



Gloucestershire Constabulary

Stop and Search in
Gloucestershire in 2019







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Executive Summary

Analysis of Stop and Search data shows that Gloucestershire Constabulary compares very favourably to the national picture, with Stop and Search powers being used largely in line with the criminality they are targeting in the areas they are deployed.

Gloucestershire Constabulary's relative standing to other Forces consistently places it amongst the lowest number of stop and search counts by each ethnicity across the Forces, with its highest placing being 3rd from bottom for those defined as "Mixed".

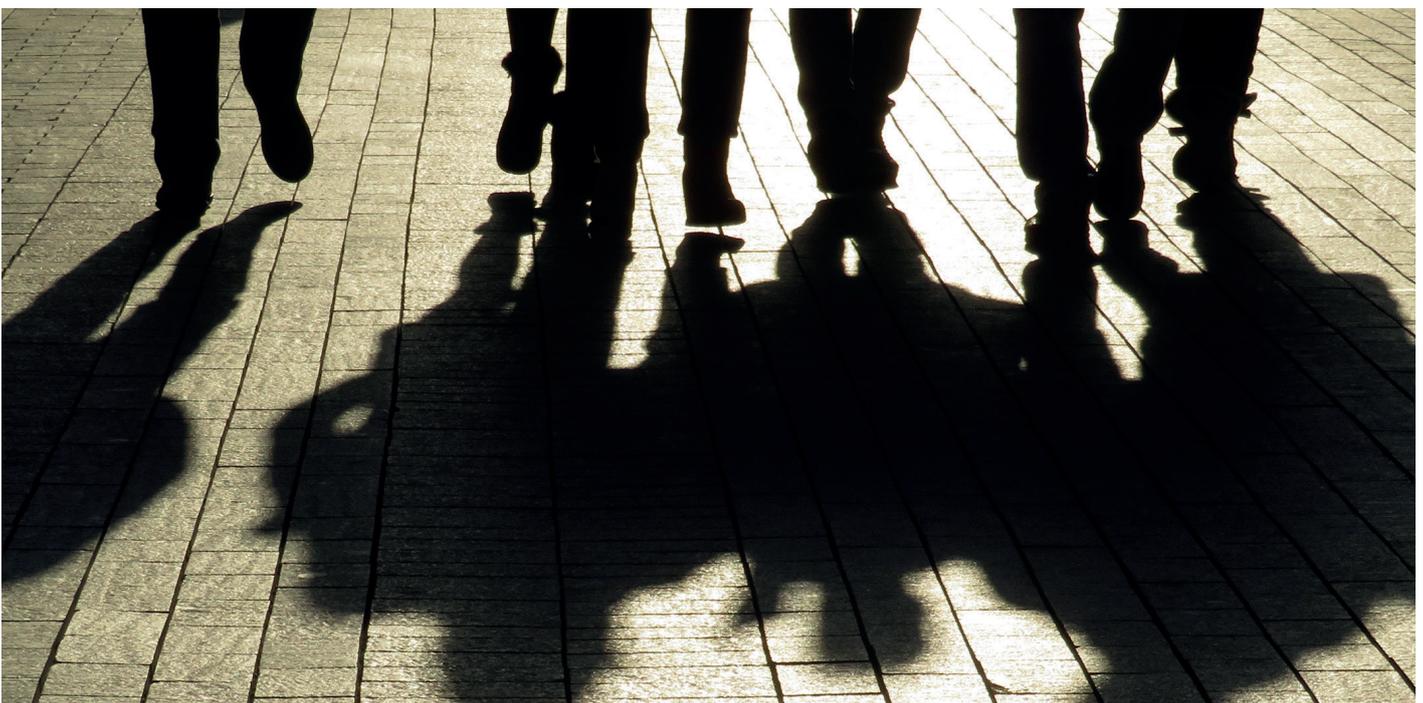
This means a person in Gloucestershire is consistently less likely to be subject to Stop and Search powers than a person in the rest of England and Wales, regardless of their ethnicity, with almost half of the Stop and Searches carried out being within the Metropolitan Police area.

Nationally, a person defined as "Black Other" was 10 times more likely to be stopped and searched than a person defined as "White". Whole county assessments for Gloucestershire indicated that in Gloucestershire this likelihood was 7 times, raising concerns.

Further analysis shows that this is due to Police Officers utilizing Stop and Search powers most commonly in the Policing Community zone of Gloucester City Centre and then to a lesser extent in the adjoining Community of Barton and Tredworth. These areas are significantly more ethnically diverse than other areas of the county, resulting in an apparent disproportionality when the whole county data is considered.

In these Communities, when comparing White to all other Ethnicities, Stop and Search was applied in line with the ethnic breakdown of the area.

Focusing specifically on the demographic of persons defined as "Black Other" or "Mixed", BME persons were approximately 2 times more likely to be stopped and searched than a person defined as "White", with a slightly higher disproportionality in the Gloucester City Centre Community than in Barton and Tredworth.





This does leave a notable disproportionality however it is significantly less than the disproportionality found nationally. Establishing further context is going to be key to understanding where this comes from and why it exists.

The one piece of key context from this analysis is that there was also a disproportional rate of “Finds” (successful location of the item being sought) from Stop and Search actions involving a Black or Mixed person, with BME persons being 1.5 times as likely to be found in possession of the item sought compared to a White person.

That context still leaves an elevated chance that a Black or Mixed ethnicity person will be Stop and Searched compared to a White person, of 1.5 times.

Subsequent arrests are then directly linked to successful Finds.

Taken all together, this indicates that Stop and Search powers appear to be exercised primarily in the core urban area of the county and close to along the lines of the criminality they are targeting, rather than along racial lines. The remaining potential disproportionality is small, however warrants monitoring.

There remain several areas of useful further exploration through analysis which will improve the confidence of the Constabulary in the proportionality of its actions, as outlined in the recommendations below.

Recommendations

Core Review Recommendations

Complete more in-depth analysis of stop search data linked specifically to those conducted by Force Crime Operations and Support Group. Further insight of these units is required in order to better understand the factors which influence the work they undertake and people they monitor and actively pursue as consequence. This analysis should be considered in conjunction with ethnic population sizes for the areas in which their work is completed.

Explore in further detail the volume of arrests made in 2019 which resulted from a stop search, taking into consideration the arrest figures for each ethnic group (or integrate the extra detail to explore into analysis of 2020 data).

Improve data quality in intelligence reports and consider the use of specific tags in order to identify which reports have influenced a stop search and what ethnic group(s) they relate to.

Regularly monitor and assess stop search forms in real time, in order to identify whether any issues can be identified with the process at its earliest point.

Further analysis is required to identify the key reason(s) for the increase in stop searches conducted in 2019/2020 compared to 2018/2019.

Community Review Recommendations

On receiving data for the 2021 Census, review the changes from the 2011 Census and consider the implications of that for this and future products.

Consider future opportunities for analysis, including activity in other communities and relative use of powers against occurrence of relevant crime types (though it is noted that outside the two identified communities smaller numbers of searches limit statistical reliability).



1. Introduction

Background

In 2018, in response to concerns raised by Her Majesty's Inspectorate of Constabulary Fire and Rescue Services (HMICFRS) regarding police forces' being able to substantiate if stop searches are conducted in a fair manner, especially towards the Black, Asian and Minority Ethnic (BAME) communities, Gloucestershire Constabulary produced a Stop and Search Overview Report. The report highlighted that between January and May 2018, a higher rate of stop and searches were conducted with the BAME community in Gloucestershire, compared to those conducted with persons who self-identified as White. Furthermore, it was also apparent that within the BAME cohort, persons who self-identified as Black, were searched at a significantly higher rate than Asian, persons of Mixed ethnicity, Chinese or 'other' persons.

Purpose

To conduct a review of Stop and Search actions conducted in Gloucestershire during 2019 to establish what changes have occurred from the 2018 picture and to seek deeper understanding of the use of Stop and Search powers in the county.

Aims

To clarify if Stop and Search powers are being used by Gloucestershire Constabulary proportionally in relation to protected characteristics, specifically race, both as an organisation and by individuals within the organisation.

To do this, this report will:

- Include a review of Stop and Search data collated by Gloucestershire Constabulary, between January 2019 and December 2019 and will specifically address stop search details concerning the BAME community.
 - During the course of completing this work, it was identified that a detailed review of Stop and Search data relating to specific policing areas (Communities) was necessary to give a realistic context.
- Incorporate testing of specific questions and concerns identified by the organisations Stop and Search leads.

The Stop and Search power

The Police have the power to stop, question and search a person who they suspect is doing something illegal¹. The College of Policing provide the following criteria concerning fair and effective stop searches²:

- The search is justified, lawful and stands up to public scrutiny;
- The officer has genuine and objectively reasonable suspicion they will find a prohibited article or item for use in crime;
- The person understands why they have been searched and feels that they have been treated with respect;
- The search was necessary and was the most proportionate method the police officer could use to establish whether the person has such an item.

