PEEL: Police legitimacy 2015

An inspection of the Metropolitan Police Service

Contents

Overview – How legitimate is the force at keeping people safe and reducing crime?

Overall judgment[1]

⬤⬤⬤◯ **Good**

Throughout 2015, HMIC's PEEL legitimacy inspection programme has assessed the culture within the Metropolitan Police Service, and how this is reflected in the force's public engagement, use of Taser and compliance with the Best Use of Stop and Search scheme.

HMIC found many good examples of the Metropolitan Police Service (MPS) seeking to create an ethical and inclusive culture, and feedback from officers and staff was very positive and supportive.

The force had made considerable efforts to improve the diversity of officers and staff, which had been generally unsuccessful to date.

We found that the force understands and engages successfully with all the people it serves. The force has a good understanding of the diverse communities of London, and is working hard to overcome any barriers to engagement.

The force complies with most elements of the Best Use of Stop and Search scheme. However, the force has only recently started identifying whether the object searched for was found and this is not yet published. Taser use is fair and appropriate in the MPS.

This is the first time HMIC has graded forces on their legitimacy, so no year-on-year comparison is possible.

Summary

HMIC found many good examples of the MPS seeking to create an ethical and inclusive culture, and feedback from officers and staff was very positive and supportive.

We also looked at the work the MPS was doing to improve the diversity of its officers and staff. The force fully recognised that this was an issue and had made a series of attempts to; in particular, recruit more people from a black, Asian or minority ethnic background.

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[1] Outstanding, Good, Requires improvement or Inadequate – see Annex A.

Most people we spoke to were aware that the force had made an effort to improve diversity, although, as the force would acknowledge, the results of these attempts have been disappointing.

The Code of Ethics[2] was mainly understood by officers and police staff, and many managers took wellbeing issues seriously, even if this was not consistently applied across the force.

When HMIC looked at how well the force understands and engages with all the people it serves, we found evidence that the MPS understands and engages successfully with all the people it serves. The force has a good understanding of the diverse communities of London, and is working hard to overcome any barriers to engagement. Officers use a range of effective approaches to identify public views. Social media, which officers use widely to engage with communities, is an example of this.

Stop and search and Taser are two ways that the police can prevent crime and protect the public. However, they can be intrusive and forceful methods, and it is therefore vital that the police use them fairly and appropriately. HMIC found that the force complies with most elements of the Best Use of Stop and Search scheme. However, the force has only recently started identifying whether the object searched for was found and this is not yet published. Taser use is fair and appropriate in the MPS.

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[2] *Code of Ethics – A Code of Practice for the Principles and Standards of Professional Behaviour for the Policing Profession of England and Wales*, College of Policing, London, July 2014. Available from: www.college.police.uk/What-we-do/Ethics/Documents/Code_of_Ethics.pdf

To what extent does practice and behaviour reinforce the wellbeing of staff and an ethical culture?

Good

HMIC found many good examples of the MPS seeking to create an ethical and inclusive culture, and feedback from officers and staff was very positive and supportive.

We also looked at the work the MPS was doing to improve the diversity of its officers and staff. The force recognises fully that this was an issue and had made a series of attempts to recruit more people from a black, Asian or minority ethnic background. Most people we spoke to were aware that the force had made an effort to improve diversity, although, as the force would acknowledge, the results of these attempts have been disappointing.

How well does the force understand, engage with and treat fairly the people it serves to maintain and improve its legitimacy?

Good

The MPS has a good understanding of the people it serves. The force has developed good profiles of local areas, although they are not consistent. We found that the force effectively analyses public attitude surveys. The force understands the importance of engagement in building police legitimacy. We found a good system in place to identify and resolve community tensions.

Officers use a range of effective approaches to identify public views. Social media, which officers use widely to engage with communities, is an example of this. This is complemented by traditional media, such as newsletters and poster campaigns. We found that

To what extent are decisions taken on the use of stop and search and Taser fair and appropriate?

Good

The force complies with most elements of the Best Use of Stop and Search scheme. The force has only recently started identifying whether the object searched for was found and this is not yet published.

Officers we spoke to are anxious about carrying out stops and searches. Chief officers and senior officers should make clear the circumstances for an effective and lawful search. Officers using the power should be confident (and supported by managers) to do so in those cases where it is appropriate.

We found that officers did not routinely use the National Decision Model in deciding when and how to conduct stops and

The Code of Ethics was mainly understood by officers and police staff, and many managers took wellbeing issues seriously, even if this was not consistently applied across the force.

In relation to how the force deals with public complaints and misconduct investigations HMIC concluded that, while there was absolutely no suggestion that this inspection uncovered racist or discriminatory behaviour in any aspect of our fieldwork or data analysis, the perceived fear of being accused of racism was leading to outcomes that appeared to treat BAME officers and staff more severely. The MPS's own data on outcomes showed a bias. The force did not yet understand why this was the case. This is an issue for everyone in the force to understand and address.

local officers regularly attend meetings, and engage with the public informally but effectively at a variety of events and venues.

The National Decision Model[3] is well understood by most officers and staff.

The Commissioner emphasises treating people properly and appropriate training supports officers and staff in doing so. Officers and staff mainly treat the public fairly and with respect.

searches.

Taser-trained officers understand how to apply the National Decision Model when considering whether to use Taser. The force assesses rigorously the number of Taser-trained officers it needs alongside how it deploys them, taking into considering both national threats and local issues. The level and standard of the force's supervision of its use of Taser is robust. The force provides extensive information about its use of Taser to the public.

Taser use is fair and appropriate in the MPS.

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[3] *College of Policing - Authorised Professional Practice on National Decision Model*, College of Policing, December 2014. Available from: www.app.college.police.uk/app-content/national-decision-model/?s

Force in numbers

Ethnic diversity

Percentage of BAME in workforce 31 March 2015

overall workforce

16%

officers
12%

staff
25%

PCSOs
36%

Percentage of BAME in local population, 2011 Census

40%

Gender diversity

Percentage of females in overall workforce 31 March 2015

Metropolitan Police Service
34%

England and Wales force average
41%

Percentage of females by role, Metropolitan Police Service

officers
26%

staff
56%

PCSOs
36%

Percentage of females by role, England and Wales force average

officers
29%

staff
60%

PCSOs
47%

Public complaints

Number of allegations made by the public that have been finalised 12 months to 31 March 2015

Metropolitan Police Service
11,462

Proportion of finalised allegations investigated 12 months to 31 March 2015

Metropolitan Police Service
74%

Force's most similar group average
56%

Proportion of finalised allegations upheld after investigation 12 months to 31 March 2015

Metropolitan Police Service	Force's most similar group average
12%	12%

Stop and search

Number of stops and searches carried out 12 months to 31 March 2015

171,738

Stops and searches per 1,000 population 12 months to 31 March 2015

Metropolitan Police Service	Force's most similar group average
20.1	10.1

Change in number of stops and searches 12 months to 31 March 2014 to 12 months to 31 March 2015

Metropolitan Police Service	Force's most similar group average
-41%	-41%

Tasers

Number of times a Taser was used 12 months to 31 December 2014

1,942

Number of times a Taser was used per 10,000 population 12 months to 31 December 2014

Metropolitan Police Service	Force's most similar group average
2.3	2.5

Tasers 'discharged' (as proportion of overall use) 12 months to 31 December 2014

Metropolitan Police Service	Force's most similar group average
12%	23%

Data: for further information about the data used in this graphic see annexes B and D in this report and annex B in the national legitimacy report.

Introduction

Throughout 2015, HMIC has assessed the extent to which police forces are legitimate in how they keep people safe and reduce crime. This is one strand of the PEEL (police effectiveness, efficiency and legitimacy) all-force inspection programme.

A police force is considered to be legitimate if it has the consent of the public, and if those working in the force consistently behave in a way that is fair, reasonable, effective and lawful. The force must also generate the trust and co-operation of the public.

To reach a judgment on each force's legitimacy, HMIC examined three areas:

Spring 2015 inspection

- To what extent does practice and behaviour reinforce the wellbeing of staff and an ethical culture?

Autumn 2015 inspection

- How well does the force understand, engage with and treat fairly the people it serves to maintain and improve its legitimacy?

- To what extent are decisions taken on the use of stop and search and Taser fair and appropriate?

This report provides the main findings for the Metropolitan Police Service.

Methodology

During our inspection we interviewed relevant senior leaders, collected data and documentation from forces, surveyed the public to seek their views of the force, held focus groups for those at different grades and ranks, and undertook unannounced visits to individual police stations to gather evidence and speak with officers and staff.

Prior to inspection fieldwork we also reviewed a small number of Taser deployment forms and stop and search forms; and listened to calls for service from members of the public.

This work was informed by research on the two principal characteristics of a legitimate organisation – organisational justice and procedural justice.

Organisational justice[4]

Every day, people respond to the actions and decisions made by their organisation that affect them or their work. Research shows that an individual's perceptions of these decisions (and the processes that led to them) as fair or unfair can influence their subsequent attitudes and behaviours.

In a policing context, staff who feel they are treated fairly and with respect by their force, are more likely to go on to treat the public with whom they come into contact fairly and with respect. This will increase the public's view that the police act legitimately.

Procedural justice

Research[5] has shown that for the police to be considered legitimate in the eyes of the public, people need to believe that the police will treat them with respect, make fair decisions (and take the time to explain these decisions), and be friendly and approachable. It also indicates that the way officers behave is central to policing as it can encourage greater respect for the law and foster social responsibility.

There is also an economic benefit for a force which is seen as legitimate by the communities it serves. The more the public provides support to the police through information or intelligence, or becomes more active in policing activities (such as Neighbourhood Watch or other voluntary activity), the less the financial burden on police forces.

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[4] *It's a fair cop? Police legitimacy, public cooperation, and crime reduction*, Andy Myhill and Paul Quinton, National Policing Improvement Agency, London, 2011. Available from: http://whatworks.college.police.uk/Research/Documents/Fair_Cop_Briefing_Note.pdf

[5] *Ibid.*

To what extent does practice and behaviour reinforce the wellbeing of staff and an ethical culture?

