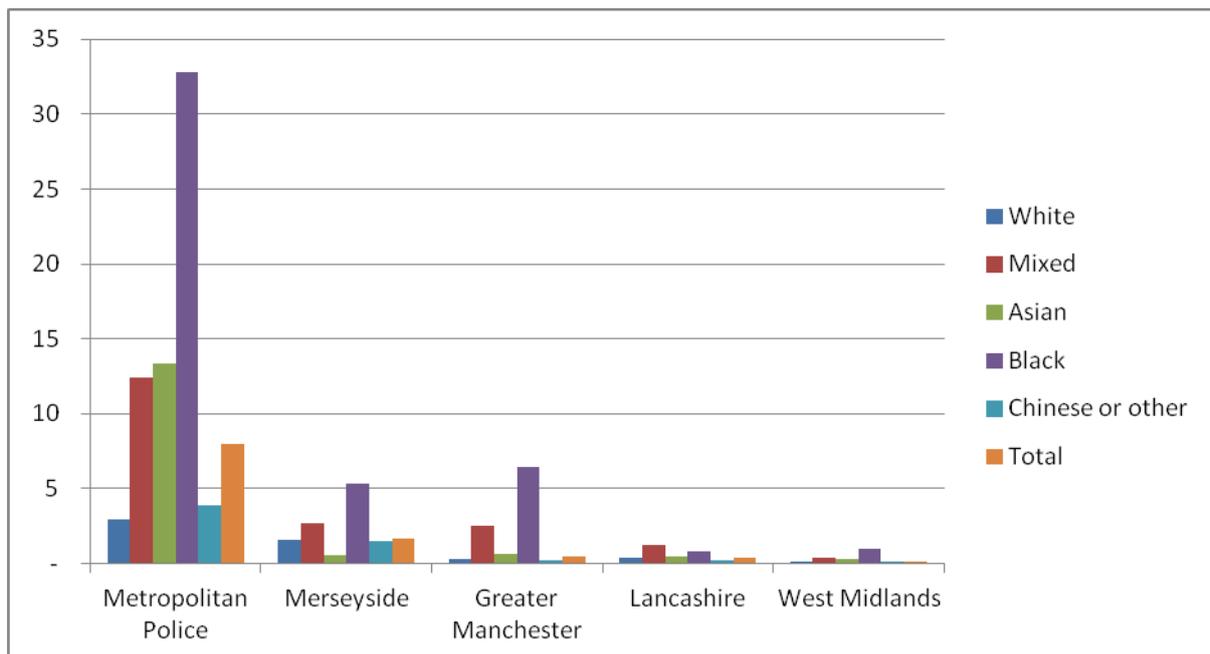
Due to the fall in the number of stops and searches, the overall s.60 stop and search rate has declined since 2008/09. In England, it was 3.3 stops and searches per 1,000 population aged 10+ in 2008/09, falling to 2.6 per 1,000 in 2009/10 and 1.3 per 1,000 in 2010/11. Excluding the Metropolitan Police's figures for stops and searches and the population in its area from the calculation reduced the rate for the rest of England to 0.9 per 1,000 in 2008/09 falling to 0.7 per 1,000 in 2009/10 and 0.2 per 1,000 in 2010/11. This reflects the much higher stop and search rate in Greater London: 17.1 per 1,000 in 2008/09, 13.5 per 1,000 in 2009/10 and 7.9 per 1,000 in 2010/11.

The highest stop and search rate each year was for the black ethnic group. For England, this decreased from 37.2 per 1,000 in 2008/09 to 29.8 per 1,000 in 2009/10 and 17.2 per 1,000 in 2010/11. These rates were again lower for the rest of England

if the Metropolitan Police's figures are excluded: 3.4 per 1,000, 2.8 per 1,000 and 1.2 per 1,000 respectively in the three years 2008/09 to 2010/11. The Metropolitan Police's black stop and search rates were 68.3 per 1,000, 56.0 per 1,000 and 32.8 per 1,000 respectively in the same three years.

For each year, Greater Manchester, Merseyside and the Metropolitan Police had relatively high rates (5.0 per 1,000 or higher) for at least one of the minority groups (see Figure 1 below).

Figure 1: Stop and search rates per 1,000 population, 2010/11 selected police forces



3.5 Stop and search disproportionality ratios

To compare stops and searches between white and ethnic minority people, the disproportionality ratio is calculated from the stop and search rates (as defined above) for white, mixed race, Asian and black. For example, if there are 20 stops and searches per 1,000 for the black population but only two stops and searches per 1,000 for the White population the black/white disproportionality ratio is 20 divided by two, that is 10. A disproportionality ratio of one means that the stop and search rates are the same for the two groups. A disproportionality ratio below one indicates that stops and searches are experienced disproportionately by the white group, which has a higher stop and search rate than the group with which it is being compared.

The following analysis concentrates on the five police force areas which carried out more than 2,000 stops and searches each in total over the three years 2008-11.

These are: the Metropolitan, Merseyside, Lancashire, Greater Manchester and the West Midlands police forces. The British Transport Police also carried out more than 2,000 s.60 stops and searches in 2009-11.

Out of the six, the police forces with the highest black/white and mixed/white disproportionality ratios in all three years were: Greater Manchester, West Midlands and the British Transport Police. The West Midlands Police also had the highest Asian/white disproportionality ratios (see Table 7). Lower black/white disproportionality is seen for the Metropolitan Police but this has still been consistently in the region of 10-11 over the three years. In contrast, Merseyside has relatively low disproportionality ratios with a maximum of 3.3 for black white disproportionality in 2010/11.

