

PEEL: Police legitimacy 2015

An inspection of Norfolk Constabulary



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

Overall judgment¹



Good

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

The constabulary made it a priority to develop an ethical culture within the organisation based on the Code of Ethics² which defines the standards of behaviour for everyone who works in policing. It promoted in a positive way the wellbeing of staff. Staff in Norfolk Constabulary treat members of the public with fairness and respect, engage and communicate well with the people they serve. The constabulary complies with the Best Use of Stop and Search scheme, and uses Taser both fairly and appropriately.

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

Summary

Norfolk Constabulary made it a priority to develop and maintain an ethical culture. The constabulary promoted the wellbeing of staff in a positive way, raising awareness of wellbeing to managers and provided comprehensive occupational health support.

The Code of Ethics was an important part of the way it conducted its business and the majority of staff had knowledge of the code. The constabulary's complaint and misconduct files that were examined by HMIC showed consistent and fair decision-making.

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

When HMIC looked at how well the force understands and successfully engages with all the people it serves, Norfolk Constabulary undertakes extensive consultation to engage with and understand the views of different communities. As a result, the constabulary responds positively to community concerns at a senior and local level and fully understands the importance of effective engagement with those they serve.

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.

The constabulary complies with the Best Use of Stop and Search scheme, introduced to achieve greater transparency and community involvement in the police use of stop and search powers. The constabulary should make sure that stop and search records include sufficient reasonable grounds to justify the lawful use of the power, and that officers fully understand the grounds required to stop and search. Taser is used fairly and appropriately.

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



Good

The chief officer team showed strong leadership in developing and maintaining an ethical culture within Norfolk Constabulary. They had communicated a clear vision to staff through a variety of means, and were accessible to staff.

The constabulary had recently set up an integrity committee, with Suffolk Constabulary, chaired by a deputy chief constable. The committee had a broad range of representatives from across the organisation, and was intended as a forum for discussing ethical issues raised by officers and staff.

The constabulary recognised that it had not undertaken a staff survey for a number of years and were aware that surveying

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



Good

Norfolk Constabulary has a clear understanding at all levels of the organisation of how important it is to engage with the public to build confidence in the services provided. The constabulary carries out wide-ranging survey work to understand public requirements and concerns.

The constabulary uses a range of communication methods to reach different parts of the community and it engages with and updates the public by means including a community messaging system and social media, as well as traditional media releases. The constabulary engages effectively with a wide range of partner organisations.

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



Good

Officers in Norfolk Constabulary understand the importance of using stop and search powers legally and fairly. However, not all stop and search records include sufficient reasonable grounds to justify the lawful use of the power or demonstrate that officers and supervisors fully understand the grounds required to use this power.

A wide range of stop and search information is monitored and scrutinised at both a senior level and by the independent stop and search scrutiny panel. The constabulary is compliant with the Best Use of Stop and Search scheme, and publishes comprehensive data on its use of stop and search.

All officers authorised to use Taser are

its staff would help it to understand better the concerns of staff.

The Code of Ethics was an integral part of the constabulary's mission, vision and philosophy statement and had been communicated regularly to staff.

Health and wellbeing of officers and staff was important to Norfolk Constabulary, and it had a joint comprehensive occupational health unit.

There was consistency and fairness across the complaint and misconduct allegation case files examined.

The National Decision Model is generally understood by officers and staff and applied, particularly for more complex or challenging situations.

Officers and staff clearly understand the importance of treating the public fairly and with respect and how this contributes to the maintenance of public support.

appropriately trained and familiar with the National Decision Model. They clearly understand their responsibility to exercise good judgment when considering the use of Taser and the importance of recording detailed rationale to allow for public scrutiny of their actions, Norfolk Constabulary complies with the Best Use of Stop and Search scheme and Taser is used fairly and appropriately.

Force in numbers



Ethnic diversity

Percentage of BAME in workforce 31 March 2015

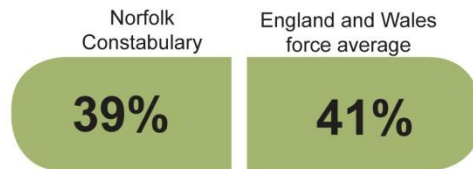


Percentage of BAME in local population, 2011 Census



Gender diversity

Percentage of females in overall workforce 31 March 2015



Percentage of females by role, Norfolk Constabulary



Percentage of females by role, England and Wales force average

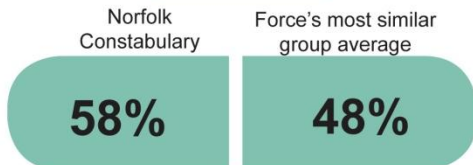


Public complaints

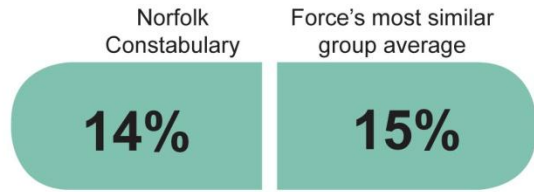
Number of allegations made by the public that have been finalised 12 months to 31 March 2015



Proportion of finalised allegations investigated 12 months to 31 March 2015



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

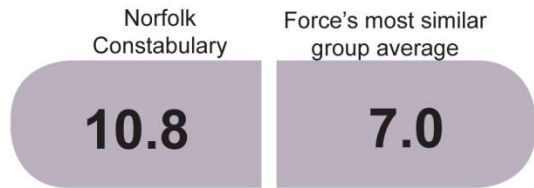


Stop and search

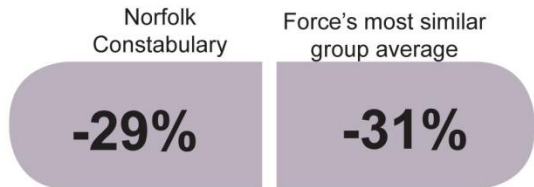
Number of stops and searches carried out 12 months to 31 March 2015



