PEEL: Police legitimacy 2015

An inspection of Surrey Police

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 Surrey Police, 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.

The force has worked successfully to introduce the Code of Ethics[2] which sets and defines the exemplary standards of behaviour for everyone who works in policing, as well as the National Decision Model,[3] 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 chief officer team took seriously the need for an ethical workforce. Local neighbourhood policing teams have a good understanding of their area and engage positively with the public. Taser is used fairly and appropriately, and the force is complying with most aspects of the Best Use of Stop and Search scheme.

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

Summary

The chief officer team worked with its staff to emphasise the importance of an ethical culture and focused on the Code of Ethics which was being established within force policy and procedures. The force was committed to the wellbeing of its staff and had a programme to achieve this. The majority of staff recognised and understood the Code of Ethics, which also was a common topic in all training courses.

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

[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

[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

The workforce routinely discussed ethical issues. These were prompted by the chief officer team's discussion and communication to the workforce of practical examples of ethical dilemmas which assisted staff in understanding the practical application of the Code of Ethics.

When HMIC looked at how well the force understands and successfully works with all the people it serves, we found that Surrey has effective engagement and consultation arrangements and is committed to retaining a community focused policing model. Officers and staff understand how their actions affect public trust and confidence, and levels of public satisfaction with the force remain consistently high. As a result, the people of Surrey can be reassured that they are being treated fairly and professionally by the force.

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 the police use them fairly and appropriately. Surrey Police uses Taser fairly and appropriately. The force needs to publish more data about stop and search to improve transparency.

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

Good

Surrey Police consistently reinforced the importance of ethical behaviour. The chief officer team was visible and approachable and engaged effectively with its staff. The force had agreed a joint vision and strategy with its partner force, Sussex Police, that identified how the Code of Ethics would be incorporated into the force's everyday processes and practices.

The force was proactive in promoting the wellbeing of its staff and had a programme to achieve this, although some staff were concerned about excessive workloads and the effect on their wellbeing.

The majority of staff recognised and

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

Good

The neighbourhood policing teams across Surrey understand their local communities, and engage with them successfully using a range of local meetings and social media.

We found well-understood links with communities at force, borough and neighbourhood levels, and the force monitors a range of national and local social media to identify potential causes of community tensions. Where necessary, the force effectively uses community impact assessments to deal with critical incidents and to resolve local neighbourhood policing issues.

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

Good

Surrey Police complies with most features of the Best Use of Stop and Search scheme. The force provides for lay observation of officers while out on patrol, and has also introduced independent scrutiny of stop and search through its 'stopwatch' meetings attended by members of the local communities such as the Independent Advisory Board (IAG).

Officers have a good understanding of how to apply the National Decision Model to their use of stop and search powers, and most files that we reviewed had reasonable grounds recorded.

However, the force needs to ensure that supervisors

understood the Code of Ethics. It was also a common topic in all training courses, such as a recent custody officer course.

The workforce routinely discussed ethical issues. These were prompted by the chief officer team's discussion and communication to the workforce of practical examples of ethical dilemmas which assisted staff in understanding the practical application of the Code of Ethics.

We found no bias in respect of gender, ethnicity or rank in how the force dealt with complaints and internal misconduct allegations. However, some complaints could have been locally resolved and took too long to be finalised, and the range of outcomes for police staff was also inconsistent.

The force makes regular use of surveys to discover views and levels of satisfaction and it is working with local minority groups to understand their concerns. The force wishes to increase volunteer and special constabulary support, and has appointed a coordinator to increase participation by local people in policing.

The force uses the National Decision Model effectively and staff understand that their behaviour affects the relationship with their communities. Call-takers and front desk staff are polite, friendly and helpful. People who live in the Surrey force area can be reassured that officers and staff treat people fairly and with respect.

check and endorse all stop and search records.

Taser officers understand the National Decision Model and make adequate records of their Taser use. Surrey monitors and evaluates the use of Taser across the force but it does not publish this data. The use of Taser is fair and appropriate in Surrey.

Force in numbers

Ethnic diversity

Percentage of BAME in workforce 31 March 2015

overall workforce

4%

officers	staff	PCSOs
4%	**5%**	**5%**

Percentage of BAME in local population, 2011 Census

10%

Gender diversity

Percentage of females in overall workforce 31 March 2015

Surrey Police	England and Wales force average
45%	**41%**

Percentage of females by role, Surrey Police

officers	staff	PCSOs
33%	**58%**	**49%**

Percentage of females by role, England and Wales force average

officers	staff	PCSOs
29%	**60%**	**47%**

Public complaints

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

Surrey Police

1,812

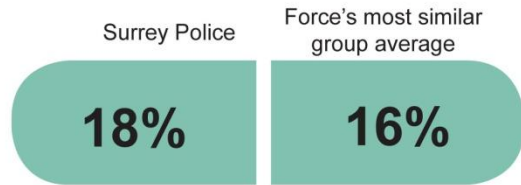Proportion of finalised allegations investigated 12 months to 31 March 2015

