

# MOPAC and MPS Oversight Board

## 5 February 2018

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### Use of Force

*An overview of use of force in the MPS and a review of how the MPS has introduced and complied with the national use of force recording requirements, and some initial observations based on the initial dataset.*

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#### 1. Purpose of this Paper

- 1.1. The purpose of this paper is to update colleagues on the implementation of the national Use of Force Recording programme within the MPS.
- 1.2. It will demonstrate the ways in which this information will allow scrutiny and transparency in how the MPS uses force, and set out the proposed oversight and governance structures that will monitor it.

#### 2. Recommendations – that the Oversight Board:

- 2.1. Acknowledges the significant progress that has been made in implementing the national use of force recording programme within the MPS, and that the MPS system is fully compliant with Home Office Annual data return requirements. The board should also note as this data was not comparable to any previous information, and compliance is still developing, so it is too early to draw any conclusions from the current information.
- 2.2. Agrees with the identified priority of increasing officer recording compliance across the MPS. The board recognised the work on-going to brief senior leaders and officers, and the structures and analytical products which have been outlined to monitor and improve the data recording.

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- 2.3. Reviews the internal and external use of force recording dashboards on the 'tableau' system (and the fact that the record level data is publically available) and considers the extent to which this information will lead to increased transparency in how police use force in London.

### 3. Introduction

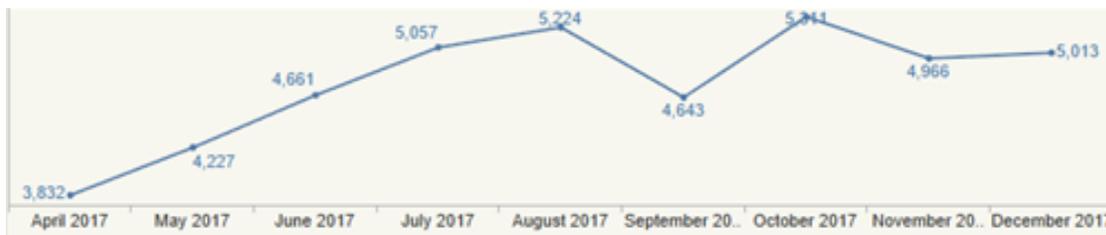
- 3.1. In 2014 the Home Secretary, called for "transparency" across the 'use of force' spectrum and subsequently made commitments in Parliament that use of force by police would be recorded and captured through the Home Office Annual Data Return (ADR) process forming part of national statistics.
- 3.2. A national NPCC Programme Board (now chaired by Commander Twist) was convened comprising of senior representatives from NPCC, CoP, The Police Federation, Home Office, IPCC, HSE, IAGs, academics and healthcare professionals to assess and recommend the appropriate scope of the data. In November 2016 the Home Office notified Forces of the final ADR for 17/18 and the MPS built a bespoke on-line reporting form to meet this requirement.
- 3.3. The Programme Board's decision to include the recording of compliant handcuffing and the drawing of batons, in addition to the higher level tactics such as batons strikes, the use of irritant spray and Taser etc., was considered necessary in order to provide a comprehensive data return. It was also deemed necessary to avoid officers having to make very subjective decisions as to whether or not handcuffing, for example, was actually really 'compliant'.
- 3.4. On 25 January 2017 Chief Constables' Council committed that all constabularies would capture and publish their own 'use of force' data. The commitment seeks to enhance our evidence base, strengthen our model of policing by consent, and to demonstrate the legitimacy of our tactics and the robustness of our monitoring processes. The ADR reporting period started on 1 April 2017, and the MPS is compliant with all elements.

### 4. MPS data collation

- 4.1. The MPS is compliant with the full dataset and ADR requirements in terms of ability to capture, analyse and publish the data.
- 4.2. The primary challenge for the MPS is making this recording second nature to officers and recording compliance. The number of records is steadily increasing from a zero baseline at the start of the recording period in April 2017 to 69,836 tactics recorded by December 2017 in 43,191 incidents.

