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### Territorial Policing – Safer Neighbourhoods Section 44 Terrorism Act 2000 Standard Operating Procedures

#### Issue 1

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METROPOLITAN POLICE

Working together for a safer London

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## How to use Standard Operating Procedures

Structure	The section 44 Terrorism Act 2000, Standard Operating Procedure (SOP) has been carefully structured so that it will be easy to use.
Formatted tables	Some types of information have been formatted in specific ways to help you find key content quickly and to identify important steps and responsibilities. A number of the formatted tables have been set up as check lists and can be printed off and used by the person carrying out the role. These are identified by this symbol:
Red tables	Whenever you read content presented in a red table like the one shown below, you can be certain that you will be reading principles, this includes the responsibilities in respect to a particular role or the description of a particular issue.         Item       Responsibility
Yellow tables	Whenever you read content presented in a yellow table like the one shown below, you can be certain that you will be reading facts, such as who supplies/to whom/why.
	Example Information Type
	Example Information Type
Green tables	Example       Information Type         Whenever you read content presented in a green step/action table like the one shown below, you can be certain that you will be reading the procedure of exactly how to do something.
	Whenever you read content presented in a green step/action table like the one shown below, you can be certain that you will be reading the procedure
	Whenever you read content presented in a green step/action table like the one shown below, you can be certain that you will be reading the procedure of exactly how to do something.
	Whenever you read content presented in a green step/action table like the one shown below, you can be certain that you will be reading the procedure of exactly how to do something.
tables Blue	Whenever you read content presented in a green step/action table like the one shown below, you can be certain that you will be reading the procedure of exactly how to do something.         Step       Action         Whenever you read content presented in a blue table like the one shown below, you can be certain that your will be reading what processes need to

#### Section 44 Terrorism Act 2000

# Overview \_\_\_\_\_



# **Introduction** This Standard Operating Procedure supports the Metropolitan Police Service (MPS) Policy on Stops and Searches and must be read in conjunction with:

- Principles on Stops and Searches;
- PACE Codes of Practice Code A;
- Race Relations (Amendment) Act 2000 (RRAA); and
- The Terrorism Act 2000;

**Note:** Where legislation has been directly quoted, grammar remains unchanged

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# Strategic vision and background



Introduction	Stop and search powers under Section 43 and 44 Terrorism Act 2000 are used to improve the security of London and enhance community confidence by demonstrating a visible, responsive and proactive style of policing. The exercise of Section 44 powers is to disrupt, deter and prevent terrorism and to help create a hostile and uncertain environment for terrorists who wish to operate in London. Section 43 powers are used as a tactic to detect terrorists.
Strategic vision	Counter Terrorism stop powers, if used appropriately and effectively, will serve to reassure the people of London and in doing so will install trust and confidence of all communities.
Historic evidence	<ul> <li>Historic evidence on the methodology of National and International terrorists indicates that they operate on a pan-London and a pan-UK basis.</li> <li>Terrorists need to travel - meetings, training and planning can take place anywhere.</li> <li>Terrorists need transport - they need to move equipment, material and people around.</li> <li>Terrorists need to prepare - hostile reconnaissance and surveillance is carried out to plan attacks.</li> </ul>
Primary targets	The particular areas where they live, plan, meet and store equipment and arms are generally away from the iconic, financial, crowded places and transportation hubs, which they seek as primary targets.
Vigilance	All staff must recognise that there is an ongoing daily requirement to remain vigilant and alert to terrorist related activity wherever they may be based or whatever type of policing activity they are involved in.