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



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

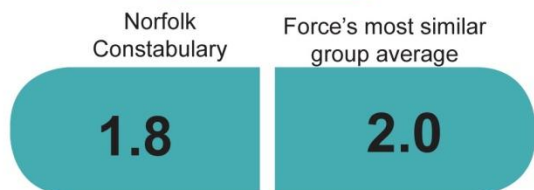


Tasers

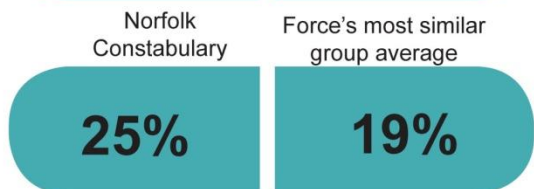
Number of times a Taser was used 12 months to 31 December 2014



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



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



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 Norfolk Constabulary.

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, 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 justice³

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

Research⁴ 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 become more active in policing activities (such as Neighbourhood Watch or other voluntary activity), the less the financial burden on police forces.

³ *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: www.college.police.uk

⁴ *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 2015,⁵ 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 Norfolk Constabulary

A breakdown of the full-time equivalent (FTE) workforce⁶ in Norfolk Constabulary as at 31 March 2015 is shown below.

⁵ The inspection took place between March and June 2015.

⁶ Workforce comprises officers, staff and police community support officers (PCSOs).

Figure 1: Breakdown of full-time equivalent (FTE) workforce in Norfolk Constabulary, 31 March 2015

FTE	Total	Of which	
		Female	BAME*
Total workforce	2,766	1,085 (39%)	41 (1%)
Total officers	1,569	420 (27%)	28 (2%)
Constables	1,177	344 (29%)	23 (2%)
Sergeants	270	49 (18%)	3 (1%)
Inspecting ranks	102	23 (23%)	2 (2%)
Superintendents and above	20	5 **	0 **
Staff	1,000	579 (58%)	11 (1%)
PCSOs	197	86 (43%)	2 (1%)

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

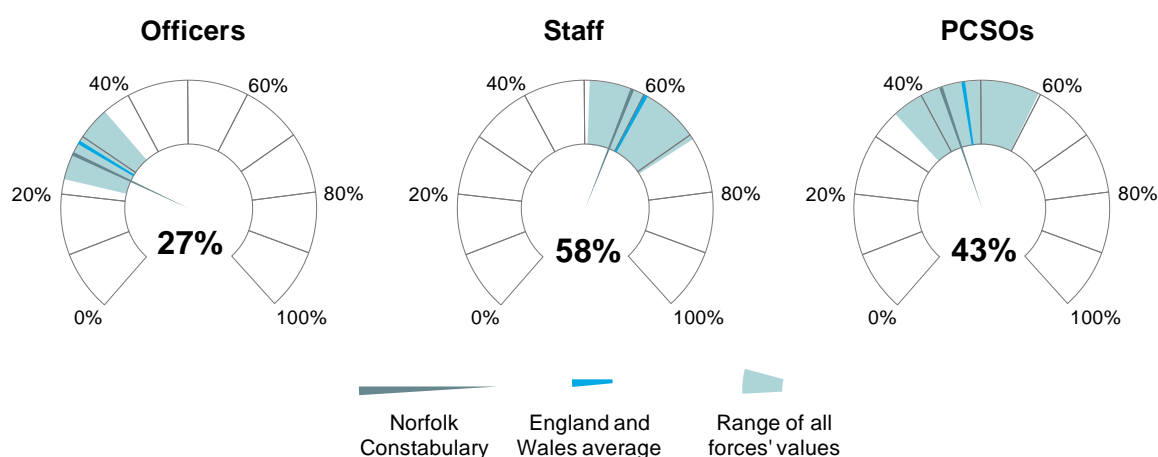
* Individuals are not required to record their ethnicity. As a result, BAME totals and percentages exclude officers/staff/PCSOs where the ethnicity is not stated.

** 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 Norfolk Constabulary compared with the averages of all forces in England and Wales. It shows they were lower for all officers, staff and PCSOs.

Figure 2: The percentage of female officers, staff and PCSOs in Norfolk Constabulary compared with the force average for England and Wales, 31 March 2015