Figure 2: Race disproportionality ratios, 2010/11 selected police forces

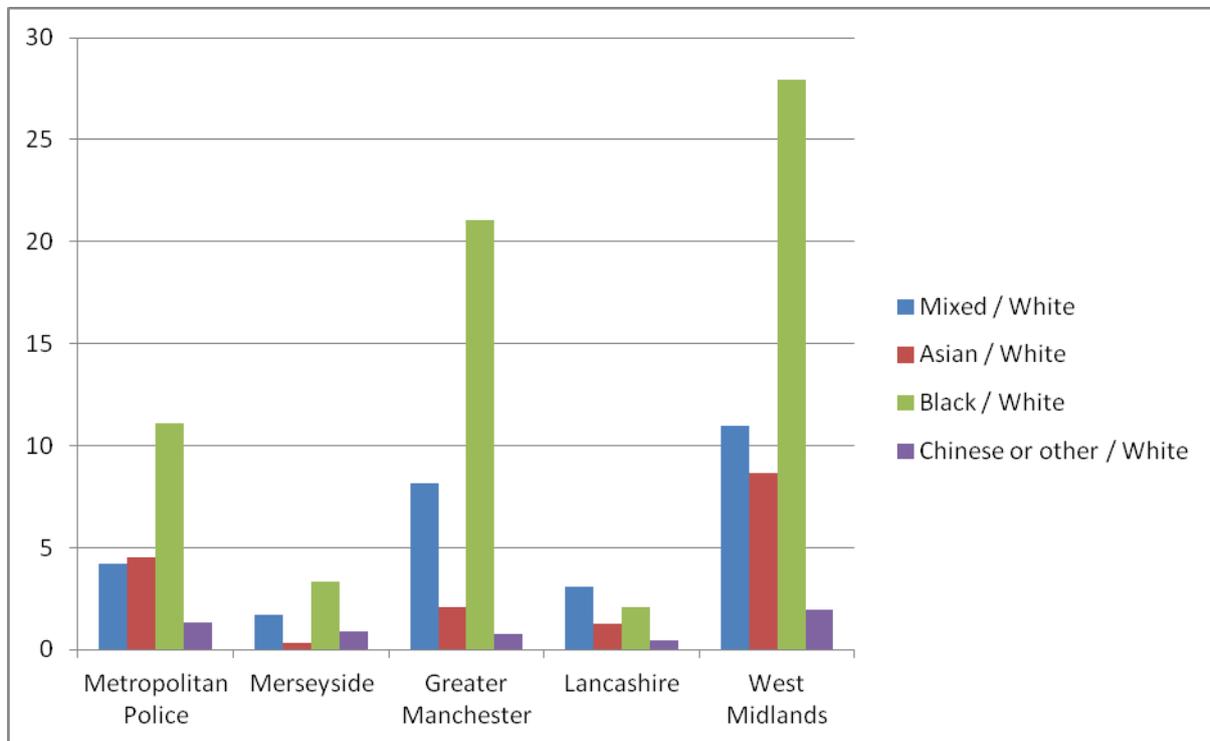


Table 7 Disproportionality ratios for s.60 stops and searches

Police force	mixed/white disproportionality			Asian/white disproportionality			black/white disproportionality		
	2008/09	2009/10	2010/11	2008/09	2009/10	2010/11	2008/09	2009/10	2010/11
Metropolitan	3.8	4.5	4.2	3.3	3.9	4.5	9.7	10.8	11.1
Merseyside	*1.0	*1.0	1.7	0.4	0.2	0.3	2.5	1.4	3.3
Lancashire	4.4	4.6	3.1	*0.9	*1.1	*1.3	5.1	5.9	*2.1
Gt Manchester	20.2	16.3	8.2	3.0	3.3	2.1	44.9	43.5	21.0
West Midlands	16.9	12.9	11.0	12.8	16.1	8.7	23.0	23.5	28.0
England exc. Met	2.3	2.5	4.7	*1.0	1.1	1.9	4.0	4.4	9.3
England total	5.8	6.7	8.6	5.3	6.1	9.8	23.7	25.5	37.2
British Transport Police	n/a	11.6	9.4	n/a	3.5	3.0	n/a	25.5	31.0

*not significantly different from 1.0 based on 95 per cent significance

British Transport Police is not included in the England totals

Table 8 'Excesses' for s.60 stops and searches

Police force	mixed / white disproportionality			Asian /white disproportionality			black/white disproportionality		
	2008/09	2009/10	2010/11	2008/09	2009/10	2010/11	2008/09	2009/10	2010/11
Metropolitan	3,582	3,400	1,785	13,824	13,141	9,166	40,699	33,678	19,756
Merseyside	6	-6	14	-203	-209	-21	306	53	41
Lancashire	45	101	9	-5	29	8	42	109	4
Gt Manchester	249	234	71	126	167	50	768	880	270
West Midlands	80	42	16	392	352	82	247	177	97
England exc. Met	484	445	224	-51	159	217	1,550	1,377	689
England total	4,751	4,353	2,324	17,236	15,871	10,975	45,427	37,373	21,880
British Transport Police		97	40		92	38		444	286

British Transport Police is not included in the England totals

3.6 Excess stops and searches

Following the methodology in *Stop and think*,¹⁶ excess stops and searches are calculated as the difference between the actual number of stops and searches and the number there would have been if an ethnic minority group had experienced the same rate as the white population. Following on from the example above, the black population were stopped and searched at a rate of 20 per 1,000 and the white population at a rate of 2 per 1,000. If there are 2,000 black people in the population, then at 20 stops and searches per 1,000 there will be 40 stops and searches of black people. However, at a rate of 2 stops and searches per 1,000 there would be only 4 stops and searches of black people. The excess is the difference between 40 and 4 which equals 36 stops and searches.