Introduction

As organisational justice has a direct relationship to procedural justice (we treat others as we are treated), it is critical that the culture inside police forces is an ethical one, where challenge and continual improvement are encouraged. It is also crucial that all officers and staff feel that they and others are treated fairly and consistently (for example, when an allegation is made against them by a member of the public or a colleague). Even if a system or process is fair, if people do not believe that it is, then organisational justice will not have been achieved.

Officers and staff who feel they are treated fairly and with respect by their force, are more likely to go on to treat the public with whom they come into contact fairly and with respect. This will increase the public's view that the police act legitimately.

In spring 2015,[6] HMIC made an assessment of police force culture. The inspection asked:

1. How well does the force develop and maintain an ethical culture?

2. How well does the force provide for the wellbeing of staff?

3. How well has the Code of Ethics been used to inform policy and practice?

4. How fairly and consistently does the force deal with complaints and misconduct?

In addition, HMIC also considered the number of females and black, Asian and minority ethnic (BAME) people at different ranks and grades, to determine the extent to which the diversity of the force reflects that of the communities it serves.

Gender and black, Asian and minority ethnic (BAME) breakdown in the Metropolitan Police Service

A breakdown of the full-time equivalent (FTE) workforce[7] in the Metropolitan Police Service as at 31 March 2015 is shown below.

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[6] The inspection took place between March and June 2015.

[7] Workforce comprises officers, staff and police community support officers (PCSOs).

Figure 1: Breakdown of full-time equivalent (FTE) workforce in the Metropolitan Police Service, 31 March 2015

| FTE	Total	Of which			
		Female		BAME*	
Total workforce	**44,983**	**15,107**	**(34%)**	**7,177**	**(16%)**
Total officers	**31,877**	**8,158**	**(26%)**	**3,729**	**(12%)**
Constables	25,851	7,080	(27%)	3,361	(13%)
Sergeants	4,321	758	(18%)	271	(6%)
Inspecting ranks	1,435	265	(18%)	74	(5%)
Superintendents and above	270	55	(20%)	23	(9%)
Staff	**11,318**	**6,306**	**(56%)**	**2,806**	**(25%)**
PCSOs	**1,787**	**642**	**(36%)**	**642**	**(36%)**

Note that numbers may not add up to totals because of rounding.

* Individuals are not required to record their ethnicity. As a result, BAME totals and percentages exclude officers/staff/PCSOs where the ethnicity is not stated.

Source: Home Office Police Workforce statistics

The figure below shows how the percentages of female officers, staff and PCSOs in the MPS compared with the averages of all forces in England and Wales. It shows they were lower for all of officers, staff and PCSOs.

Figure 2: The percentage of female officers, staff and PCSOs in the Metropolitan Police Service compared with the force average for England and Wales, 31 March 2015
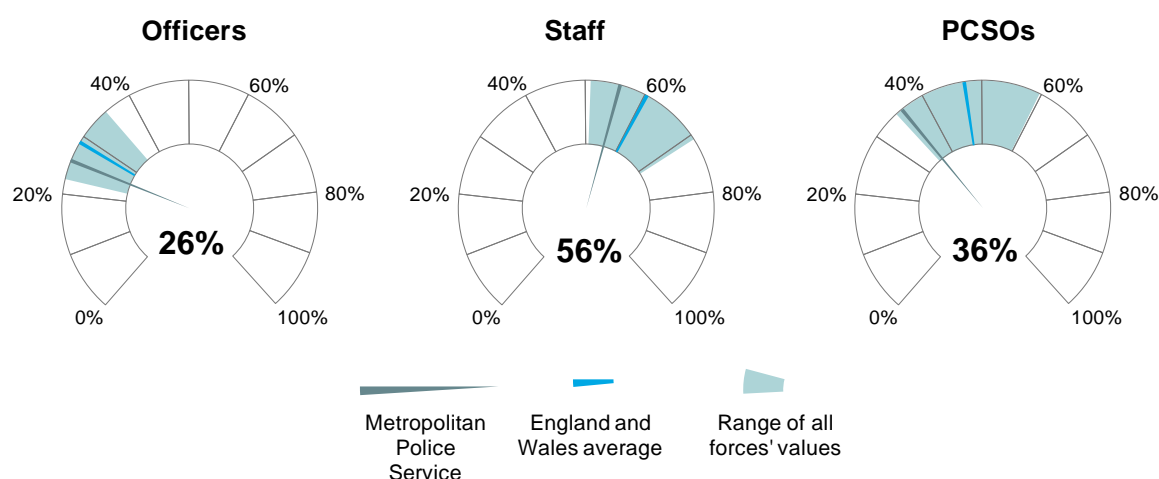
Source: Home Office Police Workforce statistics

We compared the percentages of (i) BAME officers, (ii) BAME police staff and (iii) BAME PCSOs in each force with the proportion of BAME people in the force's local population. In the Metropolitan Police, around 40 percent of the local population were BAME. The figure below shows these comparisons. There was a statistically significant under-representation of BAME people in the MPS's overall police workforce, as well as separately for officers, staff and PCSOs.

Figure 3: Percentage of BAME people within the Metropolitan Police Service's workforce (as at 31 March 2015) compared with its local population
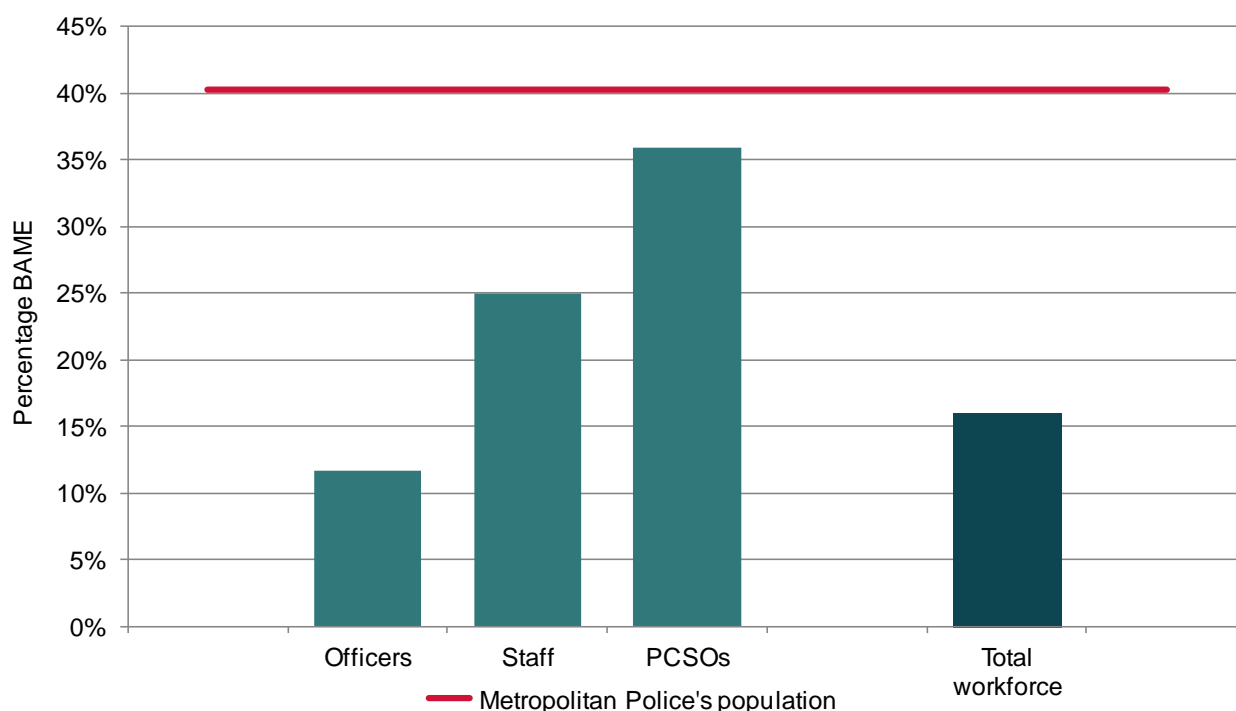
Sources: Home Office Police Workforce statistics and Office for National Statistics 2011 Census

Police forces in England and Wales have experienced large reductions in their total workforce since the government's October 2010 spending review.[8] HMIC also examined how the percentages of BAME officers and staff, and females within the workforce had changed over this period.

Across all police forces in England and Wales, total workforce numbers decreased by 15 percent between 31 March 2010 and 31 March 2015. However, the percentages of BAME people and females within the overall workforce increased during the five year period. Most notably, the proportion of female officers increased over 2 percentage points to 28 percent, and the proportion of BAME officers increased by nearly 1 percentage point to just under 6 percent. In contrast, the proportion of BAME PCSOs decreased by nearly 2 percentage points to just over 9 percent.

The figure below shows how these volumes and proportions have changed in the MPS over the spending review period.

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[8] Spending Review 2010, HM Government, October 2013. Available from: www.gov.uk/government/publications/spending-review-2010

Figure 4: Change in the Metropolitan Police Service's workforce (overall volume and the percentage of female and BAME people), 31 March 2010 to 31 March 2015

	Total change		Percentage point change	
			% female	% BAME
Total workforce	**-7,533**	**(-14%)**	**0**	**+1** ●
Officers	-1,489	(-4%)	+2 ●	+2 ●
Staff	-3,186	(-22%)	-2 ●	0
PCSOs	-2,857	(-62%)	+1	+7 ●

Note that numbers may not add up to totals because of rounding.

● Denotes there has been a statistically significant change in the proportion (see Annex B for details).

Source: Home Office Police Workforce statistics

There was a statistically significant increase in the proportion of BAME people in the MPS's overall workforce between 31 March 2010 and 31 March 2015. There were also statistically significant changes in the percentages of BAME officers and PCSOs as well as female officers and staff. In particular, the proportion of BAME PCSOs increased by around 7 percentage points, yet the proportion of female staff decreased by around 2 percentage points during the five years.

