

Tuesday, 14 April 2026

1
2 (2.05 pm)
3 **THE CHAIR:** Yes, Mr Moloney. Thank you.
4 **Questioned by MR MOLONEY**
5 **MR MOLONEY:** May I ask first of all, has there been a full
6 audit of all access to relevant documents by employees
7 of the Ministry of Justice across the East Midlands
8 region, HMCTS region?
9 **A.** All of the reports have been run on access to the file
10 on DCS, and all identified individuals who accessed the
11 file have been followed up with to confirm whether their
12 access was appropriate or not.
13 **Q.** Thank you. Secondly, in terms of any report to the ICO,
14 was the decision not to report to the ICO taken by the
15 Data Protection Team?
16 **A.** That's correct.
17 **Q.** What was the rationale for not reporting to the ICO?
18 **A.** So they assessed against the threshold of harm and the
19 decision was given -- the relatively small number of
20 people who have accessed, the fact that they hadn't
21 downloaded or otherwise withdrawn the information from
22 DCS, to the best of our knowledge, and given the nature
23 of the information was also, to some degree, in the
24 public domain due to the court action and media
25 attention, it was judged that the threshold had not been

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1 release.
2 **Q.** Go through clearances at different levels --
3 **A.** *(The witness nodded)*.
4 **Q.** -- and to the appropriate level?
5 **A.** Yes.
6 **Q.** But you don't know where it went to?
7 **A.** No, apologies, I do not.
8 **Q.** So would it be the case as well that you don't know
9 whether or not consideration was given to disclosure to
10 the families at that stage?
11 **A.** I do not know, but I do know that in hindsight we
12 acknowledged that the families should have been informed
13 first and foremost rather than what occurred.
14 **Q.** Yeah, of course there are two separate aspects to that,
15 aren't there: firstly, whether or not consideration
16 should be given --
17 **A.** *(The witness nodded)*.
18 **Q.** -- and then, secondly whether or not disclosure should
19 be made?
20 **A.** *(The witness nodded)*.
21 **Q.** I was just really asking whether or not you were aware
22 of whether or not consideration was given to disclosure,
23 but that's -- and so essentially, you wouldn't be able
24 to help me with the rationale for not disclosing to the
25 families at that stage.

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1 met to meet the ICO.
2 **Q.** Finally, you were asked by Mr Ivory why it was that the
3 Ministry of Justice released the news of the dismissal
4 of two employees to the press but not to the families,
5 and your response was that you agree the families should
6 have been notified?
7 **A.** *(The witness nodded)*.
8 **Q.** May I just pursue that question and answer slightly
9 further?
10 **A.** Yes.
11 **Q.** The disclosure of the dismissal of the two employees
12 was, as it were, an authorised disclosure, wasn't it, to
13 the press? It wasn't a leak by somebody?
14 **A.** It was in response to a media query, so they approached
15 us and it was a response to that question.
16 **Q.** Yes. May I ask who -- and I'm referring to job title,
17 not name now -- but who was it that made the ultimate
18 decision to disclose that information to the press?
19 **A.** I could not speak to exactly who confirmed what the
20 response should be. I'm sorry, I do not know how
21 that -- it's normally how that occurred in the specific
22 circumstances, normally the response is drawn up in
23 consultation between the press team within the Ministry
24 of Justice, the Communications Team policy, and then
25 goes through clearances until it is approved for

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1 **A.** I cannot.
2 **Q.** May I ask when it was that the two people who were
3 dismissed were dismissed?
4 **A.** I cannot confirm the exact date, but I believe the last
5 one was in January 2024, it was fairly prompt.
6 **Q.** So --
7 **A.** I may have got that incorrect. It was a fairly prompt
8 process that was followed.
9 **Q.** Again some 15 months before this emerged into the press
10 by the disclosure by the MoJ?
11 **A.** Yeah, forgive me, I may have got that date incorrect,
12 but it was a fairly prompt process.
13 **MR MOLONEY:** Thank you very much.
14 **THE CHAIR:** Yes, Ms Cartwright.
15 Ms Zeb, any questions?
16 **Questioned by MS ZEB**
17 **MS ZEB:** Just a few questions from me, please, Ms Holmes.
18 The system on DCS as it operated then and I understand
19 now, was accessed on the basis of a legitimate business
20 need, and that formed part of the training of users of
21 DCS at the time.
22 **A.** *(The witness nodded)*.
23 **Q.** Is that right?
24 **A.** Yes.
25 **Q.** And was also part of the terms and conditions that every

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1 user had to sign before using DCS; is that correct?
 2 **A.** That is correct.
 3 **Q.** Now the access in this case that was subsequently
 4 investigated by probation members of staff and court
 5 staff was picked up because of the existing auditing
 6 system that was in place then and indeed remains in
 7 place now, in particular the Record of Case Activity.
 8 **A.** Correct.
 9 **Q.** And that in itself, would you agree, is an effective
 10 system of auditing who has accessed DCS, when they have
 11 accessed it and what they've accessed?
 12 **A.** Yes, including with the additional enhancements that
 13 have been made after this incident.
 14 **Q.** Thank you. Now, whilst you've said in evidence earlier
 15 before lunch that you can't, because of the ongoing
 16 police investigations, say what was accessed, when and
 17 by whom. Can you confirm that the system, as it
 18 operated then and now, enables that information to be
 19 known?
 20 **A.** That is correct. Various checks can be run.
 21 **Q.** And insofar as those police investigations are
 22 concerned, as necessary, can you confirm to this Inquiry
 23 that the Ministry of Justice, HMCTS and HMPPS have done
 24 and will continue to cooperate to the extent required of
 25 them with those ongoing investigations?

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1 **A.** Shortly. They're going through final clearances and I'd
 2 hope they'd be made available quickly to the Inquiry.
 3 **Q.** Yes, and I was going to ask, they will be made available
 4 as soon as possible?
 5 **A.** They will.
 6 **Q.** The last point, please. You've candidly accepted in
 7 evidence that there ought to have been better
 8 communication --
 9 **A.** *(The witness nodded).*
 10 **Q.** -- with the bereaved and the survivors in relation to
 11 the issues that you've been giving evidence about. You
 12 say that moving forward, regardless of the legislation
 13 in relation to data protection or otherwise, that
 14 consideration will be given to better communication?
 15 **A.** *(The witness nodded).*
 16 **Q.** Would you accept that that's introducing a rather human
 17 approach to thinking about this as we move forwards --
 18 **A.** *(The witness nodded).*
 19 **Q.** -- and in terms of what's been learned from this
 20 already?
 21 **A.** Yes, very much so the human approach of making sure
 22 we're considering the full context of every case we're
 23 looking at.
 24 **MS ZEB:** Thank you very much indeed. Thank you, Chair,
 25 those are my questions.

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1 **A.** Yes, absolutely.
 2 **Q.** Now I'd just like to touch upon, please, a few more
 3 short issues that haven't been covered in your evidence
 4 today.
 5 In your first witness statement you confirmed that
 6 no CCTV footage or moving images were viewed by any
 7 member of HMPPS or HMCTS staff from the investigations
 8 that were undertaken by those executive agencies. Can
 9 you confirm that that's your understanding?
 10 **A.** That is my understanding. DCS cannot hold that type of
 11 digital footage or audio recordings.
 12 **Q.** Thank you. Another matter I'd just like to ask you
 13 about, please, insofar as onward sharing of information
 14 by any member of staff from those two executive
 15 agencies, is there any evidence that you're aware of, or
 16 the Ministry of Justice is aware of, that there was any
 17 onward sharing of material through any form at all?
 18 **A.** That is correct.
 19 **Q.** Lastly, please, Ms Holmes, in terms of changes in
 20 improvements, there's been reference to the Acceptable
 21 Use Protocol, the new protocol, and the HMPPS guidance.
 22 I think in evidence earlier you indicated they are close
 23 to completion. Do you have any indication as to when
 24 one might expect one or other or both of those improved
 25 guidance documents and processes to be available?

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Questioned by THE CHAIR

1 **THE CHAIR:** You've used a number of times the phrase "active
 2 consideration should be given". How does that -- what
 3 use has active got to consideration? Surely just
 4 consideration should be given. Does it indicate that
 5 it's intended to show that you were doing something?
 6 **A.** It was not a particular form of words that was intended
 7 to have any implied meaning other than I think I chose
 8 that form of words to reflect the fact that this wasn't
 9 one person cogitating. It was part of our policies and
 10 procedures to make sure it was fully followed up with by
 11 a group of people on the panel in active collaboration
 12 with the relative agencies.
 13 **THE CHAIR:** I think you've used it, when you were referring,
 14 for example, to Emma Webber's letter to learning about
 15 the dismissal of the members of the agencies from the
 16 media, and you said you agreed that that was
 17 unacceptable, but you need to ensure you actively
 18 consider contact, and it's part of your active
 19 consideration. What about, rather than active
 20 consideration, do you agree that they should have been
 21 told?
 22 **A.** Yes, yes.
 23 **THE CHAIR:** Not just considered, but told.
 24 **A.** Oh no, sorry, that was very much what I meant with my

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1 reply. They should have been.

2 **THE CHAIR:** Just in relation to, I think Mr Ivory showed you
3 a document which dealt with the media handling,
4 I think --

5 **A.** Yes.

6 **THE CHAIR:** -- and there was a phrase that was used there
7 that there was concern about it being seen as another
8 example of "needless voyeurism". Do you disagree with
9 the phrase "needless voyeurism" by those who accessed
10 this who had no business need?

11 **A.** I do not know the motivations of those individuals and
12 why they looked at this case, but you can imagine --

13 **THE CHAIR:** You accept that it can be seen as that?

14 **A.** That it can be seen as that, absolutely.

15 **THE CHAIR:** And it's a legitimate description, isn't it?

16 **A.** Yes.

17 **THE CHAIR:** All right. Thank you. I've no further
18 questions.

19 **MR BLAKE:** Thank you, Chair. Can I please call Sir Andrew
20 Marsh.

21 **SIR ANDREW MARSH (affirmed)**
22 **Questioned by MR BLAKE**

23 **THE CHAIR:** Thank you. Please sit down.

24 **MR BLAKE:** Thank you very much. Sir Andy, you should have
25 in front of you a witness statement dated

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1 Exec of the College of Policing.

2 **Q.** You're here to give evidence as to the training,
3 policies and guidance provided by the College of
4 Policing and I won't be asking you today to comment on
5 the specific actions taken by the police in respect of
6 VC and nor will any core participant.

7 I want to start by just outlining briefly the
8 background and the role of the College of Policing. You
9 have said at paragraph 2 of your witness statement that:
10 "... [its] core mission and vision [is] acting in
11 the public interest to support police officers and staff
12 to deliver high-quality professional policing service,
13 fight crime and protect the public."
14 Is that right?

15 **A.** That is our purpose with the mission of improving
16 leadership, raising standards and improving performance
17 across policing in England and Wales.

18 **Q.** Thank you. We've seen examples throughout this Inquiry
19 so far of College of Policing APPs. Briefly, what is an
20 APP?

21 **A.** It stands for Authorised Professional Practice. It
22 tends to be active in a significant area of policing
23 such as neighbourhood policing or operations or
24 investigations. It's formulated using the evidence
25 base, so the College of Policing is an evidence based

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1 9 January 2026; is that right?

2 **A.** That's right.

3 **Q.** And that should have a URN of WITN0349001. Can you
4 please confirm that that statement is true to the best
5 of your knowledge and belief?

6 **A.** This statement is true to the best of my knowledge.

7 **Q.** Thank you. Before I begin, is there anything you'd like
8 to say?

9 **A.** Can I start by expressing my great sense of sadness for
10 the loss of Barney, Grace and Ian, for the profound
11 effect that's had on the family and friends of those
12 three individuals, but also for the trauma that
13 continues to be experienced by Sharon, Wayne and Marcin
14 and their families and friends.

15 **Q.** Thank you. You are the Chief Executive of the College
16 of Policing and have been in that position since 2021;
17 is that right?

18 **A.** Yes.

19 **Q.** You are formerly a Chief Constable of two different
20 police forces as well.

21 **A.** Yes, firstly Hampshire and the Isle of Wight, a position
22 I took in 2012, and then more recently, Avon and
23 Somerset and I commenced the role there in January 2016.

24 **Q.** Thank you. You are still, in fact, a Chief Constable.

25 **A.** I am a serving Chief Constable and regarded as the Chief

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1 organisation of what works in policing. We use
2 academia, practice leads and subject matter experts, and
3 these Authorised Professional Practices are always
4 developed in thorough consultation with both the service
5 and then a public consultation before they're finally
6 approved by the Board of the College of Policing.
7 They're then subject to periodic updates and
8 maintenance.

9 **Q.** You also produced something called evidence-based
10 guidelines, or EBGs. Briefly, what are they?

11 **A.** So the Authorised Professional Practice is intended to
12 guide the actions and decisions of police officers and
13 police staff. The evidence-based guidelines are more
14 aimed at, with again a focus on the evidence base,
15 creating the capability and the capacity in policing to
16 deliver the area of functionality that they describe,
17 such as neighbourhood policing.

18 **Q.** You've also set out a range of other materials that are
19 produced by the college at paragraph 11 of your witness
20 statement. I won't repeat them now.

21 In terms of the status of particular documents and
22 policies, what status does the APP have? Do officers
23 have to follow it?

24 **A.** So if I take one step above that, a Code of Practice is
25 a legal document that can be passed by the College of

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1 Policing and there are some Codes of Practice that the
2 College of Policing oversees, in partnership with the
3 Home Office, because they need to be approved and signed
4 off by the Home Secretary.

5 The Authorised Professional Practices is about the
6 highest level of guidance which one would expect to
7 oversee the quality and practice of policing, where
8 consistency is the important thing, and we look at
9 consistency through three lenses: what would the public
10 expect to be consistent from one end of the country to
11 the other? For some areas of practice, what would
12 officers and staff expect to be consistent? And then
13 the third area that we look at is where is the evidence
14 base, so overwhelmingly strong that this is the way you
15 should do it to get the best results.

16 **Q.** So you have Codes of Practice at the very top and those
17 are mandatory in the sense that Chief Constables have to
18 have regard to them?

19 **A.** That's right.

20 **Q.** Then you have APPs one level below that?