Excess stops and searches for six police forces are shown in Table 8. Unsurprisingly, given the concentration of s.60 stops and searches in the Metropolitan Police area, it has by far the highest excesses for mixed, Asian and black groups: 19,756 excess black stops and searches, 9,166 excess Asian stops and searches and 1,785 excess mixed ethnicity stops and searches in 2010/11.

3.7 Arrest rates

A minority of stops and searches under s.60 result in arrests for offensive weapons or dangerous instruments being found or for other reasons. There were 4,230 arrests in 2008/09, of which only 527 were for offensive weapons. This fell to 1,364 in 2010/11, of which 220 were for offensive weapons. The total arrest rates for England are shown in Table 9. These are generally low and have decreased over the three years shown.

Table 9 Rates for arrests arising from s.60 stops and searches in England

Year	White	Mixed	Asian	Black	Chinese and other	Total
2008/09	3.3	2.8	1.7	2.8	3.0	2.8
2009/10	2.7	2.7	1.4	2.5	3.5	2.4
2010/11	2.6	2.4	1.6	2.3	3.7	2.3

¹⁶ Equality and Human Rights Commission, *Stop and think: A critical review of the use of stop and search powers in England and Wales, 2010*.

4 Issues affecting the measurement of race disproportionality

The preceding chapter presents an analysis of race disproportionality calculated for police force areas and based on Office for National Statistics estimates of the resident population aged 10 or over. This choice of measure was questioned by the four police forces who received letters from the Commission about their use of s.60. Other approaches are also possible which are discussed in Section 4.1. The responses from the police also linked stop and search to crime statistics and suggested various factors which could influence the level of race disproportionality. These are discussed in Sections 4.2 and 4.3 respectively. Finally, there is discussion of measuring the effectiveness of stop and search in Section 4.4.

4.1 Choice of population data for comparison

The analysis in Chapter 3 makes use of resident population data from Office for National Statistics to calculate disproportionality for entire police force areas, that is, considering the overall impact on the population of an area. This choice has been questioned by some police forces for several reasons:

- The resident population estimates used may not accurately reflect the ethnic profile of the population.
- Use of stop and search will vary in different parts of a police force area. It may be very different in urban, suburban and rural areas.
- Different people are not equally likely to be in an area covered by an authorisation and so not equally at risk of being stopped and searched.

While the resident population of an area may not reflect those at risk of being stopped and searched under s.60, the Commission takes the view that the analysis in Chapter 3 provides a good indication of the overall impact of s.60 in an area. *Stop and think* (p. 53) considered this issue in relation to PACE stops and searches, which also applies in this situation: 'The key point is that per capita rates provide, by definition, an estimate of the population group experience of police stop and search powers. So in a large geographical context such as a police force area (or taking England and Wales as a whole), statistics based on resident populations provide an important indicator of how often members of different ethnic communities are actually stopped or searched within that area.'

An example of how stop and search varies within a police force area is given by Lancashire Police.¹⁷ In 2010/11, 80 per cent of s.60 stops and searches were carried

¹⁷ Lancashire Constabulary Legal Department, Letter dated 23 January 2012.

out in the Central Division, which includes Preston. In the three previous years this percentage was higher, between 88 per cent and 93 per cent. In the same years, only three out of 279 stops and searches of black individuals were carried out outside of the Central Division. The disproportionality ratios for Preston are lower than for Lancashire, for example the black/white ratio for Preston in 2009/10 was 3.0 compared with 5.9 for Lancashire.

A similar analysis for other police forces would be informative and would add to the understanding of factors influencing disproportionality. However, local level data would also be more sensitive to the assumptions made in producing population estimates by ethnic group. At present there are various estimates, including the experimental series produced by Office for National Statistics and used for the analysis in Chapter 3, providing different estimates for ethnic minority groups. For example, the Metropolitan Police sent supporting data to the Commission showing a comparison of race disproportionality using population data from the 2001 Census and alternative population estimates produced by the Greater London Assembly analytical group. The latter dataset reduces estimates of disproportionality compared with 2001 data, although they remain high.

The population estimates by ethnic group published by the Office for National Statistics is what is known as an 'experimental' series and some disparities have been found between the series and other data sources, such as the Annual Population Survey. However, at present no single source can be considered definitive and the actual composition of the population by ethnic group is not known. The latest information paper¹⁸ from the Office for National Statistics concludes, 'The reliability of the population estimates by ethnic group cannot be fully assessed until the results of the 2011 Census are available.' This would apply equally to other sources, such as those in the Metropolitan Police's supporting data.

Comparing searches with the 'street population', that is people available on the street to be stopped and searched during the period of an authorisation, would be particularly difficult since population data of this type are not currently available. The 'street availability' theory to explain race disproportionality has been consistently raised by the police and was addressed in the Commission's *Stop and think* report on s.1 PACE. The basis of this theory posits that, instead of considering the resident population per area, the comparison should be with the number of stops and searches among the population 'available' to be stopped and searched. In this way, it is argued, the measure recognises that some demographic groups – depending on

¹⁸ <http://www.ons.gov.uk/ons/guide-method/method-quality/quality/quality-information/social-statistics/quality-and-methodology-information-for-population-estimates-by-ethnic-group.pdf>

their age, ethnic origin, gender, etc – are more likely than others to spend time at home, at work or otherwise in private spaces where they are ‘unavailable’ to be stopped and searched by the police. Conversely, people who are more often out and about in public spaces are ‘available’ to be searched. This theory is one of the most frequently cited explanations for the existing ratios and excess stop and search numbers. The Commission's view is that this theory does not hold up to scrutiny as it is self-fulfilling. Street availability is influenced by police decisions where and when to do stops and searches and these decisions heavily influence the people that are ‘available’ to be stopped and searched. Policing that is geared toward street visibility compounds this.