Overall, compared with other forces, as at 31 March 2015, the percentage of females within the MPS's workforce was lower for all of officers, staff and PCSOs. By ethnicity, there was an under-representation in BAME officers, staff and PCSOs; however, for officers and PCSOs at least (as well as the overall workforce), the proportions had increased between 31 March 2010 and 31 March 2015.

How well does the force develop and maintain an ethical culture?

It is critical that the culture inside police forces is an ethical one, where challenge and continual improvement are encouraged and where staff feel that they and others are treated fairly and consistently. If it is not, the service provided to the public may be equally unfair and inconsistent. HMIC therefore considered the extent to which people at all levels and all ranks (or equivalent) were creating and maintaining an ethical culture.

In July 2014, the force launched its statement of values and behaviours.[9] The force employed a range of techniques to ensure that officers and staff understood the values and the behaviours expected of them.

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[9] Metropolitan Police Service, Being the very best we can be. Can be found at: www.content.met.police.uk/Site/totalpolicing

One example was the force's use of a theatre company to enact realistic scenarios, depicting ethical dilemmas, to 900 middle and senior managers. The feedback from those who attended was very positive.

The MPS also emphasised values and ethical behaviour to officers and staff through 'The MET Story' message (also known as 'MET conversations'), which took place in meetings between local commanders and their staff. HMIC spoke to a range of staff who had attended these meetings. While staff felt that generally they were being kept up-to-date, some felt frustrated by the perceived lack of opportunity to influence developments.

However, we saw examples of views being sought. The force conducted a staff survey to seek views on a wide range of issues, the so-called Rumour Mill forum on the force intranet gave people an opportunity to question senior leaders, and the force held various so-called ask the boss events.

Most we spoke with had a negative opinion of the performance appraisal system. It was clear to us that this system was not being properly and consistently applied. The consequence was that some officers and staff felt disadvantaged when seeking opportunities for promotion, due to inconsistency in how candidates were selected.

The force had a whistleblowing support line called Rightline, which was widely promoted through posters and on the force intranet. There was a mixed view from the staff we spoke to on how well the force supported whistleblowers. We were given both good and bad examples of the force supporting those who had come forward to report wrongdoing. Crimestoppers also had a reporting line, which was independent of the force.

We also looked at the work the MPS was doing to improve the diversity of officers and staff. The force fully recognised that this was an issue and had made a series of attempts to recruit more people from a BAME background.

The force re-ran a promotion exercise, due to a lack of candidates with protected characteristics reaching the final stages. This sent a clear message about the force's commitment to reflect better the diverse make-up of the communities it serves. Most we spoke to were aware that the force had made an effort to improve diversity.

Unfortunately, these efforts had not achieved the results hoped for, and the force's leadership team were looking at other ways to encourage those with protected characteristics into the force.

HMIC was impressed with the force's workforce engagement activities and by its understanding of how positive staff engagement supported an ethical culture. We cannot fault the commitment of the force in encouraging greater diversity into the workforce, although the results of recruitment initiatives have been disappointing.

How well does the force provide for the wellbeing of staff?

Police forces need to understand the benefits of having a healthier workforce – a happy and healthy workforce is likely to be a more productive one, as a result of people taking fewer sick days and having a greater investment in what they do. This inspection was concerned with what efforts were being made in forces to consider, and provide for, the wellbeing needs of their workforce.

In the MPS HMIC found good evidence that the force supported the health and wellbeing of its workforce in respect of general health, sick absence, counselling, medical and fitness tests and safety at work. We heard examples of staff wellbeing being incorporated into management training, and saw comprehensive guidance for staff and managers on the force intranet.

We found that, because managing the welfare of staff was the responsibility of individual managers and supervisors, the quality of care varied across the force. Some of those spoken to reported that their supervisors felt able to make local decisions, for example to instruct an officer not to report for duty for welfare reasons. Others felt that their welfare was not a high priority for the force, or their supervisors, citing the impact of frequent shift changes and rescheduling of rest days as examples.

A programme to develop leadership across local policing areas in the force, called 'Leading for London', was being piloted at the time of our inspection. The force had promoted this development of local managers as a way of improving consistency in respect of staff wellbeing and the performance appraisal system across the force. All managers were able to access relevant wellbeing management information about their staff via the force intranet, which enabled them to monitor levels of sickness, the number of rest days owed to individuals, and the number of ongoing investigations an officer had. All of these were potential indicators of a staff member's wellbeing.

While HMIC saw many examples of wellbeing taken seriously, it was clear to us that there was a great deal of inconsistency across the force. We encourage the MPS to continue its efforts to improve the consistency of its management of welfare issues.

How well has the Code of Ethics been used to inform policy and practice?

In April 2014, the College of Policing launched the Code of Ethics.[10] This sets out nine policing principles that should be applied by all officers and staff: Accountability; Integrity; Openness; Fairness; Leadership; Respect; Honesty; Objectivity; and Selflessness. These principles should be used to underpin the decisions and actions taken by officers and staff.

This inspection considered the extent to which officers and staff were aware of the Code of Ethics, and how the force was working to embed the code into policy and practice.

HMIC is satisfied that the MPS had integrated the Code of Ethics into many of its existing policies and practices. The force's statement of values and behaviours reference directly the Code of Ethics, and we found widespread knowledge of the code among those we spoke to across the force.

Many officers and staff reported that the Code of Ethics had been discussed in some of the MET Conversations they had attended.

Overall, we were pleased with the efforts made by the MPS to integrate the Code of Ethics and encourage the force to continue to raise awareness of it with officers and staff.

How fairly and consistently does the force deal with complaints and misconduct?

Complaints made by the public against police officers, police staff, contracted police staff, and force procedures are recorded by individual police forces. Each complaint may have one or more allegations attached to it. For example, one complaint that an officer was rude and that they pushed an individual would be recorded as two separate allegations.

Each allegation can be dealt with, or resolved, in a number of ways. Some complaints, such as rudeness or incivility, may be dealt with through the local resolution process. The way these complaints are resolved should be adapted to the needs of the complainant – for example, they may involve an apology or an explanation of the circumstances in writing or in person. If the complaint is more serious, and assessed as not suitable for local resolution, it must be investigated by an appointed investigating officer who will produce a report detailing findings against

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[10] Code of Ethics – A Code of Practice for the Principles and Standards of Professional Behaviour for the Policing Profession of England and Wales, College of Policing, London, July 2014. Available from: www.college.police.uk/What-we-do/Ethics/Documents/Code_of_Ethics.pdf

each allegation. Under certain circumstances, some complaints do not proceed. These use processes known as disapplication or dispensation (for example, if the matter is already the subject of a complaint or if the complaint is repetitious or vexatious), discontinuance (for example, if the complainant refuses to cooperate or it is not reasonably practicable to investigate the complaint) or if they are withdrawn by the complainant.[11]

In the 12 months to 31 March 2015, the MPS finalised 11,462 allegations from public complaints that were made against its officers and staff. Of these, 74 percent had been investigated and 11 percent had been locally resolved. A greater proportion of allegations were investigated and a smaller proportion were locally resolved by the MPS compared with the average of its most similar group of forces.[12]
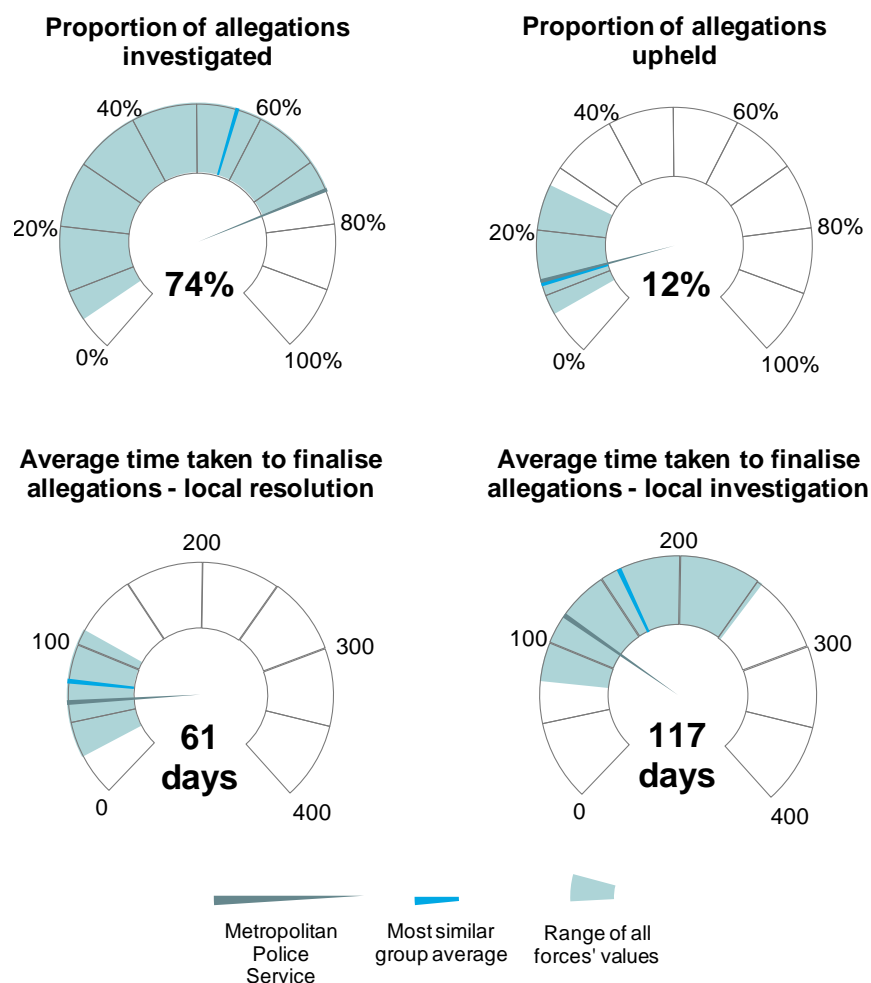
In the 12 months to 31 March 2015, the average time the MPS took to complete a local resolution was 61 days, less than the average of its most similar group of forces (75 days). Over the same period, the average time a local investigation took to complete was 117 days, less than the average of its most similar group of forces (161 days).

