

Committee(s): Professional Standards and Integrity Committee	Dated: 6 February 2025
Subject: Stop & Search Yearly Review for 2024	Public
Which outcomes in the City Corporation's Corporate Plan does this proposal aim to impact directly?	1- People are Safe and Feel Safe
Does this proposal require extra revenue and/or capital spending?	N/A
If so, how much?	N/A
What is the source of Funding?	N/A
Has this Funding Source been agreed with the Chamberlain's Department?	N/A
Report of: Commissioner of Police	For Information
Report author: T/Supt J Wynne, Taskforce and S&S Lead	

Summary

This paper provides an overview of City of London Police's current position regarding Stop & Search and Use of Force, focussing on performance, governance, scrutiny, and training provision, as well as mapping out the strategic direction for the next 12 months. We have low disproportionality rates, strong scrutiny both internally and externally and amongst the best outcome rates in the country. We work on a continuous improvement programme through a robust governance structure.

Recommendations

Members are asked to:

- Note the report.

Main Report

Background

1. The appropriate use of stop & search can be a powerful tool in the building of trust and confidence and tackling criminality and violence. Therefore, it is essential that when the police use search powers, they are used only where reasonable grounds exist and in a way that is in line with procedural justice principles.
2. The City of London Police place significant emphasis on Procedural Justice Theory in its approach to the use of police powers. The premise being that

when the police are fair and respectful, they gain trust, legitimacy and cooperation. All four elements of procedural justice are relevant to stop and search.

- a. Voice: encouraging people to be heard and participate yields positive outcomes. Individuals report higher satisfaction when they can explain their side of the story and participate in decisions, even if they cannot determine the outcome. This could be as simple as an officer asking someone to recount events before conducting a search or inviting questions at the end of a search.
 - b. Dignity and respect: the public react negatively when officers display dismissive or demeaning behaviour (Murphy and Barkworth, 2014). This includes using a loud voice, interrupting and making critical or condescending comments (Jonathan-Zamir and others, 2015). On the other hand, treating people with dignity and respect conveys a sense of value and social worth (Tyler, 2004). This is particularly crucial when exercising such an intrusive power as stop and search.
 - c. Trustworthy motives: people want to believe that the police are sincere and focused on their needs and concerns. Trustworthy motives concern how police justify their power to the public. For example, when using stop and search in an area suffering from high knife crime, officers should emphasise that searching people and removing knives from the streets is in the community's best interests.
 - d. Neutrality: the public wants to know that they have been stopped and searched based on objective information rather than any personal characteristics. Officers should clearly explain to the individual why they have been stopped, the grounds and the object of the search (Tyler, 2004).
3. The City of London has a small residential population (approx. 9000), compared to its largely transient worker and visitor population which sees this number swell to 600,000 people a day with around 21 million visitors a year. This provides a unique policing environment compared to all other Police Forces within England and Wales, with challenges in the identification of, and engagement with our community and the large majority of those who are stopped and searched in the city are not residents of the City of London.

National reports and accountability – IOPC and HMICFRS PEEL Assessment Framework

4. The College of Policing (CoP) sets out guidance for forces in its Authorised Professional Practice (APP) for Stop and Search and Use of Force. The City of London Police regularly review this and use it to define our local policy and

approach. The guidance can be found at the following link: [Stop and search | College of Policing](#).