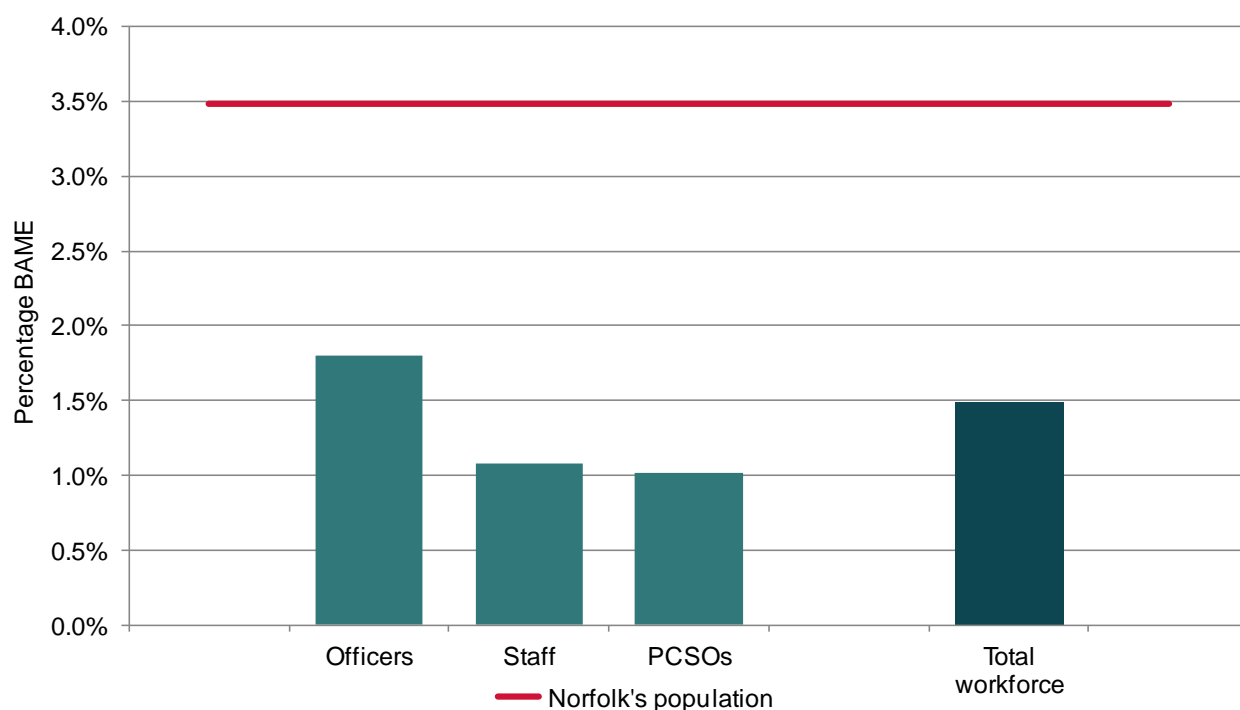


Source: Home Office Police Workforce statistics

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's area. In Norfolk, 3.5 percent of the local population were BAME. The figure below shows these comparisons.

There was a statistically significant under-representation of BAME people in Norfolk Constabulary's overall police workforce, as well as separately for officers and staff.

Figure 3: Percentage of BAME people within Norfolk Constabulary'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.⁷ 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 Norfolk Constabulary over the spending review period.

⁷ Available from: www.gov.uk/government/publications/spending-review-2010

Figure 4: Change in Norfolk Constabulary'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	-289	(-9%)	0	+0.4 ●
Officers	-93	(-6%)	+1	0
Staff	-119	(-11%)	0	+1 ●
PCSOs	-78	(-28%)	-6	0 *

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).

* Due to small workforce figures, percentage point changes should be treated with caution.

Source: Home Office Police Workforce statistics

There was a statistically significant increase in the proportion of BAME people in Norfolk Constabulary's overall workforce between 31 March 2010 and 31 March 2015. Specifically, there was a statistically significant change in the percentage of BAME staff - around a 1 percentage point increase.

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

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

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

There was strong leadership from the chief officer team in developing and maintaining an ethical culture within Norfolk Constabulary.

The chief constable and the chief officer team for Norfolk Constabulary and Suffolk Constabulary had developed a joint mission, vision and philosophy statement which promoted an ethical culture within the constabulary. This was communicated widely

to staff through: a quarterly, joint senior management conference (attended by senior leaders); in-force magazine articles; emails; and the chief constable's blog.

Chief officers from both Suffolk Constabulary and Norfolk Constabulary created a joint ethics committee, chaired by a deputy chief constable. This group was a forum for staff to raise and discuss ethical issues and provided advice and guidance; for example, the appropriate use of social media by officers and staff.

The constabulary had in place a confidential reporting process for staff to report anonymously to the organisation any wrongdoing or a concern within the workplace.

Norfolk's and Suffolk's joint professional standards department provided training to staff when they joined the organisation including student officers, police and community support officers (PCSOs) and special constables. This training included learning about the Code of Ethics and testing out ethical dilemmas such as relationships formed in the workplace, inappropriate associations and dealing with vulnerable victims. This demonstrated that there was a culture within the constabulary of expecting the highest standards of behaviour from all its staff

The chief constable had a regular 'Ask the Chief' blog session on the constabulary internal website to interact with staff.

The constabulary recognises that it has not conducted an internal staff survey for a number of years although staff would welcome the opportunity to anonymously feedback their concerns to the organisation. As a result, the chief officer team did not have a clear understanding of all the issues affecting the workforce.

Staff were confident that the promotion and selection process was fair and transparent. This included making applications anonymous for the initial review and involved representatives from the staff associations in the interview process. All unsuccessful candidates received feedback as to why they were not successful.

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.

Health and wellbeing of staff was important to Norfolk Constabulary, and it had a comprehensive joint occupational health unit with Suffolk Constabulary. Staff were aware of what support was available and how they could access it.

When issues were raised, the constabulary was very good at supporting the wellbeing of its staff, but concerns were raised by some staff about a culture of working long hours. The 2014 wellbeing survey for superintending ranks raised a

number of concerns regarding the health of officers. The chief constable immediately put in place a number of wellbeing measures, including voluntary health checks to support those officers.

The support offered by the constabulary was wide-ranging, including support for health issues and following operational incidents. The constabulary had facilities in place to offer trauma support to all staff profoundly affected by their work such as responding to distressing incidents. The constabulary offered support to officers in relation to the annual fitness test for frontline officers, as well as support for a wide range of lifestyle concerns, for example, those with financial concerns or those wishing to quit smoking.

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.⁸ 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 make the code part of day-to-day practice.