After local investigation, the MPS closed 8,527 allegations in the 12 months to 31 March 2015. Of these, 12 percent were upheld, where it was concluded that the service provided by the police officer or police staff or the service as a whole did not reach the standard a reasonable person could expect. This was in line with the average of MPS's most similar group of forces of 12 percent. The following figure shows how these values compare.

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[11] For a more complete outline of the definitions and potential outcomes resulting from public complaints, please see the Independent Police Complaints Commission's website: www.ipcc.gov.uk.

[12] Most similar groups are groups of local areas that have been found to be most similar to each other using statistical methods, based on demographic, economic and social characteristics which relate to crime. See Annex B for more information.

Figure 5: Proportion of allegations investigated, proportion upheld, time taken to finalise allegations by local resolutions and investigations by the Metropolitan Police Service, 12 months to 31 March 2015

Proportion of allegations investigated

40% 60%
20% 80%
0% 100%

74%

Proportion of allegations upheld

40% 60%
20% 80%
0% 100%

12%

Average time taken to finalise allegations - local resolution

200
100 300
0 400

61 days

Average time taken to finalise allegations - local investigation

200
100 300
0 400

117 days

Metropolitan Police Service | Most similar group average | Range of all forces' values

Source: Independent Police Complaints Commission

Overall, in the 12 months to 31 March 2015, the MPS finalised 74 percent of allegations by investigation. The proportion of allegations it upheld after local investigation was in line with the average of its most similar group of forces. Compared to its most similar group of forces, MPS took less time to complete both local resolutions and local investigations.

Are officers and staff, particularly those with protected characteristics, treated fairly following a complaint or allegation against them?

While it is very important that public complaints and allegations of misconduct or corruption are taken seriously, it is also important that those subject to these allegations or complaints are treated fairly and consistently, and that there is no bias or discrimination involved in any aspect of the decision-making process.

Building on the findings of HMIC's Police Integrity and Corruption inspection,[13] this inspection considered if public complaints and misconduct investigations were dealt with in a timely and consistent manner. The inspection also considered whether investigations were conducted fairly and whether officers and staff, particularly those with protected characteristics,[14] felt that they would be treated fairly following a complaint or allegation against them.

Before the fieldwork stage began, HMIC conducted a file review of 65 public complaints and internal misconduct allegations, to assess whether they had been considered fairly and consistently. We examined further the outcomes of the review during our fieldwork.

While not necessarily representative of all cases, in the small number of files we looked at we did not find any evidence of any bias in how the force dealt with complaints and internal misconduct allegations, in respect of gender, ethnicity or rank.

However, we did see a number of files that were not completed in line with existing regulations and Independent Police Complaints Commission guidelines. The department of professional standards were relying on an assessment team overseen by an inspector. The regulations require the initial decision-maker to be of the rank of chief inspector or equivalent.

The MPS had analysed data on the outcomes of complaints and misconduct procedures made against its officers and staff. The force recognised that officers or police staff from a BAME background were more likely to be subject to a complaint, and more severely disciplined following an investigation. It was clear from our discussions with the head of the directorate of professional standards, and those dealing with complaints or misconduct cases across the force, that they did not yet understand why this was the case. When individual cases were looked at, investigations and outcomes appeared to be fair. This was supported by our own review of complaints and misconduct cases.

The force told us that it had taken a number of steps to understand why those from a BAME background were disproportionately subject to complaint investigation and more severe sanctions. First, it appointed a chief inspector, in each borough, to be the single point of contact for discussing complaints handling and trends with

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[13] *Integrity Matters – An inspection of arrangements to ensure integrity and to provide the capability to tackle corruption in policing*, HMIC, London, 2015. Available from: www.justiceinspectorates.gov.uk/hmic/publications/integrity-matters/

[14] Under the Equality Act 2010, it is against the law to discriminate against anyone because of: age; being or becoming a transsexual person; being married or in a civil partnership; being pregnant or having a child; disability; race including colour, nationality, ethnic or national origin; religion, belief or lack of religion/belief; sex; or sexual orientation. These are called 'protected characteristics'.

borough commanders and the directorate of professional standards. This improved local understanding and accountability. Second, an assistant commissioner chairs a monthly meeting to review how complaints and misconduct cases against those from a BAME background were dealt with.

In 2014 the MPS commissioned the Advisory Conciliation and Arbitration Service (ACAS) to carry out an independent review of its fairness at work policies and processes to help them to understand why their data suggests a disproportionate approach. A barrister who specialises in employment law was appointed to work with ACAS. As part of the process ACAS reviewed a number of fairness at work cases, using methods including interviews and focus groups with staff, officers and representative from trade associations and unions and an online survey. Interviews were also held with managers to see if they had the knowledge, skills and confidence to resolve disputes in the workplace. A key focus of the review was to give staff the opportunity to shape the fairness at work process going forward. At the time of the inspection the review had yet to be concluded.

HMIC were told on numerous occasions that, in order to clearly demonstrate that there was no bias or discrimination, managers would refer cases to the department of professional standards for investigation. Staff representative groups also told us that their support was often sought by black and minority ethnic individuals, in favour of an official union representation. They said this was perceived by managers as bringing the issues of race or faith to the forefront when dealing with conduct issues. This increased the likelihood that cases would be submitted to the department of professional standards, rather than being resolved locally.

The cumulative effect of such behaviour was that complaints or misconduct allegations against BAME officers and staff were more likely to reach the attention of the department of professional standards and, given that the department typically deal with the more serious cases, it was not completely surprising that these cases resulted in a more severe sanction. If managers were as comfortable in dealing with complaints or misconduct allegations against BAME officers and staff, as they were with non-BAME officers and staff, the data might look different.

To be clear, there was absolutely no suggestion that this inspection uncovered racist or discriminatory behaviour in any aspect of our fieldwork or data analysis. However, the perceived fear of being accused of racism was leading to outcomes that appeared to treat BAME officers and staff differently when a complaint or internal misconduct allegation was made.

HMIC recognises that cultural change can be difficult. However, all managers must deal with complaints or internal misconduct allegations consistently. Managers must be encouraged by more senior managers to, where appropriate, to locally resolve cases that might have otherwise been sent to the department of professional standards for consideration. The directorate of professional standards and head of

professionalism should also continue to monitor actively how the force deals with complaints or internal misconduct allegations against those from a black, Asian or minority ethnic background are dealt with.

Summary of findings

Good

HMIC found many good examples of the MPS seeking to create an ethical and inclusive culture, and feedback from officers and staff was very positive and supportive.

We also looked at the work the MPS was doing to improve the diversity of its officers and staff. The force recognises fully that this was an issue and had made a series of attempts to recruit more people from a black, Asian or minority ethnic background. Most people we spoke to were aware that the force had made an effort to improve diversity, although, as the force would acknowledge, the results of these attempts have been disappointing.

The Code of Ethics was mainly understood by officers and police staff, and many managers took wellbeing issues seriously, even if this was not consistently applied across the force.

In relation to how the force deals with public complaints and misconduct investigations HMIC concluded that, while there was absolutely no suggestion that this inspection uncovered racist or discriminatory behaviour in any aspect of our fieldwork or data analysis, the perceived fear of being accused of racism was leading to outcomes that appeared to treat BAME officers and staff more severely. The MPS's own data on outcomes showed a bias. The force did not yet understand why this was the case. This is an issue for everyone in the force to understand and address.

How well does the force understand, engage with and treat fairly the people it serves to maintain and improve its legitimacy?

Introduction

The negative effect of poor police and community relations on public perceptions should not be underestimated. People who already have a poor opinion of the police are more likely to perceive their contact with the police as a negative experience. On the other hand, perceptions of fair decision-making and positive public interaction and engagement can improve perceptions and increase trust, leading to improved or enhanced police legitimacy. This, in turn, helps efforts to reduce crime by encouraging greater respect for the law and fostering social responsibility, by making people more likely to help the police and not break the law.

Community engagement should influence every aspect of policing. For engagement to be effective, the organisation should focus on the needs of citizens and be committed to ensuring that the results from engagement work are integrated into service design and provision, and that communities participate in that provision.

In autumn 2015, HMIC made an assessment of the extent to which police forces understand and engage with the people they are there to serve. Based on the College of Policing's Authorised Professional Practice on Engagement and Communication,[15] the inspection asked:

1. How well does the force understand the people it serves and the benefits of engaging with them?

2. How well does the force engage with all the people it serves?

3. To what extent are people treated fairly and with respect when they come into contact with police officers and staff?

Before the fieldwork stage of the inspection, HMIC commissioned Ipsos MORI to survey the public in each force area, specifically seeking their views about their force. While the findings of the survey may not represent the views of everyone living in the force area, they are indicative of what the public in that police force area think.

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[15] *Authorised Professional Practice on Engagement and Communication*, College of Policing, 2015. Available from: www.app.college.police.uk/app-content/engagement-and-communication/?s

How well does the force understand the people it serves and the benefits of engaging with them?

HMIC's inspection considered the extent to which forces understand the relationship between positive public engagement and increased public confidence in the police. We also assessed the extent to which, at local and force levels, the force understands the needs and concerns of the people it serves.

Most officers and staff with whom we spoke in the MPS understand clearly the relationship between doing a good professional job and increased public confidence in the police.

The Met Engagement Team is working effectively to identify, understand, and work with communities across London in new ways. The force has surveyed Londoners extensively to understand their preferences for how they want to be heard and kept informed. The force knows that some methods are more effective for some communities. People have said they have a preference for police newsletters, and consequently the force's use of leaflets is well-organised and widespread.

Local-level officers are committed to communicating with people in their areas. Frontline officers are aware of the emphasis given by the Commissioner to the importance of engagement to build confidence and legitimacy. The SHINE campaign (how an officer's introductory actions should be a smile, a handshake, an introduction, a name and to show empathy) is in place across the force.