# About the Authority

Power	Section 44 Terrorism Act 2000 covers an authority granted by a Chief Officer and confirmed by the Secretary of State.
Chief Officers authority	The authority granted by the Chief Officer is significant because it provides the reasonable grounds for officers to carry out stops and searches within a specified area in the Metropolitan Police District during a specified period.
Power differs from S.1 PACE –	These stop and search powers differ from those provided under section 1 Police and Criminal Evidence Act 1984.
Reasonable grounds NOT required.	Once authorised, section 44 does <u>NOT</u> require an officer to have reasonable grounds for suspecting the presence of such articles.
What the Codes of Practice say <i>Code A, 2.25</i>	"The selection of persons stopped under section 44 of Terrorism Act 2000 should reflect an <u>objective assessment</u> of the threat posed by the various terrorist groups active in Great Britain. The powers must not be used to stop and search for reasons unconnected with terrorism. Officers must take particular care not to discriminate against members of minority ethnic groups in the exercise of these powers. There may be circumstances, however, where it is appropriate for officers to take account of a person's ethnic origin in selecting persons to be stopped in response to a specific terrorist threat (for example, some international terrorist groups are associated with particular ethnic identities). [See Notes 12 and 14 of Code A]"
Specific areas	Officers must be aware that the specified area may vary on each application for an authority because it is subject to information and intelligence.
Advice and guidance	The Rainbow briefing site located on the Rainbow website provides details about the power, specific areas and applicable dates.







PCSO use of	Police Community Support Officers (PCSO's) can search property when
the power	under the direction of an officer holding the authority of a constable.

#### Definition





articles

#### Searching



#### Balancing potential harm caused

Having considered the sensitivities and vulnerability of the person you will need to balance the likelihood of discovering the article to the potential harm you may cause to the person.

	<b>Casual observers</b> Situations may arise where a person not involved in the encounter wishes to observe the proceedings, every reasonable effort must be made to minimise the embarrassment that the person being stopped or searched may experience.
	You will need to use your discretion when dealing with casual observers, taking into account: • the wishes of the person being stopped or searched; and • safety of officers and members of the public.
	If there is no legitimate reasons to interfere the person should be allowed to observe.
Awareness	Officers are reminded to be alert and act with extreme caution when exercising powers of stop and search under the Terrorism Act.
No power to detain for checks	Police National Computer (PNC) / National Joint Unit (NJU) checks on individuals stopped under the Terrorism Act 2000 may on occasions be desirable, in the absence of any other powers there is no authority to detain for this purpose alone. <b>Note:</b> Under this legislation there is no obligation on the persons stopped to
	provide their personal details Code A 4.2
Recording property seized	Any property seized must be shown on the form 5090. The property must be recorded on the custody record or form 66 (whichever is appropriate) at the police station and cross-referenced to form 5090
Suspect devices	<ul> <li>Where any suspicious packages or suspect devices are found, officers should:</li> <li>evacuate the immediate area;</li> <li>set up cordons;</li> <li>call for Duty Officer.</li> </ul>
Evidence	Officers should also be reminded that when seizing any dangerous article/offensive weapons the items must be handled with care and packaged according to health and safety and forensic requirements.



#### **Community Engagement**





#### **Information Sharing**





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#### Intelligence





# Appropriate Use

	$\leftarrow \rightarrow$
Purpose	It is important that officers take every opportunity to deter and disrupt terrorist operations and provide public reassurance.
Essence of section 44	Police officers in uniform are authorised to stop and search people/vehicles to see whether they have 'articles of a kind which could be used in connection with terrorism' and when no such articles are found then they must be allowed to go on their way.
Searches must not be random	Legal advice suggests that officers must not exercise this power under S44 in a random manner. The choice of persons stopped should normally be based on location, time, intelligence or behaviour by which the person brings himself or herself to the attention of police. Behaviour may include unusual actions or presence near a vulnerable location. The level of behaviour may not amount to 'reasonable grounds' and may be not much more than intuition on behalf of the officer. Any manner of profiling is undesirable where persons from a particular group are targeted by officers without existence of additional credible evidence.
Objective assessment	It must be understood that the selection of persons stopped under the Terrorism Act 2000 should reflect <u>'an objective assessment'</u> , of the threat posed by the various terrorist groups.
Choosing people to search	The profile of people being searched should reflect the profile of the people in that area. Terrorists come from all ethnic groups and all walks of life. Actions define a terrorist not ethnicity, race or religion.
	Terrorists may come from a wide variety of backgrounds and may attempt to change their behaviour to disguise their criminal intentions and blend into their surroundings.
	Officers must never use stereotypical images of 'terrorists' when deciding to use their powers of stop and search, to do so could lead to: • targeting of certain communities or groups; • disproportionality;
	<ul> <li>discrimination,</li> <li>terrorists avoiding detection whilst carrying out their objective.</li> </ul>
Consequence of misuse	Officers who use section 44 powers for reasons unconnected with terrorism may be subject to disciplinary proceedings.
Operation Orders	All operation orders are produced by the MPS must give guidance on the correct use of the section 44 power(s) which are currently authorised.
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## The Encounter