For the purpose of this report, where reference is made to a 'Find', this refers to an item being found as a result of a stop search taking place where that item's possession in that situation is identified to be a potential criminal offence.

National Context (England and Wales)³

Since 2009/ 2010, the number of stop searches conducted nationally fell year on year until 2018/2019 when the first increase was noted. However despite a recent increase, compared to 2009/ 2010 when 25 in every 1,000 people residing in England and Wales were being stop searched by Police, in 2018/2019 this figure was 7 in every 1,000 people. Thus, despite an increase being noted in 2018/2019, the figures were still lower than in 2008/2009. During 2018/ 2019, almost half of all stop searches conducted nationally, were completed in the Metropolitan Police area in London. Thus, national stop search data does not offer a fair reflection of the stop search picture throughout England and Wales. Since 2018, Police have gained additional stop search powers in order to tackle violent crime. This is a possible influencing factor for the increased stop and search figures documented in recent years.

Since 2008/2009, persons defined as 'Black Other' were most frequently stopped and searched (in relation to population size) compared to all other ethnicities. In 2018/ 2019 there was a 1 in 10 chance that persons defined as 'Black Other' would be stopped and searched (100 out of 1,000 people). The biggest increase in stop searches conducted based on ethnicity in recent data, was noted for persons defined as Bangladeshi. In 2017/ 2018, 13 in 1,000 people were stopped and searched, compared to 21 in 1,000 in 2018/ 2019. However, these figures are still substantially smaller than those for Black individuals, despite displaying the biggest increase. In the same time frame, since 2017/ 2018, stop search figures for persons defined as Chinese and White British showed no increase in 2018/2019 (1 person in every 1,000 and 3 in every 1,000 respectively).

During 2018/2019, the most common Acts used for stop searches were Section 1 of the Police and Criminal Evidence Act 1984 and Section 23 of the Misuse of Drugs Act 1971 (96.5%). These Acts allow police to stop and search someone who they think is carrying an item such as stolen property or drugs etc. A significantly smaller number of stop searches utilised Section 60 of the Criminal Justice and Public Order Act 1994 (3.5%). Section 60 of the Criminal Justice and Public Order Act 1994 covers the prevention of violence involving a weapon. Compared to 2017/2018, the number of stop searches conducted under Section 60 in 2018/2019 increased from 2,494 to 13,083 (over 5 times higher).





Local Context⁴

In Gloucestershire, an increase in stop search figures is noted year on year since 2017. Between April 2017/ March 2018, 1,842 stop searches were conducted. Between 2018/ 2019 this figure was 1,932 and in 2019/ 2020 it was 2,352⁴.

During 2018/ 2019, Black and mixed ethnicity people were stopped and searched in greater numbers in Gloucestershire, when taking into consideration ethnic population sizes, compared to those defined as White, Asian, Chinese or 'other'. This follows the national picture and is a finding noted in every police force in England and Wales during 2018/2019.

Table 1 and Table 2 presents data published by the Government in March 2020⁵. The data in Table 1 provides a snap shot of the number of stop searches conducted by Gloucestershire Constabulary between April 2018 and March 2019, per 1,000 people, per ethnic group.

Table 1

Police Force	Asian	Black	Mixed	White	Other Inc. Chinese
Gloucestershire	1	8	3	1	0

Table 2 presents how Gloucestershire Constabulary ranked against all other forces in England and Wales (excluding British Transport Police) in 2018/2019, based on the number of stop searches conducted per 1,000 people, per ethnic group, per Police Force. 'Bottom' refers to the lowest number of stop searches conducted, per 1,000 people, per ethnic groups. Gloucestershire Police displayed figures which placed the Force overall at the lowest end of the national table, for all ethnic groups.

Table 2

Police Force	Asian	Black	Mixed	White	Other Inc. Chinese
Gloucestershire	Bottom	2nd from bottom (placed with 4 other forces)	3rd from bottom (placed with 1 other force)	Bottom (placed with 5 other forces)	Bottom (placed with 3 other forces)

The majority of stop searches conducted in Gloucestershire in 2019 (97.4%) were in relation to Section 1 of the Police and Criminal Evidence Act 1984 and Section 23 of the Misuse of Drugs Act 1971. A very small proportion of stop searches, less than 2% each, utilised Section 47 of the Firearms Act 1968 and Section 2 of the Poaching Prevention Act 1862. Unlike the national picture, no stop searches were conducted in Gloucestershire which utilised Section 60 of the Criminal Justice and Public Order Act 1994.



2. Whole County Data Analysis and Findings

Key findings for whole county analysis

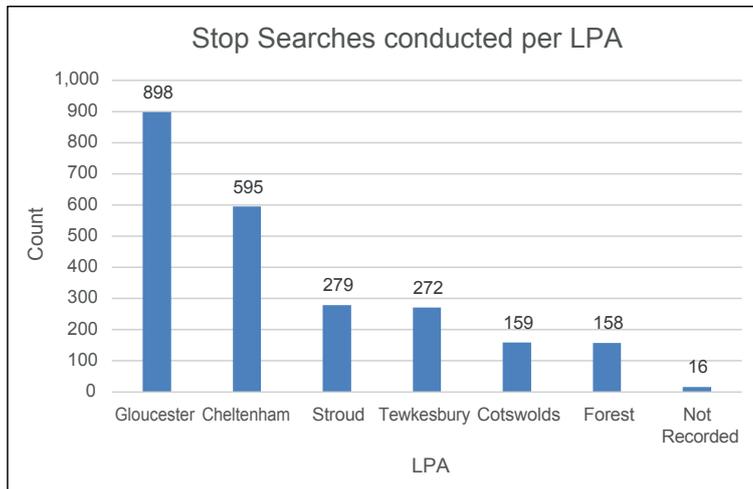
- In 2019, 2,377 stop searches were conducted. Approximately 80% involved persons defined as White, 4.9% were Black, 4.4% were Mixed, 1.8% were Asian and 0.3% were Chinese⁶.
- Force wide, more White people were stopped and searched than any other ethnic group. White people were 16 times more likely to be stopped and searched than the next highest ethnic group, which concerned Black people. However when this data was considered in conjunction with Gloucestershire ethnic population data (per 10,000 people)⁷, Black people were 7 times more likely to be stop searched than a White person.
- A review of stop searches conducted solely by Police Officers aligned to the Force Crime Operations and Support Group units, identified that White people were nearly twice more likely to be stop searched than Black people⁸. Stop searches conducted by these officers accounted for 5% of all stop searches recorded in 2019. These figures do not take in to consideration ethnic population data.
- A higher proportion of people stopped and searched were aged between 19 to 30 years and were male.
- Overall, a significantly higher number of White individuals were stopped and searched on more than one occasion, compared to any other ethnic group. However, when the figures were considered in conjunction with ethnic population data in the county, the volume of persons stopped and searched on multiple occasions, per ethnic group are very similar. Between 18-19% of White, Black and mixed ethnicity individuals, were stopped and searched on more than one occasion.
- The majority of all stop and searches took place in Barton and Tredworth and Gloucester City centre communities. 41.4% of the population in Barton and Tredworth are BAME (Based on 2011 Census).⁹
- Suspicion of the possession of controlled drugs formed the basis of the majority of stop searches (69%).
- 28% of all stop searches resulted in a 'find'. Of these finds, drugs accounted for 78% and a higher proportion of finds involved a person search only.
- The majority of all stop searches (65.9%) resulted in no further action (NFA), with the second highest outcome involving the arrest of an individual (16.2%).
- Less than 1% of intelligence reports recorded a link to a stop search.
- Over half of all stop searches were linked to an incident report.
- All stop search forms are completed electronically, with an outcome code.



Whole County Analysis

Between January and December 2019, Police Officers in Gloucestershire conducted 2,377 stop and searches. The greatest proportion took place in Gloucester Local Policing Area (LPA), followed by Cheltenham LPA. Gloucester LPA is the most ethnically diverse LPA in the county. Chart 1 displays stop search figures recorded in all LPA's in 2019.

Chart 1



A review of all stop searches conducted in 2019 presented the following findings:

- The object of the majority of stop searches was for drugs (69%)
- The majority of all stop searches resulted in 'nothing found- no further action' (65.9%)
- 28% of all stop and searches resulted in a 'find'. Of these, 56.5% involved a person only stop search, followed by 36.4% for a person and vehicle search and 6.9% for a vehicle only search. This suggests that the most productive stop searches are those which involve a person only.