A better way to investigate race disproportionality would be to divide authorisations into different types, for example relating to gang violence, football matches, specific events etc. Stops and searches could then be collated by ethnic group and compared with the race profiles of appropriate populations for each type of authorisation. This would start to identify the sources of race disproportionality in the overall data. However, this would require improvements to the data recorded on s.60 authorisations, including processes to link stops and searches back to particular authorisations. It would also require the development of new data sources on the ethnic profile of different populations.

4.2 Other crime statistics

One factor to explain race disproportionality referred to by the police forces in their responses to the Commission is the high knife-inflicted homicide rates in the black community and a high proportion of suspects from the same ethnic group as the victim. This links to higher use of s.60 powers in urban areas with both higher homicide rates and higher proportions of people from ethnic minority backgrounds. Similarly, the Metropolitan Police’s analysis suggests that the majority of gang members in London are from the black community, and West Midlands Police quote high percentages of black victims and offenders in cases of gang-related murder or attempted murder.

The police forces also state that intelligence regularly contains information about appearance and ethnicity and black individuals feature disproportionately frequently. A comparison between the ethnic profiles of crime suspects and stops and searches (PACE and s.60) in a joint letter from four police forces¹⁹ shows that both exhibit disproportionate percentages with black ethnicity.

¹⁹ Lancashire Constabulary, Greater Manchester Police, West Midlands Police and the Metropolitan Police (‘the four forces’), Letter dated 23 January 2012.

While these statistics are related to race disproportionality, the figures do not tell the whole story. For example, homicides will only reflect a small proportion of weapons being carried by individuals and so may not be representative of the ethnic profile of those individuals carrying weapons. Conversely not all authorisations will be given following a homicide or other crime where an offender profile points towards a black or Asian offender.

In addition, homicide rates or other crime statistics cannot be used as sole grounds for giving authorisation under s.60. This argument could only be used where an authorisation has an associated offender profile and not as a general justification for any race disproportionality. However with sufficient information, stops and searches carried out based on an offender profile could be analysed separately from other stops and searches. It would be expected that disproportionality would be higher in the former data.

4.3 Other factors affecting race disproportionality

Several other factors may influence the ethnic profile of people stopped and searched under s.60:

- High visitor numbers can mean that the population subject to stop and search bears only a limited resemblance to the resident population. Lancashire names transient criminal population as one influence on black stops and searches in Preston and also gives an example for Blackpool.
- Multiple stops and searches of the same people can inflate the measures of disproportionality.
- Where self-defined ethnicity is unknown or different from that recorded by the officer and small numbers are involved, this can affect disproportionality.

Police forces should investigate all these factors to assess the potential influence of each on overall disproportionality, as follows:

- Visitors may be removed from the stop and search figures to check if disproportionality is still present when residents only are considered.
- An analysis could be carried out where each individual stopped is counted only once and the likelihood of being stopped and searched compared on that basis.
- Missing values will increase disproportionality only if they relate to stops and searches of white people. This would probably not have a large effect on disproportionality unless a large percentage are missing, since the number of

white stops and searches will generally be large. Repeating the analysis with these values added to white stops and searches will indicate the minimum level of disproportionality consistent with the data.

- Incorrect self-description of ethnicity will only inflate disproportionality if people incorrectly say they are mixed race, black or Asian. However, where the disproportionality ratio is very large any decrease is unlikely to reduce it to an acceptable level. An assessment of differences between ethnic appearance and self-defined ethnicity would enable this to be assessed on a case by case basis.

4.4 Measuring the effectiveness of stop and search

Few statistics are available to measure the effectiveness of stop and search legislation. Section 3.6 above shows the rates of arrest arising from s.60 stops and searches, which are generally low. In England as a whole, only 2.8 per cent of s.60 stops and searches resulted in an arrest in 2008/09 and this decreased to 2.3 per cent in 2010/11. Of these, fewer than one in five arrests were for offensive weapons.

Data on arrests made can be difficult to interpret. For example, few arrests may be seen as an indicator of either effectiveness, as searching may have a 'deterrent effect', or ineffectiveness, if it means that many people are being searched inappropriately. The former may include groups of people searched at the same time.

If there is no significant difference between percentages of arrests by ethnic group, it could imply that black people are not inappropriately targeted, since their arrest rates would then be lower than those of other ethnic groups. Table 9 shows that arrest rates from searches of black people are only slightly lower than those of white people at 2.3 per cent compared with 2.6 per cent in 2010/11. The problem with this argument is that if black people were being targeted for searches then they might also be targeted for arrests. The lack of a significant difference does not prove that black people are not inappropriately targeted.

5 Conclusion

The most recent data on the number of stops and searches show that police forces are using s.60 stop and search on fewer occasions. This indicates that the police are making progress on their commitment to use stop and search appropriately in this area.

Some police forces are stopping and searching a much higher proportion of people from ethnic minorities than live in their community. This can be justified if there is a genuine rationale for it, such as reducing knife crime in an area that has a high ethnic population. The justification should be set out in the authorisation to use s.60 powers, however the research found that this is not often the case.

