

Terms of reference

Investigation into the events leading up to and including the Hillsborough Stadium Disaster on 15 April 1989

Investigation Type:	Managed (External)
Appropriate Authorities:	South Yorkshire Police
IPCC Commissioner:	Rachel Cerfontyne (from 21 October 2013) James Dipple-Johnstone (until 11 September 2015) Deborah Glass (until 20 October 2013)

Summary of Events

On 15 April 1989 over 50,000 men, women and children travelled by train, coach and car to Hillsborough Stadium, to watch an FA Cup Semi-Final between Liverpool and Nottingham Forest.

Shortly before kick-off was due at 3pm, a significant number of Liverpool fans entered the stadium through an exit gate which had been opened by South Yorkshire police officers. They then proceeded down a tunnel under the West Stand which led into two central pens located behind the goal area. The pens were already at or near capacity. This led to serious overcrowding in which, or subsequently, ninety-six women, men and children died, while hundreds more were injured and thousands traumatised.

Scope & Leadership of Investigation

The Independent Police Complaints Commission will manage an investigation, originally conducted by Jon Stoddart and now Rob Beckley (Assistant Police Commissioner) into the role played by the Police in these events.

The investigation will seek to establish whether evidence exists which suggests that any police officer may have committed a criminal offence. This will include offences of manslaughter, but also any other criminal offence which may have been committed.

It will also establish whether any officer has a case to answer for misconduct or gross misconduct.

These terms of reference cover only the part of Rob Beckley's investigation into the actions of the police. This is part of a wider investigation which is also looking at other organisations.

Terms of Reference

The investigation will cover:

1. Issues relating to the stadium, including any role played by the police in:
 - a) Suitability and choice of the stadium to host the event,
 - b) The planning and decision making in relation to the ground's design, alterations and final lay out, including the siting and condition of barriers, fences, and gates within the fences
 - c) The design and layout of the pens.

2. Planning and preparation for the match by the police, including organisational and individual decision making in relation to:
 - a) The resourcing of the event,
 - b) Any role played by the police in allocation of areas within the ground to the visiting teams' supporters
 - c) The arrangements for the policing of the match, including arrangements for the arrival of fans and their management outside the stadium,
 - d) The arrangements (or lack of) for precise monitoring of the crowd numbers and their safety within the pens at the Leppings Lane end.

Complaints have been made against Officers Duckenfield, Marshall and Greenwood for their alleged failures in planning for the day, and the actions of these officers will specifically be considered. However, the investigation will also consider the actions and decision making of all other officers involved.

3. Actions of the police on the 15th April 1989 prior to the disaster, including:

- a) Actions of police officers outside the football ground – including the alleged failure by the police to prevent fans entering Leppings Lane, failure to prevent build up of fans outside the Leppings Lane turnstiles and filter fans away from those turnstiles
- b) The decision not to postpone kick off of the match
- c) The monitoring of crowd numbers in the pens – both the alleged failure to prevent the pens from becoming overcrowded and the alleged failure to act once the pens became overcrowded
- d) The opening of Gate C
- e) The actions (or lack of) to direct fans once Gate C was opened

Specific complaints have been made against Officers Duckenfield, Murray, Greenwood and Marshall for their roles in relation to the above, and these officers will specifically be considered. However, the investigation will also consider the actions and decision making of all other officers involved.

4. Response of the police to the disaster, including;

- a) The early police response to the crush of the fans at the Leppings Lane end, including allegations that the police were slow to respond / failed to act when it was obvious that people were in distress
- b) Alleged failures / refusals on the part of the police to open perimeter gates, and allegations that officers pushed fans back when they were trying to climb to safety. This aspect of the investigation will specifically consider complaints made against PC Smith and PC Illingworth, as well as any other officers who may have been involved.
- c) Subsequent police command and control of the disaster,
- d) The communication between the police and the other emergency services,
- e) The activation and implementation by the police of any pre-planned responses and emergency procedures to such disasters,

- f) The police treatment of the seriously injured, dying and dead fans from 1506hrs on 15/4/89 to 2400hrs on 15/4/89 within the stadium and transfer from stadium to/from locations (as relevant) to cover events between the match being stopped and arrangements being put into place to assist families.

- g) The actions of police officers in the gymnasium, in particular whether the treatment and questioning of relatives was appropriate. This will also cover the actions of police officers at the Boys Club, and any other complaints about the treatment of friends or relatives on the day – from 1506hrs on 15/4/89 to 1506hrs on 16/4/89 within the locations as follows: The Gymnasium, Northern General Hospital, Royal Hallamshire Hospital, Ecclesfield Casualty Bureau, Merseyside Casualty Bureau, Hammerton Road Police Station, Boys Club, Church Hall, Meade House, Kelvin Centre, Burngreave Vestry, and Medico Legal Centre. This will cover events between the match being stopped and the completion of arrangements to assist families.

Specific complaints have been recorded regarding the actions of specific officers for their part in the rescue operation, namely Duckenfield, Marshall, Greenwood, Murray and Jackson. These officers' actions will specifically be considered, but the investigation will also cover the actions and decision making of all officers involved.

These terms of reference, which will be kept under review to take into account any evidence of further alleged offences connected to the Hillsborough Stadium Disaster, were revised and approved by Rachel Cerfontyne on 16 January 2017.