In the main, males aged between 19 to 30 years accounted for the majority of individuals stopped and searched (refer to Chart 2). White individuals were stopped 16 times more than Black individuals (1,910 White individuals, compared to 117 Black individuals- refer to Chart 3). A greater proportion of stop searches involved males (85.7%), with a small proportion involving females (10.3%). A small proportion of stop searches did not record a gender. Charts 2 and 3 present the count of stop searches conducted, linked to age and ethnicity.

Chart 2

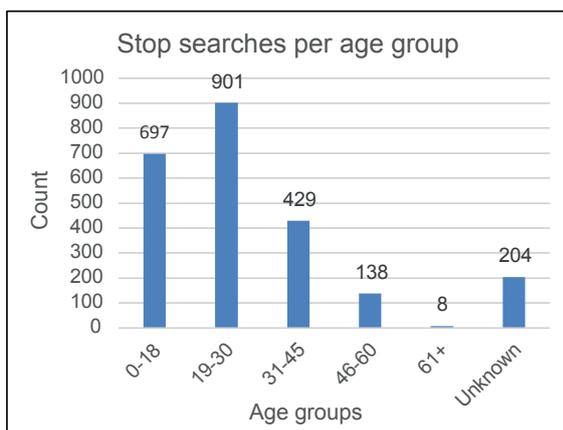
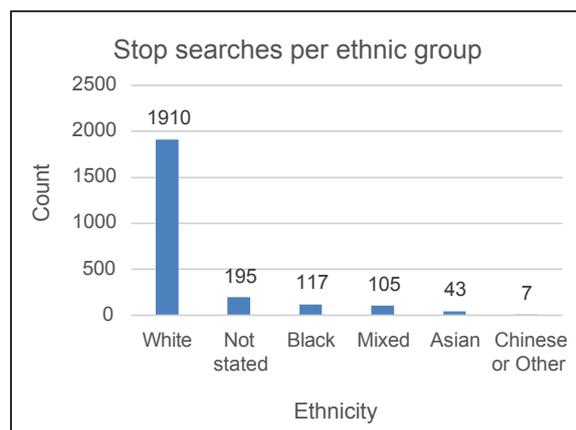


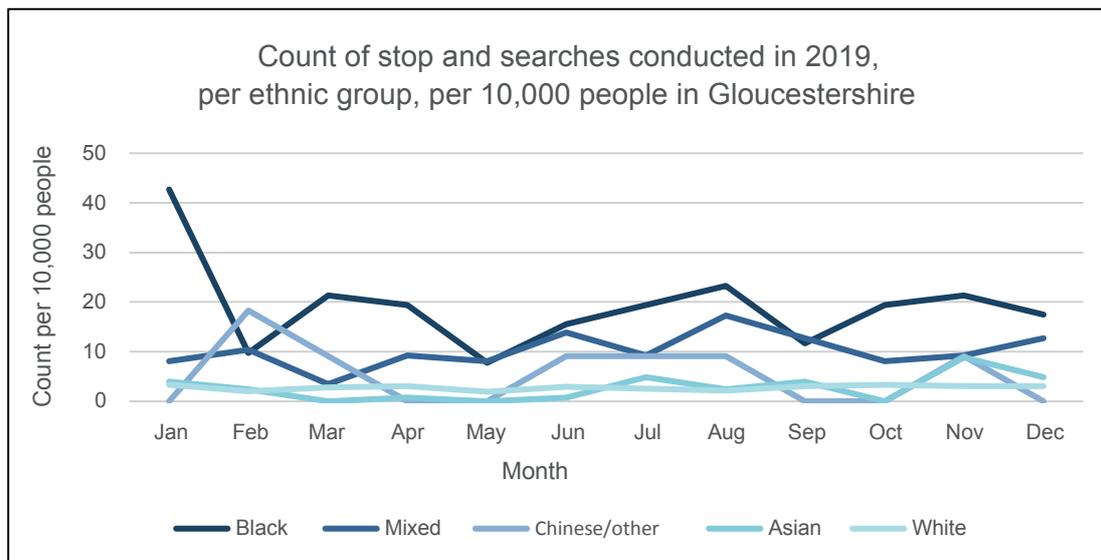
Chart 3





Whilst the figures in Chart 3 show that the majority of stop searches involved White individuals, when these figures are considered in conjunction with the ethnic population sizes residing in Gloucestershire, a greater number of Black or mixed ethnicity individuals were stopped and searched in comparison to those who were White, Asian, Chinese or other (per 10,000 people- refer to Chart 4). Specifically in January 2019, individuals defined as Black were nearly 13 times more likely to be stopped and searched than White individuals and more than 5 times more likely to be stopped and searched than the next highest ethnic group, which were individuals of mixed ethnicity.

Chart 4¹⁰



Based on the collective data in Chart 4, Black individuals were nearly 7 times more likely to be stopped and searched in Gloucestershire in 2019 (per 10,000 people), than those who were White. Nationally these figures were higher in 2018/2019, with Black individuals being nearly 10 times more likely to be stopped searched than a White person (38 in 1,000 Black people, compared to 4 in 1,000 White people).¹¹

Further analysis of the 3 most commonly stop searched ethnic groups identified the following:

Black

- In 74.4% of stop searches, the reason was suspicion of the possession of controlled drugs, followed by an offensive weapon (16.2%).
- In 61.5% of stop searches nothing was found or no further action was taken, followed by 27.4% which involved an arrest. Almost twice as many arrests were made of Black people compared to White people (14.5%). The basis of these arrests cannot be identified without reviewing all linked stop search forms, custody and crime details. This would require separate analysis.
- Persons were most commonly stopped in Barton and Tredworth (29.9%) and Gloucester City Centre (19.7%) communities. Based on the 2011 Census, 41.4% of the population in Barton and Tredworth community are BAME¹². This is by far the highest BAME population in the county.
- 9 males were stopped and searched on 2 or 3 occasions. This accounts for 17.9% of all stop searches involving Black people.



Mixed

- In 79.1% of cases, the reason for the stop and search concerned controlled drugs, followed by 10.5% of cases involving offensive weapons.
- In 64.8% of cases nothing was found or no further action was taken, whilst 19.1% of stop and searches resulted in an arrest.
- Persons were most commonly stopped in Gloucester City Centre (21%) and Barton and Tredworth (20%) communities.
- 7 males were arrested on 2 or more occasions, at most 5. This accounts for 19% of all stop searches of mixed ethnicity people.

White

- In 67.2% of cases, the reason for the stop search concerned controlled drugs, followed by stolen goods (11.8%) and offensive weapons (10.5%).
- In 66.4% of cases nothing was found or no further action was taken, followed by 14.5% of cases which involved an arrest.
- Persons were most commonly stopped in Gloucester City Centre (11.4%) community. Stop searches were conducted across 55 community areas, compared to around 30 communities for Black and Mixed ethnicity people.
- 160 individuals were arrested on 2 or more occasions, at most 9. This accounts for 19.6% of all stop searches involving White people.

Of those individuals stopped searched on more than one occasion, a dip sample were checked on police systems, which identified the following:

Warning markers list (not exclusive to):

- Possession of weapons
- Possession of drugs
- Various forms of violence
- Organised Crime Group member
- Domestic abuse
- Possession of firearms

Known to police for (not exclusive to):

- Various forms of assault
- Robbery
- Possession of drugs
- Possession of a weapon
- Possession/ supply of drugs



Stop and Search Formal Complaints in 2019

During 2019, 2 stop search complaints were processed by Gloucestershire Constabulary Professional Standards Department (PSD), which included the following:

1. A White British complainant.
2. A Black African complainant. The linked incident occurred in Bristol (Avon and Somerset Police Force area), which involved a Gloucestershire Constabulary Police Officer based at the South West Regional Organised Crime Unit (SWROCU).

In order to address any stop search discontent felt by individuals involved in the process, at the latter end of 2019 a 'Feedback and Customer Care Lead' role was created by Gloucestershire Constabulary. The object of this role is to identify key themes and trends from any complaints received. Findings from this work should make a positive impact going forward.

Stop and Search by Police Officer analysis

A total of 466 police officers conducted stop searches in Gloucestershire in 2019. Of these officers, 334 carried out multiple stop searches i.e. more than one. Out of the top 5 officers who conducted the most stop searches in 2019, 3 officers were randomly selected to further review the details of the stop searches they were involved in¹³:

Officer 1

This officer completed a significantly higher number of stop searches during 2019 than any other officer (153). The following details were identified:

- This officer was designated to roads policing.
- The majority of their stop searches involved White individuals (129), aged 19 to 30 years and the object of the stop search was controlled drugs.
- 44% of this officer's stop searches resulted in a find.
- Stop searches took place across the whole force area.