The research process has highlighted a need for police forces to be consistent in how they collect and record data on their use of this power. This will help them to provide accurate figures to government and demonstrate that authorisations made under s.60, and the resulting stops and searches, are credible and justifiable.

Improving the transparency of their decisions should also protect the police from allegations of race discrimination if their rationale for stopping and searching people with a specific ethnic background is legitimate.

5.1 Recommendations for improved analysis

Chapter 4 of the report notes that the vast majority of forces do not appear to analyse the reasons for any race disproportionality. This indicates a failure to have due regard to their public sector equality duty obligations. The onus is on the police forces to undertake analysis of their use of these powers and to justify this enduring problem of race disproportionality. It is suggested that the police carry out the following analyses in order to understand what influences the race disproportionality:

1. Analysis by type of authorisation

A key requirement for further analysis is to subdivide the authorisations in a way that allows related stops and searches to be compared with appropriate populations. For example, authorisations given to enable the searching of mainly black gang members should result in a different ethnic profile for stops and searches than one aimed at preventing violence among mainly white football supporters. Achieving this will require the identification of key types of authorisation, which may differ to some extent between forces, for example, gang-related, public events, etc. For each type

the number of stops and searches will be needed broken down by ethnic group as well as evidence of the ethnic profile of appropriate populations for comparison. Race disproportionality can then be calculated for each authorisation type.

2. Removing the influence of visitors

Visitors from outside a police force area can inflate the stop and search rates for black and/or Asian ethnic groups, particularly if the resident populations in these groups are small. A solution to this is to exclude non-residents from the analysis, using address information on the stop and search form, and to recalculate race disproportionality based on residents only.

3. Removing the influence of repeat stops and searches

The impact of repeat searches of the same person may be considered if it is possible to produce a count of the individual people who are stopped and searched each year by ethnic group. By only counting each person once, the measure of race disproportionality will also be more easily interpreted as the relative probability of a black, Asian or mixed race individual being stopped and searched during the year compared with a white individual.

4. Influence of missing values

The extent to which missing values for self-defined ethnicity may be inflating the estimate of race disproportionality is easily assessed. The greatest overestimate of race disproportionality would occur where all the missing values relate to white stops and searches, so a lower limit may be obtained by adding the number of 'missing' to the number of white stops and searches and recalculating race disproportionality using this total.

6 Annex – Force-level summaries

Summary of s.60 data by police force

Police force	Bedfordshire
Number of authorisations and extensions	8 authorisations, 1 extension. Information provided for the period April 2009–March 2011. However published figures for 2009/10 (192 stops and searches and 4 arrests) suggests that there were more authorisations than this.
Periods covered	4 authorisations were 24 hours long, the others were 5 hours, 12 hours, 20 hours and 46 hours 29 minutes.
Extent of areas covered	Large areas: Borough of Luton (7 authorisations) and Bedford Town Centre.
Summary of grounds	Protest-related events (4 authorisations), Luton Carnival (2), unnamed November event, football fans.
Stops and searches per authorisation	72 in total, between 0 and 34 per authorisation, average 9.0 per authorisation.
Outcomes	No persons found carrying weapons etc and no arrests for offensive weapons. Three arrests for other reasons.

Police force	Cambridgeshire
Number of authorisations and extensions	4 authorisations, 1 extension. No authorisations reported for 2009/10, although published figures show 8 stops and searches and 1 arrest for that year.
Periods covered	All different: 4 hours 34 minutes, 12 hours, 15 hours and 48 hours.
Extent of areas covered	Areas in Peterborough (2), Histon/Impington, Linton/Hildersham. Most defined with reference to roads bounding the area.
Summary of grounds	Earlier or ongoing violence.
Stops and searches per authorisation	13 in total, between 2 and 5 per authorisation, average 3.3 per authorisation.
Outcomes	No persons recorded as carrying weapons etc, although responses imply there may have been. 1 arrest 'from disorder'. Other outcomes: 'Section 27 VCR Act issued' and 'Reprimand for possession of drugs.'

Police force	Cheshire
Number of authorisations and extensions	9 authorisations, no extensions reported.
Periods covered	All 24 hours.
Extent of areas covered	Ranging from broad to specific: Eastern, Western or Northern Cheshire Areas, Crewe/Nantwich/Congleton, Macclesfield, Warrington South, Chester City Centre and western ringroads, within 1 mile of named public house.
Summary of grounds	Night-time economy/night clubs, football match (2), demonstration (3), threats (2), 'persons carrying dangerous instruments or offensive weapons in area without good reason.'
Stops and searches per authorisation	13 in total, ranging from none to 7 per authorisation, average 1.4 per authorisation.
Outcomes	1 person found carrying weapons etc, 1 arrest for weapons and 1 other arrest.

Police force	Cumbria
Number of authorisations and extensions	9 authorisations, no extensions reported but at least 6 extensions would have been needed (33 hours would require at least one extension and 3-9 June would require at least 5 extensions).
Periods covered	6 were less than 24 hours, 1 of 24 hours, 1 of 33 hours and 1 reported as 3-9 June 2009.
Extent of areas covered	Loosely defined: Carlisle and related areas (5), Appleby and area (3), Barrow Football Club.
Summary of grounds	Football matches (4), Appleby Horsefair (3), 'escalation of tension'.
Stops and searches per authorisation	328 in total, ranging from none to 295 per authorisation (the latter at Appleby Horsefair in 2009). Average 36.4 per authorisation.
Outcomes	26 persons found carrying weapons etc, 4 arrests for weapons and 8 other arrests. Apart from 3 of the 'other arrests', these were all related to the 2009 Appleby Horsefair.