Surrey Police	Force's most similar group average
61%	**47%**

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

Surrey Police	Force's most similar group average
18%	**16%**

Stop and search

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

11,081

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

Surrey Police	Force's most similar group average
9.5	**8.5**
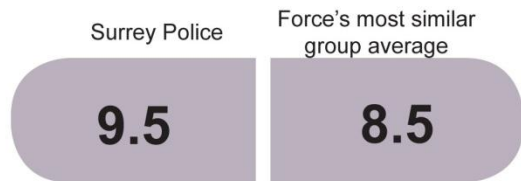
Change in number of stops and searches 12 months to 31 March 2014 to 12 months to 31 March 2015

Surrey Police	Force's most similar group average
-27%	**-29%**
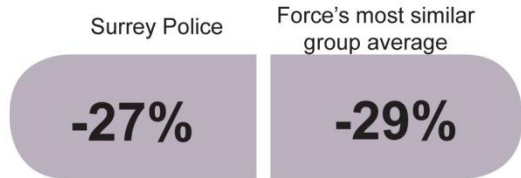
Tasers

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

133

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

Surrey Police	Force's most similar group average
1.1	**1.1**
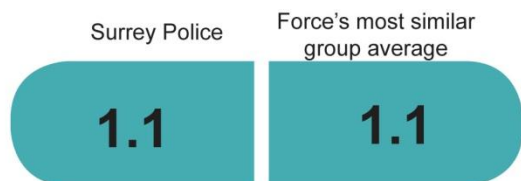
Taser 'discharged' (as proportion of overall use) 12 months to 31 December 2014

Surrey Police	Force's most similar group average
15%	**17%**
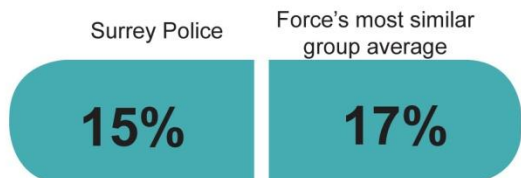
Data: for further information about the data used in this graphic see annexes B and D in this report and annex B in the national legitimacy report.

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 Surrey Police.

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 Surrey Police

A breakdown of the full-time equivalent (FTE) workforce[7] in Surrey Police 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 Surrey Police, 31 March 2015

FTE	Total	Of which			
		Female		BAME*	
Total workforce	**3,680**	**1,660**	**(45%)**	**151**	**(4%)**
Total officers	**1,863**	**618**	**(33%)**	**69**	**(4%)**
Constables	1,426	496	(35%)	57	(4%)
Sergeants	301	84	(28%)	6	(2%)
Inspecting ranks	113	32	(28%)	5	(4%)
Superintendents and above	23	6	**	1	**
Staff	**1,694**	**981**	**(58%)**	**77**	**(5%)**
PCSOs	**123**	**61**	**(49%)**	**5**	**(5%)**

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.

** Where totals are very small, percentages have not been included.

Source: Home Office Police Workforce statistics

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

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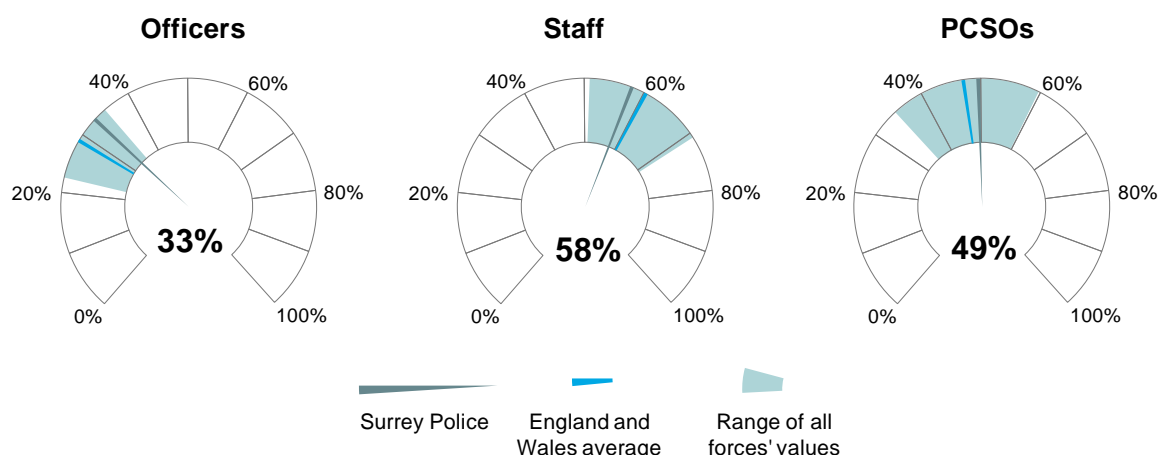
Source: Home Office Police Workforce statistics

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 living in the force area. In Surrey, around 10 percent of the local population were BAME. The figure below shows these comparisons. There was a statistically significant under-representation of BAME people in Surrey Police's overall police workforce, as well as separately for officers and staff.