In some boroughs we visited, we found detailed and informed written descriptions of the local area. The force calls these descriptions ward profiles, and has used them for about three years. In each electoral ward there is an officer responsible for these profiles.

We found a force-wide drive to update ward profiles twice a year. The profiles help officers to identify problems that matter locally. Some of the profiles draw heavily on partnership information, such as local councils or commuter travel records, to build a wider understanding of people's policing needs.

In a few areas, the importance of the ward profile is not understood. Some of the supervisors that we met in the safer neighbourhood teams are not aware of them. The progress achieved in some areas needs to be consistent across the entirety of the MPS. The force could also make greater use of these profiles, to gain a wider appreciation of local problems in the borough as a whole.

Local officers mainly demonstrate sensitivity and an ability to identify and manage tensions. This is evident in the use of community impact assessments, which the force uses following incidents where confidence in the police may be compromised. At the level of borough command, we found a clear appreciation of the need to use this way of assessing how local communities may be affected by police actions.

During the inspection we saw commanders using a community impact assessment to good effect following the stabbing and death of a young man, to gauge the reaction of local people to this tragic event.

However, not all frontline officers understand the importance of community impact assessments. This could compromise how effectively the force can resolve local tensions.

Of the 1,278 survey responses from the area covered by the Metropolitan Police, 49 percent agree that the police understand the crime and anti-social behaviour issues within their force area and 13 percent disagree. The remainder neither agree nor disagree, or do not know. Although not directly comparable because of the small force sample size, of the responses from all forces across England and Wales, 49 percent agree versus 14 percent who disagree.

HMIC is satisfied that the MPS understands the benefits for police legitimacy that can be gained by engaging positively with their communities.

How well does the force engage with all the people it serves?

For the police to find the most cost effective and efficient ways of communicating with the public, they should tailor their methods of engagement in a way that meets the needs and preferences of those they serve. The police should ensure they overcome any barriers to successful engagement (for example, social exclusion, location, low confidence in the police) to seek the views of all the people they serve and keep them informed.

From the survey, fewer than 10 percent of respondents report that they have, within the previous 12 months, been asked about their views on crime and anti-social behaviour issues that matter most to them where they live. Similarly, in most forces, fewer than 20 percent of respondents have been told, within the previous 12 months, how their force is tackling these issues.

Our inspection looked at the different ways that forces engage their communities. HMIC found that the MPS's engagement strategy provides effective direction to officers and staff on public engagement. We saw well-directed engagement approaches, tailored for different people and groups.

Senior leaders encourage officers and staff to find new ways of communicating with the public. In one borough, local post offices are used as meeting points with the public. Officers carry out initiatives such as Street a Week, where there is an increased police presence to make every opportunity available to speak to residents and passers-by. These street-level events are often done with the local authority and councillors in a walkabout style.

In a borough we visited, the force schedules a series of meetings during the course of a year for people of differing ethnic backgrounds, faiths or sexual orientation. Developing this approach further, a number of boroughs now routinely send officers to any meetings of such groups in their areas. This is an effective way of communicating with a more varied range of local people than achieved in the past.

Boroughs are using "You said - we did" style of leaflets and posters. Officers are distributing translated copies of these leaflets into communities where different languages are spoken. HMIC has seen how posters are targeted in areas where the force has recently taken enforcement action.

We found that the force is effectively using social media to seek views as well as reporting back on what local officers are doing. Many neighbourhood officers have a considerable number of people following their Twitter accounts. Borough commanders use personal blogs to tell the public what local policing teams have done. The force tests the degree to which the public has responded to its messages by analysing social media. Recent improvements to the force website have made access more user-friendly. This approach is welcome, as digital media can reach some people who do not engage with more traditional approaches and it can be cost effective.

We found a wide range of public participation in policing, an effective example being the volunteer police cadet programme. This allows young people between the ages of 13 and 18 from very diverse cultural and social backgrounds, to become part of police work in London. The force offers the opportunity to become a cadet to as many young people across London as they are able to; all 32 of the boroughs have an active cadet group. The cadets in the programme have increased in number from 2,374 in January 2012 to 3,710 in September 2015, the largest increase being of 878 cadets over the last 12 months of this period. The volunteer police cadets are the most representative part of the force's policing family: currently 47 percent of the cadets are female and 55 percent are BAME. The programme aims to support all young people, and currently 35 percent of the cadets are considered to be vulnerable. The cadets are regularly used in a number of crime prevention activities.

From the survey, 31 percent of the respondents in the area covered by the MPS speak highly of the police in their local area while 18 percent speak critically. The remainder have mixed views or do not know. Although not directly comparable because of the small force sample size, of the responses from across all forces in England and Wales, 32 percent speak highly and 16 percent speak critically.

We are satisfied that the MPS is engaging well with the people it serves.

To what extent are people treated fairly and with respect when they come into contact with police officers and staff?

Public bodies (including the police) are required to consider all individuals when carrying out their work, and understand how different people will be affected by their activities. The duty requires the police to show evidence of this in their decision-making.

This inspection looked at whether all members of the public (including those with protected characteristics) are treated (and perceive that they are treated) fairly and with respect by the police. We also assessed the extent to which officers understand the National Decision Model,[16] the framework by which all policing decisions should be made, examined and challenged. The Code of Ethics is a central component of the National Decision Model.

The police have thousands of interactions with the public on a daily basis. Research indicates that the quality of the treatment received during encounters with the police is more important to individuals than the objective outcome of the interaction. Before we began our fieldwork activity, we listened to around 40 calls made from members of the public to the 101 (non-emergency) and 999 (emergency) numbers to assess the quality of the treatment received. To determine the overall quality of the call, we considered criteria such as whether the call-handler remained polite, professional and respectful throughout the call, whether he or she took the caller's concerns seriously, appropriately assessing the risk and urgency of the call, and how well he or she established the caller's needs, managed the caller's expectations and explained what would happen next.

Although not necessarily representative of all calls responded to by the MPS, from the 60 calls assessed, HMIC was satisfied that the call-handlers are polite, respectful and effective. Call-handlers are good at giving callers an incident number, and we heard some excellent examples where they appropriately assessed the risk and urgency of the call, particularly with callers who sounded more vulnerable.

During our fieldwork we also observed front counter staff in their interaction with visitors at police stations and noted that at many of the stations with a public enquiry desk, facilities are available for individuals to talk privately to station officers or police officers. These facilities provide high levels of privacy for the public, but they also made observation of such encounters impossible to achieve without being intrusive.

In the MPS we found that almost all officers we spoke to are trained in using the National Decision Model (NDM) and recognise its value. Frontline officers receive this training as part of their regular officer safety training. Most frontline officers

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[16] *College of Policing – Authorised Professional Practice on National Decision Model,* College of Policing, December 2014. Available from: www.app.college.police.uk/app-content/national-decision-model/?s

talked to us about the NDM as a way of dealing with potential conflict. However, we found that officers do use elements of the model to make decisions in their everyday policing encounters, but often subconsciously.

Officers in specialist teams spoke positively to us about the benefits of the NDM and said that they use it in a wide variety of circumstances to ensure their actions are appropriate. However, even these officers made little reference to the Code of Ethics, which is the central component of the model. More emphasis should be given to the Code of Ethics in National Decision Model training.

The NDM appears regularly in the records of senior officers when making important decisions. Frontline officers are aware of this. This is important, as the NDM supports officers in making rational and ethical decisions, which protect the public and build confidence in police.

We found that most officers and staff have the knowledge, skills and commitment required to treat members of the public fairly and with respect. The Commissioner demonstrates his commitment to treating the public properly. He has launched a program called Leadership Principles, which includes information on how officers should act and treat the public, and he often opens training events and speaks publicly on the subject. The force's values statement also makes it clear to all MPS staff what is expected of them when dealing with the public.

We found evidence that supervisors are briefing their officers and staff on the main lessons learned from policing events in the force and elsewhere, such as the results of complaints investigations, but we did not find this consistently across the force. Supervisors monitor Feedback from engagement with the public. Positive feedback and thank you letters are publicised in staff areas. When officers are subject to repeated complaints from the public, managers ask these officers to review their policing decisions with them. This presents an opportunity for individual guidance and feedback.

The force conducts surveys to measure public confidence and satisfaction and to seek their views about the police service. The force uses this data and trends from its user satisfaction survey to target action in boroughs where confidence is lower than elsewhere in London. While this does not directly address perceptions of fair treatment and respect, the information is useful in informing the force about actions that can bolster police legitimacy.

From the survey, 51 percent of respondents in the area covered by the Metropolitan Police Service agree that the police in their local area treat people fairly and with respect versus 8 percent who disagree. The remainder neither agree nor disagree or do not know. Although not directly comparable because of the small force sample size, across all forces in England and Wales, the figures are 54 percent and 7 percent respectively.

HMIC is satisfied that most officers in the MPS treat the public fairly and with respect.

Summary of findings

Good

The MPS has a good understanding of the people it serves. The force has developed good profiles of local areas, although they are not consistent. We found that the force effectively analyses public attitude surveys. The force understands the importance of engagement in building police legitimacy. We found a good system in place to identify and resolve community tensions.

Officers use a range of effective approaches to identify public views. Social media, which officers use widely to engage with communities, is an example of this. This is complemented by traditional media, such as newsletters and poster campaigns. We found that local officers regularly attend meetings, and engage with the public informally but effectively at a variety of events and venues.

The National Decision Model[17] is well understood by most officers and staff.

The Commissioner emphasises treating people properly and appropriate training supports officers and staff in doing so. Officers and staff mainly treat the public fairly and with respect.

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[17] *College of Policing - Authorised Professional Practice on National Decision Model*, College of Policing, December 2014. Available from: www.app.college.police.uk/app-content/national-decision-model/?s

To what extent are decisions taken on the use of stop and search and Taser fair and appropriate?