Officer 2

This officer completed 64 stop searches, the second highest number in 2019. The following was established:

- This officer is a designated local policing officer in Cirencester, with a specific role working with and in schools.
- All stop searches involved White individuals.
- The majority of people stop searched were aged between 0-30 years (83%)¹⁴.
- The majority of all of stop searches concerned controlled drugs (86%).
- 9% of the stop searches resulted in a find.
- Stop searches took place in 3 different LPAs.

Officer 3

28 stop searches were conducted by this officer during 2019, ranking 5th highest. The following was established:

- This officer was based with the Support Group.
- The majority of stop searches involved an almost equal number of White and Black individuals (12 and 13 respectively).



- An almost equal number of people were aged between 19 to 30 and 31 to 45 years (11 and 12 respectively). A limited number of people were in other age groups (5).
- All persons were stopped and searched on suspicion of drugs.
- 29% of stop searches resulted in a find.
- Stop searches took place in 3 different LPAs.

In summary, the following has been identified during the review of 3 of the top 5 officers who conducted stop searches during 2019:

- Officers collectively stopped and searched 245 people. This accounts for nearly a tenth of all stop searches.
- Overall, officers stopped more White individuals than any other ethnicity.
- Stop searches most commonly involved persons under the age of 45 years.
- Suspected possession of controlled drugs formed the basis of the majority of stop searches.
- Successful ‘finds’ ranged between 9% (schools based Officer) and 44% (Pro-Active Team Officer).

Based on the list of the top 5 stop search Police Officers in force, only 1 officer is specifically aligned to targeting County Lines, Serious and Organised Crime and Organised Crime Groups.

Stop and Search Lead Research Questions

Over the year since the 2018 review was completed, leads have been assigned by Gloucestershire Constabulary to champion improving in this area. From their developed understanding and expertise, a number of questions have arisen with answers sought from the analysis, in order to assess whether specific issues or practise influence the stop and search activity in Gloucestershire Constabulary.

Hypothesis	
<p>Q.1 Not all arrests that occur as a result of a stop search are recorded on a stop search form. They may be recorded at custody and therefore, they may not be included in the stop search figures.</p> <p>A) All stop search forms require an outcome code. Thus if a person is arrested, a relevant outcome code is required and should be recorded accordingly. However, the possibility of recording inaccurate codes needs to be explored in order to ascertain with certainty, if any outcome codes are recorded inaccurately. This would require further investigative work of over 2,000 stop search forms and subsequent analysis. This could be a time intensive task.</p> <p>Current findings do not support this hypothesis.</p>	
<p>Q.2 Not all stop search forms are completed if the person who is stopped and searched states they do not want the form.</p> <p>A) Once created, all stop search forms have to be completed and recorded electronically (since 2015), regardless of whether the person being stopped and searched requests a copy.</p> <p>This hypothesis is not supported.</p>	
<p>Q.3 A large majority of stop searches are completed as a result of reported incidents, with descriptions being provided by the caller. More callers are reporting incidents which involve a BAME individual(s).</p> <p>A) 2,377 stop searches were completed in 2019. Nearly half of all stop searches (52%) were linked to an incident. This is not a large majority.</p>	



It cannot be established without a full review of every linked incident, whether reference was made to a BAME individual(s) or indeed, whether the description could match that of a BAME individual.

It is probable that descriptions provided in reported incidents will influence who is stop searched. However, in order to establish with certainty if this is the case and/ or whether the majority of individuals were BAME, further analysis would be required. With over a 1,000 stop search reports and linked incidents to review, this would be a time intensive task.

This hypothesis is not supported.

Q.4 The majority of intelligence reports that are live and are acted upon by Police for Stop and Search, concern people who are BAME.

A) In 2019, over 22,000 intelligence reports were recorded by Gloucestershire Police. Where recorded, 217 intelligence reports (approximately 1%) influenced a stop search, with 38 of these being linked to BAME individuals (approximately 0.2% of over 22,000 reports, or 17.5% of all Stop and Search linked intelligence reports).

Based on the 2011 Census, less than 5% of the population in Gloucestershire are BAME. With 17.5% (38) of all intelligence reports recorded in 2019 influencing the stop search of BAME individuals, this does raise a question.

However, this does show that only a very small proportion of intelligence reports influenced stop searches conducted in 2019. Up to 9% of stop searches are linked to intelligence reports, therefore the Stop and Search power is primarily used dynamically by Officers based on grounds acquired in the moment.

This does confirm that a majority of such reports do not concern people who are BAME.

Q.5 The highest proportion of stop searches conducted in Gloucestershire are by officers who are tasked with targeting County Lines, Serious and Organised Crime (SOC) and Organised Crime Groups (OCGs). In addition, do the ethnic proportions of persons who are the focus of investigations by these officers/ units, support the subsequent stop searches completed?

County Lines, SOC and OCG is supported by Force Crime Operations (FCO) and Support Group. Officers aligned to these units were checked against the list of highest ranking officers in force, who conducted the most stop searches in 2019. Only one officer from these units featured in the top 5 list. Therefore, the notion that the highest proportion of stop searches are conducted by officers from these units, cannot be supported.

A review of the all stop searches conducted by officers in these units presented the following findings¹⁵:

- 120 stop searches were recorded. This accounts for 5% of all stop searches conducted in force in 2019.
- 67 individuals were defined as White, 38 as Black, 8 as mixed ethnicity, 4 were Asian, 2 had no record and 1 person was Chinese. In total, 51 individuals were classed as BAME (42.5%).
- In 2019 White people were nearly twice more likely to be stop searched compared to a Black person (rounded up ratio of 1.8:1 respectively). However, these figures do not take into consideration ethnic population sizes. This requires additional analysis.
- In 96.7% of stop searches, the reason was drugs.
- In the majority of stop searches (55.8%) the outcome was that no further action was taken,



followed by 32.5% resulting in an arrest.

- Out of 2377 stop searches recorded in 2019, 4 were specifically linked to FCO/ Support Group, with 3 of the 4 being linked to drugs.

White people were twice as likely to be stop searched in 2019 by FCO and Support Group officers, compared to Black people. However force wide, White people were 16 times more likely to be stop searched, compared to a Black person. Thus, there is a greater chance of a Black person being stopped and searched by an officer in FCO or Support Group. This is not to say that disproportionality exists. Currently, it is not possible to provide a comprehensive review of the ethnicities of people being monitored/ investigated by FCO/ Support Group, as this data isn't currently available. Work has recently commenced which should assist with the provision of this data. More in-depth analysis will be required when this data is available, to better understand who the subjects of interests are to these units and why i.e. understanding the nature of the work conducted in these units. Subsequent analysis should be considered in conjunction with the locations in which the stop searches take place and associated ethnic population sizes.

Stop and Search Lead Research Questions

Over the year since the 2018 review was completed, leads have been assigned by Gloucestershire Constabulary to champion improving in this area. From their developed understanding and expertise, a number of questions have arisen with answers sought from the analysis, in order to assess whether specific issues or practise influence the stop and search activity in Gloucestershire Constabulary.

Whole County Analysis Conclusions

Whilst the number of stop searches has increased year on year in Gloucestershire since 2017, this increase has also been noted nationally. Of all BAME groups, Black individuals are more frequently stopped and searched per head count (based on ethnic population size), than any other ethnic group both locally in Gloucestershire and nationally. However, Gloucestershire figures are noticeably smaller than those recorded nationally.

The overall stop search figures in Gloucestershire show that the count of White people stopped and searched in 2019, was far greater than those for any other ethnic group. A ratio of 1:16 Black to White people were stopped and searched in Gloucestershire. This ratio was 1:2 when stop searches were conducted by officers in the Force Crime Operations and Support Group teams. These figures do not take in to account ethnic population sizes in Gloucestershire.

The proportion of White and Black people that were stopped and searched on more than one occasion was almost equal, when considered alongside ethnic population figures: 19.6% of White people and 18% of Black people.

The object of the majority of all stop searches conducted was for drugs (69%). 28% of all stop and searches resulted in a 'find'. Thus, just over a quarter of all stops searches were successful.

Of the 245 stop searches conducted by officers 1, 2 and 3 referred to above, it was evident from a dip sample of the people who were stopped and searched by these officers, that a number of them had warning markers and previous offences linked to them. This could suggest that existing police knowledge of an individual could influence future police contact i.e. future stop searches. However, as already highlighted, less than 20% of individuals are stopped and searched on more than one occasion. The findings in this

report also highlight that only 1% of intelligence reports recorded in 2019 were linked to stop searches but over half of all stop searches were linked to an incident report. This could suggest that stop searches are used as a tactical/ reactive response rather than a targeted tactic. Data quality checks should be completed, to ascertain whether the quality of the detail being recorded in police intelligence and incident reports is sufficient.