5. The Independent Office for Police Conduct (IOPC) also publish reports identifying lessons emerging from their oversight of the complaints and misconduct system. For example, in late 2023 the IOPC published a report into Stop and Search which contained national recommendations ranging from the quality of interactions to external scrutiny provisions. The City of London Police have reviewed these and where appropriate have improved service, such as in the sharing of BWV footage of stop and searches with scrutiny and oversight groups, and the roll-out of CoP Personal Safety curriculum. This has resulted in fewer complaints, a reduction in the use of force and less reports of Op Hampshire (assaults on officers).
6. Lastly, HMICFRS use the PEEL Assessment Framework (PAF) in its inspection of forces, providing a consistent and accessible benchmark against which forces can be assessed and map out improvements. The relevant areas for Stop and Search and Use of Force are as follows:
 - a. **The workforce interacts with the public fairly and respectfully.**
 - Officers are effective at communicating and interacting with the public without bias. They consider the needs of their communities.
 - In line with its policy and national mandates, the force uses body-worn video in all appropriate use of force and stop and search encounters. Interactions between officers and the public are improved as a result.
 - b. **The force uses stop and search powers fairly and respectfully.**
 - The force makes appropriate use of stop and search as an investigative tactic and can show that its use is fair and effective.
 - The force acts upon scrutiny and challenge it receives from an external independent forum to improve officers' use of [stop and search powers](#).
 - c. **Officers' use of force is fair and appropriate.**
 - The force understands how, and with what impact, its officers use force and can show that it is fair and appropriate.
 - The force acts upon scrutiny and challenge received from an external independent forum to improve how officers use force This is fed back into both the Strategic and Tactical Scrutiny Groups for capturing any learning and for consideration of implementation of updating training.

Performance, internal supervision and dip sampling, and governance

7. This section details the recent performance of City of London Police, focussing on outcome and disproportionality rates, before moving onto an overview of our internal supervision, dip sampling, and governance in place to ensure we understand and continually improve our approach. It also presents high-level overview of public complaints in this area.

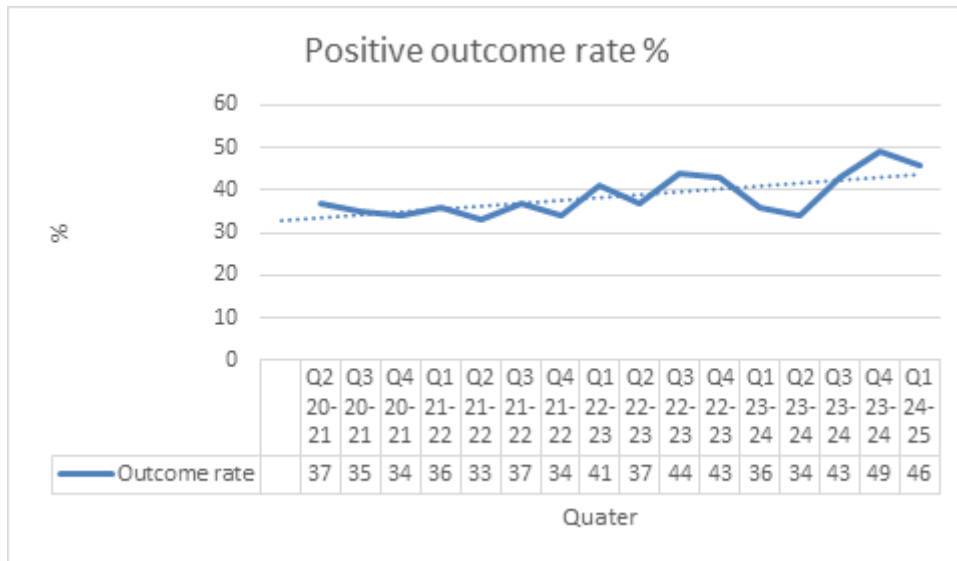
Outcome rates (including disproportionality)

8. For disproportionality, the Stop & Search and Use of Force data uses the White ethnicity group as the comparator. In fact, any ethnic group can be used as the comparator, but a larger comparator group makes the relative likelihoods more reliable. In practice, the availability of data is often a key consideration. To ensure robustness in the disproportionality figures the resident population of Greater London is used in our formula to calculate ethnic disproportionality figures. As an example, the resident population (8853) would make up just 1.8% of the number of people in the city on an average day, making an unrealistic outcome for City of London disproportionality figures.
9. A relative likelihood is a number that indicates the extent to which two groups differ in their likelihood of experiencing an outcome. In practice, if an ethnicity group had a disproportionality rate of 1, this would mean that this group is equally as likely to be stopped and searched as the white ethnicity group, a score of 2 would suggest you are twice as likely to be stopped and searched.