21 **A.** And APPs should guide police decision making,
22 organisational practice. That doesn't mean they can't
23 be operated outside, but there would need to be a strong
24 and deliberate contextual operational or ethical reason
25 why the Authorised Professional Practice wasn't in this

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1 system are broken; the police are left to pick up the
2 pieces. The fact that almost every police force now has
3 its own mental health triage team indicates that there
4 isn't nearly enough emphasis on early intervention and
5 primary care to prevent the need for a crisis response."

6 Two paragraphs down she says:

7 "People with mental health problems need expert
8 support. Those in crisis need to be cared for in
9 a healthcare setting. They shouldn't be locked in
10 a police cell or held for hours on end in the back of
11 a police car for their own safety."

12 Moving on a couple of paragraphs, she says:

13 "We have grave concerns about whether the police
14 should be involved in responding to mental health
15 problems to the degree they are. Our inspection found
16 that, in dealing with people with mental health
17 problems, police officers and staff must do complex and
18 high-risk work. They often don't have the skills they
19 need to support people with mental health problems.
20 And, too often, they find themselves responsible for the
21 safety and welfare of people that other professionals
22 would be better placed to deal with.

23 "This means that already overstretched and
24 all-too-often overwhelmed police officers can't always
25 respond appropriately, and people in mental health

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1 particular instance followed.

2 **Q.** Thank you. I'm going to take you through six individual
3 topics. The first topic is mental health issues. We've
4 seen in this Inquiry the Mental Health APP and you've
5 said in paragraph 24 of your witness statement that that
6 was first published in 2016 and has remained largely the
7 same since; is that right?

8 **A.** That is right. It's currently undergoing a significant
9 refresh.

10 **Q.** In the time since 2016 there have been changes in the
11 way that police forces address mental health issues, and
12 I'd like to please begin with WITN0349016. And that is
13 the report by His Majesty's Inspectorate, it's called
14 "Policing and Mental Health Picking Up the Pieces" and
15 that was published in November 2018; is that right?

16 **A.** That's right. It was a significant landmark document in
17 relation to policing and its relationship with people
18 experiencing mental ill health.

19 **Q.** If we please could start on page 3 this is a foreword by
20 the then HM Inspector Zoë Billingham. I'll just read to
21 you a few passages from this foreword. In the second
22 paragraph, she says that:

23 "... we believe there is only so much the police can
24 do to improve the overall picture. This is because, in
25 our view, too many aspects of the broader mental health

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1 crisis don't always get the help they need."

2 If we move on then, please, to page 8. As you said,
3 this was seen as a significant document when it was
4 first published, was it?

5 **A.** It was very significant.

6 **Q.** Page 8 sets out the headline findings. The first is:
7 "We are concerned that ... police are working beyond
8 their duty".

9 They say:

10 "We have significant concerns about whether the
11 police should be involved in responding to mental health
12 problems to the degree they are. The police need to be
13 clearer about the extent of this problem."

14 The headline below:

15 "The Crisis ... Concordat is a step in the right
16 direction, but there still needs to be a rethink".

17 And I'll just read to you that second paragraph
18 there. It says:

19 "However, people with mental health problems need
20 expert support and all too often this isn't available
21 when people need it. The fact that people are calling
22 the police to access healthcare is untenable, and the
23 evidence later in our report shows that the demand for
24 police to respond to mental health-related calls is
25 increasing."

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1 There was no significant update to the APP on the
 2 publication of this report was there?
 3 **A.** There wasn't a specific update, although I wasn't
 4 responsible for the College of Policing in 2019, but
 5 there was a good deal of innovation within the police
 6 service about how to respond to these findings, and do
 7 better. Do better in a number of ways. Do better
 8 particularly about ensuring that people who are
 9 experiencing a crisis got the right care from the right
 10 people. A piece of work from Humberside emerged called
 11 "Right Care, Right Person". That has subsequently,
 12 under my leadership, been developed by the College of
 13 Policing to be consistently delivered across policing in
 14 England and Wales.
 15 **Q.** Thank you. I'd like to take you to that Humberside
 16 Police "Right Care Right Person" document, and that can
 17 be found at WITN0349020. So this document itself was
 18 first published in April 2023, so five years after the
 19 HM Inspectorate report. But I think it took a few years
 20 to set in practice; is that right?
 21 **A.** If I just explain the background to this document and
 22 how it came to be. One of the things that I strove to
 23 achieve when I took the lead for the College of Policing
 24 was to make it more dynamic, to keep up with the demands
 25 of policing and the expectations that the public would

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1 It involves partners in ambulance, mental health, acute
 2 hospitals and social services. These partnerships
 3 ensure that [Right Care, Right Person] ... can achieve
 4 its aim to provide the best care to the public by
 5 ensuring the most appropriate response to calls for
 6 service."
 7 If we go over the page, please, towards the bottom
 8 it outlines the problem that faced the police. In that
 9 second paragraph it says:
 10 "The police are often seen by the public as a 'do
 11 all' service."
 12 If we go over the page, it says:
 13 "Consequently, substantial demand is placed on
 14 police resources to deal with calls for service that may
 15 be better suited to other agencies. This demand diverts
 16 officers away from core policing functions and puts
 17 additional stress on forces."
 18 If we move, then, to page 18 we get to the outcomes.
 19 Am I right to summarise those outcomes as a significant
 20 reduction in police deployments as a result of
 21 implementation of Right Care, Right Person?
 22 **A.** That is correct. The approach is underpinned by
 23 ensuring that the police do still attend incidents where
 24 there is a policing purpose, and that is a risk of harm
 25 to any person or a crime that needs to be dealt with.

19

1 rightly have of us.
 2 It takes possibly up to two years to develop
 3 a trusted evidence base, but actually the service
 4 becomes aware much more quickly of what we would call
 5 promising and innovative practice. So we developed
 6 something called the Practice Bank and this is
 7 a document to be found on the Practice Bank which now
 8 contains -- and you can find it on the worldwide web --
 9 about 400 examples of innovative and promising work.
 10 And that really puts it on an escalator to full
 11 evaluation and sharing across the service.
 12 So that's what this document is.
 13 **Q.** And was it a Humberside Police-led initiative initially?
 14 **A.** It was, absolutely.
 15 **Q.** And we see there an overview. The Deputy Chief
 16 Constable says:
 17 "We're talking about people that are ill here.
 18 They're not bad. They're not criminals. And it's
 19 absolutely vital these people get the right care from
 20 the right people."
 21 If we could please go over to page 4, it sets out
 22 the background to the initiative, that in the bottom of
 23 the page, about the initiative, it says:
 24 "[Right Care, Right Person] ... is a programme of
 25 work that has been carried out over a three-year period.

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1 But the majority of these cases relate to a mental
 2 health crisis where a mental health practitioner is
 3 better placed to provide an appropriate response.
 4 **Q.** Thank you. If we please move on to WITN0349004, the
 5 College of Policing has subsequently produced this
 6 toolkit; is that right?
 7 **A.** We have produced a toolkit for Right Care, Right Person.
 8 **Q.** This is, I think, one page or one section of that
 9 toolkit, and the date there is 26 July 2023 when that
 10 was first published, so shortly after the document that
 11 we've just seen. The College of Policing--
 12 *(overspeaking)* --
 13 **A.** Yes, I recognise this document.
 14 **Q.** Thank you. This is just one section, as I say, that's
 15 about implementation. We'll see in a moment something
 16 called the National Partnership Agreement. This came
 17 I think before the National Partnership Agreement was
 18 formally published. Certainly looking at the two dates
 19 the National Partnership Agreement seems to have come
 20 afterwards. How did the toolkit itself come about?
 21 **A.** The toolkit was developed through focus groups and
 22 workshops with across policing and I believe also with
 23 other partner agencies to develop information, a product
 24 that would help forces replicate this in the most
 25 authentic, reliable way.

20

1 Q. This section is on implementation. Am I right to
2 understand that not all police forces have implemented
3 or are required to implement Right Care, Right Person?
4 A. There was a substantial amount of coordination around
5 implementation of Right Care, Right Person. The then
6 government under the Policing Minister Chris Phelps took
7 a great deal of interest in it.

8 The College of Policing certainly developed the
9 toolkit and gave some support to police forces in
10 developing its authentic roll-out, but there was also
11 a significant National Police Chiefs' Council lead, then
12 Deputy Chief Constable Rachel Bacon of South Wales
13 police, now Rachel Bacon is Chief Constable of Durham.
14 So Rachel had number of resources at her disposal and
15 the College supported her in the work to roll out Right
16 Care, Right Person.

17 Q. Am I right to understand that with most of these
18 policies we're going to see, ultimately it's up to
19 individual forces?

20 A. It is significantly up to individual forces, but the
21 College has a number of levers which we bring to bear to
22 boost performance, raise professionalism and standards,
23 and we work very closely with His Majesty's Inspectorate
24 Constabulary. In determining all of their inspection
25 parameters, the key questions they will ask, they will

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1 from roll-out data that I've seen, that the roll-out,
2 whilst every police force has started this, there will
3 be varying degrees to which they've completed it. But
4 all will be following, I'm sure, the principles of Right
5 Care, Right Person.

6 Q. I've mentioned the National Partnership Agreement, if we
7 could have a look at that, please, that's at
8 WITN0349014. This appears to be a 2024 document.

9 A. Yes, I'm familiar with this document.

10 Q. If we could turn, please, to page 3.

11 A. I believe I've signed it, actually.

12 Q. I think your signature does appear on the final page.

13 A. Yes.

14 Q. If we start at page 3 there, I'll just read that first
15 paragraph it says:

16 "When people are in mental health crisis, they need
17 timely access to support that is compassionate and meets
18 their needs. While there will always be cases where the
19 police need to be involved in responding to someone in
20 mental health crisis (for example, where there is a real
21 and immediate risk to life or serious harm, or where
22 a crime or potential crime is involved), police are
23 increasingly involved [where] ... they are not the most
24 appropriate agency to respond and they are not able to
25 handover care to a more appropriate professional in

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1 have regard to our authorised professional practice, our
2 evidence-based guidelines, and there is an expectation,
3 and I would suggest that that implementation of
4 a productivity-related tool such as this would be
5 measured under the efficiency and effectiveness pillar
6 of the PEEL inspection.

7 Q. Thank you. If we move on to another section of the
8 toolkit and that can be found at WITN0349007. This is
9 the communications plan. I'd just like to look at
10 page 3, please. It says there under "Statistics", the
11 first bullet point:

12 "If all forces in England realised time savings
13 similar to those reported by Humberside police, this
14 could save around 1 million hours of police officer time
15 per year."

16 Have you experienced, over the last few years,
17 a significant reduction, then, in the time that officers
18 are required?

19 A. It would be difficult for me to be precise about that.
20 But I think I can be clear in saying that Right Care,
21 Right Person has had a significant effect in ensuring
22 that the most appropriate agency takes the lead
23 responsibility for a mental health crisis that's
24 occurring, to which the police might initially be
25 called. I can't put a number on it and I am confident,

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1 a timely manner."

2 Just pausing there, that wording in brackets, that's
3 exactly the test you outlined just before, isn't it?

4 A. It is the test. In no way is this Right Care, Right
5 Person initiative, if we call it that, intended to
6 divert police away from where there's a real or
7 immediate risk to harm or to a person, or a crime has
8 occurred. It is actually intended to ensure that people
9 who are in mental health crisis and need of mental
10 health services and treatment get the right treatment
11 from the right person.

12 Q. And if we look at the very final paragraph on the page,
13 it says:

14 "While every police force is operationally
15 independent, many forces across England are beginning to
16 adopt the ... approach. To successfully adopt the
17 approach, strong partnerships need to be formed between
18 police forces, health bodies and local authorities to
19 identify how to implement this approach in a way that
20 best meets the needs of the local population and the
21 shared aims of the agencies involved."

22 So is the purpose of this document really to bring
23 together those different agencies?

24 A. It is an initiative that's reliant on partnership,
25 fundamentally, which is why there's a signed agreement

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1 at the back of this. And if I might take a moment to
 2 say that there has been a White Paper published on that
 3 police reform since this, and the White Paper recognises
 4 something that I would be clear about, and many chiefs
 5 would tell you: is there is too much inconsistency in
 6 policing, both in terms of standards and performance,
 7 that has no bearing on operational independence.
 8 **Q.** And therefore would a drive to, for example, create
 9 a country-wide police force or to get rid of some of the
 10 decisions between police forces improve the situation
 11 here?

12 **A.** There are a number of reforms that I would be supportive
 13 of that would help improve standards, deliver police
 14 services more efficiently and improve performance.

15 **Q.** And would that be one of those?

16 **A.** It wouldn't be creating a national police -- there is
 17 a proposal for National Police Service for certain
 18 strategic functions. I am supportive of that and the
 19 White Paper describes the College of Policing of moving
 20 in its entirety into that National Police Service.

21 There is a piece of work also ongoing, and I think
 22 the success of the National Police Service is contingent
 23 upon this, that we have too many forces with operational
 24 independence over a number of things which, on
 25 occasions, I think it would stretch to say, are covered

25

1 first and last resort.

2 Now the real risk of that is if we do it badly, we
 3 damage trust and confidence in policing, but if we also
 4 try and do it all we undermine what we should be
 5 focusing on, which is cutting crime, keeping people
 6 safe, detaining and managing offenders.

7 **Q.** Thank you. If we turn, please, to page 8 we can see
 8 your signature there. And that's under the heading
 9 "National Support for implementation of Right Care,
 10 Right Person". And again, that talks about the National
 11 Police Chiefs' Council, the College of Policing,
 12 developing your toolkit which we've already seen, and
 13 also NHS England co-producing further guidance. Are you
 14 aware of that having been developed at all?

15 **A.** Not explicitly, but I'd be surprised if it hadn't been
 16 followed through. I know the College of Policing has
 17 delivered on what it committed to do.

18 **Q.** And the paragraph below there says:

19 "There will also be an evaluation of the rollout of
 20 [the approach] ... for people with mental health needs.
 21 Findings from this evaluation, as well as wider learning
 22 about good practice from local partnerships across the
 23 country, will be shared to support successful
 24 implementation."

25 Are you aware of any development so far as that is

27

1 by operational independence.

2 For me, operational independence is who you
 3 investigate, which crimes you allocate and what
 4 conclusions you come to. That is the police being
 5 operationally independent. It's not about which back
 6 office system or records management system you procure;
 7 that's not operational independence.