Hypothesis testing has also confirmed the following, with some recommendations to follow:

- The majority of 2019 intelligence did not concern BAME individuals. Approximately 0.2% of intelligence specifically referenced BAME individuals.
- The highest proportion of stop searches were not conducted by officers who are tasked with targeting County Lines, Serious and Organised Crime (SOC) and Organised Crime Groups (OCGs).
- All stop search forms require an outcome code. Therefore, all arrests made as a consequence of a stop search should be recorded accordingly on the form.
- All stop search forms are completed electronically regardless of whether the person being stop searched asks for a copy or not.
- The number of reported incidents in 2019 which were linked to a stop search did not represent a large majority of all stop searches. Instead, this figure was closer to nearly half (52%) of all reported incidents. Further analysis is required to identify what proportion of these reports involved a BAME person.

A limited number (2) of formal stop search complaints were received by the Force Professional Standards Department in 2019, indicating that few stop searches were contested. However, future analysis should be considered upon the 'Feedback and Customer Care' role becoming more embedded in police practice.





3. Community Based Data Analysis and Findings

Whole County analysis indicates that a review specifically focused upon Gloucestershire Constabulary stop searches conducted in 2019 in the top two communities in the county may bring valuable context. These are Barton and Tredworth, and Gloucester City Centre. For further background and details around how these areas are defined, please refer to the appendix.

Communities, Wards and Local Policing Areas

In Gloucestershire, the Constabulary divides different areas within the county into 'Communities', which are subdivisions of larger Local Policing Area's (LPAs).

However, Gloucestershire County Council manage areas within the county as 'Wards'. Whilst there is a Community and Ward for Barton and Tredworth, the Ward that encompasses Gloucester City Centre is 'Westgate' and covers a wider area. This difference could affect the accuracy of stop search data being analysed in conjunction with ethnic population for this community. For further details, refer to the appendix.

Key findings

- **The majority of all stop searches conducted in Gloucestershire Constabulary in 2019 were in the community areas of Gloucester City Centre (282) and Barton and Tredworth (227).**
- **The most ethnically diverse council ward in the county is Barton and Tredworth.**
 - 41.4% of the population was BAME.
 - This ward is in Gloucester LPA.
- **No BAME stop search disproportionality was identified in the Barton and Tredworth community. A slightly higher proportion of White people were stop searched, per ethnic population count.**
 - Reviewed in conjunction with ethnic population data, the ratio of White to BAME people stopped and searched was **1.1:0.8**.
- **Black and Mixed Ethnicity people are twice* as likely to be stopped and searched in Barton and Tredworth as a White person:**
 - This finding was identified upon removing the Asian and Chinese ethnic groups from the BAME data analysed.
 - Reviewed in conjunction with ethnic population data, the ratio of White to Black and Mixed ethnicity people stopped and searched was **1.1:1.8**. This ratio presents disproportionality.
 - Nationally, the ratio of White to Black people stopped and searched was 1:10¹⁶ (2018/2019 per 1,000 people). Gloucestershire's findings are considerably lower than the national findings.
- **A BAME person in Gloucester City Centre is twice* as likely to be stopped and searched as a White person.**
 - Reviewed in conjunction with ethnic population data, the ratio of White to BAME people stopped and searched was **0.9:1.7**. This ratio presents disproportionality.
- **Disproportionality in Gloucester City Centre displayed a small increase when stop search data was reviewed in conjunction with ethnic population data for White and 'Black and Mixed' ethnicity people.**
 - This finding was identified upon removing the Asian and Chinese ethnic groups from the BAME data analysed.

*Ratio's rounded to whole numbers.



- Reviewed in conjunction with ethnic population data, the ratio of White to Black and Mixed ethnicity people stopped and searched was **0.9:2.4**. This ratio presents disproportionality.
- Nationally, the ratio of White to Black people stopped and searched was 1:10¹⁷ (2018/2019 per 1,000 people). Gloucestershire's findings are considerably lower than the national findings.
- **Stop searches of a BAME person in Barton and Tredworth are 1.5 times more likely to result in a 'find'.**
 - A higher 'find' rate was noted for BAME stop searches than those involving White people.
- **15% more BAME individuals were arrested in Barton and Tredworth, compared to White individuals.**
 - This figure is in line with the BAME stop search 'find' rate, which supports that arrests occur in response to a find.
- **The majority of all White people stopped and searched in Barton and Tredworth and Gloucester City Centre were aged between 19-45 years.**
- **The majority of BAME people stop searched in Barton and Tredworth were aged 19-45 years.**
- **The majority of BAME people stop searched in Gloucester City Centre were aged 0-18 years.**
 - This is a younger age group compared to the age group noted above, which includes the majority of people reviewed in this report.
- **The suspected possession of controlled drugs was the object of the majority of all stop searches conducted in both communities.**

However, the number of drug stop searches involving White individuals in Gloucester City Centre was noticeably lower, while the number of offensive weapon stop searches was higher for White people in Gloucester City Centre than for other .
- **A greater variety of stop search outcomes were recorded for those involving White persons in Gloucester City Centre.**
 - The variety of stop search outcomes involving BAME persons were fewer.

Recommendations

Consider refreshing this product in line with the next Census and the publication of new ethnic population data (2021). Ethnic population data used in this report (2011 Census) is 9 years old.

Consider further opportunities for analysis, including activity in other communities and relative use of powers against occurrence of relevant crime types (though it is noted that outside the two identified communities smaller numbers of searches limit statistical reliability).

Local overview

The demographic makeup in communities within Gloucestershire Constabulary varies greatly and is especially noted in Gloucester LPA. Gloucestershire County Council Population Profile 2020 reported that the biggest significant increase in BAME populations residing specifically in Gloucester, was noted between 2001 and 2011 (increase of 70%). The profile further reported that the most ethnically diverse council ward in the county was Barton and Tredworth, in Gloucester LPA. 41.4% of the population in this community were BAME¹⁸. The Gloucestershire Stop Search Report 2019 identified that Barton and Tredworth community had one of the highest stop search counts in the Force during 2019. In addition, the Gloucestershire County Council Population Profile 2020 highlighted a number of other key findings:

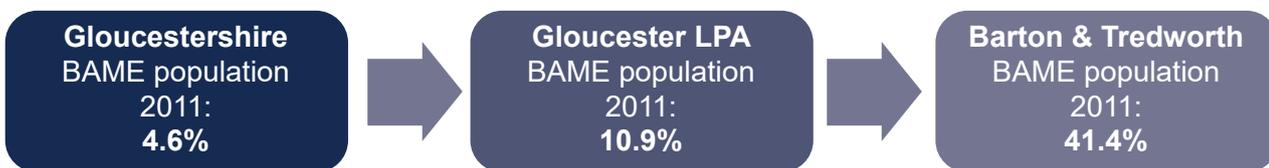


- BAME individuals aged between 25-49 years were more likely to be unemployed than White people.
- Gloucestershire’s 0-19 year old age group is more diverse than other age groups.
- Differences also existed in health/disability, housing, education and employment between ethnic groups.

A closer look at ethnic population data in Gloucester LPA, showed great diversity across the council wards for example, 95% (average) of residents in Hucclecote and Longlevens were White individuals, whilst this figure in Barton and Tredworth was 58.6%¹⁹. These 3 wards are positioned only a few miles apart from each other, thus demonstrating that pockets of ethnic diversity exist within Gloucester LPA. A closer look at ethnic population data across the county further identified that 136 out of 142 wards had a White population of 90% or greater. Only Barton and Tredworth ward showed a high density of BAME residents.

Diagram 1 presents a breakdown of the BAME population figures associated with the county of Gloucestershire and Gloucester LPA (taken from the 2011 Census²⁰).

Diagram 1. BAME populations in Gloucestershire.



A review of Gloucestershire Constabulary stop search data identified that 2,377 stop searches were conducted during 2019. The largest proportion of these stop searches took place in Gloucester LPA (898). A closer look at the data further identified that the top two communities in the county for the number of stop searches conducted were: Gloucester City Centre (282) and Barton and Tredworth (227) (refer to Graph 1). Both of these communities are in Gloucester LPA.

Graph 1. Count of stop searches in highest two communities in Gloucestershire

Communities Analysis Findings

In Barton and Tredworth community, 227 stop searches were conducted. In Gloucester City Centre this figure was 282. These communities fall within the council wards of Barton and Tredworth and Westgate respectively.

Barton and Tredworth

The 2011 Census shows that persons of ‘White’ ethnicity were the highest of all ethnicities residing in this community (58.6%). The next most prevalent ethnicity was Asian/ Asian British people (Indian, Bangladeshi and Pakistani) at 23%, Black/ Black British ethnicity people (African, Caribbean) at 9% and ‘Mixed’ ethnicity people which accounted for 5% of the community’s population.



Graph 2 displays a breakdown of the number of people stopped and searched in Barton and Tredworth, based on ethnicity recorded.