The constabulary had promoted widely the introduction and implementation of the Code of Ethics. The code was publicised using the internal constabulary website, wall posters and articles in the constabulary magazine. In 2014, every member of staff received a booklet titled 'What You Need to Know'. This included the Code of Ethics and further reinforced the expected standards of behaviour by staff. The majority of staff in the constabulary had knowledge of the code.

The constabulary trained its staff on the use of the National Decision Model (NDM) a values based tool to provide a simple, logical and evidenced-based approach to making decisions with the Code of Ethics at its core. This encouraged staff to act in accordance with the code and to consider the wider ethical implications of their decisions. In addition, the constabulary used the Code of Ethics to underpin ethical crime recording.

⁸ 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, 2014. Available from: www.college.police.uk

All constabulary policies, both new and existing were compliant with the principles of the Code of Ethics as well as the constabulary's joint mission, vision and philosophy statement.

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.⁹

In the 12 months to 31 March 2015, Norfolk Constabulary finalised 743 allegations from public complaints that were made against its officers and staff. Of these, 58 percent had been investigated and 27 percent had been locally resolved. A greater proportion of allegations were investigated and a smaller proportion were locally resolved in Norfolk compared with the average of its most similar group of forces.¹⁰

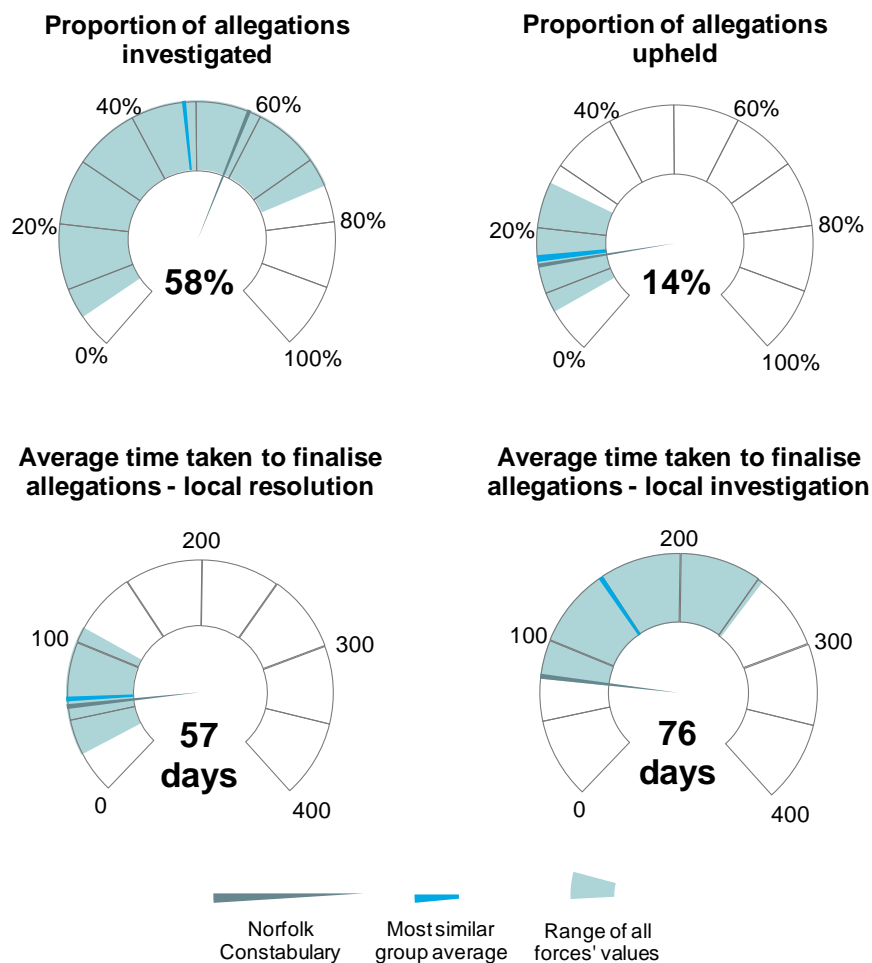
In the 12 months to 31 March 2015, the average time Norfolk Constabulary took to complete a local resolution was 57 days, broadly in line with the average of its most similar group of forces (62 days). Over the same period, the average time a local investigation took to complete was 76 days, less than the average of its most similar group of forces (148 days).

⁹ 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.

¹⁰ 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.

After local investigation, Norfolk Constabulary closed 429 allegations in the 12 months to 31 March 2015. Of these, 14 percent were upheld, where it was concluded that the service provided by the police officer or police staff or the service as a whole did not reach the standard a reasonable person could expect. This was broadly in line with the average of Norfolk's most similar group of forces of 15 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 Norfolk Constabulary, 12 months to 31 March 2015



Source: Independent Police Complaints Commission

Overall, in the 12 months to 31 March 2015, Norfolk Constabulary finalised 58 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, Norfolk took a similar amount of time to complete local resolutions and less time to complete 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 the HMIC Police Integrity and Corruption inspection,¹¹ 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,¹² felt that they would be treated fairly following a complaint or allegation against them.

Norfolk Constabulary and Suffolk Constabulary had a joint professional standards department which oversaw the management and investigation of alleged wrongdoing by officers. Before the fieldwork stage began, HMIC conducted a file review of 71 public complaints and internal misconduct allegations across both constabularies, to assess whether they had been considered fairly and consistently. The outcomes of the review were further examined during fieldwork.

While not necessarily representative of all cases, in the small number of files we looked at we did not find any bias in how complaints and internal misconduct allegations were dealt with, in respect of gender, ethnicity or rank. The findings of the file review were confirmed by staff during the inspection.