Police force	Derbyshire
Number of authorisations and extensions	11 authorisations, one extension.
Periods covered	All less than 24 hours.
Extent of areas covered	Parts of Derby/Derbyshire (7 authorisations), Chesterfield (2), A Division, C Division.
Summary of grounds	No information provided.
Stops and searches per authorisation	197 in total, ranging from none to 90 per authorisation, average 17.9 per authorisation.
Outcomes	1 person found carrying weapons etc, 3 'other' arrests.

Police force	Devon & Cornwall
Number of authorisations and extensions	23 authorisations, no extensions.
Periods covered	15 of less than 24 hours, 8 of 24 hours.
Areas covered	Plymouth (21), Exeter (2).
Summary of grounds	'Having grounds to reasonably believe incidents involving serious violence may take place' (21), football match (2).
Stops and searches per authorisation	225 in total, from none to 24 per authorisation. Average 9.8 per authorisation.
Outcomes	1 person found carrying weapons etc, 1 arrest for weapons and 5 other arrests.

Police force	Dorset
Number of authorisations and extensions	3 authorisations, no extensions.
Periods covered	9, 14 and 19 hours.
Areas covered	Verwood (2), Highcliffe.
Summary of grounds	Pre-planned violence (3).
Stops and searches per authorisation	9 in total, ranging from 1 to 7 per authorisation. Average 3.0 per authorisation.
Outcomes	No persons found carrying weapons etc and no arrests for offensive weapons. 1 'other' arrest.

Police force	Durham
Number of authorisations and extensions	2 authorisations, no extensions.
Periods covered	Both 24 hours.
Areas covered	Named areas.
Summary of grounds	General: 'Having reasons to believe that (a) incidents of serious violence may take place and that it is expedient to give an authorisation to prevent their recurrence, and/or (b) that persons are carrying dangerous instruments or offensive weapons without good reason.'
Stops and searches per authorisation	2 searches in total.
Outcomes	None.

Police force	Gloucestershire
Number of authorisations and extensions	9 authorisations, 16 extensions.
Periods covered	6 authorisations covering periods of over 24 hours.
Areas covered	Defined by road names, place names, town/city centre.
Summary of grounds	Mostly general, ie 'Serious violence had taken place and people are carrying dangerous objects or weapons.' A few giving more details: football match, fair, robberies and hunt protesters.
Stops and searches per authorisation	142 searches in total, on average 15.8 per authorisation. Maximum 52 searches.
Outcomes	1 person found carrying weapons etc, 3 arrests for weapons and 5 other arrests.

Police force	Hampshire
Number of authorisations and extensions	11 authorisations, no extensions. Information also provided on 4 authorisations in the first quarter of 2008.
Periods covered	5 authorisations between 6-12 hours, 5 in the range 12-24 hours.
Areas covered	Defined by area names and road boundaries.
Summary of grounds	Disorder involving groups of youths, past incidents or pre-planned, general anti-knife crime operations.
Stops and searches per authorisation	99 searches, on average 9.0 per authorisation. Maximum 43 searches.
Outcomes	No persons found carrying weapons etc and no arrests for offensive weapons. 2 'other' arrests.

Police force	Hertfordshire
Number of authorisations and extensions	36 authorisations, no extensions reported but estimate 9 extensions required to cover periods reported for 3 of the authorisations. Many of the authorisations are based on stop and search forms only and further information is missing.
Periods covered	Where reported, most are less than 24 hours. Exceptions greater than 24 hours are: 25 hours from 12-13 August 2008, 1-3 November 2008, 25 July–2 August 2008.
Areas covered	Range of areas, some identified only by codes.
Summary of grounds	Violence involving groups/gangs taking place or expected (14), planned operations (4), halloween, searching for fireworks or alcohol or other patrols.
Stops and searches per authorisation	275 in total. Between 0 and 54 per authorisation. Average 7.6 per authorisation.
Outcomes	1 person found carrying weapons etc, 3 arrests for weapons and 5 other arrests.

Police force	Humberside
Number of authorisations and extensions	4 authorisations, no extensions.
Periods covered	5 hours, 7 hours, 24 hours and one of unknown length.
Areas covered	Grimsby and Cleethorpes (3), Hull.
Summary of grounds	Violence between school pupils (2), football-related, unrest on a housing estate.
Stops and searches per authorisation	21 in total, between 2 and 13 per authorisation. Average 5.25 per authorisation.
Outcomes	No persons found carrying weapons etc and no arrests for offensive weapons. 2 'other' arrests.

Police force	Kent
Number of authorisations and extensions	34 authorisations, 11 extensions. A further 35 monthly stop and search figures are listed without information on the number of authorisations given.
Periods covered	Majority (27) were for 24 hours. 4 for over 24 hours.
Areas covered	Borough or city names, areas defined by roads bounding them.
Summary of grounds	Previous offences, pre-planned fights, rival gangs.
Stops and searches per authorisation	207 searches recorded, not linked to authorisations.
Outcomes	1 person was found to be carrying offensive weapons or dangerous instruments, 1 arrest for offensive weapons. 7 arrests for other reasons.

