

22 January 2013

Your Ref:

Our Ref: 0864/12

Mr Alistair P Sloan
Request-138729-74b3d6b2@whatdotheyknow.com

Information Management
Police Headquarters
173 Pitt Street
GLASGOW
G2 4JS

Tel: 0141 435 1204

Fax: 0141 435 1218

Dear Mr Sloan

FREEDOM OF INFORMATION REQUEST REFERENCE NUMBER 0864/12

I refer to your request for information dated 17 November 2012, which was received by Strathclyde Police on same date and a partial response sent to you on 17 December 2012 and 11 January 2013.

I am writing to request information from the Chief Constable of Strathclyde Police pursuant to the provisions of the Freedom of Information (Scotland) Act 2002. The information I request relates to guidance issued to police officers.

I seek from Strathclyde Police the content of any documents issued to Police Officers which are designed to provide guidance on or instruction as to the investigation or management of the following:

- (a) Sexual Offences*
- (b) Missing persons*
- (c) public order offences*

In relation to the Public Order SOP your request has now been considered and on 22 January 2013, a decision was made to provide some of the information requested by you. Some of the information requested by you is, however, considered to be exempt in terms of the Freedom of Information (Scotland) Act 2002 (the Act). Section 16 of the Act requires Strathclyde Police to provide you with a notice which: (a) states that it holds the information, (b) states that it is claiming an exemption, (c) specifies the exemption in question and (d) states, if that would not be otherwise apparent, why the exemption applies. Where information is considered to be exempt, this letter serves as a Refusal Notice that information is held and an explanation of the appropriate exemption is provided.

With regards to the Public Order SOP I can provide you with the information detailed below. Please note that the under-noted has been redacted.

Section 6.4 – The Number of Public Order Trained Officers
Section 7.1 – Public Order Equipment Protection

Section 8.10 – 8.13 – Mobilisation of Resources - Dress Code
Section 11.4 – Telephone Number
Section 20 – Hostage Incidents
Section 22.1 – Telephone Numbers
Section 22.8 – The Number of Public Order Unit Vehicles
Section 23 – 28 – Appendixes

The exemptions applicable to the information are as follows:

Section 30(c) – Prejudice to effective conduct of public affairs

The information is exempt information if its disclosure under this Act would otherwise prejudice substantially, or be likely to prejudice substantially, the effective conduct of public affairs. The telephone numbers in Sections 11.4 and 22.1 are not public numbers and are used for operational reasons. To disclose the numbers may result in members of the public constantly phoning the number and therefore interrupting the daily duties of the Departments.

This is a non absolute exemption and requires the application of the Public Interest Test.

Section 35(1)(a)&(b) – Law Enforcement

Information is exempt information if its disclosure under this Act would, or would be likely to, prejudice substantially the prevention or detection of crime and the apprehension or prosecution of offenders.

The information in Section 20 relates to techniques used by the Force in Hostage Situations. The information in relation to the appendices in Section 23-28 provide a more detailed explanation of specific techniques used by Public Order Officers. Disclosure of the information would give the offender a better understanding of Police techniques in relation to such situations and could prevent the detection or apprehension of the offender/s.

In relation to the total number of Officers trained in Public Order and the number of vehicles utilised by the Public Order Unit, Section 6.4 and 22.8, this information again favours non disclosure as it would allow those intent on committing crime or causing disorder to gauge the number of officers available to be deployed in relation to a Public Order incident, thus establishing the likelihood of detection or to take measures to negate the likelihood of detection. As you will be aware the overall public safety and the prevention and detection of crime are essential to the maintenance of safe communities.

This is a non absolute exemption and requires the application of the Public Interest Test.

Section 39(1) – Health, safety and the environment

The information requested is exempt as its disclosure would or would be likely to endanger the physical health or safety of an individual.

Section 7.1 and 8.10 – 8.13 – the information relates to specifics of dress code and equipment carried by the officers. If this was known, it would allow the offender to cause serious harm to the officers if any weak points in equipment were identified.