The initial assessment of complaints involving local investigation and local resolution had been completed by a staff member of insufficient seniority. The member of staff did not hold a position of chief inspector or police staff equivalent, as required by the regulations. The constabulary recognised this issue and it was addressed.

The constabulary had recently changed how it managed misconduct and complaint cases. All investigations were now assessed by a senior member of the joint Norfolk Constabulary and Suffolk Constabulary professional standards department prior to investigation or local resolution. Guidance had been produced for managers investigating complaints which required detailed recording of decision-making.

¹¹ 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

¹² 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'.

At the conclusion of an investigation the professional standards department reviewed the investigation to ensure consistency and fairness in the way investigations were dealt with.

The constabulary had a robust way of assessing complaints and learning lessons to improve the service it provided to the public. The joint professional standards department held a fortnightly meeting to review public complaints. They regularly visited local senior officers to provide feedback on the nature of the complaints made and any lessons learned relevant to their area of responsibility. The constabulary had reviewed the number and nature of complaints including: the profile of officers and staff complained of; the policing events that generated complaints; the complaint history against each location; and satisfaction rates for complainants. This demonstrated that the constabulary reviewed cases in order to improve how policing was being delivered.

The constabulary makes good use of the unsatisfactory performance procedure (UPP) to address under-performance of officers and staff.

Summary of findings



Good

The chief officer team showed strong leadership in developing and maintaining an ethical culture within Norfolk Constabulary. They had communicated a clear vision to staff through a variety of means, and were accessible to staff.

The constabulary had recently set up an integrity committee, with Suffolk Constabulary, chaired by a deputy chief constable. The committee had a broad range of representatives from across the organisation, and was intended as a forum for discussing ethical issues raised by officers and staff.

The constabulary recognised that it had not undertaken a staff survey for a number of years and were aware that surveying its staff would help it to understand better the concerns of staff.

The Code of Ethics was an integral part of the constabulary's mission, vision and philosophy statement and had been communicated regularly to staff.

Health and wellbeing of officers and staff was important to Norfolk Constabulary, and it had a joint comprehensive occupational health unit.

There was consistency and fairness across the complaint and misconduct allegation case files examined.

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 Authorised Professional Practice on engagement and communication,¹³ 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.

¹³ *College of Policing: Authorised Professional Practice on engagement and communication*. Available from: www.app.college.police.uk/app-content/

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 in Norfolk Constabulary recognise the importance of engaging with the public to build confidence in the constabulary and the services provided.

The constabulary carries out extensive survey work to understand public requirements and concerns. This includes a large survey on public views about policing in Norfolk and Suffolk, which has already generated 1,500 replies. This is being externally validated, and will be repeated in three years' time so that the constabulary can evaluate the effect of activity carried out to meet current concerns.

Officers and staff understand their communities and there are good examples of how community impact assessments are used. These inform and support activity aimed at reassuring local communities after significant incidents, which could affect public confidence. The constabulary use community profiles and these are up-to-date and contain comprehensive information, including examples of regular contact with different communities in Norfolk.

Norfolk, together with Suffolk Constabulary, has entered into a three-year contract with the Better Policing Collaborative, which is a joint venture involving a number of universities and the organisation, Skills for Justice. This contract will provide the constabulary with academic evaluation of specific areas of policing, and provide a better understanding of what does and does not work. This will enable Norfolk Constabulary to make future decisions based on validated evidence.

Norfolk Constabulary clearly understands the benefits of positively engaging with the public to support legitimacy. It is clear Norfolk Constabulary works closely with its local communities to understand and respond to their needs and build community confidence.

Of the 511 survey responses from the area covered by Norfolk Constabulary, 46 percent agree that the police understand the crime and anti-social behaviour issues within their force area and 13 percent disagree. The remainder neither agree nor disagree or do not know. Although not directly comparable because of the small force sample size, of the responses from all forces across England and Wales, 49 percent agree versus 14 percent who disagree.

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. Our inspection looked at the different ways that forces engage their communities.

Norfolk Constabulary uses a wide range of communication methods to reach different parts of the community. The joint corporate communications function, with Suffolk Constabulary, provides support at a county-wide and local level to meet identified needs.

The constabulary, in conjunction with Suffolk, use 'Police Connect Messaging', which is a community messaging system to inform the public of the latest policing news. There are 10,000 subscribers, who are contacted by email, text or by phone. The constabulary also makes good use of social media, as well as traditional media releases.

A major review and restructure of the joint corporate communications function is being undertaken. This includes replacing both Norfolk's and Suffolk's internal and external websites in early 2016, and is aimed at enhancing communication with staff and members of the public.

The constabulary has an independent advisory group (IAG) made up of representatives of interested groups and members of the public; however, engagement by the constabulary with the group is variable. The constabulary recognises this and is looking to improve how it could effectively benefit from its independent advice.

The constabulary makes good use of a wide range of partnership opportunities. These include a joint funded community safety and partnership analyst; work with academic institutions such as the Better Policing Collaborative, a web-based information sharing system with partners, and co-location of a fire service analyst in the police team who attends daily briefings. At a local level, operational partnership teams work with a wide range of other agencies, such as those concerned with housing and mental health, to address local problems. These partnerships enable the constabulary to provide a better service to the public, meeting the needs of different communities across a range of agencies.

Feedback to members of the public at a local level is provided by neighbourhood officers. This is through personal contact with local representatives, such as councillors, following local policing initiatives, where officers feedback to the public what has been achieved in relation to their concerns.