Police force	Lancashire
Number of authorisations and extensions	19 authorisations and 5 extensions listed. 18 other records relating to unknown number of authorisations/extensions. These relate to various operations during which s.60 was used, but for which summary information only is available. Except for the overall number of stops and searches given below, the following information relates to the 19 authorisations for which details were provided.
Periods covered	8 authorisations in the range 6-12 hours, 5 between 12 and 24 hours, 4 over 24 hours, 2 unknown.
Areas covered	Described with reference to road names or other named areas.
Summary of grounds	Varying from general 'Serious violence may take place and that persons are carrying dangerous instruments or offensive weapons' to more specific, such as football matches, disputes between individuals/groups, organised crime, EDL protest.
Stops and searches per authorisation	Overall 3,582 stops and searches are recorded. For the 19 authorisations listed, there were 475 stops and searches or an average of 25 per authorisation. Maximum number of searches was 190.
Outcomes	4 persons found to be carrying offensive weapons or dangerous instruments, 3 arrests for offensive weapons. 5 arrests for other reasons.

Police force	Lincolnshire
Number of authorisations and extensions	118 authorisations. No further information provided.
Periods covered	No information.
Areas covered	No information.
Summary of grounds	No information.
Stops and searches per authorisation	No information.
Outcomes	No information.

Police force	City of London
Number of authorisations and extensions	10 authorisations, no extensions.
Periods covered	The majority (8 authorisations) in the range 6-12 hours.
Areas covered	All given as 'City of London Police District'.
Summary of grounds	Either 'Persons carrying dangerous instruments or offensive weapons' or 'Incidents of serious violence may take place'.
Stops and searches per authorisation	172 in total, on average 17.2 per authorisation. Maximum 82 searches.
Outcomes	1 person was found to be carrying offensive weapons or dangerous instruments, 1 arrest for offensive weapons. 8 arrests for other reasons.

Police force	Merseyside
Number of authorisations and extensions	No information available for the period requested. 302 authorisations in the period March–December 2011, no information on extensions. However, series of authorisations can be identified relating to same area and grounds. Maximum number of authorisations was 63 in August 2011 (the month of the riots).
Periods covered	140 authorisations were for 18-24 hours and 99 were for 6-12 hours. None reported of over 24 hours.
Areas covered	Well-defined areas specified by area codes and/or street names. In a few cases other information has been entered instead of area details.
Summary of grounds	Previous incidents, many involving firearms, and large-scale disorder.
Stops and searches per authorisation	1,110 in total, on average 3.7 per authorisation. Stop and search data not linked to authorisations.
Outcomes	4 arrests for weapons and 34 arrests for other reasons.

Police force	Metropolitan Police
Number of authorisations and extensions	5,641 authorisations, at least 113 extensions. Highest numbers (over 500 authorisations in each) March, May, June, July, October and November.
Periods covered	39 per cent in the range 18-24 hours, 27 per cent of 12-18 hours, 24 per cent of 6-12 hours and 5 per cent each of 0-6 hours and more than 24 hours.
Areas covered	Areas classified by Borough and area within Borough if whole Borough not covered. The Boroughs with the highest numbers of authorisations were Newham (892), Southwark (657) and Hackney (519). 57 per cent of authorisations covered the whole Borough.
Summary of grounds	Since March 2010, authorisations classified into one or more of 11 categories, eg 661 authorisations related to 'gun crime'.
Stops and searches per authorisation	Based on 121 Authorities in period 14th August–16 September 2010. 4,696 in total, on average 38.8 per authorisation. Maximum searches from one authorisation, 604. 47 per cent of authorisations resulted in 21 or more stops and searches.
Outcomes	20 arrests for weapons and 73 arrests for other reasons.

Police force	Norfolk
Number of authorisations and extensions	7 authorisations, 0 extensions
Periods covered	4 authorisations of 24 hours, the other 3 were 4:25, 12 and 14 hours long.
Areas covered	Parts of Norwich and Wymondham, Heacham and Hunstanton, Wells and Walsingham.
Summary of grounds	Earlier incidents of disorder/violence, pre-planned fights.
Stops and searches per authorisation	117 in total, on average 16.7 per authorisation. Between 0 and 67 searches per authorisation.
Outcomes	2 persons were found to be carrying offensive weapons or dangerous instruments and no arrests resulted from the searches.

Police force	Northumbria
Number of authorisations and extensions	17 authorisations, no extensions reported.
Periods covered	5 authorisations of up to 6 hours, 7 of 6-12 hours, 4 of 24 hours and 1 not known.
Areas covered	Described using areas names and codes. Areas range in size from Boroughs to Footbeats.
Summary of grounds	Pre-planned violence between gangs, history of violence/criminal damage, football fans, poaching.
Stops and searches per authorisation	189 in total, on average 11.1 per authorisation. Between 0 and 38 searches per authorisation.
Outcomes	No persons were found to be carrying offensive weapons or dangerous instruments, no arrests for offensive weapons. 3 arrests for other reasons.

Police force	North Yorkshire
Number of authorisations and extensions	1 authorisation, no extensions.
Periods covered	24 hours.
Areas covered	Area in Harrogate Town Centre.
Summary of grounds	Intelligence received.
Stops and searches per authorisation	2 stops and searches.
Outcomes	2 persons were found to be carrying offensive weapons or dangerous instruments, no arrests resulted from the searches.

Police force	South Yorkshire
Number of authorisations and extensions	15 authorisations, 2 extensions.
Periods covered	Majority of authorisations (8) were 6-12 hours long, 4 were up to 6 hours long, others were 19, 24 and 48 hours long.
Areas covered	No information provided.
Summary of grounds	No information provided.
Stops and searches per authorisation	No information provided.
Outcomes	No information provided.