8 **Q.** Thank you, and we'll address that particular issue in
 9 due course.

10 **A.** Thank you.

11 **Q.** In terms of the approach, I think it's set out there
 12 exactly again, once again:

13 "The threshold for a police response to a mental
 14 health-related incident is ..."

15 And it gives those two bullet points:

16 "to investigate a crime that has occurred or is
 17 occurring; or

18 "to protect people ..."

19 **A.** And if I might, the reality is that, through much of my
 20 time as a Chief Constable, the public very
 21 understandably will ring the police for any manner of
 22 other crises occurring in society because they neither
 23 don't know who to ring, or the people they ought to be
 24 ringing are simply not available to respond, and this
 25 has led to the police becoming something of a service of

26

1 concerned?

2 **A.** There -- there continued to be a number of knowledge
 3 sharing events in communications about how to deliver
 4 this practice appropriately and the College of Policing
 5 still has an ongoing responsibility for that.

6 **Q.** Looking at overall timing, we saw that first report in
 7 2018, which itself identified problems from the years
 8 leading up to that. This document is dated 2024. Has
 9 it taken quite a long time to implement Right Care,
 10 Right Person?

11 **A.** This is another point I would make about the need for
 12 police reform. There is plenty of innovation, I've got
 13 400 examples on my practice bank. The service is not
 14 quick enough at deciding which ones it's going to fast
 15 stream as quickly as possible into this service.

16 Now, this is not a technology-related innovation,
 17 this is a partnership-related innovation. When we talk
 18 about technology related innovations, we can't wait
 19 four years, four months might even be a stretch. So the
 20 service needs to accelerate it's identification and
 21 implementation of practice, and as Chief Exec of the
 22 College of Policing I absolutely take my responsibility
 23 to focus on that.

24 **Q.** From your own experience over that period, so 2018
 25 through to 2024, was there some frustration amongst

28

1 police forces that they were having to deal with too
2 many mental health care cases?
3 **A.** Yes, I think that is a fair comment to make, and if
4 I reflect on one of the reasons why this took some time,
5 it needs to be implemented with due care to the partners
6 involved, because this is a significant, potentially
7 a new commitment that other agencies need to make that
8 whether they are doing it well or otherwise, policing
9 had been bearing the burden of.

10 Now, in some forces -- and this is down to the
11 individual leads involved -- they've moved very
12 carefully, they've moved at the pace that the respective
13 partners in mental health wanted to move, but if I give
14 you a well-publicised example, The Metropolitan Police
15 simply dropped a deadline when they said, "Well, we're
16 not going to wait anymore, we will be implementing Right
17 Care, Right Person" and I don't know the exact date, but
18 they were very explicit in terms of catalysing
19 a response from their partners.

20 **Q.** In terms of your experience, could that frustration in
21 some police forces of having to deal with so many mental
22 health care cases, could that have led to some forces
23 too readily writing off cases as mental health matters,
24 a degree of inertia, essentially, because they're having
25 to deal with so many of those cases?

29

1 officer under a heavy workload, of course might
2 experience some pressure, this a mental health case,
3 I need to move it on (*unclear*). They might, but they
4 should also be subject to close supervision, and the
5 College of Policing issues guidance on supervision and
6 leadership as well as mental health.

7 **Q.** Plainly Right Care, Right Person is moving away from
8 those overall burdens, but during that period, so 2018,
9 2019, 2020, early 2020s, do you think, in your
10 experience, have you come across those kinds of concerns
11 that cases were being put to one side as mental health
12 issues?

13 **A.** Chief constables have discussed the concern that we
14 allocate cases appropriately. So that absolutely is
15 a risk that was discussed, and there has been, we've
16 been through a decade where there's been a significant
17 growth of what policing would describe as
18 vulnerability-related crime and demand. So I'm talking
19 about exponential increases in sexual offences, child
20 protection related matters, and then we're talking now
21 about mental health-related issues. And of course
22 mental health ill health is an issue that can overlap
23 with every single incident a police officer or staff
24 deals with.

25 **Q.** I want to take a brief look at a Nottinghamshire Police

31

1 **A.** What Right Care, Right Person and, you know, reminding
2 you of what you've told me, it is focused on people that
3 don't present a risk to themselves or others, or are
4 involved in a crime that needs investigating. Nothing
5 that I've seen around the case of VC would indicate that
6 he would fall into that bracket. He was an individual
7 that was reported for committing crime, was involved in
8 crime, he should not have been moving down a right care,
9 right person pathway, I'm not even aware that he was.

10 In terms of your direct question, there is a risk
11 that people might be misidentified into that pathway
12 when they do, in fact, present a risk. There are plenty
13 of measures in the toolkit to mitigate against that.

14 **Q.** Essentially, if you have, say, junior officers day in
15 day out coming across too many mental health cases, is
16 there a risk that they write off a particular case as
17 just another mental health care case, in your
18 experience?

19 **A.** There's a number of safeguards, so the -- an initial
20 call is most likely, almost exclusively, to come through
21 a control room. The control room would staff would have
22 been trained in Right Care, Right Person and whether
23 something should be moved into a health treatment domain
24 or whether it should stay with the police.

25 Of course an officer will get deployed to it, and an

30

1 policy it's NGPF0006002, and that's a policy that we've
2 looked at several times in this Inquiry. It's called
3 Dealing with Persons with Mental Health. And if we
4 could start on page 19 and I'll just take you to a few
5 sections that we've looked at in the Inquiry. The
6 bottom of page 19, we have section 3.5.1 and that says:

7 "The fact that a suspect is believed to have mental
8 ... health or learning difficulties must not preclude
9 full investigation of an offence and should only rarely
10 prevent arrest and/or interview of a suspect.

11 "A healthcare response to such suspects should not
12 be seen as an alternative to criminal investigation or
13 vice versa. In many cases there may be a need for both
14 responses to take place alongside each other.

15 "There is a misconception that arrest, interview and
16 prosecution of persons with mental disorder should not
17 be considered due to 'mental capacity' issues and/or the
18 public interest".

19 Just pausing there, are you aware of that
20 misconception?

21 **A.** It is a -- whatever drives a misconception, that is
22 a risk and an issue, and it could be a misconception, as
23 you've just illustrated, it's driven by "really I'm too
24 busy, this is a mental health related issue." But what
25 I can tell you with great conviction, both as a senior

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1 leader and chief officer and an operational officer,
 2 I've intervened on many occasions to make sure that
 3 suspects who are under investigation for particularly
 4 serious offences do not disappear down an avenue
 5 entirely called mental health treatment and then we
 6 wonder whatever happens to them.

7 So I completely support the principle in this, but
 8 it takes active leadership at every level to make sure
 9 that that, whatever the motivation, doesn't happen.

10 **Q.** It goes on to say:

11 "In reality there is a presumption that, unless the
 12 suspect is already detained as an involuntary patient in
 13 a psychiatric facility, he/she has the mental capacity
 14 to be detained, interviewed, and prosecuted."

15 If we then move on to the bottom of page 22, top of
 16 page 23, the bottom of that page addresses public
 17 interest issues and it says:

18 "When a person experiencing a mental disorder
 19 commits an offence, it is sometimes presumed that the
 20 offence is linked to the mental disorder. This is often
 21 not the case and the mentally disordered offender may
 22 then proceed through the Criminal Justice System. It is
 23 no more helpful or fair for people with mental
 24 ill health or learning difficulties to be 'labelled' as
 25 unfit to prosecute than it is to assume they are not fit

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1 health ill health, a learning disability [or]
 2 intoxication ... Mental health problems and illness
 3 exist along a continuum of severity and even those with
 4 severe and enduring mental illness may have episodes of
 5 functioning very well, and may have episodes of crisis."

6 So that is a degree of acknowledgement that there
 7 may be cases where in fact people are functioning
 8 perfectly well and should be pursued through the
 9 criminal justice system.

10 **A.** May I say, this APP is underpinned by a philosophy or an
 11 approach of curiosity that is embedded within many of
 12 our Authorised Professional Practices, notably the
 13 investigation.

14 So when an officer is considering, in their
 15 decision-making, the gathering of information and
 16 intelligence, they should be curious not to deal with it
 17 as an isolated incident alone. What are the reasons why
 18 this individual is presenting? Are they dangerous? Are
 19 they vulnerable? And all of that information should
 20 equip them to make the best decision to protect the
 21 public and fulfil their mission.

22 **Q.** If we move on to page 147 we can see this further
 23 addressed. There's a section on prosecution decisions
 24 and it says:

25 "Initially, police officers are required to consider

35

1 or competent to access the criminal justice system as
 2 victims or witnesses."

3 This is the other side of the coin, isn't it, that
 4 there are people with mental health individuals who may
 5 also be criminals?

6 **A.** I have to say that in my experience -- it would be
 7 helpful to be able to back it up with data, but I don't
 8 have any available -- the majority of mental health
 9 correlated issues that policing encounters, someone is
 10 vulnerable. But there are occasions when someone is
 11 both vulnerable and presents a risk and a danger, and
 12 then there are occasions when some people are genuinely
 13 very, very dangerous and need to be dealt with as such,
 14 and I would always want to be alert to making sure that
 15 people have to accept the consequences of their criminal
 16 behaviour and conduct.

17 **Q.** Thank you. If we could move on, then, to looking at the
 18 College of Policing APP, the Mental Health APP, and
 19 that's HOMF0000001, please. This is the front sheet.
 20 It's a very long document but if we could start by
 21 looking at page 35. It's about halfway down that page
 22 but the paragraph says:

23 "Officers should also consider the possible
 24 explanations for an individual's behaviour, including
 25 physical illness, injury or neuro-disability, mental

34

1 whether there is enough evidence to charge the suspect.
 2 To the extent that they are able to use discretionary
 3 decision-making for summary offences, they may also
 4 consider out of court disposal options such as
 5 cautioning."

6 Then below it goes on to address diversion from
 7 prosecution, and it says:

8 "In reaching decisions about whether to institute an
 9 out-of-court disposal for an offence, officers should
 10 consider the suspect's level of vulnerability.
 11 Someone's mental health problems could suggest the
 12 prosecution would be inappropriate (for example, when
 13 someone is acutely unwell and the offence is trivial)."

14 Moving on a couple of paragraphs, it says:

15 "In situations where there is a risk to public
 16 safety (public protection issues), however, prosecution
 17 may still be the most effective way to ensure
 18 appropriate management of an individual."

19 And then there's a section on when prosecution is
 20 appropriate. Just starting on the second sentence of
 21 that first paragraph it says:

22 "... prosecution will be appropriate when criminal
 23 courts are best placed to weigh the full context and
 24 circumstances of a particular case, in the light of full
 25 psychiatric reports.

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1 "Prosecution may be necessary for more serious
2 offences, even where vulnerable suspects are potentially
3 seriously unwell."

4 What you don't find in this policy is -- there is
5 some mention there of the serious cases, but what to do
6 in a situation where perhaps the case is less serious,
7 and involves mental health concerns, the kind of
8 guidance we saw in that Nottinghamshire Police policy,
9 for example.

10 Do you think that there's more that could be done in
11 this particular APP, in reinforcing the importance,
12 actually, of pursuing certain categories of people
13 within the criminal justice system?

14 **A.** I appreciate that you've drawn me to specific pages of
15 the APP. So without going through it all, I'm very
16 open-minded to the fact that we could review it and
17 amend and improve it, but particularly in the light of
18 the findings of this and any other inquiries, to ensure
19 that it is as appropriate and relevant as possible.

20 **Q.** I think you've said in your witness statement that
21 there's going to be a public consultation.

22 **A.** There will be.

23 **Q.** Is this the kind of issue that you might be looking to
24 address in that consultation?

25 **A.** Public protection, the safety of the public, should be

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1 mentioned, is that if officers are attending mental
2 health cases less, there's a potential that they won't
3 be involved in cases where there are actual cases of
4 criminality. Is that something you're aware of,
5 something you're concerned about?

6 **A.** I think the funnel of demand still starts with policing,
7 and by way of example of my last police force, Avon and
8 Somerset, we had a mental health worker in our control
9 room 24/7 who was able to realtime access mental health
10 records and inform risk assessments and appropriate
11 allocation of resources.

12 So I think it is unlikely that people who are
13 experiencing mental ill health will not come through the
14 police funnel of demand. Whether that's a police
15 control room, most likely, or other means, I think
16 that's reasonably low risk.

17 **Q.** One of the things that we've heard some evidence on from
18 a member of the Nottinghamshire Street Triage Team is
19 that a result of Right Care, Right Person is in fact
20 that they are shutting Street Triage teams around the
21 country. Is that something you're aware of?

22 **A.** The -- I am aware of that, because the College of
23 Policing employs a subject matter expert on mental
24 ill health who is involved in rewriting the Mental
25 Health Authorised Professional Practice.

39

1 at the top of our concern. So yes, it is.

2 **Q.** Very briefly, how are you going to go about that public
3 consultation?

4 **A.** So we'll create a draft document in consultation with
5 the sector, with partners, using any academic evidence,
6 any recommendations from coroner's inquests,
7 His Majesty's Inspectorate of Constabulary or inquiries
8 such as this.

9 The public consultation I believe is made for about
10 eight weeks. Just by way of an example -- and we might
11 talk about this later as well -- we not long ago
12 finished a public consultation on the new Communications
13 Authorised Professional Practice and we had very
14 substantial feedback from outside of policing.

15 **Q.** Do you have a potential timeline in mind for the Mental
16 Health APP?

17 **A.** It is scheduled for this year, and I'm mindful of the
18 fact that this Inquiry is unlikely to report before the
19 end of this year, but that's not a reason in my mind for
20 putting it off. We should act with the information as
21 best we have at the time, so it is due this year.

22 **Q.** Thank you. I'd like to ask you about some of the
23 unintended consequences of the change to Right Care,
24 Right Person. The APP can come off the screen, please.

25 One consequence, I think it's one you've already

38

1 There is a substantial debate on how the principle,
2 if we accept the principle of Right Care, Right Person
3 is correct, are delivered. And the principle is
4 actually policing should deal with public protection and
5 criminality, and mental health services should deal
6 with -- are best placed to deal with people who need
7 mental health treatment.

8 None of that is intended to withdraw the police from
9 investigating offences or crimes that may have been
10 committed by people suffering a mental ill health, and
11 none of it is intended to withdraw the police from
12 properly engaging in public protection measures where
13 people who are experiencing mental ill health may
14 present a danger to the community. Absolutely that is
15 not what it is about.