Stop and search

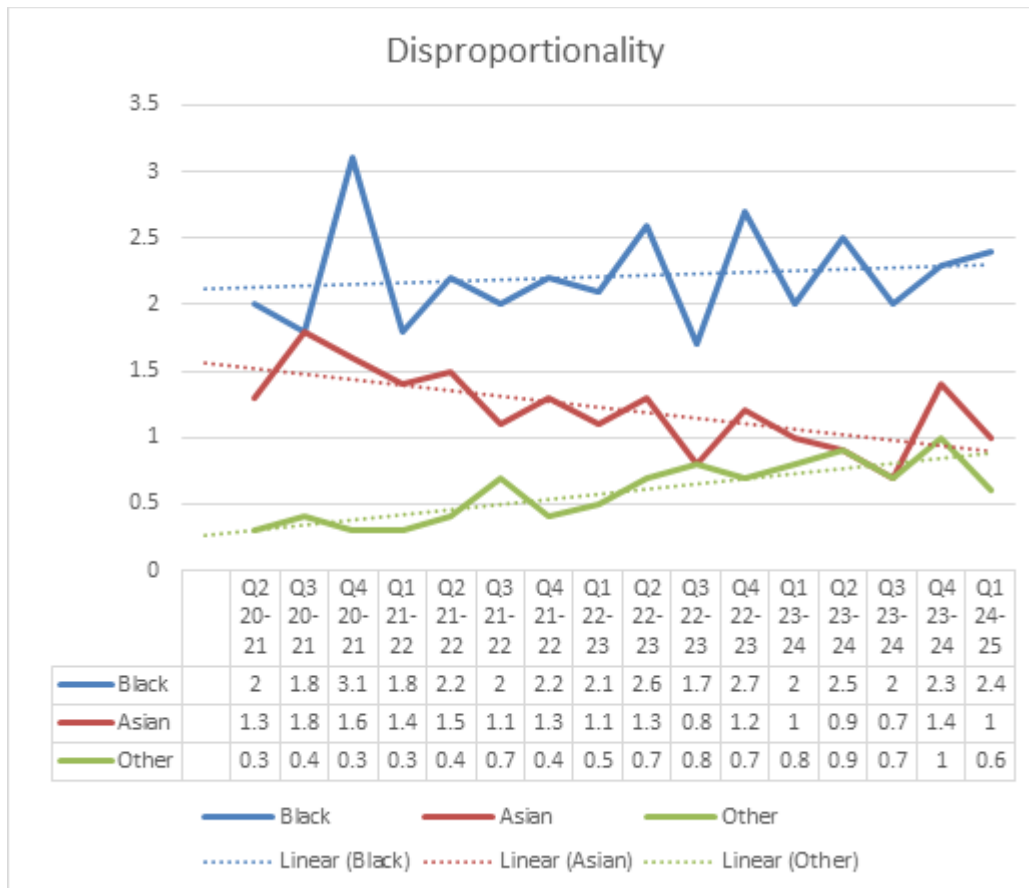
10. The positive outcome and disproportionality rate for the CoLP Stop and Search (S&S) is amongst the best in the country: Figure 1 charts the positive outcome rate (the proportion of searches that result in action taken by police) across time and presents an improving and impressive figure. Our CoLP Servator team has delivered a 76% positive outcome rate across 2024 and as can be seen in section 4 of this paper (External scrutiny and training) this is being harnessed through a new training initiative for frontline staff.

Positive outcomes – Fig 1



Disproportionality – Fig 2

11. Figure 2 presents the disproportionality figures for Stop and Search usage in City of London Police. Disproportionality here uses the same relative likelihood scores as for stop and search.



National Comparison (12 months)

12. The City of London Police performs well in national comparisons for disproportionality and positive outcome rates as can be seen below in figure 3 and 4.