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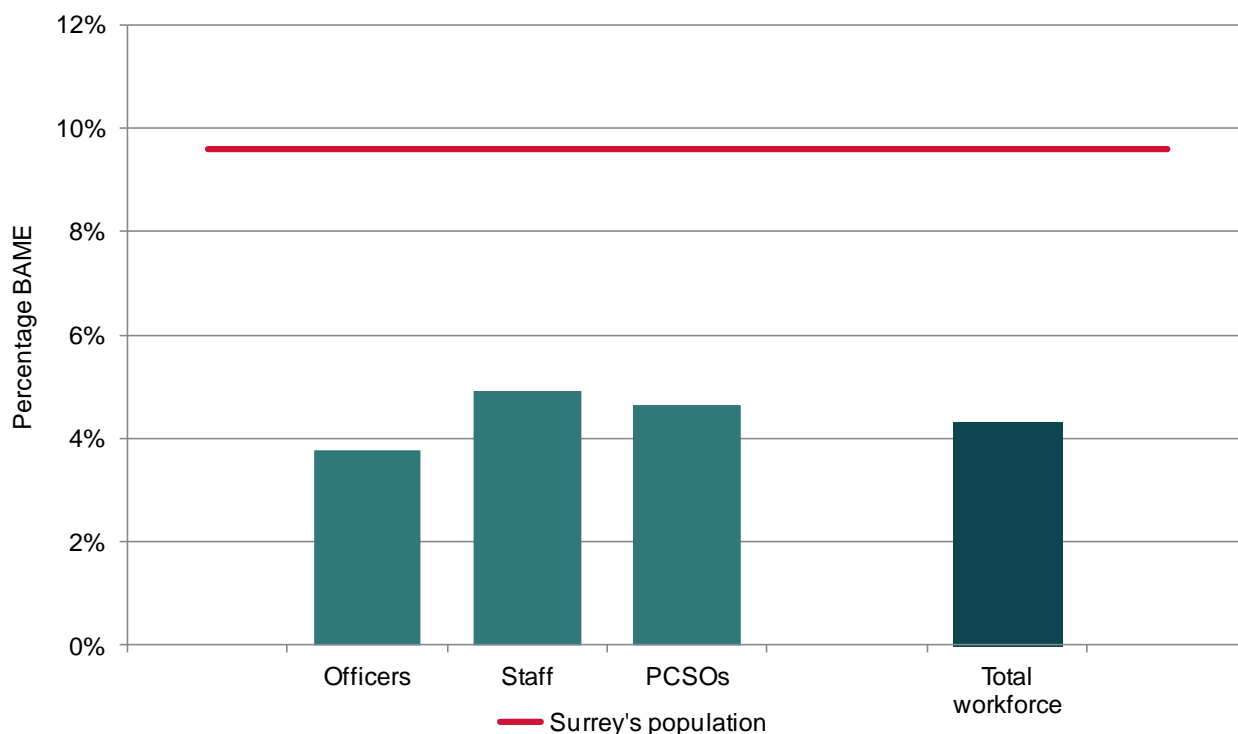
Sources: Home Office Police Workforce statistics and Office for National Statistics 2011 Census

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 Surrey Police 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 Surrey Police'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	**-525**	**(-12%)**	**0**	**0**
Officers	-27	(-1%)	+3 ●	0
Staff	-397	(-19%)	0	+1
PCSOs	-101	(-45%)	+3	-1

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 were no statistically significant changes in the percentages of either females or BAME people within Surrey Police's overall workforce between 31 March 2010 and 31 March 2015. However, there was a statistically significant change in the percentage of female officers - around a 3 percentage point increase.

Overall, compared with other forces, as at 31 March 2015, the percentage of females within Surrey Police's workforce was broadly similar for PCSOs, higher for officers yet lower for staff. By ethnicity, there was an under-representation in BAME officers and staff and there was no statistically significant change in the proportions between 31 March 2010 and 31 March 2015 for either group.

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.

The chief constable had a clear vision for developing and maintaining an ethical culture, setting the tone and expectations to all staff. These were clearly articulated and shared by the chief officer team. The chief constable wrote a regular blog in which she encouraged feedback and comments from all members of staff and was one of the most widely-read pages on the force intranet. She responded promptly to concerns and views raised, which was well-received by staff. The chief officer team was visible and approachable and worked with the workforce in a variety of ways. For example, the chief constable's blog was supported by work-based fora to stimulate debate, the force regularly held leadership events for senior leaders and

engagement events at which the chief constable and deputy chief constable attended different locations and made themselves available for discussion and debate.

Chief officers understood that staff were not always clear about ethical dilemmas they faced, particularly about gifts and hospitality. To address this, the force introduced intranet-based 'comfort boards', through which staff discussed ethical dilemmas based on real scenarios. This assisted staff to develop a practical understanding of ethical behaviour.