16 **Q.** To summarise her evidence, I think it was really that
17 the police are still having to go to those mental
18 health --

19 **A.** Yes.

20 **Q.** -- cases, but just now without the support of the Street
21 Triage Team. Is that something you're aware of?

22 **A.** No, I'm not aware of that. I know you're asking me
23 questions, but I wonder why those mental health triage
24 teams have been withdrawn if that's the case. That
25 doesn't sound like that's Right Care, Right Person

40

1 working to me.

2 **Q.** Are you aware of teams around the country reducing in
3 number or being shut down?

4 **A.** I have heard that some Street Triage has been withdrawn
5 from, yes.

6 **Q.** What is your view on that, then?

7 **A.** As with any policing decision, and I follow the National
8 Decision-making Model, I would like to see the data and
9 the intelligence and the analysis to explain what -- why
10 that's the case.

11 Now my understanding is, and you appreciate this is
12 third hand, it's been explained to me that the mental
13 health services have decided to provide the provision in
14 a different means. Now actually that is a matter for
15 them about how they provide mental health services, and
16 of course, the College of Policing offers the
17 overarching guidance and toolkit around Right Care,
18 Right Person but this is -- the question of how it's
19 provided and who provides it is a question for
20 individual Chief Constables and Chief Executives of the
21 Mental Health Trust and any other partners involved. So
22 I can't speak for why they might have withdrawn them or
23 indeed whether that's a good idea or not. I'd want to
24 look at the evidence and intelligence that would help me
25 make a good decision about that.

41

1 APP. Page 1 sets out the legal background, it has
2 detail about the GDPR and Data Protection Act, the Human
3 Rights Act.

4 If we go over the page, please, to page 3, the
5 bottom of page 2 into page 3 it sets out various
6 agreements that can be drawn up. So we have sharing
7 agreements, data processing contract, memorandum of
8 understanding, service level agreement. Over the page
9 we get on page 4 to information-sharing agreements. And
10 if we can turn over, please, to page 7 it specifically
11 addresses information-sharing agreements and the
12 "Requirement for an information sharing agreement". It
13 sets out various factors to consider at the bottom of
14 this page and if we scroll over to the bottom of this
15 page, it goes on to address national information-sharing
16 agreements, and it says:

17 "National [information-sharing agreements] ...
18 enable information to be shared from a national police
19 system (for example, [Police National Computer]) to an
20 external organisation. For example, forces are under
21 obligation to share information from [the] Police
22 National Computer] to the Gangmasters Licensing
23 Authority ..."

24 Is there more that can be done to make information
25 sharing agreement on a national level? I mean the

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1 **Q.** A slightly separate issue, we've heard from some
2 witnesses about a potential decline in forensic
3 psychiatrists attending the custody suite, and
4 a reduction in those available to carry out mental
5 health assessments in custody. Is that something that
6 you have any acknowledge or experience of?

7 **A.** I'm not aware of that. I think, if you need a team to
8 make a mental health assessment of somebody who appears
9 to be mentally ill in custody, those agencies have to
10 provide those individuals. It's not something they can
11 simply walk away from. The frustration for policing is
12 sometimes it will take them many, many hours to turn up.

13 **Q.** Is that anything that the College of Policing can assist
14 with, in terms of guidance as to when to require that
15 kind of assistance?

16 **A.** No, I don't. I think the law is in place around that.

17 **Q.** Thank you. I'll move on, then, to the second topic and
18 that's information sharing. One problem that we've
19 heard in this Inquiry is that different forces are using
20 different systems, and also a separate issue about
21 different information-sharing policies.

22 **A.** Mm.

23 **Q.** I'll start with that first one, the information-sharing
24 policies. Could we please begin on WITN0349010, please.
25 And this the College of Policing Information Sharing

42

1 Gangmasters Licensing Authority is quite a narrow area.

2 **A.** Mm.

3 **Q.** Do you think there is more that could be done to
4 implement national data sharing agreements?

5 **A.** I think data sharing is an essential enabler of good
6 decision making and public protection. So yes, more
7 could be done to enable data sharing on a national
8 level.

9 **Q.** To what extent is there an issues with the existing law,
10 the GDPR, Data Protection Act, that inhibits important
11 information sharing?

12 **A.** These documents are largely intended at subject matter
13 experts. I wouldn't want the Inquiry to be under the
14 impression that every frontline officer needs to
15 understand this detailed information. The general
16 principle of data sharing is if you need to share data
17 for a policing purpose, particularly if there's a public
18 protection related issue, not only could you, but you
19 should do; you've got a responsibility to do it.

20 I think that, rather than more legislation, unless
21 the legislation took a fresh view of where we are and
22 introduced some greater degree of simplicity, I actually
23 think this is more of a cultural problem in policing,
24 that people are frightened to share information. It's
25 not an approach I've pursued. You've probably heard the

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1 expression "dare to share", but if you need to share
2 information in order to protect a person or stop
3 a crime, almost certainly all of this guidance and
4 legislation allows you to share it.

5 Now, if you're a frontline officer, if your
6 organisation has got information-sharing agreement,
7 whether that's in line with a national one or whether
8 it's local, then it should be easier. But even if that
9 agreement doesn't exist, I would say that you could and
10 should share the information for a policing purpose, and
11 it's a practice I've pursued organisationally and
12 individually for my career.

13 **Q.** The law, as it currently stands, requires justification
14 for departure as the starting point. Do you think that
15 there should be some sort of positive duty on the
16 police?

17 **A.** I think the positive duty, if it is about the protection
18 of people and the prevention of crime, yes. It needs to
19 be -- everything we do needs to be underpinned by three
20 things: necessary, proportional -- proportionate, and
21 legal. But actually, in answer to your broad question,
22 yes, there should be a responsibility.

23 **Q.** At paragraph 80 of your witness statement, you've said:
24 "The Inquiry should consider recommending that
25 agencies establish clear protocols for sharing

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1 **A.** So when I first became chief in Avon and Somerset in
2 2016, in the first week that I had that job, I had the
3 very serious task of meeting the family of man who had
4 been murdered, who the police -- he shouldn't have been
5 murdered, that's the bottom line. And ever since the
6 murder of Holly and Jessica in Soham, I've felt that
7 policing needs to harness information to help it make
8 better decisions to fulfil its mission. That's what
9 we're here to do, protect the public and stop those most
10 awful of crimes and this is obviously one.

11 Now, in apologising to the Bijan Ebrahimi's sisters
12 I promised, as you would have expected me to do, to do
13 everything in my power to make sure that nothing like
14 this happened where I could prevent it in the future.

15 It's a commitment that you might say is easily made,
16 but I took it very seriously and I shared it with my
17 organisation and, by the way, some officers and staff
18 were sent to prison for failing Bijan. A very serious
19 issue.

20 One of my team of analysts said, "I can join these
21 dots for you", and the constabulary absorbed perhaps
22 10 million dots a day. I can tell you what they are,
23 but it's that big in terms of the risk that
24 organisations and individuals have to manage.

25 We created two predictive applications. One pushed

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1 information about medication non-compliance or other
2 early warning signs of relapse ..."

3 In your view, what kind of information would need to
4 be shared and with whom in that respect?

5 **A.** One of the observations I would make is that many
6 organisations, let alone individuals in those
7 organisations, will come across incidents which we might
8 call dots. The dots need to be joined up in order to
9 create a full picture. A full picture of the threat and
10 the risk and the harm, which is why I make an
11 observation that organisations should be consistent in
12 their recordkeeping. They should share information.

13 Now, in the 21st century there are means of managing
14 huge volumes of data. Data that I would call a blizzard
15 of risk, and harnessing that to help create better
16 decisions about what to do what to not do in order to
17 protect the vulnerable and pursue those who the public
18 need protecting from or who have committed a crime.

19 I'm very happy to talk about an approach I took in
20 my last police force that did just that, but it's my
21 role in the College of Policing to try and spread that
22 sort of good practice and that approach across policing.

23 **Q.** Briefly, if you are able to address your previous
24 practice to give us an indication of what might be worth
25 rolling out on a more national level?

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1 about a quarter of a million known offenders through
2 a risk algorithm of escalating managed/unmanaged,
3 domestic violence and different types of offending, and
4 the other pushed about 50,000 vulnerable people of
5 which, by the way, to the best of my knowledge, the
6 people who experienced violence here were not -- they
7 wouldn't have been on any vulnerability list, but the
8 dangerous person most certainly was.

9 And in a short period where I challenged the guy
10 that said that he could do this, proved me wrong and
11 said this is too difficult, we were modelling the
12 outcome of who was committing the harm and who was
13 suffering it, and it was so impactful that I said it
14 would touch every corner of that organisation within
15 12 months, and indeed it did, and it helped that force
16 become one of the most efficient and effective.

17 Now, we are now in 2026, and we're beginning to
18 understand what the power of artificial intelligence is.
19 Because the power that I harnessed then was artificial
20 intelligence. We are effectively committing analytics
21 on over a quarter of a million people every single day.
22 I couldn't possibly employ enough people to do that, but
23 what I made sure is that the decision making at the end
24 of it, and I hardwired the outcomes into the
25 organisation's decision-making practices, I always

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1 ensured there was a human on the end of it.
 2 Now, the College of Policing is about to take some
 3 responsibility for developing AI within policing. Thank
 4 goodness for that. We need to harness ethical AI to
 5 help us fulfil our mission of protecting the public and
 6 catching criminals much more effectively than, dare
 7 I say it, we have done in this case.
 8 **Q.** So that is analysing data that is held by the police.
 9 **A.** Yeah.
 10 **Q.** The difficulty we have here is not just information
 11 that's held by police but information that isn't known
 12 by the police because it's held by, for example, the
 13 NHS. How do you get around that issue?
 14 **A.** So I also ran a pilot that was sponsored by the Home
 15 Office that we would call it federated, joined, the data
 16 from about 30 agencies for the use of prevention of harm
 17 only, and those agencies obviously include health and
 18 housing, because our frequent flyers, if I use that
 19 expression, the super-users of police demand are also
 20 the super-users of other public sector demand.
 21 Now, you asked me about data sharing. The public,
 22 in the United Kingdom, are understandably -- I am one of
 23 them -- very cautious about data sharing, but we
 24 certainly seem prepared to share that data with Tesco's
 25 Clubcard, Facebook, and other means. I do think it's

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1 **Q.** Moving forward, you're developing an AI tool now, are
 2 you seeking similar agreements from the NHS, social
 3 services, other bodies?
 4 **A.** So that is an operational use of the tool. The College
 5 of Policing is not operational. So we have -- we are
 6 testing an operational tool that -- and this Inquiry
 7 will already know, never mind the further evidence I've
 8 got to give, that there is a wealth -- there is more
 9 guidance than one individual could ever consume and use,
 10 but we've produced a tool that's proven to be incredibly
 11 productive that will give instantaneous advice on
 12 trusted sources, not any mirages from the Internet,
 13 trusted sources, whether it's in the -- on the beat, in
 14 the briefing room or in the boardroom, so that people
 15 can follow this evidence-based guidance at far more
 16 consistently than they do at the moment.
 17 **Q.** So essentially you are producing a tool that will assist
 18 with your guidance.
 19 **A.** Yeah.
 20 **Q.** Is there somebody creating a tool that addresses
 21 information sharing between bodies?
 22 **A.** The College of Policing is developing which AI tools
 23 will be game changing, and testing them and rolling them
 24 out at far greater pace than we've seen from Right Care,
 25 Right Person. And that work has just started.

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1 a serious national conversation that we have is to what
 2 extent are we prepared to share, responsibly and
 3 ethically, public sector data in order to deliver
 4 services to taxpayers at far lower cost in a way that is
 5 far more efficient than is currently the case, and
 6 I certainly are one that believes we should.

7 That pilot that we ran in Bristol is called the
 8 Safer Bristol Project. We were identifying -- we were
 9 using it, for example, to identify -- and it was mainly
 10 young girls who we were predicting were at harm of
 11 sexual exploitation and divert them away from that awful
 12 future way before the police would ever have come into
 13 contact with them.

14 Now it's a completely different account but what I'm
 15 saying is --

16 **Q.** Was that using health data?

17 **A.** Yes, it was.

18 **Q.** And was it using social service data?

19 **A.** Yes, and housing.

20 **Q.** How did you achieve that? How did you get them to agree
 21 -- *(overspeaking)* --

22 **A.** Through following the sort of guidance that I issue that
 23 is not straightforward at all and you need experts to do
 24 it, and I kept the Information Commissioner very close
 25 to it.

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1 The formation, I believe, of a National Police
 2 Service will help broker the sort of information sharing
 3 agreements which will make this far more
 4 straightforward, even under the existing legislation.

5 **Q.** That brings us really to the Code of Practice in
 6 relation to the new Police National Computer. If we
 7 could please turn to WITN0349005. This is a 2023 Code
 8 of Practice. So as a Code of Practice it's required to
 9 be taken into account by chief constables; is that
 10 right?

11 **A.** Yes, they must have due regard to it. It's about as
 12 strong as it gets. To my frustration, they could still
 13 have due regard and decide not to follow it.

14 **Q.** And this addresses both the Police National Computer and
 15 the Law Enforcement Data Service. We'll hear from the
 16 Home Office in due course but if you could assist us
 17 with the Law Enforcement Data Service and what it
 18 involves.

