



Inspecting policing
in the public interest

TERMS OF REFERENCE: SEPTEMBER 2011

A REVIEW OF PUBLIC ORDER POLICING

1. BACKGROUND

Following the fatal shooting of Mark Duggan by police on 04 August 2011, a peaceful march demanding justice for Mr Duggan's family was held in Tottenham, north London, on 06 August 2011. Two police cars parked in the vicinity of Tottenham Police station were later attacked and set alight, and riots broke out in which windows were smashed, shops looted, and buildings and a bus set on fire. In the days that followed, disorder and looting spread across the Capital and to other towns and cities across England.

On 15 August, the Secretary of State, Rt Hon Theresa May MP, wrote to Her Majesty's Chief Inspector of Constabulary, Sir Denis O'Connor, stating her desire to ensure "*the public order policing response is as effective as it can be.*" She also requested that:

"you conduct further work to support clearer guidance to forces on the size of deployments, the need for mutual aid, pre-emptive action, public order tactics, the number of officers (including commanders) trained in public order policing and an appropriate arrests policy."

2. SCOPE

HMIC will examine the existing systems that generate support (both human and technical) to meet public order policing requirements. This will include reviews of current guidance, mutual aid, pre-emptive action, tactics (and their adaptability), training, and arrests policies. It will also examine the fundamental and underlying requirement for information and intelligence to inform decision-making.

HMIC will also examine the current police guidance manual for public order, *Keeping the Peace* (ACPO: 2010), and review its content on the priority given to the maintenance of order; the critical mass required to achieve and deploy tactics successfully; the use of force by police; kit and equipment; and the management of intelligence.

Practice amongst all Home Office forces and the British Transport Police will fall within the scope of this review. The Secretary of State will also be approached in order that HMIC may examine the role and contribution of the National Policing Improvement Agency (NPIA).

3. AIM AND OBJECTIVES

Aim: To consider the guidance for and ability of the police to assemble, deploy and support officers who are equipped with a range of options to keep the peace and (where necessary) to enforce order, and make recommendations accordingly.

The following lines of enquiry have been identified to meet the requirements of this commission, and of HMIC's responsibility under the Public Sector Equality Duty:

- assembling a critical mass – in terms of both normal policing to reassure and prevent crime and public order trained officers;
- the current 'formula' for mobilisation;
- the Police National Information and Coordination Centre (PNICC) system that supports inter-force mobilisation, and the numbers of trained officers this can yield (with particular reference to the events of 06–10 August 2011);
- the training and costs associated with different levels of critical mass;
- the law governing the use of force by the police;
- training on the use of force at a level that ensures an understanding of the use of 'proportionate force' by police officers, and members of the public;
- the escalation of force by police through the various tactical options, together with the implications of transferring the range of tactics described in *Keeping the Peace* to the streets;
- logistical requirements and equipment (such as shields, vehicles, horse, dogs, baton guns);
- issues of consistency (and the impact on 'interoperability', ie the ability of officers from different forces to work together);
- intelligence: local and national approaches to the need to gather public order intelligence (including from social media), and in certain circumstances to countering it at local and national level;

- how available information and intelligence is best co-ordinated within the Service; and
- communication and order maintenance: the need for the public to be briefed and reassured of police intentions, and the exercise of care as to the facts in such cases.

These lines of enquiry will build from a clear narrative of the initial events in August 2011, the outbreak of disorder, the sequence that followed in other towns and cities and the build-up of policing resources.

4. METHODOLOGY

HMIC will visit five forces that experienced various levels of disorder in August 2011:

- West Yorkshire Police;
- West Midlands Police;
- Greater Manchester Police;
- Nottinghamshire Police; and
- Metropolitan Police Service.

These visits will comprise:

- interviews with relevant personnel – national policy leads, commanders, public order practitioners, intelligence staff and community officers;
- accessing and interrogating the data compiled by force internal reviews into the disturbances; and
- financial modelling of public order resources against a range of scenarios.

5. PRODUCT

A report with options will be delivered to the Secretary of State week commencing 31 October 2011.