Introduction

Fairness, and the perception of fairness, is crucial to police legitimacy. It is therefore important that fairness is demonstrated in all aspects of policing, including the use of police powers. Some of the most intrusive powers available to the police are those involving stopping and searching people and the use of Taser.[18]

In early 2015, the Metropolitan Police Service was one of nine forces inspected as part of our follow-up to the 2013 inspection,[19] which examined progress on the ten 2013 recommendations.[20] We also assessed the recording of stop and search encounters involving the removal of more than outer clothing and the recording of vehicle stops under the Road Traffic Act 1988.

In autumn 2015, HMIC assessed the use of Taser and stop and search powers (specifically, compliance with the Best Use of Stop and Search scheme[21] and how well reasonable grounds were recorded) to determine whether officers were using their powers fairly and in accordance with legal requirements and Authorised Professional Practice.

The inspection asked:

1. To what extent does the force ensure that it complies with the Best Use of Stop and Search scheme?

2. To what extent does the force ensure that Tasers are used fairly and appropriately?

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[18] *College of Policing: Authorised Professional Practice on armed policing – legal framework and Taser*. Available from: www.app.college.police.uk/app-content/armed-policing/conducted-energy-devices-taser/

[19] Stop and Search Powers: Are the police using them effectively and fairly? HMIC, 2015. Available from www.justiceinspectorates.gov.uk/hmic/media/stop-and-search-powers-20130709.pdf

[20] Stop and Search Powers 2: Are the police using them effectively and fairly? HMIC, 2013. Available from www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/metropolitan-police-service-stop-and-search.pdf

[21] *Best Use of Stop and Search Scheme*, Home Office, 2014. Available from: www.gov.uk/government/publications/best-use-of-stop-and-search-scheme

To what extent does the force ensure that it complies with the Best Use of Stop and Search scheme?

Background

The primary role of the police is to uphold the law and maintain the peace. Unfair, unlawful or unnecessary use of stop and search powers make this task harder, with one of the direct consequences being a reduction in public trust and police legitimacy, and people being more likely to break the law and less willing to co-operate with the police. The purpose of stop and search powers are to enable officers to dismiss or confirm suspicions about individuals carrying unlawful items without exercising their power of arrest. The officer must have reasonable grounds for carrying out a search.

In our 2013 inspection on stop and search,[22] HMIC concluded that few forces could demonstrate that use of stop and search powers was based on an understanding of what works best to cut crime and rarely was it targeted at priority crimes in their areas. Forces had reduced the amount of data collected, to reduce bureaucracy, but this had diminished their capability to understand the impact of the use of stop and search powers on crime levels and community confidence.

The report was clear that, for a stop and search encounter to be effective and lawful, a police officer must have reasonable grounds for suspicion (based on specific and objective information) that a person is in possession of a stolen or prohibited item. Those grounds should be fully explained to the person being stopped and searched, and the person should be treated with fairness, courtesy and respect. In such circumstances, finding the item and arresting the offender or, alternatively, eliminating the suspicion and avoiding an unnecessary arrest are both valid and successful outcomes.

Following HMIC's 2013 inspection, on 26 August 2014 the Home Office published guidance to police forces on implementing the Best Use of Stop and Search scheme.

The principal aims of the scheme are for the police to establish greater transparency and community involvement in the use of stop and search powers and make sure that the powers are used in an intelligence-led way to achieve better outcomes for the public.

All police forces in England and Wales have signed up to the Home Office's Best Use of Stop and Search scheme. This inspection considered the extent to which forces are complying with the scheme.

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[22] *Stop and Search Powers – are the police using them effectively and fairly?*, HMIC, July 2013. Available from: www.justiceinspectorates.gov.uk/hmic/media/stop-and-search-powers-20130709.pdf

Use of stop and search in the Metropolitan Police Service – Stop and search by volume

In the 12 months to 31 March 2015, the MPS carried out 171,738 stops and searches. The table below shows this number per 1,000 population for the MPS and the average of its most similar group of forces, as well as the change from the 12 months to 31 March 2014. The figures indicate that the force's use of stop and search powers is currently greater than the average of its most similar group of forces.

Figure 6: Number of stops and searches per 1,000 population carried out by the Metropolitan Police Service compared to the average of its most similar group (MSG) of forces, 12 months to 31 March 2015, and the percentage change from the 12 months to 31 March 2014

	Stops and searches per 1,000	Change from previous year
Metropolitan Police Service	20.1	-41%
Metropolitan Police Service's MSG average	10.1	-41%

Sources: Home Office Stop and Search data, Police Powers and Procedures 2014/15 and Office for National Statistics mid-2014 population estimates

Use of stop and search in the Metropolitan Police Service – Stop and search by ethnicity

HMIC looked at the published data on stops and searches by ethnicity and compared them with the most recent local population data by ethnicity (the 2011 Census). The data suggested that BAME people were statistically more likely to be stopped and searched by the MPS than white people. Also, of the individuals who had been stopped and searched, BAME people were statistically more likely to be arrested by the force than white people.

Figure 7: A comparison between the likelihood of BAME and white people being stopped and searched and, separately, arrested following stop and search by the Metropolitan Police Service, 12 months to 31 March 2015
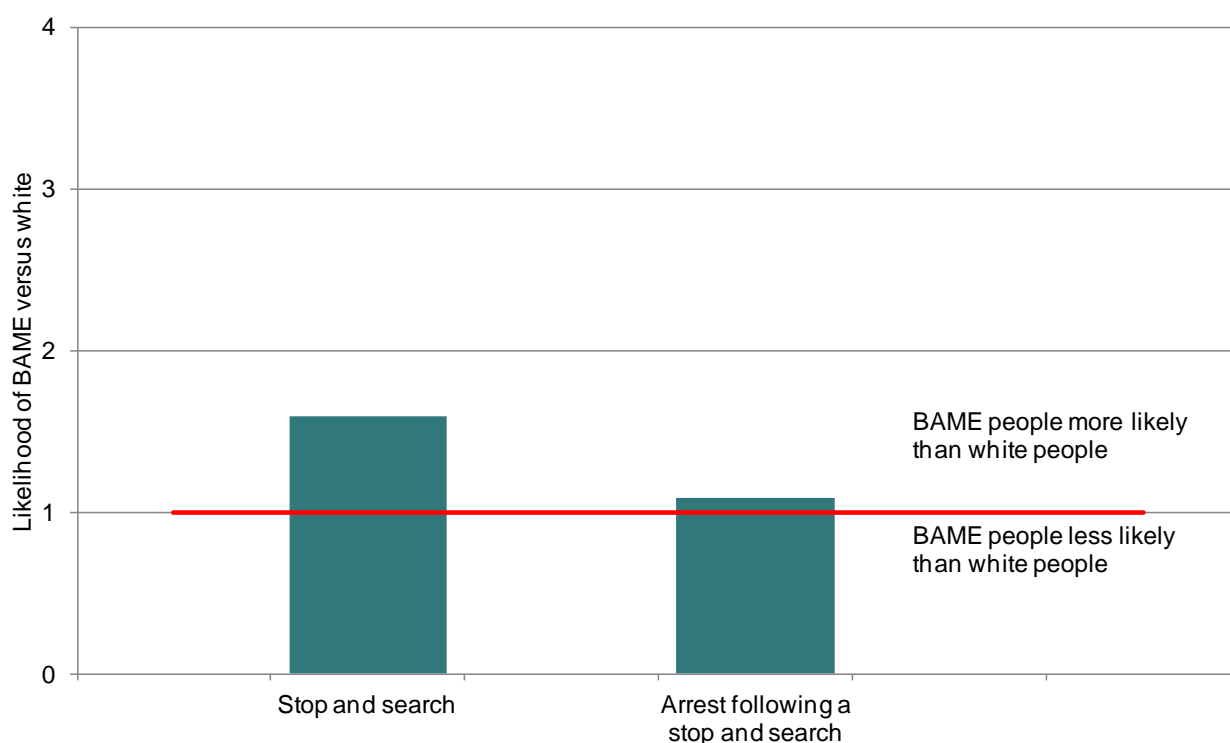
Sources: Home Office Stop and Search data, Police Powers and Procedures 2014/15 and Office for National Statistics 2011 Census

Caution needs to be taken before drawing assumptions from these data, especially where they might appear to suggest that forces are unfairly targeting particular ethnicities in their use of stop and search powers. Although that is one possible explanation, there are a number of other factors which could result in any disparity, including:

- the 2011 ethnicity figures no longer being representative of the force's local population;

- the difference between the ethnicity of the street population available to be stopped and searched at any given time with the general force population;

- stops and searches being carried out on people who are not resident in the area (and so are not counted as part of the population);

- disparity in the crime rates between different ethnicities;

- disparity in the number of repeat stops and searches carried out on individuals by ethnicity; or

- difficulties with the recorded data by ethnicity (while forces always record ethnicity when arresting a person as a result of being stopped and searched, they do not always record it when the encounter does not involve an arrest).

It is important that forces understand their data along with reasons for any apparent disparity to ensure that their use of the powers is fair.

Recording reasonable grounds for suspicion

In our 2013 inspection, we were concerned to see that, of the 8,783 stop and search records we examined across all forces in England and Wales, 27 percent did not include sufficient reasonable grounds to justify the lawful use of the power. For the MPS, the 2013 inspection showed that 31 of 200 records reviewed (16 percent) did not have sufficient reasonable grounds recorded.

For this inspection we reviewed 99 stop and search records provided by the force. As in the 2013 inspection, we reviewed the records to determine if reasonable grounds were recorded. Ninety-five of the records we reviewed had been endorsed by a supervisor. We found that six of the 99 records (6 percent) did not have reasonable grounds recorded.

While the forms we reviewed may not be representative of all stop and search records completed by the force, the review indicates that some records still do not contain reasonable grounds.

Compliance with the Best Use of Stop and Search scheme

There are several aspects to the Best Use of Stop and Search scheme. As part of this inspection, HMIC considered the extent to which the force complied with each aspect of the scheme. Our analysis is set out in the table below.