19 **A.** Now this is an area that I'm not -- I am responsible for
 20 this Code of Practice and we worked with the Home Office
 21 to pass it. They wanted us to pass this and we worked
 22 with them to do it. The Home Office are responsible in
 23 their entirety for the migration of the Police National
 24 Computer to the law enforcement database. Our sole
 25 involvement in it, beyond this Code of Practice, is to

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1 support them, as is required, in the training of
 2 officers and staff to use LEDS.
 3 **Q.** And tell me if you're not aware of how it works in
 4 practice, but are you aware of any significant
 5 differences between the Police National Computer and the
 6 Law Enforcement Data Service?
 7 **A.** No, I wouldn't be the best person to answer those
 8 questions. The Police National Computer, though, I am
 9 aware celebrated its 50th birthday last year so it's
 10 well overdue for replacement.
 11 **Q.** Thank you. If we could turn, please, to page 18 it sets
 12 out principles. It says:
 13 "Ten principles for the professional and ethical use
 14 of data and information."
 15 The first principle, "Securing data held on
 16 systems":
 17 "Robust arrangements must be in place to ensure
 18 appropriate security of the data ..."
 19 Second, "Creating the data record on PNC or LEDS":
 20 "Data stored on [those systems] ... should only be
 21 created or entered for law enforcement, other policing
 22 or safeguarding purposes."
 23 The next principle, "Amending and updating the data
 24 record":
 25 "The data stored on PNC or LEDS must be accurate and

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1 **A.** The earlier principles around the accuracy of the data
 2 are equally as important. So you need to have accurate
 3 data in order to make some good decisions, but I do
 4 agree that one should always start with the end in mind.
 5 We don't curate and hold this data for the sake of it;
 6 we hold it to help us do our job better.
 7 So in principle, I agree with you, yes.
 8 **Q.** And what do you think can be done to really emphasise
 9 that final point?
 10 **A.** I would be inclined to flip it on its -- flip this
 11 sequencing on its head and start with the purpose.
 12 **Q.** And again, looking from a national perspective, would
 13 a national information-sharing agreement with key bodies
 14 such as the NHS be a good place to start?
 15 **A.** It would be, and just to give an example of that,
 16 between 2010 and 2016 I held the responsibility for
 17 licensing shotguns and firearms on behalf of the then
 18 ACPO, became the National Police Chiefs' Council.
 19 I made then two changes that I would illustrate as
 20 an example of exactly what you're saying. So the first
 21 was that licences used to be reviewed every five years.
 22 Now actually, inconveniently for policing, people
 23 certainly don't become suddenly unsuitable to hold
 24 a shotgun or firearm or become dangerous once every
 25 five years. These things happen because of life events,

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1 up to date."
 2 Over the page, please:
 3 "Validating the data record":
 4 "... [It] must be correct and relevant."
 5 Then "Review, retention and disposal", that must be
 6 regularly reviewed.
 7 "Accessing and applying the data held":
 8 "All data ... must be processed ethically ..."
 9 "Reporting and analysing the data held", it needs to
 10 be assessed for its accuracy, and it's only when you get
 11 to the bottom of this page where we get to sharing data
 12 that's held and it says:
 13 "Shared access to data is essential to [discharge]
 14 ... law enforcement, other policing, national security
 15 or safeguarding purposes. [But] The Code seeks to
 16 encourage effective data disclosure to better support
 17 law enforcement and public protection. This should
 18 always conform to [the] requirements of the law as well
 19 as ethical and professional standards."
 20 Most of those principles relate to protecting the
 21 data.
 22 **A.** Mm.
 23 **Q.** And as I said, it's only really when we get to the end
 24 of the second page that we get to sharing. Do you think
 25 that there is an imbalance there?

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1 including mental ill health. So I changed the doctrine
 2 to be one of 24/7, 365 risk management, which is exactly
 3 what you would expect.
 4 But the second change that I made was I had a number
 5 of -- and I have to say, they were not without
 6 significant disagreement with a number of the
 7 stakeholders, I secured a national data sharing protocol
 8 with the National Health Service to make sure that
 9 everyone with a shotgun or firearm had a marker on their
 10 NHS record so that if they presented at a doctor's
 11 surgery with a deterioration of mental health or
 12 presenting some form of risk or otherwise, the doctor
 13 could consider in ethical terms whether they needed to
 14 share that information with the police. And I do
 15 believe that is exactly the sort of example that you're
 16 saying could be made nationally.
 17 So yes, there should be that much more of that sort
 18 of thing.
 19 **Q.** Is that something that -- I was going to say active
 20 consideration, but let's put active consideration to one
 21 side -- is that something that consideration is being
 22 given to currently?
 23 **A.** I don't think I could say that, to be honest with you.
 24 It's not my job to broker those specific operational
 25 agreements. I'm sure there are lots of people trying to

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1 do good things, but I would say to this Inquiry that
2 data sharing and information sharing needs to be far
3 stronger, refocused on the need to protect the public
4 within England and Wales.

5 **Q.** That's information sharing. I'll just briefly move on
6 to the information systems before we take our
7 mid-afternoon break.

8 We've heard about different police forces using
9 different systems, so we've heard about the NICHE
10 system, but no national version of that. Is that
11 a concern that you have?

12 **A.** On the one hand, it would have been neat for everybody
13 to use the same system, but there are some reasons why
14 that might not be a good idea. For example, you would
15 be at the whim of the supplier to put their prices up or
16 if they suffered some critical incident or failure of
17 some kind. And so I don't think the police using
18 different systems is a problem in itself, so long as
19 they are interoperable and they work to the same
20 standards.

21 Now, I had in my old force of Avon and Somerset
22 about 30 different databases that I federated, I linked.
23 Some of them were very legacy, and so what we now have
24 with some very sophisticated tools and cloud storage is
25 the ability to step above those different operating

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1 a tactical level it means what do I do with VC? Like,
2 I need to know everything about him to make a good
3 decision. That's tactical problem solving. If you
4 don't master your data, if that isn't available to your
5 frontline officers and leaders, you've got a problem.

6 Now, actually strategically, as a police force, you
7 want to ask the question how many incidents of mental
8 ill health am I attending and how many relate to
9 different aspects? That's strategic problem solving.
10 If you don't know the answers to those questions, you're
11 actually flying your aeroplane with the curtains drawn.

12 So policing has got a problem with data. Data is
13 a very significant enabler. It's not a problem to be
14 curated and worried about whether we breach it or lose
15 it. It's something to be harnessed to make us more
16 efficient and effective at what we do, but we don't have
17 to have one operating system to do that.

18 **Q.** In respect of the Police National Computer, we've heard
19 that that doesn't hold the same kind of information that
20 NICHE holds, it's much simpler levels of information.
21 We've also heard about issues relating to not being able
22 to amend certain data on that so that often it will rely
23 on the first account or first charge.

24 Are you aware of any improvements as far as that's
25 concerned?

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1 models and be completely inoperable on data.

2 So I would change the question to a supposition:
3 it's not a problem that policing uses different
4 databases because technology can overcome it. It is
5 a problem that policing uses, on occasions, some really
6 poor legacy IT infrastructure and architecture, but
7 actually what we need to do through police reform, is as
8 a service across the whole of England and Wales, so from
9 the beat to the national, we need to be far more data
10 driven so we can find out what's hurting, what's
11 working. We can intervene early to prevent crime and
12 harm, and we can cut the cost to the taxpayer. This is
13 absolutely essential, but it needs more national
14 coordination and it will need some investment.

15 **Q.** Currently, are there issues with different forces'
16 systems being able to communicate with each other?

17 **A.** There are currently some issues that some police forces
18 haven't completely mastered their own data, never mind
19 the picture above forces, and one of the roles of
20 College of Policing is to intervene in forces that are
21 failing or engaged, as His Majesty's Inspectors observe,
22 and I support those forces in recovery and almost
23 exclusively I would observe that the forces that slip
24 into trouble can't master their data.

25 Now, there are consequences to that, because at

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1 **A.** Police forces will all, should all, be taking
2 significant efforts to make sure that the day-to-day
3 hold is accurate to help them do the job of protecting
4 the public, the point that we were discussing about,
5 that comes right at the document that should be right at
6 the start.

7 One of the problems of police data is inaccurate
8 information, and it wouldn't be unusual for an
9 individual with a tricky name to have nominals created
10 with a name that was difficult to spell creating -- we
11 would call them duplicate nominals. Many, many
12 duplicate nominals. Now, obviously the risk of that, is
13 if you're a patrolling police officer and you had
14 attended an incident involving that individual, you need
15 to know everything that we know about him to understand
16 whether they're vulnerable or dangerous and make a smart
17 decision about what you do.

18 Again, one of the things that I developed and
19 promoted in my last force and it is being shared across
20 England and Wales, is the use of the robotic processes
21 to merge duplicate nominals when it's clear they're the
22 same.

23 **Q.** So how does that happen; is that human led or anything
24 else?

25 **A.** Any data cleansing pre-robotics or automation was human

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1 led, and literally you could put your whole police force
2 on it and never send anyone out and you probably would
3 never get to the end of it. We created a number of
4 robots that if you imagine a nominal, a person, has got
5 say 30, you could say 50 data points that you're going
6 to capture and it's a very simple algorithm that you
7 would set your robot on, if 30 of these match,
8 automatically merge them. If 29 match, refer it to
9 a human decision maker to take a look at it.

10 Now, I think that there was a question of
11 a pseudonym given it case of VC, this is exactly the
12 sort of situation where you need to go know who you're
13 dealing with, because if that person is dangerous, let
14 alone wanted on a warrant, then we should be escalating
15 our activity to trace and protect the public from that
16 individual.

17 **Q.** You spearheaded that as a Chief Constable of
18 a particular force. Is there any work going on there at
19 a national level?

20 **A.** So that work on robotics was associated with the other
21 advanced predictive analytics work, it was taken on by
22 Lancashire police who run a programme of robotics
23 supported by the College of Policing, the Police
24 Productivity Centre to share right keys with it across
25 forces. It does work with the NICHE.

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1 at the Communications and Engagement APP has been
2 revised this year. Perhaps if we could bring on to
3 screen page 15 of your witness statement, paragraph 58.
4 Can you briefly assist us with the changes that had
5 occurred?

6 **A.** This was a piece of professional practice that needed
7 reviewing for a number of reasons, but a significant
8 trigger was a review into the tragic circumstances
9 surrounding the missing person, Nicola Bulley, which the
10 College of Policing concluded, and there were a number
11 of issues in that document which is a matter of public
12 record, but one of them was the significant concern of
13 "mis" and "dis" and malinformation circulating in a way
14 that was unchallenged by policing. So it was something
15 about openness and transparency in a digital age.

16 But there was also significant more work and changes
17 needed around the way in which policing engaged with and
18 supports families and victims, and particularly bereaved
19 families.

20 So a number of changes.

21 **Q.** And has that updated APP now been published?

22 **A.** It has been published and we've managed to embed many
23 aspects of it in both the media as a profession, so it's
24 mirrored by an agreement or a concordat or Code of
25 Practice that the media have presented which was

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1 **Q.** Therefore, it is now being rolled out -- (*overspeaking*)

2 --

3 **A.** It is being rolled out, but I make my point again, far
4 too slowly. These were innovations that I was
5 implementing in 2019. So policing needs to continue to
6 have this local accountability and local focus, but it
7 needs to scale up much more quickly at pace the
8 performance and productivity improving innovations that
9 will do better for the public.

10 **Q.** In your view, why has it been so slow?

11 **A.** Because of its fragmented nature.

12 **Q.** The fragmented nature of different police forces around
13 the country?

14 **A.** And the not invented here approach.

15 **MR BLAKE:** Thank you.

16 Chair, that might be an appropriate moment.

17 **THE CHAIR:** Yes, we'll take a break now. If we come back at
18 3.45, thank you.

19 (3.27 pm)

(A short break)

21 (3.45 pm)

22 **MR BLAKE:** Thank you.

23 **THE CHAIR:** Yes, thank you.

24 **MR BLAKE:** Moving on to a third topic, and that is
25 communication. You've set out in your witness statement

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1 launched in parallel with this. So the industry, the
2 accredited industry, as opposed to citizen journalists,
3 worked with us particularly on it, and we've embedded
4 a number of aspects of it in -- within training products
5 particularly at a strategic level to help officers and
6 staff feel more confident explaining to the public what
7 they're doing and why they're doing it.

8 There was a number of reasons white the relationship
9 became frosty between the police and the media, and
10 whilst it doesn't want to be cosy or inappropriately
11 friendly, the media help us solve many crimes. They're
12 essential partners to policing.

13 **Q.** One of the things that was touched on in the Nicola
14 Bulley publication from the College of Policing was the
15 issue of non-reportable briefings. What is the issue
16 there so far as you see it?

17 **A.** A non-reportable briefing, they've always, within my
18 service, been something which, under circumstances,
19 could be delivered, and those circumstances are where
20 something is complex and fast-moving, and there is
21 a necessity and a proportionality to brief members of
22 the media about what's happening to ensure that maybe
23 some public protection is respected, some risk is
24 managed, some sensitivities or law are not transgressed
25 upon so that the investigation can continue in a way

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1 that could be successful in bringing people to justice
2 if necessary, but in a way that manages, balances,
3 what's out in the public domain.

4 So a non-reportable briefing is just that: it's
5 whether the media are reported under very clear
6 restrictions, the accredited media, on those sensitive
7 issues.

8 **Q.** And putting this particular case to one side, are you
9 aware of any concerns about misuse of those briefings in
10 respect of, for example, seeking to get the media on
11 side?

12 **A.** I'm aware of some popular journalism that is of a view
13 that it should all be out there in public.

14 **Q.** And what is your view?

15 **A.** I think there are limited occasions where a
16 non-reportable briefing is an appropriate course of
17 action to take.

18 **Q.** How about, and you've said there are concerns from
19 journalists, is there a concern within the police force
20 that some police forces -- and, as I say, not commenting
21 at all on this particular case -- misuse those
22 opportunities?

23 **A.** I'm not aware of that, to be honest with you. The
24 concern amongst the media community is limited to one
25 person, who takes an issue with it. All of the other

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1 separate issue to the media issue. Do you have any
2 views on that at all?

3 **A.** The Family Liaison Officer, actually, is a role and
4 a post that was innovated from my old police force, I
5 believe in the late eighties or early nineties, and now
6 it's become an accepted part of policing.

7 It addresses, in part, the issue that a family,
8 particularly a bereaved family, has got many, many
9 questions, all of which must be answered as openly, as
10 transparently as possible. They must find out nothing
11 through a third party or media that the police should
12 have told them first, and actually that family can
13 become very dependent. They can develop a close
14 relationship with the Family Liaison Officer.

15 It should be professional, of course, under all
16 circumstances, but I think, by my understanding, most
17 families would say "If you've got something to tell me,
18 I want to hear it from the person I've built
19 a relationship up with and I trust."

20 Now in my experience also, and I've never been
21 a Family Liaison Officer, the Family Liaison Officer
22 will, should, could, broker agreements with the Chief
23 Crown Prosecutor, and broker a meeting with them,
24 certainly would facilitate a meeting with the Senior
25 Investigating Officer.

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1 journalists that I've dealt with say, "We understand
2 that this is an appropriate tool to use on occasions."