The constabulary has recently reviewed its volunteer structure to make sure it is effective and appropriate. The constabulary has a number of volunteers who undertake a wide range of activities including; speed watch, administrative support, driving, vehicle maintenance and operating the CCTV system. Information on volunteering is easily accessible through the constabulary website, and front-counter staff provide contact details when requested.

From the survey, 32 percent of the respondents from the area covered by Norfolk Constabulary speak highly of the police in their local area while 15 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.

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.

Norfolk Constabulary engages and communicates well with the people it serves.

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

Public bodies (including the police and other public authorities), 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 be able to show evidence of this in their decision-making.

This inspection looked at whether all members of the public (including those with protected characteristics) were treated (and perceived that they were treated) fairly and with respect by the police. We also assessed the extent to which officers understood the National Decision Model,¹⁴ 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.

¹⁴ *College of Policing: Authorised Professional Practice on National Decision Model*. Available from: www.app.college.police.uk/app-content/

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. In order to determine the overall quality of the call, we considered criteria including whether the call-handler remained polite, professional and respectful throughout the call, whether he or she took the caller's concerns seriously appropriately assessing the risk and urgency of the call, and how well he or she established the caller's needs, managed the caller's expectations and explained what would happen next.

Although not necessarily representative of all calls responded to by Norfolk Constabulary, from the 40 calls assessed, call-handlers are polite, respectful and effective. They consistently demonstrate the ability to assess the risk and urgency of the call, and quickly establish the needs of the caller, especially those who are more vulnerable.

During our fieldwork we also observed front-counter staff in their interaction with visitors at police stations, and found that they are helpful, polite and respectful.

Norfolk Constabulary uses the National Decision Model (NDM) and training has been given to officers using a range of training methods. New officers receive this training at a very early stage of their initial training programme. Other officers receive training by way of an electronic learning package, or as part of their ongoing personal safety training. In addition, officers in a specialist role receive additional training as part of their firearms and Taser training. The NDM is generally understood by officers and applied, particularly for more complex or challenging situations. The constabulary is rolling out further face-to-face training on the Code of Ethics which is a central component of the NDM. This will be led by local supervisors rather than trainers, to demonstrate the importance of the code to everyday policing and public legitimacy. This means that officers are trained to make ethical decisions in a wide range of circumstances.

The constabulary uses volunteers to role-play in scenario-based training to add realism to the training programme for officers and staff. This will include volunteers discussing their experience as a victim of crime. This will mean members of the constabulary receive more realistic and public-focused training.

Officers and staff at all levels clearly understand the importance of treating the public fairly and with respect, contributing to enhancing public support. They understand the need to have a sound basis for the decisions they make, which will stand up to public scrutiny.

The constabulary raises awareness among staff of the importance of treating people fairly and with respect through the 'One Chance' programme, which emphasises the importance of getting the first contact with members of the public right to maintain public confidence

From the survey, 56 percent of respondents from the area covered by Norfolk Constabulary agree that the police in their local area treat people fairly and with respect versus 7 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.

Overall, officers and staff of Norfolk Constabulary treat the people they come into contact with fairness and respect.

Summary of findings



Norfolk Constabulary has a clear understanding at all levels of the organisation of how important it is to engage with the public to build confidence in the services provided. The constabulary carries out wide-ranging survey work to understand public requirements and concerns.

The constabulary uses a range of communication methods to reach different parts of the community and it engages with and updates the public by means including a community messaging system and social media, as well as traditional media releases. The constabulary engages effectively with a wide range of partner organisations.

The National Decision Model is generally understood by officers and staff and applied, particularly for more complex or challenging situations.

Officers and staff clearly understand the importance of treating the public fairly and with respect and how this contributes to the maintenance of public support.

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.¹⁵

In autumn 2015, HMIC assessed the use of Taser and stop and search powers (specifically, compliance with the Best Use of Stop and Search scheme¹⁶ 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:

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

¹⁵ *College of Policing: Authorised Professional Practice on armed policing – legal framework and Taser*. Available from: www.app.college.police.uk/app-content/

¹⁶ *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,¹⁷ 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 to 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 Norfolk Constabulary – Stop and search by volume

In the 12 months to 31 March 2015, Norfolk Constabulary carried out 9,461 stops and searches. The table below shows this number per 1,000 population for Norfolk Constabulary 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 constabulary's use of stop and search powers is currently greater than the average of its most similar group of forces.

¹⁷ *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 Norfolk Constabulary 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