National comparison of disproportionality – Fig 3:

Self-defined ethnicity	Disproportionality (national average)	CoLP
Asian or Asian British	2.0	1.0
Black or Black British	6.5	2.3

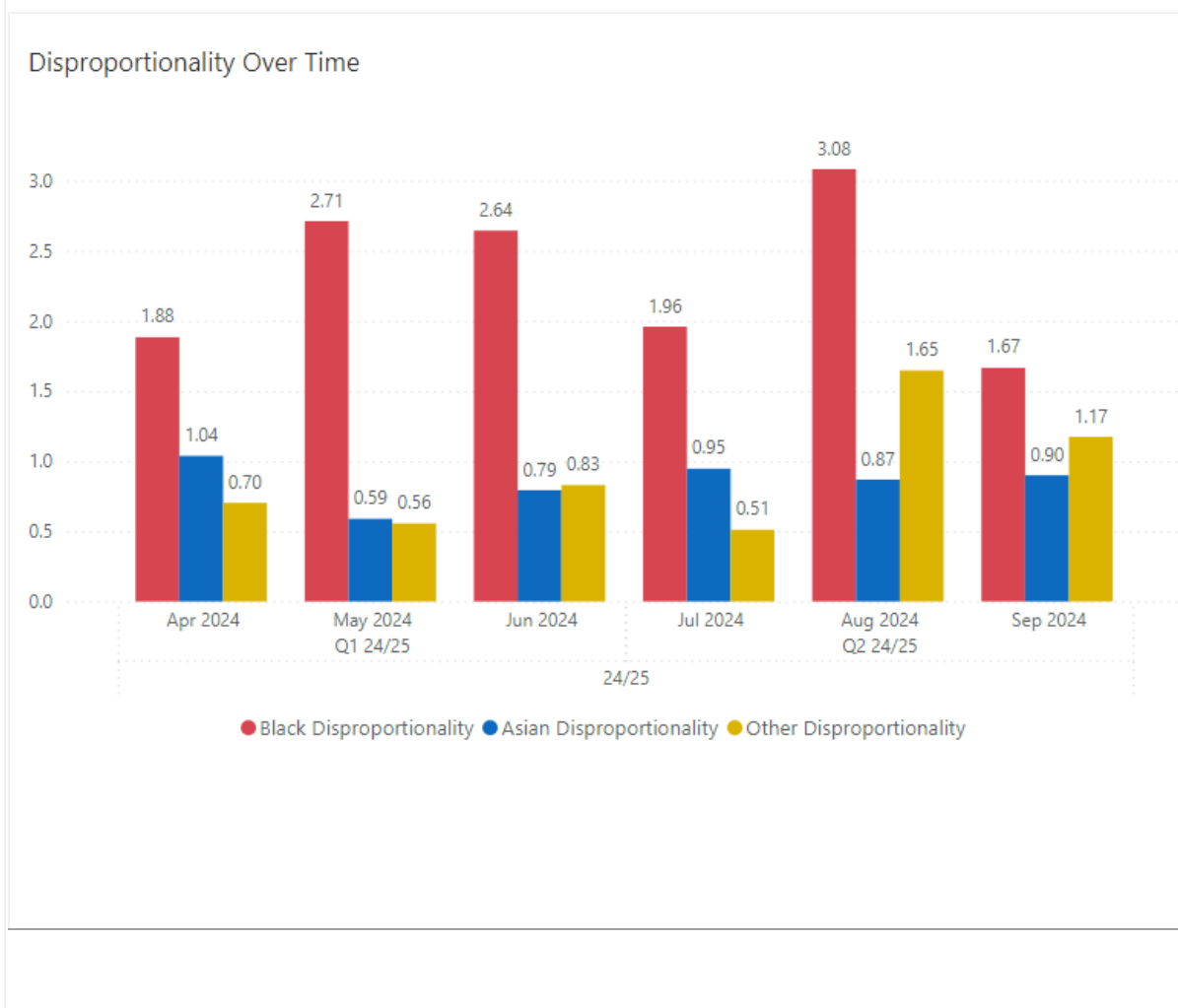
National comparison of positive outcomes – Fig 4:

Force	Average Positive outcome rate
National	27% (2022-23)
CoLP	39% (2022 - 2023) 47% (2023 – 2024)

Use of force

13. Much like in S&S, our Use of Force (UofF) sees a reassuring disproportionality rate which is showing a downward trajectory over the past year (fig 5). Like in S&S, disproportionality is represented as relative likelihood with the white ethnicity group as the comparator.