Graph 2. Count of people stop searched in Barton and Tredworth community, based on ethnicity.²¹

It is evident from Graph 2 that a significantly greater number of White people were stop searched, compared to BAME people (140 White people, compared to 71 BAME people). When taking in to consideration the ethnic population sizes in this community, the figures presented in Diagram 2 show a ratio of 1.1:0.8 White to BAME stop searches. Thus, no BAME disproportionality is identified. However, this ratio shows that there is a slightly higher probability of being stopped and searched if you are White (refer to Diagram 2).

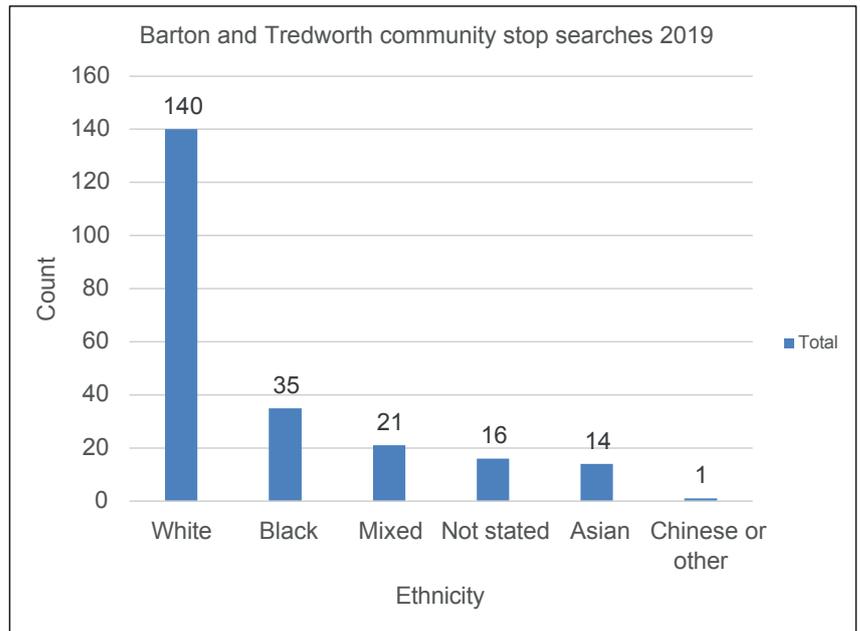


Diagram 2 - Displays the total number of stop searches conducted in Barton and Tredworth community in 2019, ethnic population sizes and volume of stop searches conducted for White and BAME individuals and successful 'finds'.²²

Where it has been recorded, 7 stop searches were linked to a police operation, utilising the Misuse of Drugs Act 1971 (Section 23).

White individuals

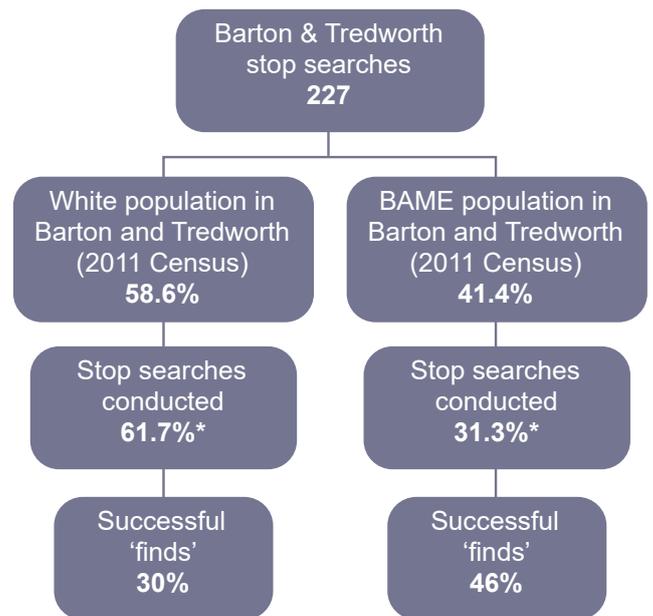
The following was identified when data was analysed:

- The majority of stop searches involved males (89%).
- The majority of people were aged 19-30 and 31-45 years (35% and 34% respectively).
- The object of 75% of stop searches were in relation controlled drugs.
- A 30% 'find' rate was noted.
- The arrest rate was 19%.
- 6 people were stopped and searched on more than one occasion (at most twice).

BAME individuals

The following was identified when data was analysed:

- The majority of stop searches involved males (97%)
- A slightly larger proportion of people were aged between 31-45 years (39%), followed by persons aged 19-30 years (30%).



*7% of stop searches recorded no ethnicity details. to



- The majority of people stopped and searched were Black or Mixed ethnicity.
- The object of 85% of stop searches were in relation to controlled drugs.
- A 46% 'find' rate was noted.
- The arrest rate was 34%.
- 4 people were stopped and searched on more than one occasion (at most twice).

The above findings indicate that the 'find' rate for BAME stop searches was 16% higher than the 'find' rate for stop searches involving White people. In addition, the arrest rate for BAME individuals was 15% higher than for White individuals, which could be explained by an almost identical difference in the 'find' rate. There were fewer instances in which BAME individuals were stopped and searched on more than one occasion, compared to White individuals (difference of 2).

Black and Mixed ethnicity individuals

As the majority of all BAME people stopped and searched in Barton and Tredworth were Black or Mixed ethnicity, data concerning this group of people was looked at closer. Refer to Diagram 3.

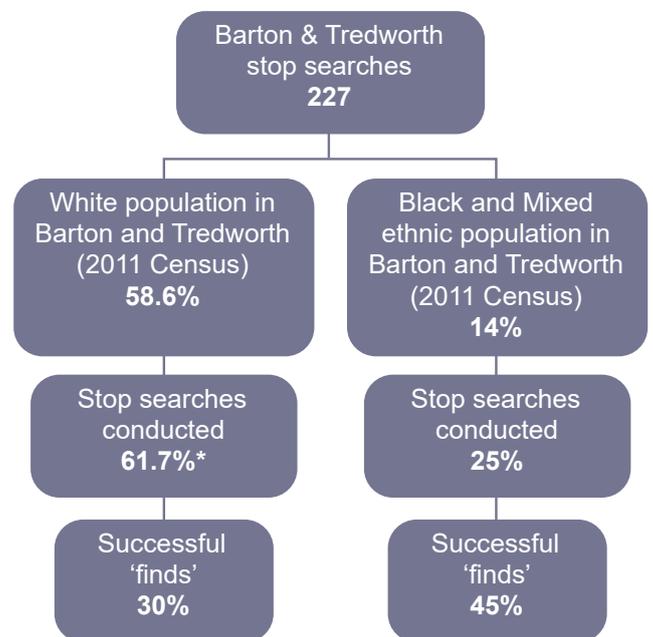
The data in Diagram 3 shows that a ratio of 1.1:1.8 White to Black and Mixed ethnicity people were stopped and searched in Barton and Tredworth community in 2019. This finding is a change from the 1.1:0.8 ratio noted for White to BAME stop searches presented in Diagram 2. Thus, twice as many Black and Mixed ethnicity people were stopped and searched (when figures are rounded), per ethnic population count, compared to White people in Barton and Tredworth. A total of 56 Black and Mixed ethnicity people were stopped and searched in Barton and Tredworth in 2019.

Diagram 3 Presents total number of stop searches conducted in Barton and Tredworth community in 2019, ethnic population sizes, volume of stop searches and 'find' rates.²³

There are no obvious reasons from the data used to inform this report why twice as many Black and Mixed ethnicity individuals were stopped and searched in Barton and Tredworth Community in 2019. This finding suggests that disproportionality might exist within this specific community area in Gloucestershire. A number of recommendations have been made in the Whole County analysis section, which could assist with identifying factors which might explain any disproportionality in Gloucestershire.

Gloucester City Centre

The 2011 Census shows that the most prevalent ethnic group residing in the ward of Westgate were White people (88.7%), followed by Black, Mixed and Asian people which featured in similar volumes (3% rounded to the nearest whole number). Graph 3 presents the number of stop searches conducted in Gloucester City community, based on ethnicity.





Graph 3. Count of people stop searched in Gloucester City community, based on ethnicity.²⁴

It is evident from Graph 3 that a significant majority of all stop searches involved White individuals (217), with fewer involving BAME individuals (53). However, when these figures are considered in conjunction with ethnic population data for the ward of Westgate, a higher number of BAME individuals were stopped and searched per ethnic head count, compared to White individuals (see Diagram 4). The ratio of stop searches involving White to BAME individuals, based on ethnic population count, is 0.9:1.7. Thus, BAME people are twice as likely (when figures are rounded to whole numbers), to be stop searched, compared to White people.