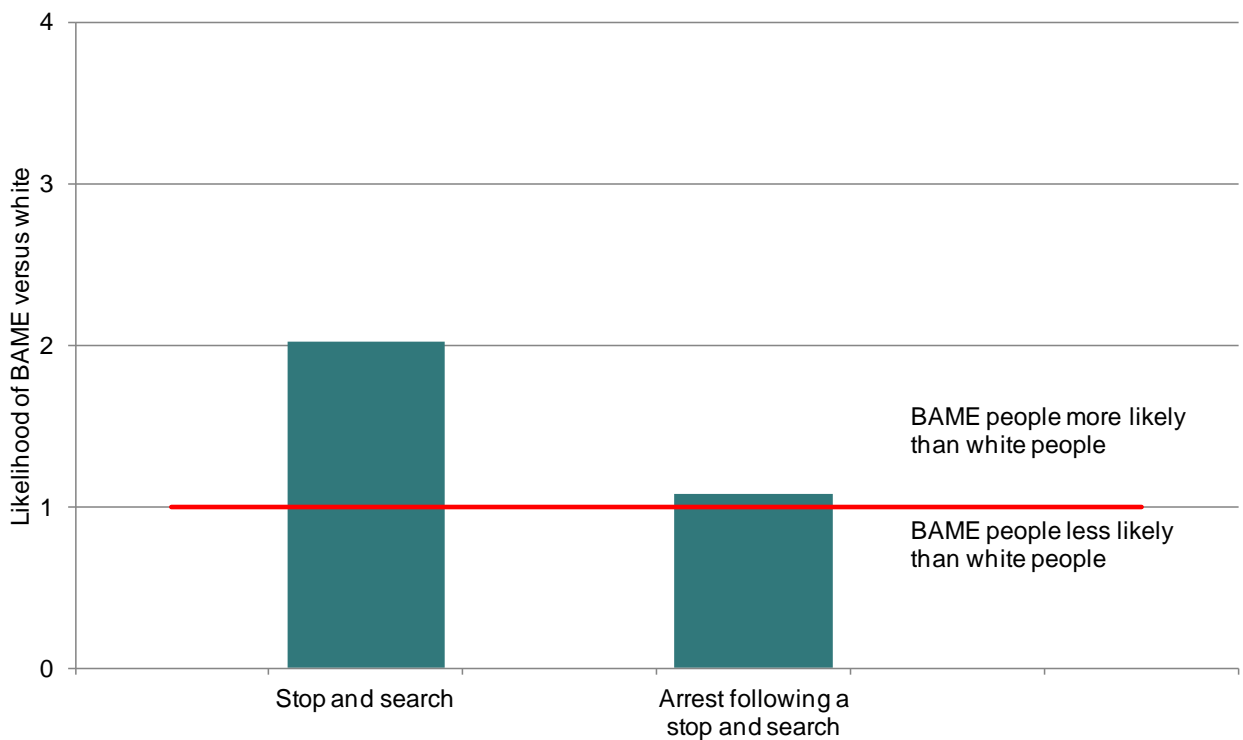
	Stops and searches per 1,000	Change from previous year
Norfolk	10.8	-29%
Norfolk's MSG average	7.0	-31%

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 Norfolk Constabulary – 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 Norfolk Constabulary than white people. However, of the individuals who had been stopped and searched, there was no statistical difference in the likelihood of arrest by the constabulary between BAME people and 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 Norfolk Constabulary, 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 Norfolk Constabulary, the 2013 inspection showed that 9 of 200 records reviewed (5 percent) did not have sufficient reasonable grounds recorded.

For this inspection we reviewed 99 stop and search records provided by the force. As in the 2013 inspection, we reviewed the records to determine if reasonable grounds were recorded. Of the 99 records we reviewed 98 had been endorsed by a supervisor. We found that 14 of the 99 records (14 percent) did not have reasonable grounds recorded.

This suggests that some officers, and some supervisors given the task of reviewing records, do not understand fully what constitutes reasonable grounds.

While the forms reviewed may not be representative of all stop and search records completed by the constabulary, 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.

Officers understand the importance of using stop and search powers legally, fairly and with respect. Officers are expected to use the National Decision Model (NDM) in deciding whether or not the use of stop and search is appropriate. The constabulary has redesigned its stop and search form to include a section for the person searched to complete a survey where they can comment on whether they feel they were treated fairly. If a person did not feel they had been treated fairly a supervisor will contact the individual and, if agreed, arrange a face-to-face meeting to discuss those concerns. The constabulary reviews the use of stop and search and monitors a wide range of factors such as the ethnicity of the person stopped and whether they were arrested.

The constabulary engages the services of the independent stop and search scrutiny panel (ISSSP),¹⁸ which provides a level of independent oversight on how the constabulary uses stop and search.

Norfolk Constabulary adopted the Best Use of Stop and Search scheme (BUSS) in November 2014, and is complying with it. The constabulary publishes a comprehensive range of data, which it shares with the independent advisory group. The constabulary has implemented a policy to allow members of the public to observe the use of stop and search powers, commonly referred to as a ride-along scheme.

While recognition of the BUSS is more limited, they understand the principles of the scheme and the importance of exercising the powers in a fair and legitimate way. Officers receive some stop and search training and more is planned.

¹⁸ The Norfolk ISSSP consists of 12 independent members of the public, representatives of the independent advisory group and senior officers from Norfolk Constabulary.

Feature of Best Use of Stop and Search scheme	HMIC assessment of compliance
Recording and publishing the outcomes following a stop and search	The constabulary complies with this feature of the scheme. Norfolk Constabulary records the full range of outcomes and also records if an item is found and if that item was the item originally searched for. The constabulary has a dedicated stop and search page on its website where it publishes a very comprehensive range of statistics and it was made clear on the website that this information is available from the police.uk website by way of a link.
Providing opportunities for the public to observe officers using the power	The constabulary complies with this feature of the scheme.
Explaining to communities how the powers are being used following a “community complaint”	The constabulary 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 constabulary complies with this feature of the scheme.
Monitoring the impact of stop and search – particularly on young people and black, Asian and minority ethnic groups	The constabulary complies with this feature of the scheme.

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

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.