Sections 6.4 & 22.8, Section 20 and 23-28 – the information is exempt as it relates to resources of officers and specific techniques used by officers. If this information was disclosed it would put members of the public and officers at an increased risk of their safety being jeopardised.

This is a non-absolute exemption and requires the application of the Public Interest Test.

Public Interest Test

With regards to the telephone numbers in Section 11.4 & 22.1 I can find no public interest consideration that favour disclosure and the information favours non-disclosure as it may compromise the effective conduct of public affairs.

With regards to the remaining sections, there is an argument that public accountability would favour disclosure as the information requested concerns the efficient and effective use of resources by the Force. Secondly, disclosure of the information would also contribute accurate information to the public debate on the issue of policing. That said I would contend that the need to ensure the effective conduct of the Force in relation to the prevention and detection of crime and the public safety considerations involved in policing favour non-disclosure of the requested information. On balance I would contend that the public interest in disclosing the information is outweighed by that of maintaining the exemptions listed, as the maintenance of a safe and just society is a fundamental duty of the police.

1. INTRODUCTION

The aim of this document is to provide general guidance on the Force's response capability; the procedures for the policing of disorder; and to detail the following:-

- Selection of specialist public order responses available
- Capabilities of each specialism
- Respective call-out procedures for public order resources

1.2 The resulting planning framework is of particular value in instances of public disorder which, due to their nature, scale, duration or impact, are outwith the resource capabilities of one division or department.

1.3 This document is not intended to be a comprehensive tactical guide in the policing of public disorder. Guidance should be sought in this respect from accredited tactical advisors (see section 11), the Association of Police Officers in Scotland (ACPOS) Manuals of Guidance on Keeping the Peace (see section 2) and Public Order Standards, Tactics and Training.

1.4 The detailed operating procedures for the following public order specialisms are included as appendices – see Index above;

- Medics
- Method of Entry (MOE)
- Lock – on / Protestor Removal
- Rapid Entry
- Evidence Gathering Team (EGT)
- Forward Intelligence Team (FIT)

2. MANUAL OF GUIDANCE ON KEEPING THE PEACE

2.1 The Manual of Guidance on Keeping the Peace is the ACPOS approved guide to the policing of public order. It is designed to give guidance to planners, advisors and commanders in the preparation and management of events and incidents where there is a risk to public safety or a potential for disorder. The use of this manual in conjunction with appropriate tactical advice and the conflict management model will play a major part in ensuring that any police response is lawful, necessary, reasonable and proportionate.

2.2 Copies of the Manual of Guidance on Keeping the Peace can be obtained from divisional operational planning units.

3. AUTHORISATION

3.1 Divisions may seek additional resources to assist in the policing of public disorder within the context of both pre-planned and spontaneous events. It should be noted that the decision to deploy public order equipped officers to deal with such incidents is to be made at ACPOS

level. (Note: The authority to deploy protected officers at instances of Violent and / or Deranged Person [VDP] incidents should be sought at Inspector level).

4. PRE-PLANNED EVENT

4.1 In the case of pre-planned events the advice of a public order tactical advisor should be sought. As per the Manual of Guidance on Keeping the Peace, if this advice is not sought, this decision is to be documented.

5. SPONTANEOUS EVENT

5.1 In the case of spontaneous events, experience has shown that the speed and efficiency of the police response will have an important impact on resolving incidents in a professional and effective manner. The mobilisation guidelines herein are intended to ensure the efficiency of the Force's response in this regard.

5.2 The advice of a public order tactical advisor should be sought. As per the Manual of Guidance on Keeping the Peace, if this advice is not sought, this decision is to be documented.

6. POLICE SUPPORT UNIT STRUCTURE AND CURRENT RESOURCE LEVELS

6.1 A Police Support Unit (PSU) is a nationally agreed unit, trained to a common minimum standard and comprises:-

1 Inspector

3 Sergeants

21 Constables (Note: 3 of these Constables are deployed as drivers and in general to their vehicles)

The PSU will generally deploy in / have access to 3 Protected Personnel Carriers (Note: It is not a requirement to deploy in protected vehicles, but their use is strongly recommended). Following the introduction of Public Order Medics (See Appendix A), the allocation of 1 Medic to each PSU is recommended.