When we examined the extent to which officers use the National Decision Model (NDM) in relation to their use of stop and search in the MPS, we found that, although they were familiar with the NDM, the majority of officers we spoke to said they did not consciously apply it in stop and search encounters. Greater conscious use of the NDM would support fair and appropriate decisions about the use of these powers.

The force has formally adopted the Best Use of Stop and Search scheme and we found that the force is complying with four of the five aspects of it. Although few of the frontline officers we spoke to had heard of the scheme, most were aware of some of the changes introduced as a result of the force adopting it. This was replicated when we spoke to officers in more senior ranks who were similarly unsure of the force's formal adoption of the scheme. This is despite a force-wide plan to record progress in improving stop and search, and reporting on the Best Use of Stop and Search scheme.

Many officers we spoke to about using stop and search powers talked about the anxiety they have about using them. Many were reluctant to perform a stop and search unless it involved the most straightforward and clear of circumstances. They believed that senior managers wanted to see fewer searches conducted and they made a link to the title of the force's own recent initiative called STOP IT. This is unfortunate, as fair and appropriate use of these powers is best promoted by understanding of the law and of the benefits of the scheme, rather than from anxiety about the consequences arising from potential mistakes in the use of these powers.

We were told of training for frontline officers in some selected boroughs to promote a more intelligence-led approach and better communication skills during stops and searches. This is not yet the case across all boroughs.

Feature of Best Use of Stop and Search scheme	HMIC assessment of compliance
Recording and publishing the outcomes following a stop and search	The force does not comply with this feature of the scheme.
	The Metropolitan Police Service records the full range of outcomes as required by the scheme. However, the force has only recently been able to identify if the item searched for was found. There is a range of useful and easily accessible information about stop and search on the force website.
	However, there is no data published about the link between the item searched for and outcomes. When we checked the website on 26 October 2015, we found the following information: "Presently 32 percent, almost one in three of all searches, result in the object sought being found or a crime detected". While this is interesting, it does not meet the requirements of the scheme or allow the public to identify in what proportion of searches the object searched for was found. Therefore, the public are not yet as well-informed as the scheme intends they should be.
	The outcomes data are published on the police.uk website but no data are published in relation to the connection between the item searched for and the outcome. There is no link on the force's website directing people to the police.uk website.

Providing opportunities for the public to observe officers using the power	The force complies with this feature of the scheme. There is a London-wide scheme for members of the public to observe stops and searches carried out by patrolling officers. However, the force does not currently record how often this occurs.
Explaining to communities how the powers are being used following a "community complaint"	The force complies with this feature of the scheme. Following discussions with a number of community groups across London, a so-called community trigger threshold has been set regarding complaints related to stop and search. When complaints regarding stop and search increase by 10 percent over a 12-month period in a location, the force starts a process of review with the community. Due to a decrease in the force's use of stop and search and the associated reduction in complaints, the threshold has not been reached since its introduction. Senior managers in the force are considering reviewing the threshold of the community trigger to ensure that it is set at an appropriate level.
Reducing the number of people stopped and searched without suspicion under Section 6023 of the Criminal Justice and Public Order Act 1994	The force complies with this feature of the scheme. We found that the force now authorises section 60 searches only in line with the scheme. It also informs communities in advance when section 60 authorities are planned through community leaders or members of the local stop and search scrutiny groups.
Monitoring the impact of stop and search – particularly on young people and black, Asian and minority ethnic groups	The force complies with this feature of the scheme. The force monitors the monthly data for each borough in respect of the total number of stop and search encounters and the number of arrests broken down by the reasons, ethnicity, age, gender.

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[23] 'No suspicion' searches are provided for under section 60 of the Criminal Justice and Public Order Act 1994. Available from: www.legislation.gov.uk/ukpga/1994/33/section/60

To what extent does the force ensure that Tasers are used fairly and appropriately?

Background

Taser is a device designed to temporarily incapacitate a person through use of an electrical current which temporarily interferes with the body's neuromuscular system. This usually causes the person to freeze or fall over, giving officers time to restrain them.

It projects a pair of barbs or darts attached to insulated wires which attach to the subject's skin or clothing. The device has a maximum range of 21 feet and delivers its electrical charge in a five-second cycle which can be stopped, extended or repeated.

Taser is one of a number of tactical options available to police officers when dealing with an incident where there is the potential for harm – to potential victims and/or the public, the police officers themselves, or the subject.

The way a Taser is used by police officers is categorised into a range of escalating actions from drawing the device, through to it being 'discharged' (that is, fired, drive-stunned or angled drive-stunned). A table in Annex D outlines the definitions of the different levels of use.

When police are required to use force to achieve a lawful objective, such as making a lawful arrest, acting in self-defence or protecting others, that force must be reasonable in the circumstances. If it is not, the officer is open to criminal or misconduct proceedings. It may also constitute a violation of the human rights of the person against whom the force was used.

HMIC has not previously inspected how Taser is used either in, or between, forces. This inspection considered whether chief officers understand how Taser is being used across the force area, to satisfy themselves that it is being used fairly and appropriately, and whether Taser-trained officers are acting in accordance with the College of Policing's Authorised Professional Practice and the legal framework each time it is used.[24]

**Use of Taser in the Metropolitan Police Service**

Every time a Taser is used in some capacity (this includes a full range of use from being drawn to being 'discharged') a police officer makes a record of its 'highest use' on a Taser deployment form.

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[24] *College of Policing: Authorised Professional Practice on armed policing – legal framework and Taser.* Available from: www.app.college.police.uk/app-content/armed-policing/conducted-energy-devices-taser/

Between 1 January and 31 December 2014, Taser was used in some capacity 1,942 times by the MPS, representing 2.3 times for every 10,000 people in the force's area. This was broadly in line with the average for the MPS's most similar group of forces, which was 2.5 times per 10,000 population.

During the same time period, Taser was 'discharged' on 236 occasions (out of the 1,942 times it was used in some capacity). This equated to 12 percent of overall use, less than the force's most similar group average of 23 percent. The following figure shows the comparisons.

Figure 8: Use of Taser per 10,000 population and the proportion 'discharged' by the Metropolitan Police Service, 12 months to 31 December 2014[25]
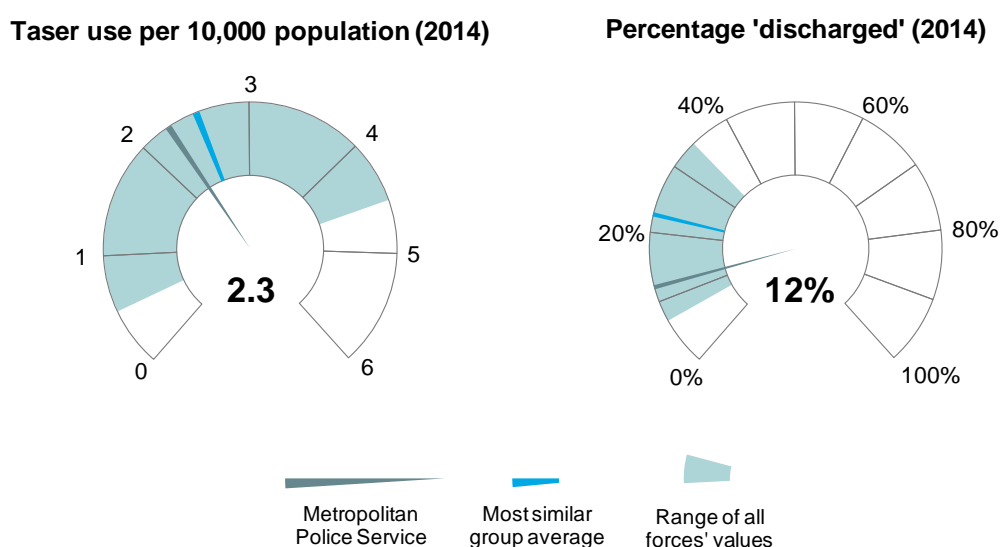
Sources: Office for National Statistics mid-2014 population estimates and Home Office Police use of Taser statistics

The Taser deployment form is a national document for gathering research information about the operational effectiveness of the Taser device, and any medical implications of its use. If officers fire the Taser, or if they use it in drive-stun or angled drive-stun mode, they are required to complete the full form, including a detailed description of the incident from commencement to resolution. The National Decision Model is used on the form as a structure for officers to record this description. For any other use, such as 'drawn', 'aimed', 'red-dotted' or 'arced', officers are only required to provide brief details of the incident. A detailed description, structured around the National Decision Model, is not required.

Before the fieldwork stage of our inspection, HMIC conducted a review of 20 Taser deployment forms provided by the MPS. Although the findings of this review are not necessarily representative of all Taser forms completed by the force, they do provide an indication of the force's Taser activity.

[25] City of London Police data was removed from figure 8 because of the very low number of times Taser was used by the City of London Police in 2014.

The forms showed that Taser had been fired twice, red-dotted 9 times, aimed 3 times, and drawn 6 times. See Annex D for an explanation of the types of Taser usage.

Overall officers used Taser to protect themselves or others from a range of weapons, including numerous kitchen knives, a golf club and screwdriver, a metal milk churn, and a dangerous dog.

The 'brief details' and the NDM sections of the forms provided us with evidence to suggest that the use of Taser was fair, lawful, and appropriate in all of the 20 cases reviewed.

We were pleased to see that in every case the officers had considered and recorded detailed information about what alternative tactical options had been available to them, together with an evaluation of each. This clearly showed why the officers had decided to use Taser.

Where officers had been required to complete the NDM section of the form, none of them contained any mention of the national Code of Ethics for the police service which is at the heart of the NDM, and should be considered at each stage, particularly under the 'Powers and Policy' section. This appears to be a national issue and is considered in our national Legitimacy report.

Officers had been required to complete the NDM section of the form, none of them contained any mention of the national Code of Ethics for the police service which is at the heart of the National Decision Model and should be considered at each stage, particularly under the 'Powers and Policy' section. This appears to be a national issue and is considered in our national Legitimacy report.

