

Terms of Reference

IOPC review of police handling of reports concerning former PC David Carrick prior to his arrest in October 2021

Overview

In October and November 2022, the IOPC wrote to Sussex Police, Hampshire Constabulary, Surrey Police, Hertfordshire Constabulary, and the Metropolitan Police Service (MPS), requesting that they review any contact they had with former PC Carrick between 2000 and 2021.¹ In particular, the IOPC requested that they should review the handling of any incidents, consider whether there was any failure to investigate, and determine whether any matters required referral to the IOPC. Responses have been received from each of the forces approached. No conduct matters were referred to the IOPC as a result of this exercise.

In view of public concern about Carrick's offending, and the length of time taken to bring him to justice, the IOPC will now conduct a scoping review ('review' hereafter) of the responses received from each of the forces. The IOPC's review will examine the handling of incidents and reports involving Carrick, with a particular focus on whether reported crimes were investigated appropriately, and whether sufficient consideration was given to recording and investigating potential complaints and/or conduct matters.

Where the IOPC is not in possession of all of the information it requires to properly assess force handling, it will request the necessary information from the force concerned. In addition, the IOPC will request that each force details how they assured themselves that the handling of each incident was appropriate, and that evidence supporting their assessment(s) is supplied.

Limitations

The IOPC recognises that there is significant overlap between this review exercise and the investigation into Carrick's offending being undertaken by Lady Elish Angiolini as part of the wider Angiolini Inquiry.² The IOPC is cognisant of the Inquiry's 'Carrick case' Terms of Reference³ and will furnish the Inquiry team with its findings on completion of the review.

In view of the work being undertaken by the Angiolini Inquiry,⁴ the IOPC review will not examine steps that could have been taken, other than investigation, where concerns were raised about Carrick, such as: review of his vetting status; recording

¹ The Police Reform Act was enacted in 2002 and took effect in 2004. Parts of this review period spans a regime that predates the statutory powers of the IPCC.

² [Angiolini Inquiry to investigate David Carrick - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/101421/Angiolini_Inquiry_to_investigate_David_Carrick_-_GOV.UK_(www.gov.uk).pdf)

³ [Angiolini Inquiry: the Carrick case terms of reference - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/101421/Angiolini_Inquiry_to_investigate_David_Carrick_-_GOV.UK_(www.gov.uk).pdf)

⁴ In particular, under point 2 of the Inquiry Terms of Reference, [Angiolini Inquiry: the Carrick case terms of reference - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/101421/Angiolini_Inquiry_to_investigate_David_Carrick_-_GOV.UK_(www.gov.uk).pdf)

of intelligence; and as time went on, the identification of patterns in his increasingly concerning behaviour towards women.

The IOPC review will assess reports that were actually made; it will not assess whether reports could or should have been made in particular circumstances but were not; it is anticipated that any such missed opportunities will be captured within the wider Angiolini Inquiry.⁵

The IOPC received twenty-two conduct referrals concerning Carrick from the MPS between July 2021 and October 2022. These referrals related to the offences investigated locally by Bedfordshire/Hertfordshire/Cambridgeshire; they do not form part of this review.

Purpose

The purpose of the IOPC's review is to analyse force responses and to consider whether the handling of reports concerning Carrick was appropriate in all the circumstances. The review will incorporate an assessment of forces' compliance with the Police Reform Act 2002 and the IOPC's Statutory Guidance⁶ in assessing concerns about Carrick.

Terms of reference

The IOPC review will seek to determine whether, in the initial handling of reports concerning Carrick, forces acted in accordance with the law, national and local policy and guidance. Specifically:

- 1) whether reported crimes and non-crime incidents were investigated appropriately, in accordance with procedures in place at the time. In particular, whether handling was inappropriately influenced by Carrick's status as a serving police officer;
- 2) whether appropriate consideration was given to assessing, recording and investigating potential complaints and conduct matters arising from reports about Carrick (or to passing matters to the Metropolitan Police's Directorate of Professional Standards (DPS) where the investigating force was not the Metropolitan Police);
- 3) to consider whether any officers and/or police staff members failed to challenge, report or take action in respect of Carrick's conduct;
- 4) whether matters that required mandatory referral to the IOPC were so referred;
- 5) any obstacles to information sharing, detection, and/or disruption of Carrick's offending behaviour;
- 6) where shortcomings in force handling are identified by the review team, whether there are any conduct matters which should be referred to the IOPC, or handled locally; and

⁵ In particular, under point 4 of the Inquiry Terms of Reference, [Angiolini Inquiry: the Carrick case terms of reference - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/100000/Angiolini_Inquiry_the_Carrick_case_terms_of_reference_-_GOV.UK_(www.gov.uk))

⁶ Where in place at the relevant time

- 7) whether there is any individual and/or organisational learning arising from the manner in which reports about Carrick were handled by forces.

Timescales and outputs

Subject to resource availability and timely receipt of information requested from forces, the IOPC intends to complete its review within 3 months. At the conclusion of the scoping review exercise, a report will be produced for the attention of Regional Director Mel Palmer, the Decision Maker for the exercise. The decisions that fall to be taken upon conclusion of the review are:

- whether the IOPC should require any police force(s) to make any mandatory referrals;
- whether the IOPC should invite any police force(s) to refer any matters to it voluntarily;
- whether the IOPC should exercise its power of initiative in respect of any complaint or conduct matters identified in the course of the review; and
- whether the IOPC should issue any learning recommendations to forces on an individual or national basis.