6.2 A PSU is further divided into 3 serials of 1 Sergeant and 6 Constables as seen below:-

Inspector

Serial 1 Serial 2 Serial 3

Sgt Sgt Sgt

Cons x 6 Cons x 6 Cons x 6

(+ Driver) (+ Driver) (+ Driver)

6.3 For larger deployments PSUs will be grouped into Basic Mobilisation Units (BMUs); each of which comprise 3 PSUs under the command of a public order trained Operational Commander.

6.4 The Force will maintain (...) public order trained officers, dispersed throughout each of the 8 territorial divisions, H division and operational support division.

6.5 There is no set formula for determining the number of public order trained officers / PSUs that should be deployed at any event or incident. Much will depend upon the available intelligence, the level of hostility and the size of the crowd in conjunction with the appropriate risk assessment. Irrespective of how many officers are deployed, fatigue, dehydration and injury are factors which will require that provision be made to relieve these officers. No exact timescale can be given to indicate how long officers in the disorder environment will remain operationally effective. However, unless the incident is resolved within 2-3 hours, a relief plan will be a matter of urgency.

6.6 Contingency plans must be made with regard to short, medium and long-term deployments. Short term being up to 4 hours, medium term 4-8 hours and long term 8 hours. Planning should consider the possibility of further disorder occurring the following day or evening.

7. PUBLIC ORDER EQUIPMENT

All public order trained officers are in possession of the required personal issue protective equipment. In addition, sufficient shields and ancillary equipment are held at a central point in each territorial division (in some cases storage is at sub-divisional level) to allow the

deployment of these officers into an environment of significant public disorder. Shields are of 3 types, namely long, intermediate and short, each of these being a different compromise between protection and mobility. Further advice on deployment and tactics should be sought from a public order tactical advisor.

7.1 (.....)

7.2 It should be noted that use of C.S. spray, whether by direct application or cross contamination, may in some instances have a detrimental effect on the shield or visor, causing the polycarbonate to become brittle and / or opaque. Should this occur, the shield / visor should be replaced immediately and the Public Order Unit informed at the earliest opportunity.

8. MOBILISATION OF RESOURCES

8.1 In an unplanned, spontaneous event the mobilisation of resources required by the command structure will be the responsibility of the Duty Officer, Force Overview.

8.2 On-duty public order trained officers will be identified by means of the Storm command and control system.

8.3 The Duty Officer Force Overview will similarly be responsible for coordinating the contacting and deployment of off-duty resources as required.

8.4 Officers thus identified, whether on-duty or off-duty will be directed to attend at the identified point of storage within their division at which the required equipment and transport are based. Once equipped, these officers will be instructed to either;

- Standby at that location, or
- Attend a location nearer the incident, or
- Attend a forward control point for immediate briefing and deployment

8.5 An alternative arrangement allows for public order trained officers to make their way direct to the rendezvous point (RVP), whilst a nominated officer is directed to gather from the central store the personal protective equipment (PPE) for each divisional officer involved, together with required shields and other equipment, for immediate dispatch to the RVP.

8.6 In addition to public order trained officers, certain key personnel will require to be contacted. This should include:

- Public Order Tactical Advisors (A minimum of 2 is required)
- Operational Public Order Commanders (Normally a minimum of one per 3 PSU deployed)
- Tactical Public Order Commander

NB. For VDP scenarios the command structure is satisfied by the presence of a Police Incident officer (PIO) and the normal command structure (Strategic / Tactical / Operational Commanders) does not ordinarily apply.

8.7 Additional public order resources may include:

- Medics
- Method of Entry (MOE)
- Lock – on / Protestor Removal
- Rapid Entry
- Forward Intelligence Team(s) (FIT)
- Evidence Gathering Team(s) (EGT)

8.8 Additional non-public order resources may include:

- Negotiators
- Forward Intelligence Teams
- Technical Support Unit
- Tactical Firearms Advisor
- Community Advisor
- Independent Advisory Group
- Emergencies Planning Advisor
- Communications Engineer(s)
- Media Officer
- F.I.B.
- Road Policing Dept.
- Senior Investigating Officer

- Crime Scene Manager
- Emergency Services
- Public Utilities

8.9 Upon mobilisation, thought will require to be given as to mode of dress / equipment level. It should be borne in mind however that the deployment of officers in public order equipment could in itself heighten tension and indeed disorder.

