

**IN THE MATTER OF THE PUBLIC INQUIRY INTO UNDERCOVER  
POLICING**

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**OPEN APPLICATION FOR A RESTRICTION ORDER (ANONYMITY)**

**RE: N81**

**SUBMITTED ON BEHALF OF THE MPS**

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**Restriction Order Sought**

1. The MPS apply for a restriction order over the real and cover identity of N81 to last indefinitely in the following terms:
  - (1) No direct or indirect disclosure of N81's real or cover name (including any description or image capable of identifying him) beyond the Chairman and the Inquiry team;
  - (2) The Commissioner reserves the right to make further submission as to the effective operation of this Restriction Order during the course of the Inquiry.

**Legal Basis for the Application**

2. The Application is made on the following statutory bases:

s.17(3) of the Inquiries Act 2005: the duty to act with fairness in the procedure or conduct of an inquiry.

s.19(3)(a) of the Inquiries Act 2005: the duty to act in a way that is not incompatible with Convention rights, namely the prohibition against torture and inhuman or degrading treatment or punishment (Article 3) and the right to private and family life (Article 8).

s.19(3)(b) read together with s.19(4)(b)-(d) of the Inquiries Act 2005: conducive to the Inquiry fulfilling its terms of reference or necessary in the public interest, having regard in particular to the matters mentioned in subsection (4).
3. The applicable legal principles have been comprehensively set out in the Chairman's Restriction Order: Legal Principles and Approach Ruling ("the Principles Ruling") of 3 May 2016. Regard has also been had to the restriction order rulings in respect of Cairo and the 'Minded to' note dated 25 October 2016 in respect of Jaipur and Karachi.

**Evidence in Support**

4. This application is supplemented by a closed schedule and closed evidence which is not to be circulated wider than the Chairman and the Inquiry team. A gisted Risk Assessment is forthcoming.

**Reasons**

*Section 17*

5. Application of the statutory and common law principles of fairness require that neither the real nor cover identity of N81 is disclosed. The considerations which apply are highlighted below in relation to s.19(3)(b) and s.19(4).

*Section 19(3)(a) and Article 3*

6. There would be a real and immediate risk of treatment contrary to Article 3 if N81's real or cover name were disclosed. The sources of harm and the level of risk is set out at §§11-12, 16.1-16.2(i)-(ii) of the Risk Assessment.

*Section 19(3)(a) and Article 8*

7. Disclosure of N81's real or cover name would amount to a disproportionate interference with his or her right to private and family life. In particular, the subjective effect of disclosure is set out at §§14.1, 14.3-14.4 of the Risk Assessment.
8. The level of risk posed by this interference with his or her private and family life is set out in the Risk Assessment at §§14.2, 16.2(iii)-(iv).

*Section 19(3)(b) and s19(4)*

9. The Chairman is invited to find that a Restriction Order protecting N81's real or cover identity is conducive to the Inquiry fulfilling its Terms of Reference or is necessary in the public interest having regard in particular to the factors set out at s.19(4) of the Act read together with the Chairman's approach at [152] of the Principles Ruling.

The public interest in non-disclosure

10. The following public interest factors are pertinent:
  - (a) N81 is a former UCO who was deployed into his or her target group or groups. The likely sources and the level of risk of physical harm to N81 are set out at §§11-12, 16.1-16.2(i)-(ii) of the Risk Assessment.
  - (b) N81 was promised lifelong anonymity before commencing his or her role: §3.4 of the Risk Assessment. There is nothing to suggest that he or she has not respected that anonymity throughout the duration of his or her career.
  - (c) The points set out above in relation to Article 8 are equally applicable as a public interest factor in non-disclosure.

**OFFICIAL - SENSITIVE**

The public interest in disclosure

11. The general presumption in favour of openness weighs against the making of a Restriction Order in N81's case. It is accepted that withholding the cover name of N81 will affect the ability of the Inquiry to scrutinise N81's deployment in the public domain.

Where the public interest balance lies

12. The MPS has considered the Chairman's Principles Ruling and has had particular regard to the presumption of openness in the Public Inquiry.
13. In all the circumstances, the MPS makes this application for a Restriction Order over N81's real and cover names on the basis that disclosure would be incompatible with N81's Convention rights and the public interest in non-disclosure, namely the risk of harm to N81 and his or her family and disproportionate interference with N81's right to private and family life.

**MPS, Department of Legal Services**

**3 July 2017**