3 But I have to say, it's a rare occasion. It's
4 fast-moving, dynamic, complex, sensitive for legal
5 reasons or public protection. These are exceptional
6 reasons, and I would think, I don't know, there are some
7 police forces that haven't had a non-reportable briefing
8 in the last 12 months.

9 **Q.** A separate issue on communication is the role of the
10 Family Liaison Officer, and the provision of information
11 to families in a complex case. Is that something that
12 the College of Policing has looked into at all?

13 **A.** We found in the Nicola Bulley review that the family
14 were not well supported in what was a tsunami of public
15 interest and media interest around the case. It was
16 a very significant shortcoming that brought huge pain,
17 as I understand it, upon the family and friends.

18 Now that's just not right. So what we changed was
19 to introduce, where appropriate, media support for
20 bereaved families, and we introduced -- we reviewed the
21 material that we make available for Family Liaison
22 Officers.

23 **Q.** In terms of the role of the Family Liaison Officer,
24 we've heard about them having to communicate quite
25 complex legal issues to families as well. That's a

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1 So whilst they might be the focal point for
2 communications, it really isn't and shouldn't be them
3 delivering very complex decisions or developments that
4 are beyond the extent of their personal knowledge and
5 expertise.

6 **Q.** Does the College of Policing have a role in respect of
7 any guidance to FLOs as to where to draw the line?

8 **A.** So we're a relatively small organisation within a very
9 big sector and we have to prioritise what products we
10 can make available and where we focus our activities.
11 So the extent of our support is to support a National
12 Police Chiefs' Council lead, Family Liaison Officer lead
13 with curriculum and material for training courses that
14 are delivered locally.

15 Now, that is currently under review to the extent
16 that we may be able to develop that some more, but
17 I very much doubt we would have the capacity to deliver
18 all those courses ourselves, which if you want absolute
19 consistency, is one way of ensuring it.

20 **Q.** Have you given any thought to, for example, the
21 separation of the role so that you have the role of an
22 investigator as a Family Liaison Officer and some other
23 role of support or advocacy?

24 **A.** I'm open to any new ideas, particularly if this Inquiry
25 puts them forward, but I actually think that would

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1 dilute the power of the role, and if you're of the view
2 that the role can become too much, I would ask you to
3 consider that: that the Family Liaison Officers will
4 have a coordinating supervisory role and they should
5 have a senior champion which could be a Chief
6 Superintendent or a chief officer that effectively will
7 make sure they've got the right support, the right
8 professional development, and the right welfare
9 monitoring triggers because it's an incredibly
10 emotionally demanding role to provide that with
11 a professional level of empathy that is needed.

12 **Q.** So might one solution be greater signposting from Family
13 Liaison Officers to external bodies such as the CPS?

14 **A.** I think the Family Liaison Officer should consider how
15 best they use all of the resources at their disposal,
16 access to the SiO, access to the Crown prosecutor that's
17 leading the case, or other partner agencies to make sure
18 that we don't lose the power of one person with a very
19 strong professional relationship with the family, but we
20 do lighten the burden and actually bring some people in
21 who really know what they're talking about.

22 So it wouldn't be the Family Liaison Officer under
23 the refresher, the APP, giving the media advice, they
24 would bring in a media expert.

25 **Q.** Thank you. I want to move on, then, to a totally

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1 **A.** Well, I know that we engaged in -- so Nottinghamshire
2 Police asked us to help them develop a new approach to
3 managing warrants and I'm pleased that they did that.
4 It's good to invite external support and scrutiny.

5 And through the number of focus groups,
6 Nottinghamshire Police effectively launched a new
7 approach to warrants, you'll see the dates on this,
8 which I -- and I don't know whether there was
9 a discussion between my team and their team about "we
10 really ought to be offering something on our Practice
11 Bank, can you submit it please?" But one way or
12 another, this promising practice is now a feature of our
13 Practice Bank.

14 **Q.** So in fact this was produced by Nottinghamshire Police
15 and submitted to the College of Policing?

16 **A.** That's the way it works.

17 **Q.** Thank you. That sets out there, it's a:

18 "... prioritisation platform."

19 It says:

20 "A Power Bi generated platform to improve efficiency
21 by enabling the force to visualise data on wanted on
22 warrant persons and using this data to drive
23 performance."

24 If we go over the page, please, we can see the aim:

25 "To provide efficiency to offender management,

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1 different topic and that's the issue of warrants.

2 You've set out at paragraph 65 of your witness
3 statement, we don't need to bring it up on to screen,
4 that:

5 "On 28 March 2024 the College [of Policing] wrote to
6 all Chief Constables inviting them to contribute
7 examples of effective practice in managing wanted lists
8 and high-risk individuals."

9 Was that triggered by the Nottingham case?

10 **A.** Yes.

11 **Q.** If we could please bring on to screen WITN0349019, now
12 you've already explained what the practice bank is.

13 This is a document that is stored on the College
14 of Police's Practice Bank; is that right?

15 **A.** That's right.

16 **Q.** So what is its status?

17 **A.** It is promising or innovative. It's not -- if anyone in
18 policing is thinking: I wonder how I should do this,
19 I hope their first port of call would be the College of
20 Policing and whether it's APP, evidence-based guidance,
21 the Practice Bank, then, actually, we've got -- we have
22 got something to say on how to do most difficult
23 problems in policing.

24 **Q.** Can you assist us with how this came about? Who were
25 you approached by and why?

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1 specifically around wanted persons, by prioritising
2 offenders using a range of factors such as the grade of
3 [the] warrant and the Cambridge Harm Index ..."

4 Then there's an intended outcome, a description.
5 I just want to read to you the final paragraph on that
6 page it says:

7 "The management of nominals who are wanted on
8 warrant is a prioritised area for Nottinghamshire
9 Police. The force were not satisfied that they had the
10 right information, resource and accountability aligned
11 to ensure warrants were executed effectively. It was
12 felt that there were too many outstanding warrants and
13 arresting suspects/offenders associated with them was
14 taking too long. The force also felt more could be done
15 using crime and intelligence systems available to them
16 to enhance the grade allocated by the court. As a
17 result, it was decided to implement a task and finish
18 group to improve the process."

19 If we go over the page, please, it sets out what is
20 involved. It says:

21 "An important aspect of this project was to be clear
22 about who was responsible for discharging this work; in
23 the case of the Nottinghamshire Police this is the
24 Neighbourhood Policing inspectors ...

25 "Once this work was complete, the data and insight

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1 team delivered a Power Bi dashboard. This negated the
2 need for officers to interrogate the crime admin system
3 and provide a simple list of warrants that were
4 outstanding in the area."

5 Then the next paragraph says:

6 "In the second iteration of the dashboard, the data
7 insights team created an information dashboard that
8 could draw a range of factors together to provide
9 additional information that could prioritise this work."

10 Are you aware of this being a national issue, in
11 terms of concerns relating to the availability of
12 information relating to the warrants?

13 **A.** I'm not aware of it being a national issue, because the
14 college doesn't hold national data, for example. We
15 would call them outstanding warrants, ones that haven't
16 been executed.

17 But the management of outstanding warrants is
18 something that should be proactively managed, at force
19 and local level, by every single force.

20 I did ask, before coming to the Inquiry,
21 His Majesty's Inspector of Constabulary whether this
22 would be picked up in their PEEL inspection, which is
23 their generic inspection process. The answer is not
24 specifically, unless some breadcrumbs of data lead to
25 this being a problem. But this solution, which I'm

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1 and find the people that are wanted, and start with the
2 most dangerous ones.

3 This -- the dashboard by the way, great development,
4 good -- someone needs to worry about it every day.
5 That's called performance management. Someone senior
6 needs to worry about it, and congratulate people nine
7 times out of ten when they catch the people, but
8 actually squeeze someone's elbow once in a while to say
9 "That isn't good enough. I want this person in by the
10 end of the day."

11 **Q.** And if we turn, please, to page 6, we can see the
12 overall impact is that there's been a reduction in the
13 number of outstanding warrants by approximately 50%. It
14 started off as a high number; it's now reduced by half.
15 How does one ensure that that is improved and that there
16 is continuing compliance?

17 **A.** Worry about it every day. So I would hardwire it into
18 my daily management meeting which deals with force-wide
19 threat, harm and risk. What's happened in the last
20 24 hours? Who's outstanding and wanted? Who's
21 dangerous? What are we focusing on in the next
22 24 hours?

23 Now it isn't the Chief Constable worrying about
24 that, but the Chief Constable needs to set the tone.
25 That's what this force worries about: someone at the

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1 pleased Nottinghamshire Police have put in place, is
2 exactly the sort of approach which I pursued when I was
3 a Chief Constable. So it's not rocket science, is it,
4 it makes sense?

5 What I made sure is that the people who came out as
6 wanted who were presenting the most threat to the
7 public, whether that was in the commission of their
8 crime, burglaries, robberies, car crime or whatever, or
9 whether it was because they were violent and a dangerous
10 person, but I sent my officers who were most trained to
11 deal with threat, harm and risk and violent people after
12 them, and they literally hunted them down until they
13 caught them. These people shouldn't simply just be left
14 wanted or outstanding. Those people, by the way, are
15 the firearms officers, and they're present in every
16 force.

17 **Q.** Did you say they are firearms officers?

18 **A.** Firearms officers are the highest trained officers to
19 deal with potentially dangerous people physically.

20 **Q.** They were used in order to reduce the number of
21 outstanding warrants?

22 **A.** That's what I used my firearms -- when they weren't
23 attending firearms cases, which were mercifully limited
24 in most forces in England and Wales, one of their main
25 purposes that I employed mine for was that you go out

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1 right level has got that on their mind.

2 **Q.** And you mentioned before His Majesty's Inspectorate.
3 Being aware of this, is it your anticipation that the
4 Inspectorate would, on the next inspection, pay
5 attention to this and see how it's developed?

6 **A.** I've not escalated it to that level. The Inspectorate,
7 in the same way that the College of Policing do, we pay
8 great heed and attention to the outputs of any public
9 inquiries or reviews about what has happened. I think
10 this is a key area of police performance that needs to
11 capture people's attention every day.

12 **Q.** Is it feasible for information about warrants to be more
13 widely shared? We've spoken about information sharing
14 and we've spoken about, for example, the NHS. Would
15 there be any benefit, so far as you can see, with
16 sharing warrant information with outside bodies?

17 **A.** Well, interestingly enough in my last force I shared my
18 wanted outstanding -- it wasn't just warrants, it was
19 for any offence: who do I want to speak to about an
20 offence? It could be anything. I shared it with
21 immigration enforcement under a data sharing protocol,
22 and actually that's where you would, wouldn't you,
23 expect the public sector to be working together. So who
24 is most dangerous? It's catching our attention. We
25 should make a bit of a combined effort to make the

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1 biggest impact.

2 So I think you always need -- what is the policing
3 purpose of sharing it, and that's where the lawfulness
4 and the proportionality and the legitimacy follows.

5 **Q.** Can you give some other examples outside of immigration
6 enforcement then that you think it might be useful to
7 share that kind of information?

8 **A.** We -- we have a number of different protocols around
9 sharing data on domestic abuse, where let's say
10 a partner is with someone and they want to find out if
11 they've got a previous offending history, Clare's Law.

12 All of these data sharing good practices, if we call
13 them that, requirements, if we go somewhat further can
14 be underpinned now by much better technology that means
15 you sort of take the "mandrolic" activities out of it
16 and you make sure you do many more.

17 So an example I'm aware, on Clare's Law, is
18 Bedfordshire Police, who have, by the way, integrated
19 their data in the way I have described to support more
20 effective policing. They are making many hundreds more
21 disclosures under that arrangement, which the Chief
22 Constable would strongly purport is having an impact on
23 homicide and harm reduction. There are so many
24 different aspects that we can use our data and insight
25 for, legitimately and ethically, to protect the public.

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1 person, the Force Incident Manager, to other supervisors
2 within control rooms now. So it should assist them deal
3 with the very early moments, minutes, hours, of a major
4 incident.

5 **Q.** One issue that has possibly arisen in this case is the
6 allocation of responsibility for search and how that
7 search is coordinated. Does the new training address
8 that, so far as you're aware?

9 **A.** I regret I'm not across the detail of the curriculum but
10 what I can say is that if a major incident is declared,
11 a chief officer, very senior officer, should be notified
12 as soon as possible, and that individual would start to
13 break out tasks that, with the responsibility of other
14 leaders, to work with the Force Incident Manager and the
15 emerging management structure of that force incident to
16 make the most appropriate response.

17 So for example, the strategic commander, the senior
18 officer, or the FIM, could allocate somebody who is
19 search trained to be responsible for the hunt for any
20 offender, if that was what was going on. It's simply
21 impossible, as I'm sure you appreciate, for one person
22 to juggle all those balls. So the sooner you can start
23 breaking out responsibilities in a coordinated way to
24 people who are trained and qualified and they've got the
25 capability and capacity to do the task, the better.

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1 **Q.** Moving on to the fifth topic and that is management of
2 a major incident. You've described, in your witness
3 statement, changes in 2024 to the Civil Contingencies
4 APP, changes to M/ETHANE, major incident reporting
5 framework, and similar actions.

6 You've also noted that in 2025, the College of
7 Policing introduced national Force Incident Manager
8 course. Can you assist us with what that might involve?

9 **A.** So part of our role is to boost the professionalism of
10 everyone in policing to help them do their job to better
11 protect the public and deliver policing services. The
12 development of the Force Incident Manager training
13 course is a direct outcome of the Manchester Arena
14 Inquiry, and it won't be lost on this Inquiry that the
15 first place in the police force that hears about
16 an emerging major incident is a control room. The
17 person who is responsible for the control room, and it's
18 slightly different structures in every force, is the
19 Force Incident Manager.

20 Now, that emerged from the Manchester Arena Inquiry
21 as a point where a few things that should have happened
22 didn't, a source of problems. And so with the support
23 of the National Police Chiefs' Council, we've introduced
24 the Force Incident Manager course. We've delivered over
25 200 of them now and it's been extended beyond that one

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1 **Q.** Do you know where that's set out at all?

2 **A.** It will be set out in lots of elements of our doctrine.
3 We deliver a training course called MAGIC, which stands
4 for Multi-Agency Gold Incident Command, and that would
5 talk about the command structure, the delegation, the
6 empowerment, the responsibility. And these courses,
7 that one certainly, is supported by what we call
8 immersive training, that's using technology to put
9 people in the role. It's not virtual reality but it's
10 a realtime feed of this has happened, watch this video,
11 that's happened, give a press conference; what's your
12 decision?