	$\leftarrow$
Quality of interaction	The quality of the encounter with the person being stopped is pivotal to maintaining public support for the use of the power. The use of the power can be provocative for members of the public and it is important that they are dealt with politely and considerately.
	<ul> <li>The MPS Quality of Service Principles underpin all encounters:</li> <li>Introduce yourself</li> <li>Find out what people need and provide it</li> <li>Explain what is going to happen next</li> </ul>
	<ul> <li>Give a reference and contact number</li> <li>Keep people informed by providing regular updates</li> </ul>
Notes to officer	The mnemonic GOWISELY applies in relation to the use of section. 44, further guidance is provided below:
	Identify yourself (name or warrant number)
	• Explain to the person being stopped that they are being stopped as part of the operation to reduce the risk of terrorism in London. Reassure the individual that the stop is a routine part of counter-terrorist policing and it is a preventative power proven to help make London safer from a terrorist attack.
	Explain which power you are using.
	<ul> <li>Remain polite at all times and treat the person with respect and dignity.</li> </ul>
	<ul> <li>Complete a record of the stop and search on Form 5090 stating the reason for the stop.</li> </ul>
	<ul> <li>Direct any questions about what is the threat/risk to the Security Service website (www.mi5.gov.uk).</li> </ul>
	<ul> <li>Provide the person stopped with a copy of the completed Form 5090.</li> <li>Show them the Terrorism leaflet on the back.</li> </ul>
	<ul> <li>Identify and respond effectively to the individual needs of the person stopped.</li> </ul>



- **Tactical** Searches by their very nature are intrusive, officers must first consider Stop options and Account before using Terrorism search powers. Officers may satisfy themselves relatively quickly that the person stopped does not represent a threat and as such they must not be inconvenienced further. (A Form 5090 is still required to record this interaction). If after speaking with the person stopped the officer considers a search is still required, then a Section 44 search should be carried out. If the officer has reasonable grounds to search then a section 43 search should be completed.
- **5 Step Model** The preferred MPS style for terrorist encounters under section 44 should follow the 5 Step Model.
  - Introduction
  - Information (verbal & written)
  - Stop & Account
  - Consider Stop & Search
  - Record (F5090)





#### **Objective Assessments**



Threat v stops It is rational to associate a relationship between the current threat levels and the number of persons and vehicles stopped across the entire London area.

> It is realistic to expect a rise in the number of section 44 stops as the threat level rises as well as a decrease when it lowers.

**Key factors** Objective assessments result from the culmination of factors gained from the areas outlined below:

	Step	Action	
	1	The information contained within the current authorisation document;	
	2	The current threat assessment;	
	3	Other briefing material, (whether via personal briefings or official police documents);	
	4	Local areas of vulnerability, (these would be identified locations within each borough);	
	5	Borough Operational Command Unit (BOCU) counter terrorist profile, (this is an extensive list of the areas of vulnerability which also includes locations where terrorists may live, work, gather, store equipment etc).	
	CO11 (ex	e BOCU/OCU Rainbow co-ordinator, Operation Rainbow staff, tt: 63126) or the Counter Terrorist Command, SO15 can provide etails re points 4 and 5 above.	
component	terrorism	orism powers now represent a key component of the police counter (CT) strategy and are seen as necessary to encompass the I threat from terrorist groups.	
	Intelligence suggests that prior to any attack terrorists will ALWAYS conduct hostile terrorist reconnaissance on their intended target.		
targets	such as tl embassie	as a multitude of potential targets for all types of terrorist attack, hose associated with political leadership, symbolic venues, the es of targeted countries and economic locations, in addition to a ge of public events.	



## **Operation Rainbow**

Co-ordinator	Each OCU should have a dedicated Operation Rainbow co-ordinator.	
Briefing operational officers	Rainbow co-ordinators must provide regular and up to date information for inclusion in briefings to operational officers prior to the beginning of shifts or other operations.	