8.10 (....)

8.11 (....)

8.12 (....)

8.13 (....)

9. COMMAND STRUCTURE

The Command Structure for incidents of public disorder follows the familiar framework of strategic, tactical and operational command.

9.1 STRATEGIC COMMANDER

Will normally be of ACPOS rank and will be in overall command of the operation only an officer of ACPOS rank can authorise the deployment of public order trained and equipped personnel (Notwithstanding the contents of Paragraph 8:13).

9.2 TACTICAL COMMANDER

- Will normally be of Chief Superintendent / Superintendent rank.
- Is responsible for ensuring the tactics employed by Operational Commanders meet the strategic intention and tactical plan.

9.3 OPERATIONAL COMMANDER

- Will normally be of Chief Inspector / Inspector rank.
- Is responsible for the implementation of the Tactical Commander's plan by the use of appropriate tactics within their geographical or functional area of responsibility.

9.4 For a comprehensive guide to the command structure, procedures and responsibilities reference must be made to the Manual of Guidance on Keeping the Peace.

10. TACTICS- DEFINITION

10.1 Tactics are the way resources are used to achieve the strategic intentions, within the range of approved tactical options.

10.2 For a comprehensive guide to the Tactical Considerations and Tactical Options reference must be made to the Manual of Guidance on Keeping the Peace.

11. TACTICAL ADVICE / PUBLIC ORDER TACTICAL ADVISOR

11.1 Trained Public Order Tactical advisors are accredited to the national standard and hold evidence of their competence. Their use should be considered at the planning and implementation stage of every operation. The decision not to involve a tactical advisor must be documented. An advisor can provide information and recommend courses of action / inaction with their potential advantages and disadvantages.

11.2 The advisors do not make any decisions or take action. The responsibility for the validity and reliability of the advice lies with the advisor, but the responsibility for the use of the advice lies with the Commander.

11.3 The Tactical Advisor can assist with:

- Advice to all levels of the command structure
- Pre-planned or spontaneous events, for example urban
- Environmental, single issue protests, sporting and public events
- Risk assessment process, including appropriate control measures
- Development of strategy and tactics
- Use of legislation and policy
- Post-event review

11.4 Public Order Advisors based at the Force Training and Recruitment Centre can be contacted between 0900hrs - 1700hrs, Mon-Fri (....) or outwith office hours, on an on call basis via Duty Officer, Force Overview.

12. POLICY LOGS

The use of a Public Order Policy Log to accurately record the decision making process is Force policy for Strategic, Tactical and Operational commanders. It is of vital importance that all policy decisions are accurately recorded within this document.

13. HEALTH AND SAFETY / RISK ASSESSMENT

All officers engaged in public order duties will comply with the control measures identified in generic risk assessments. A specific risk assessment relative to public order will be formulated for each preplanned event. Dynamic Risk Assessments will be applied as required during spontaneous incidents.

14. WELFARE

Due to the physical nature of public order duties, early consideration must be given to the welfare needs of all officers thus engaged and must include the provision of refreshment, suitable rest periods and any first aid requirements. Critical incident debriefing should also be considered.

15. MEDIA

Any pre-planned or spontaneous event is bound to attract high profile publicity within the local, and often wider, community. The public relations strategy will include a media strategy and a plan for locating and involving community mediators. It is strongly recommended that appropriate use be made of the support available from Corporate Communications (Media).

16. DIVERSITY UNIT

The Force's Diversity Unit can provide advice on cultural and general diversity issues. The unit is similarly responsible for monitoring community tensions which can clearly be affected by police actions. Accordingly the unit should be contacted and a Community Advisor consulted as appropriate.