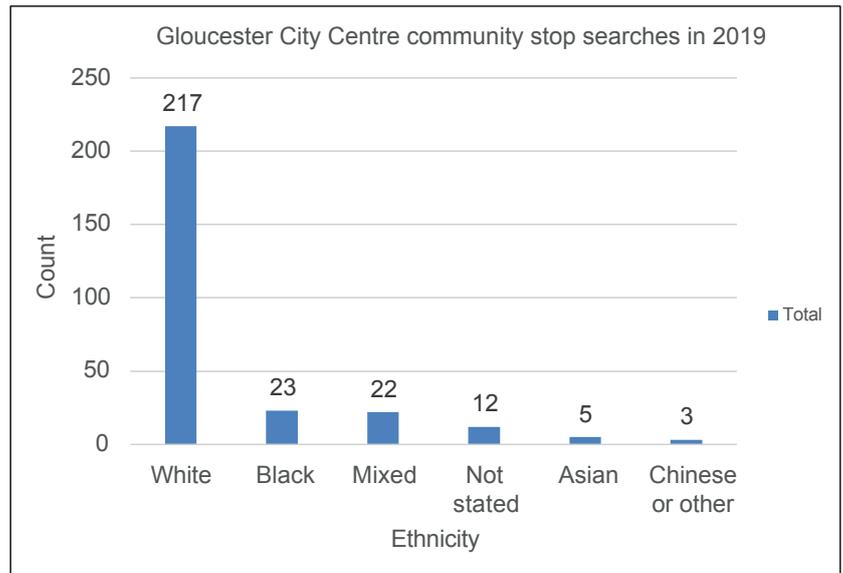


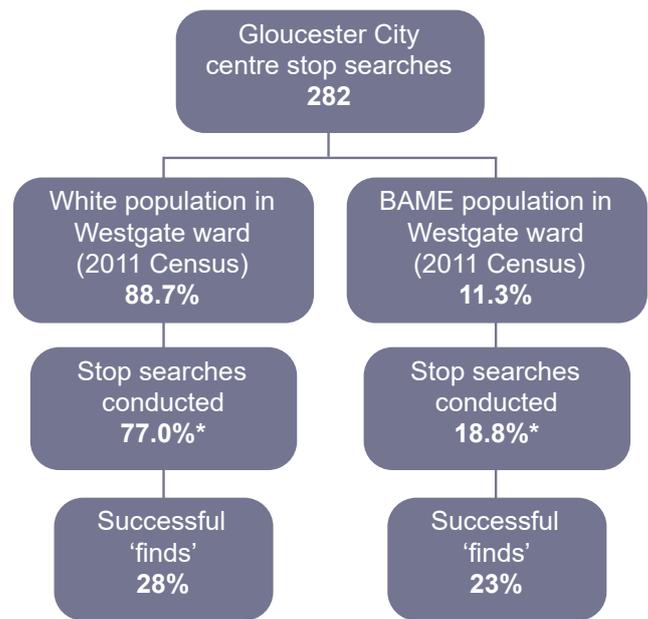
Diagram 4. Displays the total number of stop searches conducted in Gloucester City Centre in 2019, ethnic population sizes in the ward of Westgate, volume of stop searches conducted per ethnic population and 'find' rates.²⁵

Where it has been recorded, 2 stop searches were linked to a police operation, which utilised the Misuse of Drugs Act 1971 (section 23) and the Police and Criminal Evidence Act 1984 (section 1).

White individuals

The following was identified:

- The majority of stop searches involved males (86%).
- A higher number stop searches involved persons aged between 19-30 years (34%), followed closely by 31-45 and 0-18 year olds (27% and 24% respectively).
- A greater proportion of stop searches involved the search for controlled drugs (53%). This figure is considerably lower than the figure noted for drug related stop searches of White people in Barton and Tredworth (75%). Of note, 22% of stop searches involving White individuals in Gloucester City Centre, concerned the search for offensive weapons. In Barton and Tredworth, this figure was only 6%.
- 28% of stop searches resulted in a find.
- 69% of stop searches resulted in no further action taken, followed by arrests made which accounted for 14% of all outcomes. Other outcomes recorded included cautions, summonses to court, warnings or penalty notices (totalling 14%).



*4.2% of stop searches recorded no ethnicity details.



- 12 people were stopped and searched on multiple occasions (between 2 to 3 times). Of note, whilst the majority of all stop searches involved males (86%), of the 12 people stopped and searched on multiple occasions, 3 were females.

These findings highlight that White individuals were less likely to be stopped and searched for drugs in Gloucester City Centre, compared to Barton and Tredworth but more White people were stopped and searched in Gloucester City Centre for weapons compared to Barton and Tredworth.

BAME individuals

The following was identified:

- All persons stopped and searched were male.
- The majority of people stopped and searched were Black and Mixed ethnicity (84.9%).
- 38% of people were aged between 0-18 years, followed by an almost equal number of 19-30 and 31-45 year olds (28% and 26% respectively).
- In the majority of stop searches, the object was controlled drugs (81%), followed by offensive weapons (15%). These figures are similar to those for BAME stop searches in Barton and Tredworth.
- 23% of stop searches resulted in a find.
- 75% of stop searches resulted in no further action taken, with 17% resulting in an arrest and 6% involved a warning being issued.
- 4 males were stopped on multiple occasions (twice).

Of note, the most prevalent age group for BAME stop searches in Gloucester City Centre 0-18 years (38%), unlike other age findings documented in this report. The Gloucestershire County Council Population Profile 2020 reported that the 0-19 year old population in the county is more diverse than other age groups. However, according to the 2011 Census, people aged between 0-17 years were in one of the smallest populated groups in the ward of Westgate²⁶. Also of note, a higher number of BAME individuals were stopped and searched in Gloucester City Centre for drugs, compared to White individuals (81% and 53% respectively). Just over a fifth of all stop searches involving White individuals concerned the search of an offensive weapon (22%). In addition, there were fewer outcome categories noted for BAME persons stopped and searched, compared to White persons i.e. there were no cautions, summonses to court or penalty notices.

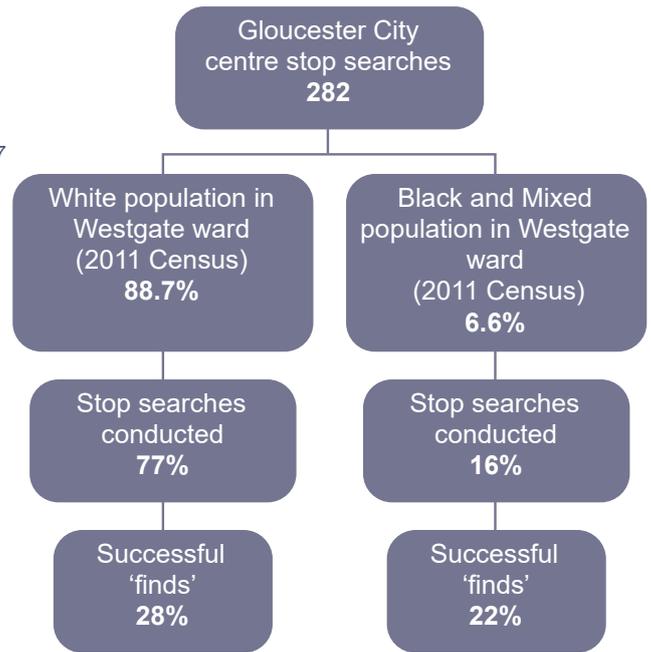
Black and Mixed ethnicity individuals

As the majority of all BAME people stopped and searched in Barton and Tredworth were Black or Mixed ethnicity, data concerning this group of people was looked at closer. In categories of age, object of search find rate and outcomes, only very small changes in figures were noted, when comparing the findings to those in the BAME section above. However, the ratio of White to Black and Mixed ethnicity stop searches conducted in Gloucester City Centre, in conjunction with ethnic population count, shows a slight increase to that noted for White to BAME stop searches: 0.9:2.4 (Refer to Diagram 5) and 0.9:1.7 respectively. In 2019, 45 Black and Mixed ethnicity people were stopped and searched in Gloucester City Centre. Of note, with the number of stop searches involving Black and Mixed ethnicity people accounting for only 16% of all stop searches in this community, small changes in the stop search count for these ethnic groups could result in noticeable changes to the ratio's presented.