Fig 5- Disproportionality rate in Use of Force (graph):



Internal Supervision and dip sampling

14. The City of London Police has a comprehensive approach to the supervision of stop and search reports. In the first instance the duty sergeant for the shift in which the stop and search is completed will undertake supervision. Following this, Chief Inspectors then dip-sample the grounds only. At this initial stage of supervision, supervisors will assess to ensure legal requirements are met and that the officer acted with appropriate professionalism and respect. The most recent compliance data for initial supervision within the first 24hrs is 89% (November 2024).

15. In addition to the supervision of Stop and Search and Use of Force there is a robust dip sampling regime. During the last PEEL inspection in which the City of London Police was graded 'Good', we saw dip sampling at an average of 10% of total searches reviewed per month. This included dip sampling by Chief Inspectors. Since July 2024 City of London Police has dip sampled at

least 15% of searches each month. In addition to the internal dip sampling, November and December saw the external scrutiny of 38 records and BWV by IASG members (see section 23-26). Since refreshing the governance structure in July 2024 there has been encouraging increases in positive outcomes, reduced numbers of stop and searches and an increase in external scrutiny.

16. In addition, AOJ (custody) dip sample the compliance and quality of Use of Force forms linked to custody cases through the Custody Management Group (CMG).

Complaints analysis

17. Whilst complaints associated with the use of police powers do not necessarily represent positive or negative practice, it can indicate concerning issues and provide useful learning.
18. The Professional Standards Department reviews all complaints, and data from the last 12 months suggests that only 3 complaints were linked Stop and Search encounters. This represents 0.12% of our searches for that year period. Professional Standards representatives attend the governance meetings for Stop and Search to feedback learning emerging from complaints.

Governance arrangements

19. Following a 'reality test' of our stop and search and Use of Force governance in July 2024 urgent work was undertaken to improve overall 'grip' in terms of our monitoring and understanding of how stop and search and force are being used across the force.
20. The agenda and terms of reference for both Strategic and Tactical groups was refreshed in August 2024 (appendix B and C) to deliver consistent review of key areas including data, performance, training, collaboration etc.
21. Attendance at both groups has been made mandatory for all key departments and the strategic group has temporarily increased in frequency to coordinate continued delivery of improvements.

External scrutiny and learning

City of London Corporation

22. At a strategic level, the S&S and UoF strategic lead attends the quarterly City Corporation Member-led Professional Standards Integrity Committee and

presents a report on behalf of the Commissioner. The committee members can question the strategic lead and Chief Officer representative on the data presented and request actions for future committees.

IASG

23. In 2023, the Independent Advisory and Scrutiny Group (IASG) saw a significant reduction in its members. This impacted the external scrutiny and valuable input that CoLP received. However, thanks to the drive of the IASG chair the membership has grown from around 4 members at the end of 2023 to 14 current members.
24. The IASG meets once a quarter and as part of its role it holds CoLP to account for its S&S and UoFF. It has taken significant time to ensure that the vetting of IASG was appropriate to allow for scrutiny of Body Worn Video (BWV) linked to S&S and UoFF.
25. The training of IASG members is underway and we now have 5 of the 14 members capable of reviewing BWV, as of 15/01/2025 38 records have been scrutinised by IASG members. This process sees IASG members attending the police station and being supported to view BWV and related records. The IASG member then completes a scored feedback report, any learning and good practice is shared with officers and line managers and is added to a 'lessons learnt' document which is managed through the working group. Work is being undertaken to create watermarked BWV clips to allow for IASG members to scrutinise records remotely.
26. In addition, members are able to undertake a ride-along with police and have so far viewed two stop searches in person with further 'ride-alongs' planned with IASG members with a specific Stop Search focus. The feedback from these is reviewed as an agenda item at governance meetings.