We found that Taser-trained officers in the MPS understand fully how to apply the National Decision Model when considering whether to use Taser. Officers who carry Taser receive detailed initial training on the NDM and need to demonstrate a full understanding at regular subsequent training. There has been national acknowledgement of the force's good Taser training in relation to dealing with people suffering from mental health conditions. Officers routinely make structured and clear decisions about the use of Taser.

The force assesses thoroughly the number of Taser-trained officers it needs and how they should be deployed. Each of the force's boroughs completes a detailed annual review of the local policing situation and the number of Taser-trained officers it needs, taking into consideration both national threats and local issues.

Officers carry Taser in specialist firearms and public order teams, as well as other selected operational officers in each borough. Senior officers assess carefully the suitability of officers to carry Tasers. A member of each borough command team has special responsibility for Taser, checking all aspects of their use in their local areas and passing on examples of national and local learning to the officers.

There are immediate and careful checks of each occasion Taser is used. Sergeants, who have received training about Taser use, will review the circumstances and the decision about its use. We found that reports submitted by officers when Taser was used are supervised properly. There is a process in place to quickly suspend an officer's authorisation to carry Taser, if any inappropriate use is suspected.

Force senior leaders hold regular meetings of borough Taser leads and draw together reports to have very clear information on the use of the Taser in London. Senior managers are in a position to respond swiftly to any inappropriate or unfair use by means of the monitoring and review, which takes place.

The MPS has made significant effort to communicate with the public about the force's use of Taser. The MPS asked a local university to independently check all aspects of the force's use of Taser, and the force uses an independent scrutiny group with wide-ranging representation to regularly look at all aspects of how the force uses Taser. In addition, specialist officers attend community meetings and groups in local policing boroughs to speak about the decisions made when using Taser, to increase awareness and engagement in communities. Both the force and the Mayor's Office for Policing and Crime publish an extensive range of data about Taser on their websites. These measures may enhance public confidence in the use of this tactic.

Based on our assessment of the Taser forms and our fieldwork findings, HMIC is satisfied that Taser is being used fairly and appropriately by the MPS.

Summary of findings

Good

The force complies with most elements of the Best Use of Stop and Search scheme. The force has only recently started identifying whether the object searched for was found and this is not yet published.

Officers we spoke to are anxious about carrying out stops and searches. Chief officers and senior officers should make clear the circumstances for an effective and lawful search. Officers using the power should be confident (and supported by managers) to do so in those cases where it is appropriate.

We found that officers did not routinely use the National Decision Model in deciding when and how to conduct stops and searches.

Taser-trained officers understand how to apply the National Decision Model when considering whether to use Taser. The force assesses rigorously the number of Taser-trained officers it needs alongside how the it deploys them, taking into considering both national threats and local issues. The level and standard of the

force's supervision of its use of Taser is robust. The force provides extensive information about its use of Taser to the public.

Taser use is fair and appropriate in the MPS.

Areas for improvement

- Chief Officers and senior officers should make clear the circumstances for an effective and lawful search. Officers using the power should be confident (and supported by managers) to do so in those cases where it is appropriate.

Annex A – HMIC judgments

The categories are:

- outstanding;

- good;

- requires improvement; and

- inadequate.

Judgment is made against how legitimate the force is at keeping people safe and reducing crime, it is not an assessment of the overall legitimacy of policing. In applying the categories HMIC considers whether:

- the legitimacy of the force is achieving is good, or exceeds this standard sufficiently to be judged as outstanding;

- the legitimacy of the force requires improvement, and/or there are some weaknesses; or

- the legitimacy of the force is inadequate because it is considerably lower than is expected.

Annex B – Data methodology

Please note the following for the data.

- The sources of the data are provided in each section. For the force in numbers data, please see the relevant section.

- Workforce figures (based on full-time equivalents) were obtained from the Home Office annual data return 502. Most of these are available from the Home Office's published *Police workforce England and Wales statistics*, although figures may have been updated since the publication.

- Police staff includes section 38 designated officers (investigation, detention and escort).

- Data from the Office for National Statistics 2011 Census were used for the number and proportion of black, Asian and minority ethnic (BAME) people within each force area. While the numbers may have since changed, more recent figures are based only on estimates from surveys or projections.

- HMIC has been made aware of updates from particular forces on their Taser and stop and search data. However, for fairness and consistency, we have presented the data as published by the relevant sources.

Please note the following for the methodology applied to the data.

- Comparisons with most similar group of forces – In most cases, comparisons are made with the average of the force's most similar group (MSG) of forces. These are forces that have been found to be the most similar to the force in question, based on an analysis of demographic, social and economic characteristics which relate to crime. The following forces are in the Metropolitan Police Service's MSG: West Midlands, Greater Manchester and West Yorkshire.

- Comparisons with averages – For some data sets, we state whether the force's value is 'below', 'above' or 'broadly in line with' the average. To calculate this, the difference to the mean average, as a proportion, is calculated for all forces. After standardising this distribution, forces that are more than half a standard deviation from the mean average are determined to be above or below the average, with all other forces being broadly in line.

  In practice this means that, very approximately, a third of forces are above, a third are below, and the remaining third are in line with the average for each measure. For this reason, the distance from the average required to make a

force's value above or below the average is different for each measure so may not appear to be consistent.

- Statistical significance – When commenting on statistical differences, we use a significance level of 5 percent.

Ipsos MORI survey

The national survey was conducted with a sample of 26,057 people aged 16 plus across England and Wales, between 15 July and 6 August 2015. All interviews were conducted online through Ipsos MORI's online panel.

The Ipsos MORI online panel consists of a pre-recruited group of individuals or multiple individuals within households who have agreed to take part in online market and social research surveys. The panel is refreshed continually using a variety of sources and methods.

Respondents to this survey were recruited using an email invitation including a link to the online questionnaire. The survey invitations were managed to achieve robust numbers of interviews in each force area in order to provide indicative results at a force level. Final numbers of responses per force area ranged from 353 to 1,278.

Responses are based on all participants completing the relevant survey question. Results are weighted within the force area to the local age, gender and work status profile of the area, and an additional weight has been applied to the overall total to reflect the population breakdown by force area.

Annex C – The Best Use of Stop and Search scheme

The scheme includes a number of features with the aim of achieving greater transparency, community involvement in the use of stop and search powers and supporting a more intelligence-led approach, leading to better outcomes.

Recording and publishing outcomes

The Best Use of Stop and Search scheme requires forces to record and publish the following outcomes from the use of stop and search powers:

- Arrest;

- Summons/charged by post;

- Caution (simple or conditional);

- Khat or cannabis warning;

- Penalty notice for disorder;

- Community resolution; and

- No further action.

Forces adopting the scheme should therefore be providing the public with a much richer picture of how their use of stop and search powers are enabling them to reduce crime rates. The scheme also requires forces to show the link, or lack of one, between the object of the search (what the officer was looking for) and the outcome. This link helps to show how accurate officers' reasonable grounds for suspicion are by showing the rate at which they find what they were searching for during the stop and search.

Providing opportunities for the public to observe stop and search encounters

A core element of the scheme is the requirement that participating forces will provide opportunities for members of the public to accompany police officers on patrol when they might use stop and search powers.

It is important for the public, particularly young people and people from black, Asian and minority ethnic communities, to be able to see the police conducting their work in a professional way. Equally, it is also important for the police to understand the communities they serve – as this enables more effective policing through community co-operation and exemplifies 'policing by consent'.

By introducing 'lay observation', a process of two-way learning can take place, bringing the police closer to the public.

Implementing a community trigger for complaints

The scheme requires forces to implement a community complaints trigger to signpost the appropriate mechanism for members of the community to raise any concerns or complaints that they have with the way that a stop and search has been carried out by their police force. When the trigger is activated, the scheme requires forces to explain the use of the powers to community scrutiny groups.

Authorising searches under section 60 Criminal Justice and Public Order Act 1994

Section 60 stop and search powers are among the most controversial of all such powers by virtue of the fact that individual police officers can stop and search a person without the need to have reasonable grounds for suspicion.

Once a section 60 authorisation is in place, officers do not need to have suspicions about a particular individual prior to stopping them; though an officer must explain to an individual who has been stopped that a section 60 authorisation is in place. This can lead to a large number of searches which result in community and police tensions. The scheme introduces a set of requirements that, when combined, will ensure that participating forces improve their use of this type of stop and search power. These include raising the authorisation level from inspector to senior officer (assistant chief constable or above), restricting the time a section 60 authorisation can be in force to 15 hours and communicating the purpose and outcomes of each section 60 authorisation in advance (where possible) and afterwards.

Monitoring the use of stop and search powers

The scheme requires forces to monitor the use of stop and search powers, in particular to determine their impact on black, Asian and minority ethnic people and young people.

Annex D – Types of use of Taser

Type of use   Definition[26]

Type of use	Definition[26]
Fired	The Taser is fired with a live cartridge installed. When the trigger is pulled, the probes are fired towards the subject with the intention of completing an electrical circuit and delivering an incapacitating effect.
Angled drive-stun	The officer fires the weapon with a live cartridge installed. One or both probes may attach to the subject. The officer then holds the Taser against the subject's body in a different area to the probe(s), in order to complete the electrical circuit and deliver an incapacitating effect.
Drive-stun	The Taser is held against the subject's body without a live cartridge installed, and the trigger is pulled with no probes being fired. Contact with the subject completes the electrical circuit which causes pain but does not deliver an incapacitating effect.
Red dot	The weapon is not fired. Instead, the Taser is deliberately aimed and then partially activated so that a laser red dot is placed onto the subject.
Arcing	Sparking of the Taser as a visible deterrent without aiming it or firing it.
Aimed	Deliberate aiming of the Taser at a targeted subject.
Drawn	Drawing of Taser in circumstances where any person could reasonably perceive the action as a use of force.

Tasers that have been 'discharged' are those that have been fired, angled drive-stunned or drive-stunned.

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[26] *Police use of Taser statistics, England and Wales: 1 January to 31 December 2014*, Home Office, 2015. Available from www.gov.uk/government/statistics/police-use-of-taser-statistics-england-and-wales-1-january-to-31-december-2014.