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Table showing recorded uses of force month on month



- 4.3. The MPS 'e-form' uses conditional logic to help streamline the process and to enhance the user's experience. Officers' feedback suggests that the e-form usually takes about 3-4 minutes to complete, that it is easily understood, and intuitive in nature.
- 4.4. The MPS released its first quarter's data publically in August 2017 and this was supported by NPCC and MPS communications. At the end of 2017, as well as the tableau data which enables the public to easily interrogate the data, the full record level dataset was published by the MPS on the London Data Store.
- 4.5. The core NPCC and MPS considerations have been that this is an important way of increasing transparency, improving our evidence base for the development of officer safety tactics, and accurately recording what we do. This position is supported by the national and MPS Police Federation.
- 4.6. Importantly the data will also accurately record for the first time the number of times officers (and suspects) are injured. A key public message, which would be the same with any new dataset and process, is that it is much too early to draw any conclusions or comparisons from it, and differences between BCUs are more likely to be explained as a result of recording differences than actual differences in what force is used. In 18/19 it is expected that the data will be sufficiently robust for initial analysis to be considered.
- 4.7. The College of Policing and academics from the University of Exeter and UCL have been commissioned as part of the programme to conduct analysis and research into what the data is, or could tell us, once ADR returns are submitted in April 2018.

### **5. Areas of note – The Use of Force data itself**

- 5.1. It is too early to draw any conclusions from the data.

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### **Compliance**

- 5.2. The number of times officers record their use of force, is being proactively addressed. Officer Safety Training is reinforcing the need for the use of force form to be completed and we have observed that as more officers complete their OST the Use of Force submissions are steadily rising month on month. This process of OST reminders will continue throughout 2018/19.
- 5.3. Commander Twist has recently demonstrated the Use of Force 'Tableau' analytical tool to all Borough Commanders, and explained how this can be used to monitor individual BCU's Use of Force. The intention is that BCU Commanders discuss Use of Force with their Independent Advisory Groups, which will provide scrutiny at a BCU level.
- 5.4. BCU Commanders and managers are now able to access an internal performance dashboard which will show all of this data, compared to custody data for their areas and other BCU's. Managers are now able to drill into individual officer level and identify any incomplete forms.
- 5.5. A priority for the MPS will be to increase recording compliance in the last quarter of this financial year, to ensure that by the start of the second year of recording a full dataset is available. We expect there to be an increase in use of force reporting over the next three months.

### **Distribution**

- 5.6. The current distribution of the 'uses of force' appears to be reasonably predictable and in line with what we would expect in terms of crime and policing activity in London. When looking at the data Westminster reports the highest number of individual uses of force with 3948 entries, and Merton the fewest with 646 entries. The types of force used is also predictable in terms of the majority being at the lower end of the use of force spectrum.
- 5.7. The table below shows the variety of tactics uses, and the frequency of use. It should be noted that during one incident a number of tactics may be used, so this table does not reflect the number of incidents (which will be smaller) where force has been used.

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	TacticCount	% of Total TacticCount alo..
Compliant handcuffing	18,286	27.6%
Tactical communications	11,981	18.1%
Unarmed skills (including pressure points, strikes, restraint..	11,513	17.4%
Non-compliant handcuffing	11,186	16.9%
Ground restraint	6,142	9.3%
Limb/body restraints	2,874	4.3%
Other/improvised	1,582	2.4%
Firearm aimed	874	1.3%
Baton drawn	567	0.9%
Irritant spray - CS drawn	269	0.4%
Spit guard	256	0.4%
Baton used	243	0.4%
Irritant spray - CS used	179	0.3%
Shield	128	0.2%
Dog deployed	71	0.1%
Dog bite	50	0.1%
Not Recorded	35	0.1%
Firearm fired	5	0.0%
AEP aimed	2	0.0%
AEP fired	1	0.0%
Grand Total	66,244	100.0%

### 6. External Publication

- 6.1. The external data is published monthly and offers access to the complete dataset, minus any information relating to the identification of officers or members of the public.
- 6.2. This will now be presented in a recognised MPS Tableau format allowing BCU comparison and information related to all uses of force. This is likely to reduce FoIA requests for information on uses of force as all of the data that is publishable will already be in the public domain.

### 7. Community Engagement

- 7.1. It is clear that this use of force data will improve transparency around the police use of force in London. It will only address issues of legitimacy if the information is used to identify, understand and address any issues of disproportionality.
- 7.2. As part of our work on understanding the information we will look to analyse the ADR dataset to provide information on how force is used where suspects have multiple protected characteristics e.g. race and

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mental health. It is recognised that this is hugely emotive for communities involved.

- 7.3. In terms of engagement the expanded use of force data will be incorporated as part of the Safer Neighbourhood Board data pack and Borough Commanders who are held to account by that board. The role of the IAG would then be more about helping the BCU/OCU to understand the reasons behind any disproportionality.