Youth IASG

27. The CoLP Youth IASG sits every 4 months with the next meeting due in early February. Discussions are underway to include scrutiny of S&S in this forum.

Collaboration with MPS

28. The tactical and strategic leads for S&S and UoFF within CoLP attend both London region and national S&S groups where best practice is shared. Furthermore, S&S leads within CoLP have engaged with neighbouring MPS boroughs to better understand the demographics and challenges of their communities which often cross into City of London areas.

Academic support

29. Work is ongoing with University of East London who are publishing a piece of research into CoLP S&S proportionality in January 2025. Additionally, students from the University have previously attended Bishopsgate Police Station in 2023 to view BWV and dip sample S&S forms, a further attendance is planned for 25th February 2025 and feedback will be disseminated through the governance channels.

Youth engagement

30. 90 young people from the London Borough of Newham have participated in youth engagement events in Bishopsgate Police Station, completing S&S role plays, viewing and feeding back on S&S videos and participating in Q&A sessions. Additionally, further inputs have been conducted with youths at Gravesend Public Order training facility to improve awareness of policing activity and engagement. Feedback received from those events was shared with officers and staff.

Training

31. Learning and Development representatives are routine attendees at the S&S/UofF governance meetings and a standing agenda item ensures suitable coverage of officer training requirements and the improvements informed by feedback and data analysis.
32. Currently, all staff attend mandatory training including vulnerability, EDI, Personal Safety Training which includes Stop & Search:
- a. Personal and Public Safety Training has S&S scenarios included in its curriculum and is a mandatory annual course for all officers.
 - b. 'Bitesize' sessions (delivered face to face in officer briefings). These have focussed on numerous topics, with the latest covering the findings from Child Q.
 - c. A comprehensive vulnerability input is mandatory for all officers annually.
 - d. 'Mentivity' training, which sees young Black people share their experiences of police interaction, particularly around S&S, and seeks to build bridges and improve process. This is accessible to all officers and is mandatory for all new recruits.
 - e. A pilot of "enhanced" quality encounters training is being across January delivered by our National Delivery Unit to two frontline teams. Aiming to improve the quality of encounters, search grounds formation and positive outcomes. Evaluation of this will be shared when available.
 - f. Intranet resource including guidance and information about S&S and UofF in the City of London for officers has been created.

Strategic direction

33. The strategic lead for Stop and Search and Use of Force has outlined four objectives to promote improvement and coordinate continuous improvement and scrutiny:

Objective 1:

Ensure that stop and search and use of force is lawful and that all rights of the individual are respected. Where grounds fall short, the matter will be addressed immediately and robustly via the established governance structure.

Objective 2:

For the tactical and strategic groups to provide consistent, inquisitive, and positive oversight and coordination of S&S and UoF.

Objective 3:

Proportionality of stop and search - To review actual or perceived bias and ensure that processes and accountability are transparent. Sharing data and information promptly and openly.

Objective 4:

Learning and complaints – Encourage feedback and share good and bad practice to encourage learning and improvement and ensure that S&S and UoF is in line with the Force values and priorities.

Conclusion

34. In conclusion, the City of London Police demonstrates a robust commitment to maintaining fairness, transparency and accountability in the use of Stop and Search and Use of Force powers. With some of the best outcome and disproportionality rates in the country, strong internal and external scrutiny mechanisms, and ongoing improvements through governance and training, the Force continues to set a high standard nationally.

35. Strategic objectives for the next 12 months aim to build on this foundation, ensuring lawful and respectful use of powers, addressing disproportionality, and promoting continuous learning. By prioritising procedural justice and community engagement, the City of London Police strives to enhance trust, legitimacy and effectiveness in delivering safety and security for all who live, work and visit the City.

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