The force developed and maintained an ethical culture by giving staff a voice through regular staff surveys. The force reported the results and subsequent action on the intranet with evidence of changes implemented as a result of staff suggestions, which staff viewed positively.

The chief constable also encouraged managers to address problems directly and have honest conversations with staff about their performance. This approach was understood by managers and was reflected by changes to the professional development review system that encouraged the recording of necessary improvements.

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.

The force had a comprehensive staff wellbeing programme which it updated regularly. It also made information available on the wellbeing section of the force intranet. The programme included good levels of support for those that required occupational health assistance, including a confidential employee assistance programme. The force had a mental health plan which included a health and wellbeing day, screening for mental health issues and a psychological screening programme for those in high-risk posts. The force also highlighted the importance of wellbeing through 'work and wellbeing fairs' for staff.

To ensure recognition of the compassion displayed by staff in their everyday work the force had introduced a process by which staff nominated colleagues for recognition. The initiative was very successful and demonstrated that the force valued and appreciated its workforce.

While welcoming these developments, some staff were concerned about the effects of the increased workload they experienced. Although the force saw wellbeing as a priority, workloads were having a negative impact on wellbeing particularly among

staff who investigated crime and responded to calls for service from the public. Some staff spoke about high workloads and the need to regularly work through refreshment breaks. Others reported that they worked on their days off to deal with and supervise crimes.

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.[9] 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.

The Code of Ethics had been widely promoted to staff using the intranet, a poster campaign and through an ethics action plan. The Code of Ethics was seen as a natural progression from the force's previous statement of values and featured regularly in communications from the chief officer team, including the chief constable's blog. The force acknowledged that it had more to do, to fully establish the code in everyday practice, and was working to do so.

The majority of staff recognised and understood the Code of Ethics. It was also a common topic in all training courses, for example a recent custody officer course.

The workforce routinely discussed ethical issues. These were prompted by the chief officer team's discussion and communication to the workforce of practical examples of ethical dilemmas which assisted staff in understanding the practical application of the Code of Ethics.

The force had updated its human resources policies to take account of the Code of Ethics. The force had also include the code within its recruitment process, although this was in the early stages.

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[9] 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

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 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 co-operate or it is not reasonably practicable to investigate the complaint) or if they are withdrawn by the complainant.[10]

In the 12 months to 31 March 2015, Surrey Police finalised 1,812 allegations from public complaints that were made against its officers and staff. Of these, 61 percent had been investigated and 21 percent had been locally resolved. A greater proportion of allegations were investigated and a smaller proportion were locally resolved in Surrey compared with the average of its most similar group of forces.[11]

In the 12 months to 31 March 2015, the average time Surrey Police took to complete a local resolution was 79 days, greater than the average of its most similar group of forces (61 days). Over the same period, the average time a local investigation took to complete was 181 days, greater than the average of its most similar group of forces (136 days).

After local investigation, Surrey Police closed 1,114 allegations in the 12 months to 31 March 2015. Of these, 18 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.

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[10] 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.

[11] 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.

This was broadly in line with the average of Surrey's most similar group of forces of 16 percent. The following figure shows how these values compare.

Figure 5: Proportion of allegations investigated, proportion upheld, time taken to finalise allegations by local resolutions and investigations by Surrey Police, 12 months to 31 March 2015
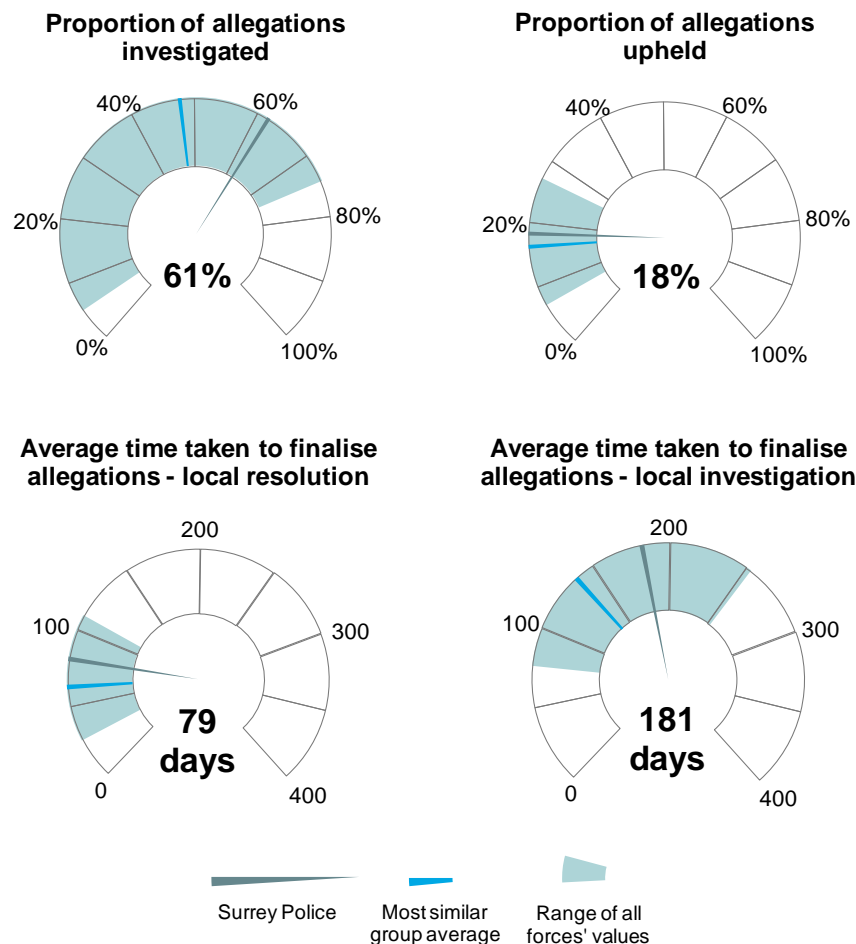
Source: Independent Police Complaints Commission