13 And actually, if the early decisions are not to
14 delegate and create responsibility to the right people
15 to fulfil certain functions, those functions simply
16 aren't going to get fulfilled.

17 **Q.** In respect of the search function and delegation to an
18 appropriate individual, is that a new concept or
19 something that's existed for some time?

20 **A.** As far as I'm aware, it was something that any major
21 incident -- somebody responsible for it would consider,
22 who is going to be responsible for which aspects of the
23 response. So it could be as simple as, for example, if
24 there was a dog handler at the scene, and in this case
25 the individual who was suspected of being the offender

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1 was on foot, the dog handler would be a very good person
2 to coordinate an initial response to the search.

3 **Q.** In respect of a wider search, who would ordinarily be
4 involved in that in respect of a serious incident?

5 **A.** It would probably be better in a wider responsibility of
6 that individual to sit near the control room, so that
7 they were in the position to immediately influence the
8 nature of any deployments of any officers and resources
9 that were available or call for help or work with
10 outside forces.

11 The College of Policing hosts a capability called
12 the National Search Centre. Now, that National Search
13 Centre has lots of purposes, searching and clearing
14 buildings in terms of explosives and terrorist risk,
15 searching for missing people, but also searching for
16 offenders and issues associated with offenders such as
17 material they might have drop.

18 So somebody who has been through that course would,
19 should, be available in most forces.

20 **Q.** Thank you. Another issue that may potentially arise in
21 this case is the issue of talkgroups and the use of
22 airwaves. Is there anything in the training that we've
23 just discussed or anything further, any learning that
24 the College of Policing has produced in that respect?

25 **A.** No. Each force will -- there is a National Police

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1 and improving the entry routes so that our new recruits
2 are better prepared and better trained as ever before
3 and if anyone was to spend some time at a police
4 training graduation ceremony, I think you'd be impressed
5 and think these people are going to be really good.

6 But recognising however much you've learnt, you
7 still need to put it in place in the workplace. You
8 still need experience. People under tutorship should be
9 tutored 24/7 in everything they do. But in recognising
10 the critical role of leadership, we have a National
11 Leadership Strategy, there are five levels of
12 leadership. Level 1 is in the initial police training
13 and so every recruit would get this, everyone in
14 policing is a leader. The first person turning up on
15 scene is the Gold Commander, they're the leader, that's
16 where M/ETHANE comes into use, that acronym.

17 Level 2 is the sergeant's level and certainly,
18 speaking from my experience as a police leader, that's
19 the level where everything goes right or otherwise
20 because that's the person that is there 24/7, 365,
21 overseeing the quality of the policing that's taking
22 place in that area.

23 So in recognition of that, one of the first products
24 that our national leadership strategic rolled out was a
25 curriculum level 2 training in police forces. Now, all

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1 Chiefs lead on the use of Airwave, which is the
2 communication system, and they will coordinate lots of
3 local and national activity on how to get the best out
4 of the equipment which would include talkgroups, but
5 that doesn't come under my responsibility.

6 **Q.** Thank you. The final substantive topic before we get on
7 to recommendations is new officers and the number of new
8 officers. We've heard that some of the issues in this
9 case may relate to the increase in numbers of police
10 officers from 2019, I think there was a recruitment
11 drive for 20,000 new officers.

12 Putting aside this particular case, are you aware of
13 issues more broadly relating to the training and level
14 of experience of that new influx of recruits?

15 **A.** Very much so. Would you like me to talk about it?

16 **Q.** Yes, please.

17 **A.** Yeah, so the college was a key partner in what was
18 called the police uplift, and as someone who has spent
19 their whole adult life policing, I believe in it and
20 I want better for policing. I do regard that uplift as
21 an opportunity for us to do much better. But of course,
22 20,000 new officers bring stresses and strains in terms
23 of the training and onboarding.

24 The College of Policing has been extensively
25 involved for the last three or more years on polishing

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1 police forces have delivered some level of level 2
2 training, but to be completely frank with you, it
3 differs in quality, and that is an issue.

4 What we found in response -- and we work very
5 closely with His Majesty's Inspectorate Constabulary --
6 the issues they identify as wicked issues and problems,
7 perennial problems experienced across policing, we
8 respond in our performance role to provide products to
9 address them. So we developed a product called PIP1
10 supervisors course. Now PIP stands for
11 Professionalising Investigation Programme. There are
12 four levels and level 4 is cross-border, most serious
13 criminality. Level 1 is for everyone, level 2 is for
14 trained detectives, so it's pretty high level, level 2.
15 But what we found was that -- well, what HMRC found was
16 that the quality of investigations was unacceptably poor
17 and we've seen a very significant decline in outcomes
18 and by that I mean people brought to justice in
19 policing.

20 So we've developed a PIP 1 supervisors course. It's
21 a training course for sergeants and I think it's
22 proved -- it's a voluntary course but it's -- and I say
23 that voluntary, forces decide it's voluntary, not
24 individuals, but 28 forces are now delivering what is
25 still in a test and pilot phase. So it very much

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1 shows -- I think it stands up, your point, there are
2 lots of great things about a new workforce that we
3 should completely optimise, their enthusiasm and their
4 passion and vocation for policing.

5 These are good people and they're well trained. But
6 they need really good supervision and we have a cohort
7 of supervisors who in some respects, not all, but in
8 some respects, are being supervised by people who have
9 got relatively little experience of investigations,
10 putting prosecution files up.

11 So this course, which includes an immersive element,
12 which I spoke to you about before, which makes the
13 emotions work, it works for adult learning, this course
14 helps develop sergeants very quickly to be able to
15 supervise better crime investigations.

16 **Q.** The identification that certain supervision was poor,
17 what kind of period was that?

18 **A.** I'm the longest continuous serving chief in England and
19 Wales since 2012. I think it's something that I
20 recognised was a risk from 2015 onwards. Policing is a
21 big ship, it takes a long time to turn.

22 **Q.** The significant changes have occurred in the last few
23 years?

24 **A.** There have been many significant changes that have led
25 to that deterioration. One has been that, I already

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1 is the moment that prompted us to say, "We're going to
2 do this about it", but if you look at every one of --
3 and it will be -- Sir Andy Cooke's State of Policing
4 Reports in his tenure, you will find that case very
5 clearly made out. It doesn't need me to explain it.

6 **Q.** Thank you. Then, moving on finally to recommendations.
7 At paragraph 79 of your witness statement, again, we
8 don't need to bring it up, you've mentioned MAPPA and
9 you've also mentioned PDP, potentially dangerous
10 persons, pathways.

11 What about those who don't necessarily meet the
12 threshold of serious violence? Is there another pathway
13 for them or should they fit within one of those
14 particular pathways?

15 **A.** Well, in the absence of any statutory pathway to deal
16 with a potentially dangerous person or a, as we might
17 call them now, violence-fixated individual, then
18 actually policing should use the tools at its disposal
19 to protect the public. And I believe that police forces
20 could use the potentially dangerous person to help
21 better assess what real threat an individual presents,
22 and come to a partnership decision about "you're going
23 to manage them, I'm going to ..." -- a very clear
24 delineation about who's the lead.

25 **Q.** What is the impact of identifying somebody as

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1 spoke to you about this, the tsunami of complex
2 vulnerability related criminality, but also a phenomenon
3 that many public sector services were reducing their
4 24/7, 365 capability and the police were the only people
5 they could ring. And what police officers -- and it's
6 a difficult thing to say in the context of this
7 Inquiry -- police officers generally are reluctant to
8 walk away from risk and someone that needs helping.

9 **Q.** If we pinpoint 2019, though, as the point at which there
10 was this big recruitment drive, for example --

11 **A.** Yeah, yeah.

12 **Q.** -- and if we take the measures that you've just outlined
13 really being implemented in the last few years --

14 **A.** Yes.

15 **Q.** -- was there a particular period that followed 2019,
16 where there were particularly poor examples, or service?

17 **A.** Yeah, I would draw your attention to a better authority
18 than me on this: His Majesty's Inspectorate Constabulary
19 over the last, I'm not sure exactly how many years,
20 it'll be between three and five, eight police forces
21 have been engaged. The College has worked to support
22 all of them to improve out of engagement, but if you
23 look at specific inspection reports and the one I'd
24 particularly draw your attention to is the one on
25 investigation standards, that's the one that is -- that

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1 a potentially dangerous person?

2 **A.** It -- the impact -- well, a couple of impacts. One is
3 for busy people you'll be creating a new task, so that's
4 difficult, and MAPPA, management of dangerous offenders
5 and sex offenders, they're teams that are hard worked
6 anyway. So the impact would be that you're going to
7 create more work for those teams. Nothing comes without
8 that sort of implication. But actually it would
9 trigger, I think, under my understanding -- and I've
10 been a strategic practitioner in this area -- a more
11 formal sharing of information, a measured risk
12 assessment, a partnership agreement of what measures are
13 going to be put in place to manage that individual, and
14 other tactics.

15 **Q.** So is it your evidence essentially there is already
16 a framework in place, it's just not being used enough,
17 or is there not a sufficient framework in place?

18 **A.** I think it's a framework that should be used more.
19 I would be very keen to hear from this Inquiry whether
20 you have other ideas about fresh initiatives that might
21 help in this area, but I think it could and should be
22 used more.

23 There are some people that they make the hair on the
24 back of your neck stand up. We -- this is an avenue for
25 dealing with those people. As I said, earlier -- he,

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1 it's generally a he, doesn't meet the requirement around
2 conviction on sex offences or custodial sentence on
3 violence. I'm really worried about them. I'm not going
4 to sleep soundly if I go home and someone is not looking
5 at this. This is what this could be used for.

6 **Q.** And what does a police officer do if they were to come
7 across that individual?

8 **A.** Even with a minimum, even with no training of specific
9 training of how this world worked, a brand new officer
10 should speak to their sergeant and say, "I've dealt with
11 someone today and I'm really worried about them, I'm
12 just concerned they're going to commit a further
13 offence. What should I do?"

14 Now the individual force might have a referral
15 mechanism into MAPPa, they might, but a generic referral
16 method would be just put an intelligence report in:

17 "Today I attended, I came across this individual, I've
18 been curious about his offending behaviour. I note X,
19 Y, Z. I am really concerned that he is going to go on
20 and commit a serious offence. I'd like to consider what
21 could be done about it."

22 Now that would go into an intelligence expert that
23 would make a decision to what to do with him.

24 **Q.** Is that accompanied by a formal flagging process of some
25 sort?

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1 route, which by and large I favour because there's just
2 too much for humans to pore over every detail, make the
3 decision to share it. But the sharing of the
4 information is absolutely not the end of itself. And by
5 the way, I take very seriously your observations on the
6 focus of my guidance about the priority on public
7 safety. I am going to review that. I won't wait for
8 the Inquiry recommendations to give it the focus that it
9 deserves.

10 So here's the critical bit, if you've got some
11 information and you've shared it, this is the bit that
12 makes the difference: someone needs to figure out what
13 it means. What risk does this mean? What options have
14 I got, and who is going to do something about it?

15 So actually, data sharing in its own, we could just
16 be creating a huge bureaucracy where we curate each
17 other's data. We need a far greater shared
18 understanding of our respective roles in the public
19 sector and partnerships for identifying and dealing with
20 risk so that we can stop dreadful things like this
21 happening again.

22 **MR BLAKE:** Thank you. I don't have any further questions.

23 There are some -- a small number of questions from Core
24 Participants.

25 **THE CHAIR:** Yes, thank you. Yes, Mr Moloney.

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1 **A.** Not necessarily. It would be the intelligence analysts
2 that would pass it on to whichever department should
3 deal with it. It would almost certainly then find its
4 way into MAPPa and the MAPPa people would decide what to
5 do with it.

6 **Q.** Is there anything you feel I haven't addressed that
7 you'd like to raise?

8 **A.** The College of Policing did, I think, a really useful
9 incisive review and we called it "The ten perennial
10 problems in policing", and our outputs were inquiries,
11 coroners' Regulation 28 notices, HMIC reports, IOPC
12 lessons learned reports, so the whole system, what's
13 going wrong. And we found a consistent number of
14 failings which very sadly and tragically, I think, will
15 be replicated in the findings of this Inquiry. We need
16 to do something about that.

17 Now actually a tiresome finding, because we never
18 seem to crack it, is information sharing. I wonder
19 whether we can crack it, but I think there are a few
20 steps, really. First of all, you've nothing to share
21 unless you record your data accurately and we just came
22 to an example. What would an officer do if they're
23 really worried about something?

24 The second thing is you need to decide, someone
25 needs to make a decision, whether it's an automated

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Questioned by MR MOLONEY

1 **MR MOLONEY:** Sir Andrew, only very briefly, you have been
2 asked a number of questions about RCRP today and you've
3 just said in a different context that you pay great
4 attention to the outputs of public inquiries.

5 In the report of the Southport Inquiry published
6 yesterday -- and it's section 7, chapter 118 -- it was
7 said that RCRP is an approach which requires high levels
8 of care in design and policy drafting, thorough and
9 effective training, and a high degree of supervision if
10 it's to be relied upon; would you agree with that?

11 **A.** Yes.

12 **Q.** Because in the tsunami of complex vulnerability related
13 criminality, if you'll forgive me for using your words,
14 then of course vulnerable people can be a very high
15 danger and the policy as to allocation of police
16 resources can sadly and tragically lead to
17 a catastrophic situation?

18 **A.** It can be if we don't do it, but if I might take this
19 opportunity to also add, if policing doesn't have robust
20 policies, good training, about how it works in
21 partnership so that policing can focus on what only
22 policing can do best, protect the public, catch
23 criminals, keep people safe, we will fail the other way.
24 So we need to do it and we need to get it right.

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1 Q. May I ask you, does the responsibility for ensuring
2 getting it right with RCRP primarily lie with each
3 constabulary?

4 A. Yes.

5 Q. Is there any provision for supervision of constabularies
6 in their reliance on RCRP?

7 A. No. Some aspects of what the College of Policing does
8 could be considered as regulatory. So nobody gets to
9 carry a -- no police officer gets to carry a gun unless
10 they're trained in a way that is approved and accredited
11 by the College of Policing, but we don't widely regulate
12 the service and that's not our role in terms of Right
13 Care, Right Person.