**Responsibility** The Operation Rainbow co-ordinators responsibilities include:

	Step	Action	
	1	Liaising with the central Rainbow unit.	
	2	2 Preparing information for briefing officers on a regular basis.	
	3	Ensuring that intelligence is forwarded to the relevant units.	
	4	Liaising and advising the SMT stops and searches lead about the setting up of s.44 operations on their OCU.	
	5	Providing advice re the appropriate use of s.44 powers.	
	1	C	
Awareness		and Police staff must ensure that they are aware of instructions terrorist activity.	
Pan London	Centrally co-ordinated security operations will be controlled by Public Order branch (CO11) through the Operation Rainbow.		
Guardian Forces	Where a security operation is being conducted at a location where Guardian Forces cover, then they must be notified. Guardian Forces are British Transport Police, City of London Police and Ministry of Defence Police.		

Current Current information concerning section 44 search authorisations, and threat levels can be found on the Operation Rainbow intranet site. information



## **Event Briefings**

It is imperative that superviser's underline the message that section 44 is an effective tool to disrupt, deter and prevent terrorism. Formal briefings should be the rule, as opposed to the exception, but where this is not possible, due to operational necessity an informal briefing may take place.
It is the responsibility of the authorising officer (or nominated officer) to carry out formal briefings before the operation begins.
It is important that all officers taking part in the operation are fully aware of their role and responsibilities. The effective use of leaflets to members of the public is essential to ensure public reassurance.
It should be emphasised at the briefing that all stop and search activity must be carried out in accordance with the: • Principles on Stops and Searches, • Code A of the Codes of the Practice PACE Act 1984; • Race Relations (Amendment) Act 2000 (RRAA); and • Appropriate legislation.
<ul> <li>During the briefing officers should be reminded when a power of search is exercised under a section 44:</li> <li>the search does not require reasonable grounds for suspicion.</li> <li>the expectation of the use in relation to the specific operation.</li> <li>the Encounter Guidance Notes are followed.</li> <li>the profile of people being searched should reflect the profile of the people in that area.</li> </ul>
Officers should be provided with maps, which clearly show the boundaries within which the section 44 operation/event will take place.
<ul> <li>Consideration should always be given to addressing issues concerning:</li> <li>officer safety;</li> <li>personal protection equipment;</li> <li>finding <u>suspect devices</u>.</li> </ul>
De-briefing is good practice and should be conducted as soon as possible after the conclusion of the specific operation, critical incidents and at the conclusion of shifts.



# Metcall/Integrated Borough Operations

	$\leftarrow \rightarrow$
Information	Intergrated Borough Operations (IBO's) and where appropriate GT and Information Room (IR) or Metcall, should be supplied with details of the authorisation (including briefing papers and maps etc.) and should maintain a working knowledge of the operation.
Level of response	Officers and police staff involved in call handling should ensure that they are up to date with current threat levels and Rainbow briefings.
	This will allow for the appropriate level of priority to be applied to what might otherwise appear to be a low priority request for assistance.



## **Requirement to Provide Form 5090**

	$\leftarrow$
Written record	Where a person/vehicle is stopped and/or searched under section 44 Terrorism Act 2000, the person or the driver will be entitled to obtain a written statement that they or their vehicle was stopped and/or searched under this power.
Rationale for stop/search	Officers must consider using the grounds section of the form to note any specific factors, which influenced their decision to stop/search a particular person or vehicle under this power. Examples may include: Unusual behaviour, being near a vulnerable location (iconic sites, crowded places, transport hubs etc) or other actions, which fall short of reasonable grounds. It is not sufficient for officers to just say, "I have the power", there needs to be something extra.
When to provide the record	The Form 5090 must be provided to the person searched at the time unless exceptional circumstances make it wholly impractical to do so. In such cases they are entitled to a copy up to 12 months after the date they were searched. Officers must refer the person stopped to the terrorism notice on the rear of the Form 5090.
Officers copy	Form 5090 must be handed in (before booking off duty) to a supervising officer. It is important the correct Search reason codes are entered on Form 5090:
	5090 CODES
	Search Reason Type
	H - S.44(1) Terrorism (Vehicle and occupants)
	J - S.44(2) Terrorism (pedestrians) N - S.43 Terrorism Act 2000

**PCSO** Ensure that the detail of the PC present is in the 'other officers present' box on the 5090 when searching under section 44.