Overall, in the 12 months to 31 March 2015, Surrey Police finalised 61 percent of allegations by investigation. The proportion of allegations it upheld after local investigation was broadly in line with the average of its most similar group of forces. Compared to its most similar group of forces, Surrey took longer 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,[12] 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,[13] 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 evidence of any bias in how complaints and internal misconduct allegations were dealt with, in respect of gender, ethnicity or rank.

Our review identified a number of misconduct cases relating to both police officers and staff accessing police computer systems. In cases involving police officers, outcomes were consistent. However, we found a significantly different range of outcomes for police staff ranging from 'written warning to 'final warning' and 'dismissal'. While we acknowledge that the force had taken some steps to ensure parity in respect of outcomes, it has more work to do to ensure fairness and consistency in respect to police staff misconduct cases in general.

The professional standards department received and assessed public complaints, and also dealt with both police officer and staff investigations which aimed to bring consistency in decision-making. HMIC established that complaints were assessed by a member of staff within the professional standards department below the required rank of chief inspector.

The professional standards department was fully investigating some complaints which could and should have been locally resolved. The force did not understand fully the procedures for local resolution. It had addressed this by training and there was no information, for example, on the force intranet available to guide supervisors. As a result, some complaints that were otherwise suitable for early local resolution were forwarded to the professional standards department for investigation. This meant the professional standards department dealt with the majority of local

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[12] 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/

[13] 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'.

resolution cases which created unnecessary delays in resolving the matter and affected adversely the timeliness of other investigations. Locally resolving complaints enables a quicker outcome, provides an improved service to the public and focuses resources on those complaints and misconduct allegations that require investigation.

Local resolutions and investigations often took too long to finalise and the officers and the staff involved were not regularly updated about the progress of the case. One of the examples provided involved a public complaint made in 2014 and allocated to an investigator several weeks later. The officer involved was advised of the complaint and requested to provide a copy of notes relating to the incident, although this request was not recorded in the case file. The officer did so but had received no further contact at the time of our inspection, seven months later.

While the force should make efforts to address these issues, once complaints and misconduct cases were recorded the force dealt with them fairly.

Summary of findings

 Good

Surrey Police consistently reinforced the importance of ethical behaviour. The chief officer team was visible and approachable and engaged effectively with its staff. the force had agreed a joint vision and strategy with its partner force, Sussex Police, that identified how the Code of Ethics would be incorporated into the force's everyday processes and practices.

The force was proactive in promoting the wellbeing of its staff and had a programme to achieve this, although some staff were concerned about excessive workloads and the effect on their wellbeing.

The majority of staff recognised and understood the Code of Ethics. It was also a common topic in all training courses, such as a recent custody officer course.

The workforce routinely discussed ethical issues. These were prompted by the chief officer team's discussion and communication to the workforce of practical examples of ethical dilemmas which assisted staff in understanding the practical application of the Code of Ethics.

We found no bias in respect of gender, ethnicity or rank in how the force dealt with complaints and internal misconduct allegations. However, some complaints could have been locally resolved and took too long to be finalised, and the range of outcomes for police staff was also inconsistent.

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,[14] 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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[14] *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.

Officers and staff clearly understand the relationship between doing a good professional job, engaging with the people they serve, and increased public confidence in the police.

The force is reviewing how it provides policing in Surrey, although the force is committed to maintaining neighbourhood policing teams led by an inspector to ensure local accountability and a focus on working closely with the people in that area. Neighbourhood officers in Surrey engage positively with people they serve and understand the problems that are of concern in those communities.

Neighbourhood officers use community impact assessments, which are carried out following specific incidents which might jeopardise community confidence and are completed in consultation with established community groups. Our examination of these assessments shows a good use of community knowledge and involvement to reduce community tension.

The force does not use neighbourhood profiles to identify areas of risk, vulnerable individuals or groups or provide a database that is accessible to neighbourhood officers. Instead the force relies upon data gathered from a number of sources including software packages such as 'Mosaic', 'Surrey-I', and 'Safety.net' which combine to inform the force's understanding of population, demographics, social information and crime data. Surrey then uses this in assessing how best to police the communities in the force area but not to inform a local plan for how its neighbourhood teams engage with specific groups of people.