It 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 Authorised Professional Practice and the legal framework each time it is used.²⁰

²⁰ *College of Policing: Authorised Professional Practice on armed policing – legal framework and Taser*. Available from: www.app.college.police.uk/app-content/

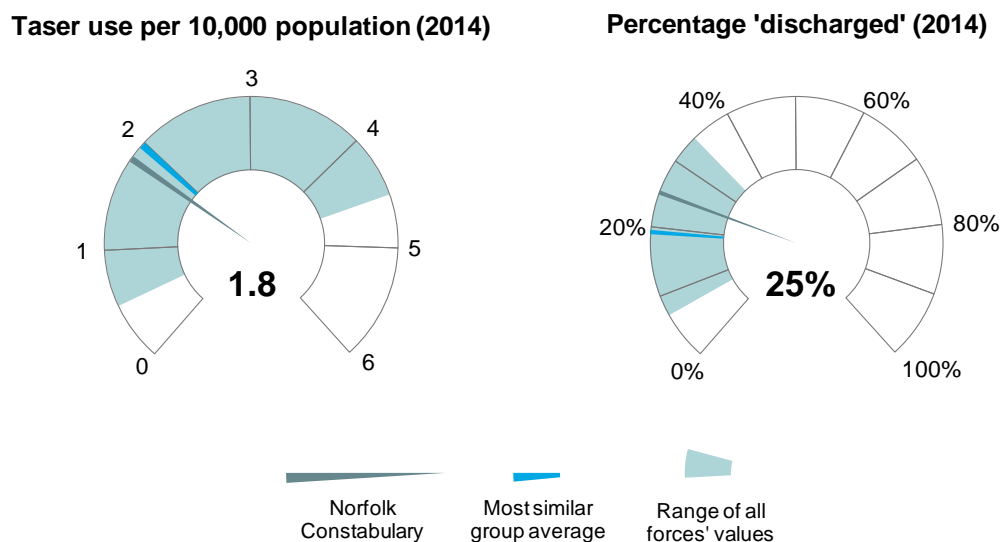
Use of Taser in Norfolk Constabulary

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 160 times by Norfolk Constabulary, representing 1.8 times for every 10,000 people in the constabulary's area. This was broadly in line with the average for Norfolk Constabulary's most similar group of forces, which was 2.0 times per 10,000 population.

During the same time period, Taser was 'discharged' on 40 occasions (out of the 160 times it was used in some capacity). This equated to 25 percent of overall use, greater than the constabulary's most similar group average of 19 percent. The following figure shows the comparisons.

Figure 8: Use of Taser per 10,000 population and the proportion 'discharged' by Norfolk Constabulary, 12 months to 31 December 2014²¹



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 (NDM) is used on the form as a structure for officers to record this description.

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.

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 NDM, is not required.

Before the fieldwork stage of the inspection, HMIC conducted a review of 19 Taser deployment forms provided by Norfolk Constabulary. Although the findings of this review are not necessarily representative of all Taser forms completed by the constabulary, they do provide an indication of the constabulary's Taser activity. The forms showed that Taser had been fired five times, red-dotted six times, aimed three times, and drawn five times.

In the deployments reviewed officers used Taser to protect themselves or others from a range of weapons, including several knives, an imitation firearm, a baseball bat, an axe and a hammer.

The 'brief details' and the National Decision Model (NDM) sections of the forms provided us with evidence to suggest that the use of Taser was fair, lawful, and appropriate in 19 of the 20 cases reviewed. The remaining form had insufficient information to complete the assessment.

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

Norfolk Constabulary collaborates with Suffolk Constabulary on the training and oversight of Taser. Officers trained to use Taser are familiar with the NDM. They receive both general NDM training, and additional training as part of the Taser training course. They clearly understand their responsibility to exercise good judgment when considering the use of Taser. They understand the importance of recording their rationale, to allow public scrutiny of actions taken. Both constabularies comply with the national reporting criteria, but also required the completion of a local form to give more detail to increase oversight. Officers explain the completion of the additional form is beneficial as it shows their decision-making rationale in more detail and is quick to complete. This shows that officers expect to be subject to scrutiny when deciding that the use Taser is appropriate.

Officers undergo a selection process to be considered for the role and a minimum standard of competence must be achieved. Not all officers who apply to carry Taser are successful. After the initial training course, which is run in accordance with national guidance, officers receive refresher training every 12 months. Officers are well aware of the special considerations in relation to the use of Taser in certain locations and when considering its use on elderly people, young people or those emotionally distressed.

Both Norfolk Constabulary and Suffolk Constabulary scrutinise the use of Taser and there is a single point of contact to ensure the appropriate forms are submitted and reviewed to ensure that its use is appropriate. Information on use of Taser is collated and considered by the joint chief officer team. The constabulary keeps the number of Taser officers under review and this is linked to its assessment of the current threat faced by officers and the public.

The constabulary does not currently publish data on the use of Taser on its public website although this would increase transparency and enhance public confidence in the use of this tactic. Based on an assessment of the Taser forms and fieldwork findings, Taser is being used fairly and appropriately by Norfolk Constabulary.

Summary of findings



Good

Officers in Norfolk Constabulary understand the importance of using stop and search powers legally and fairly. However, not all stop and search records include sufficient reasonable grounds to justify the lawful use of the power or demonstrate that officers and supervisors fully understand the grounds required to use this power.

A wide range of stop and search information is monitored and scrutinised at both a senior level and by the independent stop and search scrutiny panel. The constabulary is compliant with the Best Use of Stop and Search scheme, and publishes comprehensive data on its use of stop and search.

All officers authorised to use Taser are appropriately trained and familiar with the National Decision Model. They clearly understand their responsibility to exercise good judgment when considering the use of Taser and the importance of recording detailed rationale to allow for public scrutiny of their actions, Norfolk Constabulary complies with the Best Use of Stop and Search scheme and Taser is used fairly and appropriately.

Areas for improvement

- The force should ensure that stop and search records include sufficient reasonable grounds to justify the lawful use of the power, and that officers fully understand the grounds required to stop and search.

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 Norfolk Constabulary's MSG: North Wales, Suffolk, North Yorkshire, West Mercia, Devon and Cornwall, Lincolnshire and Wiltshire.
- 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 Definition²²

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.

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.