#### responsibility

Step	Action	$\checkmark$
1	Supervised;	
2	Correctly coded;	
3	Referenced with the CRIMINT number where applicable;	
4	Inputted onto the Stops database, on the BOCU on where the search took place.	

Further guidance

For comprehensive guidance on the completion of a form 5090 see Principles for Stops and Searches.



Overview	An ACPO officer is responsible and accountable for the use of section 44 as part of the counter terrorism strategy. The performance of section 44 is monitored through the following forums: Security Review Committee, Op Pennant, CCSM's
Security Review Committee	This group meet weekly and co-ordinate all counter terrorism activity across the MPS and guardian forces. The use of stop and search powers is monitored by this group.
Operation Pennant	Op Pennant meetings are held quarterly. Op Pennant is a stop and search performance framework, which will be extended to include data in relation to counter terrorism. The meetings are chaired by the ACPO lead who reports to the Security Review Committee.
Crime Control Strategy Meetings CCSM's)	These performance meetings are chaired by an ACPO officer and attended by BOCU Commanders. Counter terrorism stop and search performance is discussed as an agenda item.
Repeat Stops	The Stop & search team will periodically review section 44 data to establish who has been repeatedly stopped. These individuals will be sent a letter explaining the rationale as to why section 44 powers are necessary and to thank them for their patience and understanding.
Line Supervisors	Effective supervision is a fundamental necessity, drawing on leadership skills and knowledge. A supervisor's role is pivotal in ensuring that counter terrorism stop and search procedures are conducted in line with these SOP's.

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#### Public reassurance

Communication Strategy	MPS Directorate of Public Affairs will co-ordinate all media activities in relation to public counter terrorism reassurance.
Media	Borough communication officers are expected to contact local media and communities to explain the rationale of MPS counter terrorism activity.
Information Leaflet 'Protecting you from terrorism'	A leaflet has been provided to all boroughs to ensure effective communication between the police and the public. The leaflet outlines stop and search powers under the Terrorism Act. It explains why it is necessary this activity takes place and provides reassurance to people who live, work and travel in London.
	This leaflet should be provided to people who have been stopped or searched under the Terrorism Act. Leaflets should also be distributed to public in the vicinity of any stop/search activity to enhance community reassurance.
Notice boards, posters and Signage	Various options are available to communicate counter terrorism operational activity, which inform and reassure the public.



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# Training

Supporting information	Officers who are confident and knowledgeable in the use of their terrorism stop and search powers produce a more positive encounter. They are better equipped to communicate the reassurance message, which is essential when using these powers.
Training Techniques	There is a national counter terrorism E-learning package which is compulsory for all new recruits. An MPS training product is being developed and will be delivered to all operational officers, this will be supported by a central briefing programme.
Briefings	Officers receive daily briefings through MetBats, encompassing the current threat level and powers to stop and search.



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#### Section 43 Stop and Search





# **Offences under Stop & Search Powers**

Definition	A person commits an offence under section 47:
s.47 TAct 2000	<ul> <li>if he fails to stop a vehicle when required to do so by a constable in the exercise of the power conferred by an authorisation - Section 44(1)</li> </ul>
	<ul> <li>if he fails to stop when required to so by a constable in the exercise of the power conferred by an authorisation - Section 44 (2)</li> </ul>
	if he wilfully obstructs a constable in the exercise of the power conferred by an authorisation – Section 44 (1) or (2)
Power of arrest	Arrest without warrant, Section 24 PACE Act 1984
Penalties	Summary offence punishable with a maximum of six months imprisonment and/or a fine not exceeding level five on the standard scale.
DPP authority required	The consent of the Director of Public Prosecutions is required before proceedings for an offence against this section.
PCSO	The powers under section 47 <b>do not</b> apply to a PCSO.
	As a PCSO would be accompanied with a constable it would be the responsibility of that officer to intervene if a person or vehicle were not to comply with the PCSOs directions under S44.
	There is a specific offence of resisting/obstructing a PCSO under the Police Reform Act, which may be considered.