Police force	Suffolk
Number of authorisations and extensions	1 authorisation, no extensions
Periods covered	Not known
Areas covered	Central area of Stowmarket, Suffolk.
Summary of grounds	'Intelligence that there would be youths carrying weapons.'
Stops and searches per authorisation	5 stops and searches.
Outcomes	No persons were found to be carrying offensive weapons or dangerous instruments and no arrests resulted from the searches.

Police force	Surrey
Number of authorisations and extensions	13 authorisations, 4 extensions.
Periods covered	3 authorisations covering 48 hours, 5 of up to 6 hours 3 of 6-12 hours and 2 of 18-24 hours.
Areas covered	Various town centres, railway stations and other locations.
Summary of grounds	Disorder anticipated from groups of youths, rival families, football fans or following earlier offences.
Stops and searches per authorisation	371 in total, on average 28.5 per authorisation. Ranging from zero searches to 132 searches per authorisation.
Outcomes	1 person found to be carrying offensive weapons or dangerous instruments and 1 arrested for same. In addition, 3 searches resulted in an arrest for other reasons.

Police force	Thames Valley
Number of authorisations and extensions	25 authorisations in 2011, no information on extensions.
Periods covered	No information provided.
Areas covered	No information provided.
Summary of grounds	No information provided.
Stops and searches per authorisation	210 in total for 2011.
Outcomes	5 arrests in 2011.

Police force	Warwickshire
Number of authorisations and extensions	4 authorisations, 5 extensions (to the same authorisation).
Periods covered	2 authorisations covering 24 hours, 1 for just over 9 hours and 1 lasting for a week.
Areas covered	Nuneaton Town Centre (2 authorisations), Kenilworth Horse Fair site and Town Centre, approach roads to Long Marston airfield.
Summary of grounds	Disorder anticipated between EDL and opposing groups, people carrying dangerous objects or offensive weapons, possibility of serious violence connected with motorcycle meeting following murder previous year.
Stops and searches per authorisation	682 in total, on average 170.5 per authorisation Ranging from 1 to 507 per authorisation. The latter in connection with the motorcycle meeting.
Outcomes	21 people found to be carrying offensive weapons or dangerous instruments and 2 arrested for same. In addition, 2 searches resulted in an arrest for other reasons.

Police force	West Mercia
Number of authorisations and extensions	15 authorisations, 1 extension recorded (number of extensions not known for authorisation of 72 hours)
Periods covered	7 authorisations for 24 hours, 2 for longer periods (48 hours and 72 hours, on consecutive weekends following a serious assault), 3 for up to 6 hours and 3 not known.
Areas covered	9 relate to named areas in Telford, 3 to areas in Worcester, and 3 other areas (Church Stretton, Shawbury and Shrewsbury).
Summary of grounds	Fighting taking place, disorder anticipated, ongoing community tension, earlier incidents/offences, football risk fans.
Stops and searches per authorisation	200 in total, on average 13.3 per authorisation. Ranging from zero searches (for 4 authorisations) up to a maximum of 72 searches. In total 101 searches were carried out over 5 24 hour periods following the serious assault referred to above.
Outcomes	16 people found to be carrying offensive weapons or dangerous instruments and 5 people arrested for same. 8 weapons and the 5 arrests were following the serious assault. No other arrests.

Police force	West Midlands
Number of authorisations and extensions	809 authorisations, 29 extensions. Across the year there were most authorisations in April (105) and December (103) and least in January (30) and February (45).
Periods covered	The majority of authorisations (499) fell in the range 6-12 hours. However some sets of authorisations can be identified covering the same area for the same reason on consecutive or near consecutive dates.
Areas covered	Descriptions refer to: Operational Command Units (OCUs), Local Policing Units (LPUs), neighbourhoods, zones, Beat codes, Wards, road names. Appear well-defined with reference to attached maps in some cases.
Summary of grounds	These include: disorder among/between groups/gangs, groups congregating, risk groups of football supporters, robbery and burglary offences involving weapons. Some refer to incidents between different ethnic groups.
Stops and searches per authorisation	2,488 in total, on average 3.1 per authorisation. The majority of authorisations (506) resulted in no searches. The highest number of searches was 71.
Outcomes	6 people found to be carrying offensive weapons or dangerous instruments and the same number arrested for same. In addition, 42 searches resulted in an arrest for other reasons.

Police force	British Transport Police
Number of authorisations and extensions	150 authorisations, no extensions. Across the year there were slightly more authorisations in September (17), April and June (16 each) and fewer in December (4) and February (7).
Periods covered	For the majority of authorisations (126) the length of time covered is not provided. Of the remaining 24 authorisations, the majority (19) were in the range 6-12 hours.
Areas covered	Mostly name one or more stations, but can be wider, eg 'Zones 1,2,3 London Underground' or 'All Croydon Tramlink stations'. Several also refer to stations, lines, railway land, trains and/or their environs between named points.
Summary of grounds	Most refer to 'Serious violence may take place' or 'People are carrying dangerous objects or offensive weapons'. Many mention football matches, recent crimes or past/pre-arranged fights.
Stops and searches per authorisation	7,484 in total, on average 49.9 per authorisation. Number of searches ranged from zero in 32 cases up to a maximum of 1,752. The four highest numbers of searches were for the days of the Notting Hill Carnival in 2008 and 2009.
Outcomes	6 people found to be carrying offensive weapons or dangerous instruments and the same number arrested for same (4 of which were on the days of the Notting Hill Carnival). In total, 91 searches resulted in an arrest.

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