Of the 684 survey responses from the area covered by Surrey Police, 51 percent agree that the police understand the crime and anti-social behaviour issues within their force area and 12 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.

Overall, officers and staff create and maintain good relationships with their communities, and have a good understanding of their needs and concerns.

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. The chief officer team is active in using social media including a chief constable's blog to stimulate discussion and raise awareness of the need for professionalism in police and public contact. The force also consults with the people it serves, for example in relation to the proposed use of body-worn video recording devices. Social media as well as conventional methods including local newspapers are used to access the widest possible audience.

We found that the force exploits a number of consultative and community engagement opportunities, including force-level partnerships and a well-established independent advisory group. Similarly, the force uses partnership arrangements at divisional and borough level, such as joint action groups, community impact action groups and local neighbourhoods, to seek the views of people whom it serves.

Officers and staff generally have a good understanding of the communities they serve and recognise the need to work closely with the different communities and groups. For example, there is a force operation to address perceived threats to the Jewish community within the force area, and the force is making specific efforts to engage with its Polish communities.

The force adapts methods of contact and engagement as new means become available. The force uses Twitter, Facebook and other social media to get messages out to the general public and consult with a wider audience.

The force runs an 'anti-social behaviour week' which includes local neighbourhood teams holding virtual meetings with their partner organisations, using social media to communicate with people in the community. Based in the local police station, teams can answer questions live for an increased online audience who might not otherwise be involved. The force also uses 'drop in' centres, staffed by neighbourhood officers, where members of the public can have face-to-face conversations with local officers.

The force has recently appointed a volunteer co-ordinator who will be responsible for developing activities supported by volunteers as well as the work of the special constabulary.

From the survey, 35 percent of the respondents from the area covered by Surrey Police speak highly of the police in their local area while 13 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.

Surrey Police is engaging well with the communities it serves, understands their concerns and reports back to them on its actions.

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,[15] 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.

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[15] *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

Although not necessarily representative of all calls responded to by the force, from the 40 calls assessed, call-handlers are polite, respectful and effective. They display empathy towards callers who appear more vulnerable. However, they do not routinely offer the caller an incident number during either 999 or 101 calls.

HMIC also observed the way that staff at front counters and within the contact centre deal with the public, and found that staff are consistently courteous and helpful.

The force uses the National Decision Model (NDM) consistently and most officers and police staff understand how it relates to the Code of Ethics.

The force's induction training includes the Code of Ethics. The force considers the code's application, together with the NDM, as an important part of the force's processes and practices. Chief officers reinforce this effectively, and the force expects its supervisors and managers to lead by example in demonstrating their use of the NDM and applying the Code of Ethics. Overall, officers and staff in Surrey Police treat people fairly and with respect.

From the survey, 59 percent of respondents from the area covered by Surrey Police agree that the police in their local area treat people fairly and with respect versus 5 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.

Summary of findings

Good

The neighbourhood policing teams across Surrey understand their local communities, and engage with them successfully using a range of local meetings and social media.

We found well-understood links with communities at force, borough and neighbourhood levels, and the force monitors a range of national and local social media to identify potential causes of community tensions. Where necessary, the force effectively uses community impact assessments to deal with critical incidents and to resolve local neighbourhood policing issues.

The force makes regular use of surveys to discover views and levels of satisfaction and it is working with local minority groups to understand their concerns. The force wishes to increase volunteer and special constabulary support, and has appointed a coordinator to increase participation by local people in policing.

The force uses the National Decision Model effectively and staff understand that their behaviour affects the relationship with their communities. Call-takers and front desk staff are polite, friendly and helpful. People who live in the Surrey force area can be reassured that officers and staff treat people fairly and with respect.

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.[16]

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[17] 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?

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.

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[16] *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/

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

In our 2013 inspection on stop and search,[18] 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.

Use of stop and search in Surrey Police – Stop and search by volume

In the 12 months to 31 March 2015, Surrey Police carried out 11,081 stops and searches. The table below shows this number per 1,000 population for Surrey Police 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 in line with the average of its most similar group of forces.

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[18] *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