17. BRIEFING

Good communication is crucial to the organisation and management of events and incidents. Effective briefing and de-briefing will act as quality assurance for operational effectiveness. Hot debriefs of newly relieved officers have proven to be an effective means of gathering intelligence.

18. COMMUNICATIONS

18.1 Events of serious disorder, resulting in the deployment of public order equipped PSU's are communications intensive. Due to the ambient noise levels within the disorder environment, verbal commands within an operational PSU are problematic. To enable supervisory communication the use of a helmet integrated radio system is seen as best practice.

18.2 A tried and tested communications plan is in place for large scale deployments, but in any case consultation with Force Communications and Force Operations is essential.

18.3 As the plan can require Operational Commanders to monitor / operate on two talk-groups simultaneously, it is best practice that these officers are assisted by an officer deployed as a communications assistant.

18.4 Experience has shown that mobile phones are often used at incidents to facilitate communications between various individuals within the command structure. This is to be discouraged and use of the Airwave terminal is the correct procedure. If a mobile phone is used, care must be taken to ensure that information thus passed is recorded, to maintain the integrity of the audit trail of the decision making process.

19. VIOLENT DERANGED PERSONS

19.1 A further aspect of public order duties is the policing of incidents involving violent and / or deranged persons (VDP). In this, the use of public order protective equipment and specialist training allows the resolution of VDP incidents whilst minimising the risk to both officers and perpetrators.

19.2 The specialist tactics used are designed to support the Force's policy of contain and negotiate in such incidents.

19.3 In order to support the response to VDP incidents, early consideration must be given to specialist support from a number of areas. This could include:

- Method Of Entry (MOE) trained officers (See Appendix B)
- Force Negotiators
- Emergencies Planning Section
- Technical Support Unit
- Tactical Firearms Advisors (See note re hostage incidents)
- Fire Service
- Paramedic Service
- Utilities Contractors (Gas, Electricity etc)

19.4 The decision to deploy in full public order equipment to resolve a VDP incident does not normally require the authorisation of an officer of ACPOS rank. This decision would rest with the Police Incident Officer.

19.5 Should the circumstances be of an unusual nature, however, consideration should be given to contact with an officer of ACPOS rank. Such deployments may include:

- Larger scale deployment to deal with multiple offenders
- Politically sensitive venue or suspect
- Deployment with a significant community impact

20. HOSTAGE INCIDENTS

20.1 (....)

20.2 (....)

21. PROTEST AT HEIGHT

21.1. Protest at height is a tactic increasingly favoured by certain protest groups. This tactic takes a number of forms but those most commonly encountered include:-

- Scaling of iconic buildings, often with an associated banner drop
- Targeting of the roads infrastructure using rope descent from bridges etc to blockade roads
- Raising aloft of protesters on scaffolding tripods at key locations

21.2. The response to the use of scaffolding tripods falls within the remit of Public Order Lock –on / Protestor Removal teams (see Appendix C). Other protest at height tactics may require the expertise of the Rope / Height Access team, which is dealt within the Support Services SOP. Working at height poses intrinsic dangers in itself and this must be borne in mind throughout the planning and deployment processes.

22. PUBLIC ORDER UNIT / CBRN UNIT

22.1 INTRODUCTION

In common with the Regional Training Centres in the United Kingdom, Strathclyde Police has, since 1 April 2003, an established full time Public Order Unit. The Unit has responsibility for public order issues, from training to planning and deployment at incidents and major events. In addition, the Unit provides operational Public Order Tactical Advisors for incidents and events.

Operating in conjunction with the Public Order Unit is the recently formed Chemical, Biological, Radiological and Nuclear (CBRN) Unit. This unit has responsibility for training, planning and deployment in the CBRN environment.

For further information on CBRN response procedures, refer to the range of guidance documents in the CBRN site on the Force Intranet (within the Counter Terrorism mini-site) and the White Powder and Other Suspicious Substances SOP.

CBRN Unit staff can be contacted on (....), (....) and (....).

22.2. MANAGEMENT

(a) The Public Order Unit forms part of the Support Services and, as such, falls under the command of the ACC Operations. The Chief Superintendent (Operational Support Division) and the Superintendent (Support Services) thereafter ensure the co-ordination of Strategic and Tactical issues.