Diagram 5. Presents the total number of stop searches conducted in Gloucester City Centre in 2019, ethnic population sizes in the ward of Westgate, volume of stop searches conducted per ethnic population and ‘find’ rates.²⁷

The analysis of Gloucester City Centre community stop search data and the ethnic population data for the ward of Westgate, showed that twice as many BAME individuals were stop searched compared to White individuals. This might indicate that disproportionality exists within this specific community area in Gloucestershire. However, we cannot accurately identify the ethnic population figures specifically for Gloucester City Centre community as this data is not available. As already referenced (in the Context section), the ethnic population data for the council ward of Westgate was utilised for Gloucester City Centre community, which covers a far greater area than this community area. Thus the ratio of stop searches per ethnic population count for White and BAME individuals and other findings in this section should be considered in conjunction with this caveat. In addition, the core Whole County analysis makes a number of recommendations which could further assist with identifying if any issues of disproportionality exist in Gloucestershire Constabulary.



Communities Analysis Conclusion

Some of the key findings from this report indicate that a higher proportion of people stop searched in Barton and Tredworth and Gloucester City Centre are males who are generally in the age bracket of 19-45 years, except for BAME persons who were stopped and searched in Gloucester City Centre. In this community, a greater proportion of BAME stop searches involved 0-18 year olds, despite the 2011 Census reporting that people aged between 0-17 years were in one of the smallest populated groups in the ward of Westgate. Thus, one of the smallest populated age groups in the Westgate ward are involved in a higher proportion of BAME stop searches conducted in Gloucester City Centre community. The Gloucestershire County Council Population Profile 2020 published the following:

- BAME individuals aged between 25-49 years were more likely to be unemployed than White people.
- Gloucestershire’s 0-19 year old population group is more diverse than other age groups.

Both statements should be considered in conjunction with the findings in this report and whether there is relevance and influence, when considering who is most likely to be stop searched by Police Officers and why.

The suspicion of the possession of controlled drugs formed the basis of the majority of all stop searches conducted in the two communities, for White and BAME individuals. However, just over a fifth of all stop searches in Gloucester City Centre, involving White males, involved the search for offensive weapons. This finding highlights the differences that exist between stop searches conducted in different communities, involving different ethnic groups.

Of particular note, no BAME stop search disproportionality was identified in the stop searches conducted in Barton and Tredworth. A higher probability of Black and Mixed ethnicity persons being stopped searched in Barton and Tredworth (2:1) and BAME people in Gloucester City Centre (2:1) was noted, compared to

White persons (based on ethnic population sizes). Twice as many 'Black and Mixed' ethnicity people were stopped and searched in Barton and Tredworth and twice as many BAME people in Gloucester City Centre, compared to White people. Aside from the data caveats concerning the comparison of ethnic population data for the council ward of Westgate with the stop search data for Gloucester City Centre and the general Census ethnic population data being 9 years old, it should also be considered what proportion of people stopped and searched in the Barton and Tredworth or Gloucester City Centre communities actually reside there or elsewhere i.e. the ratios presented in this report have been calculated based on the number of stop searches conducted and the ethnic population size of each group that resides in each ward. Therefore, for those stop searches conducted in 2019 which involved persons who were not residents in these two community areas, there is a possibility that the findings could be skewed. Due to the volume of stop searches conducted in Gloucestershire in 2019, it was not possible to review all stop search reports in order to ascertain what proportion of people stopped and searched did not reside in Barton and Tredworth or Gloucester City Centre.

The data that has been reviewed to inform this report has presented no obvious reasons for the disproportionality identified. Recommendations have been made which could assist with broadening our understanding of stop searches conducted in Gloucestershire Constabulary. However, there are many factors which will influence who and why any person is stopped and searched by a Police Officer and it may not be possible to review every factor in order to determine if disproportionality exists and why.





4. Appendix

Purpose expanded

During the progression of the whole County Analysis it was identified that it would be of value to conduct more in-depth analysis of 2019 stop search data for areas in Gloucestershire where the most were completed, in order to establish if BAME stop search disproportionality exists in the context of the ethnic breakdown of the population who reside in those areas. These areas should include Barton and Tredworth and Gloucester City Centre communities.

Data used

The following data was used to inform the findings in this report:

- The data used in this product has been sourced from the Force Performance Team and the Force Dashboard. This data captures information recorded within stop search reports. Since 2015, all stop searches conducted are recorded electronically and form part of this record.
- Information held on Unifi (Gloucestershire Police intelligence recording system), data from the 2011 Census and data provided by Gloucestershire County Council will also be used to inform this report.

Definitions

The Police have the power to stop, question and search a person who they suspect is doing something illegal²⁸. The College of Policing provide the following criteria concerning fair and effective stop searches²⁹:

- the search is justified, lawful and stands up to public scrutiny;
- the officer has genuine and objectively reasonable suspicion they will find a prohibited article or item for use in crime;
- the person understands why they have been searched and feels that they have been treated with respect;
- the search was necessary and was the most proportionate method the police officer could use to establish whether the person has such an item.

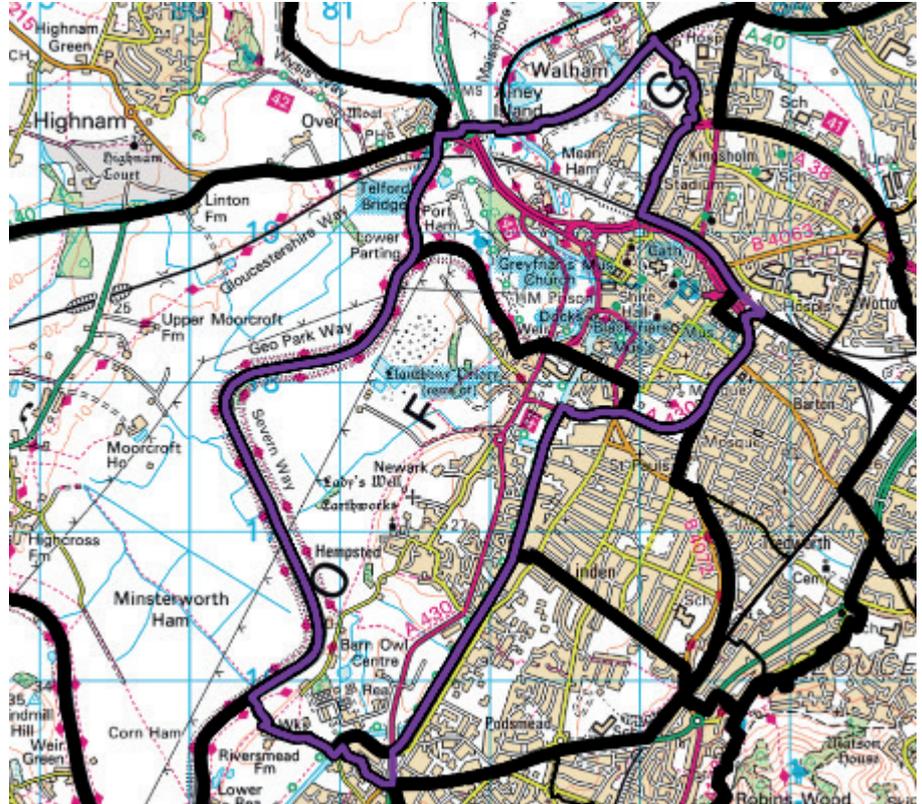
For the purpose of this report, where reference is made to a 'find', this refers to an item being found in the possession of a person who has been stopped and searched by a Police Officer.

Context

In Gloucestershire, the Constabulary divides different areas within the county in to 'communities', which are subdivisions of larger Local Policing Area's (LPAs). However, Gloucestershire County Council manage areas within the county as 'wards'. The Barton and Tredworth Police community also exists as a ward in council data. Therefore, the analysis of stop search data for Barton and Tredworth community will be directly comparable with ward ethnic population data (provided by Gloucester City Council). However, Gloucester City Centre Police community exists within the council ward of 'Westgate' (Refer to Map1). Westgate ward covers a bigger area than Gloucester City Centre community. Therefore, Westgate ward population data may not accurately represent the demographics specifically in Gloucester City Centre community. Accurate analysis of stop search data for Gloucester City Centre community, in conjunction with the ethnic population data for Gloucester City Centre community is not possible. Stop search data for Gloucester City Centre community will have to be compared and analysed in conjunction with the ethnic population data for the whole ward of Westgate. This factor should be considered when reviewing the findings in this report. Whilst this issue isn't preferable, ward population data is the best usable data available to date.

In addition, it should also be considered how the findings in this report could be effected by the ethnic population data utilised in this report, which was taken from the 2011 Census. This data is likely to have changed in the 9 years that have since passed.

Map1 - Shows the Ward area of Westgate outlined in purple. The area marked with vertical blue lines covers the area of Gloucester City Centre Community.







Stop and Search in 2019

To obtain the information included in this document in another language, large print or on an audio tape, contact the Communications and Engagement team on **01452 754466**

Document reference:

Gloucestershire Constabulary

Police Headquarters, No.1 Waterwells,
Waterwells Drive, Quedgeley,
Gloucester, GL2 2AN

www.gloucestershire.police.uk

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