Figure 6: Number of stops and searches per 1,000 population carried out by Surrey Police 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
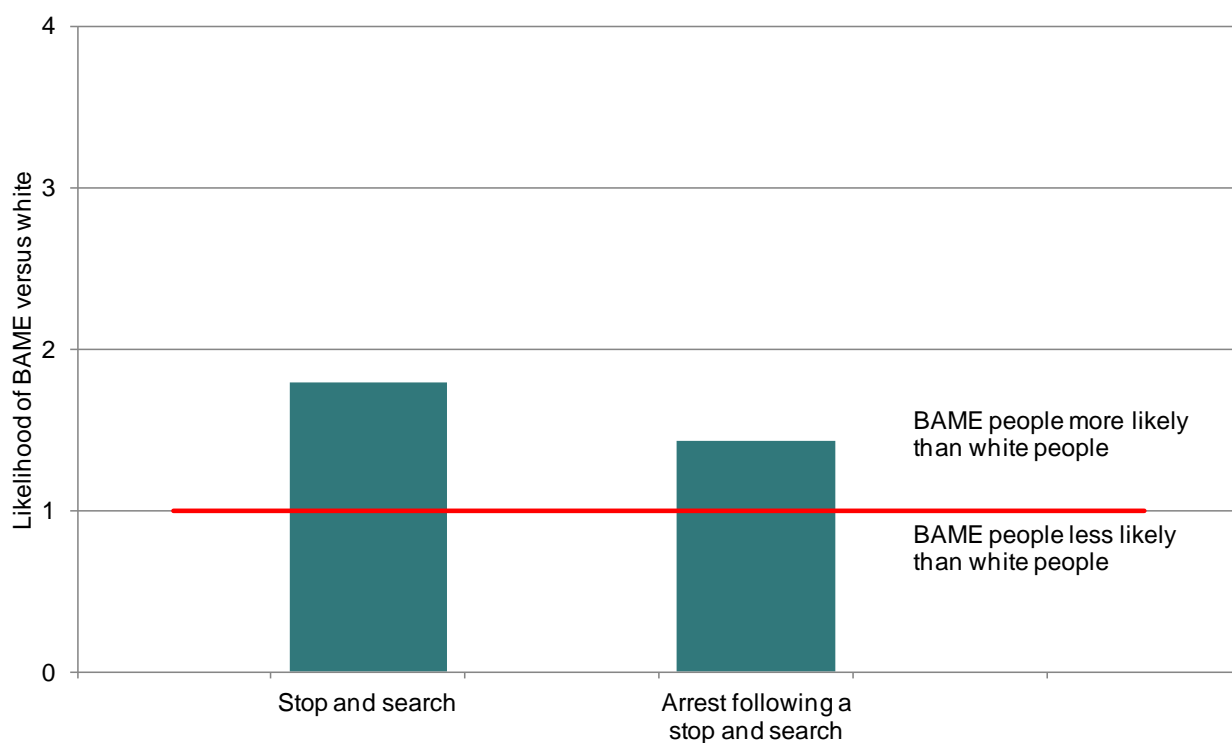
	Stops and searches per 1,000	Change from previous year
Surrey	9.5	-27%
Surrey's MSG average	8.5	-29%

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 Surrey Police – 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 Surrey Police 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 Surrey Police, 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 Surrey Police, the 2013 inspection showed that 16 of 200 records (8 percent) reviewed did not have sufficient reasonable grounds recorded.

For this inspection we reviewed 100 stop and search records provided by the force. As in the 2013 inspection, we reviewed the records to determine if reasonable grounds were recorded. Forty four of the records we reviewed had been endorsed by a supervisor. Of the 100 records reviewed, 11 did not have reasonable grounds recorded (11 percent). This suggests some officers do not understand fully what constitutes reasonable grounds. While the records reviewed may not be representative of all stop and search records completed by the force, the result indicates that still too many records do not have reasonable grounds recorded.

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.

The force is working to ensure that its officers are acting in accordance with the principles of the Best Use of Stop and Search scheme. However, the force needs to improve its supervision and recording of its use of these powers.

The force provided us with some information explaining the options available to officers other than search, including observation, stop and account, submission of intelligence, search, and ultimately, arrest.

A significant percentage of stops and searches lacked endorsement by a supervisor, and scrutiny by the force identifies a similar proportion that require further information to justify the grounds for the search. The force recognises this issue and is actively addressing it by introducing a change in the procedure using the mobile data terminals issued to officers that will ensure search records cannot be filed without a supervisor endorsement.

Feature of the 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. While the force records the outcomes as required by the scheme, it does not publish data in respect of the separate outcomes set out in the scheme, and whether there is a link between the outcomes and the item searched for. Therefore, the force is not publishing data that would allow the public to see how many times the item searched for has been found, and what the outcome is for each use of the powers. The relevant outcome data, including the connection between the outcomes and the items searched for, are published on the police.uk website. However, the force's website does not contain a link directing the public to the police.uk website and, consequently, members of the public are unlikely to locate it. But for this, the force would be compliant with this feature of the scheme.
Providing opportunities for the public to observe officers using the power	The force complies with this feature of the scheme. The force has a policy for lay observers to view searches taking place although there is limited uptake.

Explaining to communities how the powers are being used following a "community complaint"	The force complies with this feature of the scheme.
Reducing the number of people stopped and searched without suspicion under Section 60[19] of the Criminal Justice and Public Order Act 1994	The force complies with this feature of the scheme. The force has issued a new policy raising the level of authorisation from inspector to assistant chief constable. The has amended its divisional documentation to reflect the change in force policy.
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 is aware of the disparity between white and BAME stop searches and is investigating this. The force has also recruited student representatives from Surrey University to ensure representation and critical challenge from the 18-24 age group.

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.