(b) The Unit's Senior Officer is an Inspector, who is responsible for the day to day running of the department, including budgetary issues, specialist supplies, purchase of equipment for the Force, operational deployments and the normal personnel issues associated with the role.

22.3 PERSONNEL STRUCTURE

(a) The personnel structure of the Public Order Unit is as follows:

- 1 Inspector
- 2 Sergeants
- 8 Constables

(b) The Inspector is responsible for all Public Order Unit personnel. The 8 Constables are split in to 2 operational groups of 4 officers each. A Sergeant has responsibility for each group.

In addition to the above, the personnel structure of the CBRN Unit is currently as follows:

- 1 Inspector
- 1 Sergeant
- 5 Constables

22.4 FUNCTION

The policing functions of the Public Order Unit encompass all training, planning, deployment and equipment issues in relation to public order and CBRN responses for the Force.

22.5 SHIFT PATTERN

Officers from the Unit work office hours, however, it is expected that a flexible approach is adopted by all members to meet operational requirements. This is highlighted by those officers who are trained as Tactical Advisors, as they are automatically placed on an on-call rota, to provide the Force with 24-hour coverage.

22.6 RECRUITMENT

(a) Officers who wish to be considered for the Public Order Unit are drawn from the Force, and initially apply for published vacancies

within the department. Those who are supported in their application are then interviewed to assess their suitability. Successful officers undertake the 3-week Tactical Trainers course run by either Greater Manchester Police or the Police Service of Northern Ireland (PSNI). On completion of the course, officers will deliver training as required; initially shadowing more experienced instructors, and as experience is gained, thereafter teaching lessons in the various courses being run.

(b) Officers who are members of the Public Order Unit have to maintain a high level of professional performance to ensure their continued service in that role. This performance is continually reviewed by the line management.

22.7. TRAINING

(a) The following courses are currently delivered to personnel within Strathclyde Police:

- Initial & Refresher Public Order
- Initial & Refresher Methods of Entry (Basic, Intermediate and Advanced)
- Initial & Refresher Evidence Gathering
- Initial & Refresher Scaffold Training for Protestor Removal
- Initial & Refresher Lock-on / Protestor Removal
- Refresher Tactical / Operational Commanders
- Initial and Refresher CBRN
- Initial and Refresher Public Order Medic
- Initial and Refresher Forward Intelligence

(b) Staff from the Public Order Unit also facilitate the delivery of inputs to probationers, Sergeants, Inspectors, Chief Inspectors, Police Incident Officers and Negotiators at the Scottish Police College. Furthermore, Tactical Advisor Courses are delivered by staff on an ad-hoc basis, each course running for 2 weeks.

22.8 VEHICLE ESTABLISHMENT

The Public Order Unit currently utilises (...) vehicles for both operational deployment and training purposes. The vehicles are drawn from the Support Unit complement and utilised for normal operational duties as required.

Moreover, you may also find the Manual of Guidance on Keeping the Peace 2010 a useful document and I have provided you with a link to this below.

http://www.npia.police.uk/en/docs/Manual_of_Guidance_on_Keeping_the_Peace_locked.pdf

I hope this information is helpful, however, if you are not satisfied with the way in which your request has been dealt with, you are entitled in the first instance to request a review of the decision made by the Force. Should you wish to request such a review, please write to Mrs Sheena Brennan, Information Manager at the above address within 40 working days of receiving this letter.

Once informed of the Review Panel's decision, if you are still not satisfied, then you are entitled to apply to the Scottish Information Commissioner within six months for a decision. Contact details are; Office of the Scottish Information Commissioner, Kinburn Castle, Doubledykes Road, St Andrews, Fife, KY16 9DS, telephone 01334 464610.

I would like to take this opportunity to thank you for your interest in Strathclyde Police. Should you require any further assistance concerning this matter please contact me directly on 0141 435 1204 quoting the reference number given.

Yours sincerely

Colette McFarlane
Freedom of Information Officer