## **Useful Links**

_	und under the Terrorism Act 2000:
Act	Gives Meaning To
Section 1 TAct 2000	Interpretation of the term 'terrorism'.
Section 40 TAct 2000	Interpretation of the term 'terrorist'.
Section 121 of the Terroris	
Term	Definition
'Act' & 'Action'	Include omission.
'Article'	Includes substance and any other thing.
'Explosive' means;	<ul> <li>(a) an article or substance manufactured f the purpose of producing a practical effect explosion;</li> <li>(b) materials for making an article or substance within paragraph (a);</li> <li>(c) anything used or intended to be used for causing or assisting in causing an explosion and</li> <li>(d) a part of anything within paragraph (a) (c).</li> </ul>
'Firearm'	Includes an air gun or air pistol.
'Organisation'	Includes any association or combination o persons.
'Premises'	Includes any place and in particular includ (a) a vehicle; (b) an offshore installation within the mear given in section 44 of the Petroleum Act 1998; and (c) a tent or moveable structure.
'Property'	Includes property wherever situated and whether real or personal, heritable or moveable, and things in action and other intangible or incorporeal property.
'Public place'	Means a place to which members of the public have or are permitted to have acces whether or not for payment.
'Road'	Has the same meaning as in the Road Tra Act 1988 (in relation to England and Wale
'Vehicle',	Except in sections 48, 49, 50, 51, 52 and Schedule 7, includes an aircraft, hovercra train or vessel.



#### **Key Operations and Contacts**



# Key Operations and Contacts, Continued

the individuals who Q network that are naterials and theft of Military vehicles, which
gned by SO15 as a co-
marily a uniform policing
tactics and ts that are deliberately
inter terrorist activity
n on the contemporary nder section 44 of the tates, guidance and f incidents, information act details.



# Responsibilities

Ownership	The commissioning, ownership and approval of this SOP resides with the Stop & Search Strategic Committee.			
Development of document	This SOP was developed by the Territorial Policing Safer Neighbourhoods unit.			
Implementing	This SOP will be implemented by: • Operational Officers; • Supervisors; • SMT Leads on Stop and Search; • Duty Officers; • Superintendents; • Borough Intelligence Units (BIU); • Management Information Units (MIU); • Quality Assurance Officers; and • Diversity & Citizen Focus Directorate.			
Review of document	The review of this SOP will be the responsibility of the Territorial Policing Safer Neighbourhoods unit.			



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#### **Associated Polices and Documents**

egislation.	The Police & Criminal Evidence Act 1984 Code of Practice - Code A Police (Property) Regulations 1997 Human Rights Act 1998 - Article 3 – prohibition of torture, inhuman or degrading treatment; - Article 5 – the right to liberty; - Article 8 – the right to respect for private life; - Article 10 – the freedom of expression; - Article 14 – the prohibition on discrimination). Police (Health & Safety) Act 1974 The Management of Health & Safety at Work Regulations 1999 The Provision & Use of Work Equipment Regulations 1998 Manual handling Operations Regulations 1992 Personal Protective Equipment Regulations 1992 Race Relations Act 1976 Race Relations (Amendment) Act 2000; (RRAA) Freedom of Information Act 2000	

Polices

MPS Principles on Stops and Searches



## Feedback – s.44 TAct 2000 SOP

Continued review	This SOP will be reviewed on a regular basis.				
Information to be provided	If you would like to provide feedback about this document your e-mail must include the following information:				
	Step	Action			
	1	Name.			
	2	Rank/Post.			
	3	The department/unit/OCU/community group you represent.			
	4	Contact information.			
	5	The title of the section being commented on.			
	6	The label of the block(s) being commented on.			
	7	The benefit(s) of your suggestion.			
	8	Details of the changes suggested, (at this point it will be necessary for you to type <b>exactly</b> the words you are suggesting for replacement).			
Submitting comments	Send you	ir comments to:			
		StopsandSearches-TPHQ@met.police.uk			
	Where po	ossible you will be sent an acknowledgement.			
Making changes	Your comments will be taken alongside those of others submitted and your changes may or may not be implemented.				



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