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[19] '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

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.[20]

Use of Taser in Surrey Police

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.

Between 1 January and 31 December 2014, Taser was used in some capacity 133 times by Surrey Police, representing 1.1 times for every 10,000 people in the force's area. This was in line with the average for Surrey Police's most similar group of forces, which was 1.1 times per 10,000 population.

During the same time period, Taser was 'discharged' on 20 occasions (out of the 133 times it was used in some capacity). This equated to 15 percent of overall use, broadly in line with the force's most similar group average of 17 percent. The following figure shows the comparisons.

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[20] *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/

Figure 8: Use of Taser per 10,000 population and the proportion 'discharged' by Surrey Police, 12 months to 31 December 2014[21]
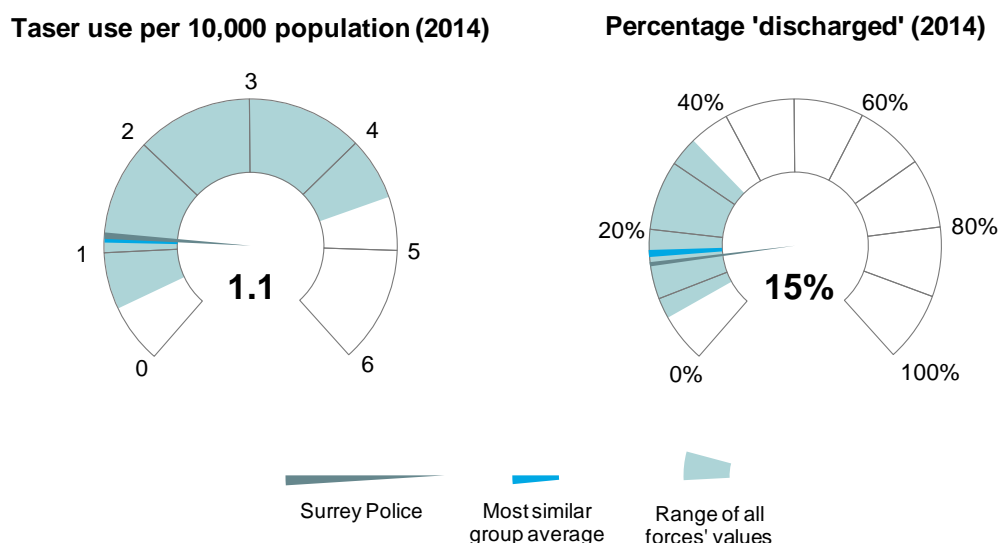
Sources: Office for National Statistics mid-2014 population estimates and Home Office Police use of Taser statistics

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 the inspection, HMIC conducted a review of 20 Taser deployment forms provided by Surrey Police. 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. The forms showed that Taser had been fired three times, drive-stunned once, red-dotted 12 times, aimed once, and drawn three times. See Annex B for an explanation of the types of Taser usage.

In each of the four cases that the Taser was fired or drive-stunned, the officers had recorded their rationale using the NDM. From this, we found consideration of other tactics which are recorded, but in only one of these cases did the officer explain why Taser was the most suitable option in those particular circumstances.

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[21] 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.

None of these four forms contain 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.

Officers use Taser to protect themselves or others from a range of weapons, including several knives and a car used as a battering ram. The information contained in the Taser deployment forms provided evidence to suggest that the use of Taser is fair, lawful and appropriate in all cases we reviewed.

During the fieldwork stage of our inspection HMIC spoke to officers trained and equipped with Taser. Officers have a good understanding of the relevant legislation and Authorised Professional Practice. Similarly, these officers have no difficulties in explaining how they use the National Decision Model when considering the use of Taser.

The use of Taser by all officers in Surrey and Sussex is overseen by a panel chaired by a chief officer. The panel is responsible for monitoring and evaluating the use of Taser in both forces, it is regularly provided with data on usage and will also review individual incidents where necessary. This process is effective.

The force does not publish information regarding Taser, unless in response to Freedom of Information Act requests. Publishing information about Taser use would increase transparency and increase public confidence in its use.

Based on an assessment of the Taser forms, and fieldwork findings, Taser is being used fairly and appropriately in Surrey Police.

Summary of findings

Good

Surrey Police complies with most features of the Best Use of Stop and Search scheme. The force provides for lay observation of officers while out on patrol, and has also introduced independent scrutiny of stop and search through its 'stopwatch' meetings attended by members of the local communities such as the Independent Advisory Board (IAG).

Officers have a good understanding of how to apply the National Decision Model to their use of stop and search powers, and most files that we reviewed had reasonable grounds recorded. However, the force needs to ensure that supervisors check and endorse all stop and search records.

Taser officers understand the National Decision Model and make adequate records of their Taser use. Surrey monitors and evaluates the use of Taser across the force but it does not publish this data. The use of Taser is fair and appropriate in Surrey.

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 Surrey Police's MSG: Dorset, Thames Valley and Cambridgeshire.

- 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[22]

Type of use	Definition[22]
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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[22] *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.