14 If my implementation support team came across
15 something which was irresponsible or reckless, my
16 expectation is that they would notify the force involved
17 and if they didn't get an appropriate response, they'd
18 speak to me and I would speak to the respective chief
19 and say, "I'm really worried about what you're doing".

20 MR MOLONEY: Yes. Thank you very much, Sir Andrew.

21 THE CHAIR: Thank you.

22 Yes, Ms Cartwright.

23 **Questioned by MS CARTWRIGHT**

24 MS CARTWRIGHT: Good afternoon, Sir Marsh.

25 Can I first of all pick up on the evidence you've
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1 it isn't something I would deliver from within the
2 College, but actually notwithstanding the
3 recommendations, my enquiry that I made before appearing
4 here today, I will take that back and discuss it with
5 the Inspectorate to see what they think.

6 Q. Thank you. And so is there no rule that the College of
7 Policing can have to request data from the 43 forces to
8 understand --

9 A. No.

10 Q. No. So really it would be a matter really for higher up
11 and particularly for the Home Secretary to consider?

12 A. The two bodies that could request data is the National
13 Police Chiefs' Council could politely ask for it, but
14 actually the people in terms of demanding it would be
15 the Home Office or the Inspectorate.

16 Q. And then can I ask you in terms of delays that often
17 take place between the College of Policing and the
18 National Police Chiefs' Council, when the College of
19 Policing effectively went in to help in respect of the
20 issue of warrants in Nottingham, was any request or
21 information shared with the National Police Chief
22 Councils (sic) to flag the very significant issue
23 relating to outstanding warrants that had been
24 identified in Nottingham?

25 A. So not in this case. And my unstructured dip sample, if
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1 given in respect of warrants and I think it was your
2 request to the inspectorate to consider that being part
3 of the inspections linked to force's performance in
4 respect of execution of warrants. I ask that in the
5 context that the College of Policing assisted
6 Nottinghamshire Police to resolve the very significant
7 issue they had in respect of outstanding warrants and
8 warrants and inboxes.

9 Now, you've obviously given the response that you
10 received from the Inspectorate. But does the College of
11 Policing have any powers to request on a systematic
12 review across forces, so whether the issues that were
13 plainly in place in Nottingham, if that exists in other
14 forces, that the College of Policing can have a real
15 grip strategically as to the issue of warrants?

16 A. So it's not our role to inspect forces --

17 Q. I appreciate that.

18 A. -- and rather than requesting the Inspectorate, because
19 they are very particular about who requests what of
20 them, I ask them the question and they gave me the
21 answer. So the Home Secretary can task His Majesty's
22 with inspecting, and individual PCCs can say, "I would
23 like you to come and have a look."

24 I certainly will be very cognisant of this Inquiry's
25 findings in terms of how I influence other partners, so
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1 you like, about "How do you deal with it?" I know how
2 I dealt with it in two forces, but my unstructured dip
3 sampling is that it's not a prevalent failing.

4 Q. All right. But -- well I'll leave that --

5 A. But I agree, the data should provide the answer to that.
6 I agree.

7 Q. Thank you.

8 Then you've given a lot of evidence about changes to
9 APP, but I think one of the things that your statement
10 touches upon is the issue of professional curiosity, and
11 I think effectively what you've said, in terms of the
12 evidence you've given today, that that doesn't need
13 a new APP; the requirement for professional curiosity in
14 officers tasked with any investigation should be at the
15 heart of what officers undertake; would you agree?

16 A. It should be in the DNA of every police officer and
17 staff.

18 Q. And you've given an example of essentially if you're
19 tasked with an investigation you want to find out as
20 much information as possible to essentially be part of
21 that investigation; would you agree?

22 A. Yeah, I think the public would rightly be unforgiving of
23 us not taking action when we knew something. So how do
24 we help police officers know what they should know?

25 Now, when I first joined in the eighties, everything
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1 that you knew about a criminal was written on what's
2 called a collator's card and if they're a busy criminal
3 it could touch the floor when you hold it up.

4 We're now in an era where a multiple databases hold
5 millions of pieces of data. We need to take -- the
6 leadership of the service needs to take its
7 responsibility to give people on the front line the best
8 information they could possibly have to make
9 a proportionate decision to protect the public. That is
10 the responsibility of every Chief.

11 **Q.** Thank you. So essentially it necessarily follows that
12 you would -- if you're investigating a matter, you would
13 check the relevant police systems?

14 **A.** Of course.

15 **Q.** Again, would you agree therefore that a principle that
16 we've looked at throughout this Inquiry, the National
17 Decision Model, and the spinning the wheel, that really
18 applies to every investigational decision making; would
19 you agree?

20 **A.** It can apply to very complex decision or the most
21 straight forward. It's actually a generic tool and
22 I would say very well understood in policing.

23 **Q.** Thank you. Then, can I ask you, because you were asked
24 about the replacement system that's intended for the
25 Police National Computer, the law Enforcement Data

1 it took so long for that training to be implemented?

2 **A.** What you've said is correct and I would agree that
3 that's an unacceptable long time from flash to bank, and
4 this does reflect what I said earlier about police
5 reform. The way in which decisions get made in policing
6 is with, currently, is with 92 decision makers and
7 that's -- sorry, I'm getting my maths wrong -- 86.
8 There are some others around the periphery, but on
9 reflecting on 43 force model.

10 So each Chief Constable and each Police and Crime
11 Commissioner will get a say on whether something
12 happens, and so decisions on the delivery of a new
13 training course are difficult. Everyone wants their
14 officers out on the frontline serving the public and so
15 what we need is an evidence base just the right amount
16 of training, not too little, not too much.

17 So that decision timeline stretched between the
18 publication of the report, the consideration of the
19 recommendations, proposals, by the College of Policing
20 supported by the national lead, at the time was Charlie
21 Hall, the Chief Constable of Hertfordshire, to the
22 Chiefs' Council to "we propose to do something new, is
23 everyone up for it?" Difficult discussions, decisions,
24 eventually everyone agrees.

25 But one of the things that holds policing back from

1 System and I think it was supposed to be implemented in
2 2026. Do you have any idea from the College of Policing
3 whether there's any revised timetable as to when that
4 will replace the PNC?

5 **A.** Someone will, but I'm afraid it's not me.

6 **Q.** Then, just finally in respect of recommendations, you
7 talk in your report particularly around recommendations,
8 and I think particularly you're looking from a mental
9 health side of things about inquiries where the
10 recommendations of inquiries have not been implemented
11 and how that's essential to ensure that learning is
12 implemented from inquiries such as this one.

13 Now, one of the matters that you've touched upon
14 with Mr Blake is the changes that have been implemented
15 regarding better understanding of M/ETHANE messages and
16 greater training for force incident managers and I think
17 you also go on in your statement to deal with the Bronze
18 Commander training, and you've already identified that
19 that has arisen out of the Manchester Arena Inquiry
20 report.

21 Can I ask you, then, on that timescale I think
22 you've certainly detailed that the FIM training was
23 something that's been in place since 2025. We know that
24 the volume 2 of the Manchester Arena Inquiry report was
25 published in November of 2022. Can you assist why then

1 moving more quickly is our decision-making model where
2 it -- I'm not talking about national decision making
3 model, I'm talking about the Chiefs' Council -- is where
4 so many decision makers and stakeholders can discuss,
5 and it only takes a handful to say, "Actually, I'm not
6 going to do this, I don't agree" for the whole thing to
7 be terribly delayed which is why I am supportive --
8 excuse me -- of police reform and of a different
9 decision making model.

10 **Q.** Thank you. Please feel free to pour yourself some
11 water.

12 Can I just display one aspect of the Manchester
13 Inquiry Report just more generally as to obligations on
14 forces independently. Can I ask to be displayed,
15 please, INQY0000020. I think that's right. I think
16 it's 0000020, please. So INQY0000020, but if I've
17 missed a zero, I apologise.

18 **A.** While that's coming up. The new Force Incident Manager
19 course is gaining satisfaction levels from participants
20 in the high nineties. So you imagine being put in
21 a role like that with that huge responsibility about
22 declaring a Plato, managing a major incident, everything
23 that goes with it, firearms incidents without the proper
24 training would be quite frightening, wouldn't it? So I
25 am pleased and proud that we've delivered this.

1 **Q.** Can we just move into this document at page 104 and just
2 to give some context to forces, these are just some of
3 the principles of multi-agency working for major
4 incidents. So we can see there the timeline for JESIP
5 and the joint doctrine, so these aren't new concepts,
6 how long they've been in place and obviously we can see
7 that in the Manchester report it commented on how they
8 should have been in place and embedded by the time of
9 the attack in Manchester.

10 So really it's on that theme, bearing in mind these
11 principles are not new, as to what expectation the
12 College of Policing have around individual forces to
13 make sure that concepts such as M/ETHANE and the like
14 are well understood by their officers who are required
15 to operate them in a major incident?

16 **A.** So the College of Policing role exists where there's
17 a standard setting role, write it into APP or Code of
18 Practice, and then it exists in terms of supporting the
19 capability and capacity of individuals and leaders
20 within the police force to deliver the standard that's
21 required, and many aspects of JESIP have been embedded
22 in many different training courses and curriculum.

23 The responsibility for assurance, how can you assure
24 me that this is what's happening? I would say sits with
25 the Inspectorate.

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1 of this as we anticipate before the publication of the
2 report.

3 **Q.** I'm obviously going to obey the restriction on not
4 discussing the specifics of what happened in Nottingham
5 on the night, but then can I finally, just to underpin
6 the principle about the learning that existed for forces
7 to embed, can we then just briefly look again, it's the
8 inquiry report but it's second volume which is
9 INQY0000021. Thank you.

10 If we can just look at page 152, please, as
11 an example. You've been asked some questions about
12 airways and the like but if we just look through some of
13 these recommendations. I'm not going to go through
14 them, I'm just going to display them, and if we could
15 move through these pages to page 155.

16 Again, I think a number of recommendations that were
17 set out for the College, issues identified about command
18 and control, essentially overloading of Force Incident
19 Manager.

20 If we can go over the page, please. Issues around
21 airways and communication and declarations of zones, and
22 if we can go to page 155, please as well, as we just
23 move through. Thank you.

24 So the need for airways and tactical advisers in
25 airways. Would you agree again that there was a lot of

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1 **Q.** Okay. The Inspectorate, but again just as a wider
2 principle because certainly the Inquiry report, and
3 obviously I'm going to be very brief touching about
4 a couple of issues with you, would you agree that
5 notwithstanding that there's now improved training that
6 the College of Policing has implemented, that each
7 individual force should have considered recommendations
8 of the Inquiry report, such as Manchester Arena around
9 major incidents Op Plato, to make sure that the provides
10 and procedures in their own force were fit for purpose?

11 **A.** Yes.

12 **Q.** If we then just move forward because that looks briefly
13 at M/ETHANE which we've touched upon, if we turn to
14 page 121, thank you, in this document, which I think
15 again just gives an overview of Op Plato, and again the
16 guidance again would you agree that it's not new
17 guidance; it's been around for a long time? So again
18 it's for a force to ensure that they have appropriate
19 processes and procedures in place for Operation Plato
20 and that it's understood by those that have to
21 practically implement it in an Op Plato situation?

22 **A.** Yeah, I agree and in fact before this report was
23 published, the shocking atrocity that happened in
24 Manchester was being briefed into force leads and Chief
25 Constables so that we could start implementing as much

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1 information there that individual forces should have
2 been cognisant of to ensure that their processes and
3 procedures were well understood to respond in an
4 Op Plato?

5 **A.** Yes.

6 **Q.** Thank you. That can be taken down.

7 Then can I just pick up on the non-disclosure
8 briefing that you touched upon. Obviously we've all had
9 an opportunity to consider the review that you did in
10 respect of the Nicola Bulley incident case, and I think
11 you've described to the Chair that a non-disclosure
12 briefing is essentially a rarity.

13 **A.** Yes.

14 **Q.** It shouldn't be a commonplace, and I think in your
15 report, again time won't allow me to take you to it, but
16 it's in your page 67 you reference the scenario where it
17 would have been appropriate to hold one in that case to
18 essentially correct something that had been a misleading
19 comment that a police officer had made about the Nicola
20 Bulley case; would you agree?

21 **A.** That sounds very familiar without it in front of me,
22 yes.

23 **Q.** But again, would you agree that a non-disclosure
24 briefing to press, it shouldn't then be used to provide
25 further information that's not open, accurate and fully

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1 complete; would you agree? That would essentially go
2 against the principle, if you're giving a briefing to
3 press where the information you're sharing is not fully
4 accurate and complete?
5 **A.** Well, it's -- I'm not quite sure I understand the
6 scenario you're painting. The police shouldn't
7 knowingly promote inaccurate or misleading information,
8 but there will be occasions when the police need to
9 communicate what they believe to the best of their
10 judgement is correct and is necessary for the policing
11 purpose which you intend.

12 The very point of a non-disclosable briefing is this
13 is not in the public domain, but I have to say, you
14 know, in relation to this case, if there was
15 a non-disclosable briefing, that is the sort of thing
16 that I would expect the Family Liaison Officer,
17 supported by their force media expert, to be explaining
18 to the family: this is what we propose to do, this is
19 why we're doing it, have you got any views that you
20 would like to pass to us?

21 **Q.** So can I ask you, in terms of you being asked questions
22 about that communication, do you think there's a need
23 for greater guidance about media communication and
24 non-disclosable briefings?

25 **A.** No, I think the guidance is -- it's almost brand new.

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1 The 20,000 new officers announced in July 2019 was
2 a response to the 20,000 that had been effectively
3 removed by austerity; is that fair?

4 **A.** Well, and many thousands of police staff as well.

5 **Q.** Correct. Announced in July 2019 by the then
6 Prime Minister who was elected in December 2019, and the
7 uplift programme principally took place between early
8 2020 and March 2023. I think that's a matter of public
9 record?

10 **A.** That's right.

11 **Q.** Early 2020 to March 2023, also happens remarkably to
12 coincide, as you probably realise, with Nottinghamshire
13 Police's interactions with VC, almost to the month, yes?

14 **A.** *(The witness nodded).*

15 **Q.** Also coincides with the first lockdown in March 2020?

16 **A.** *(The witness nodded).*

17 **Q.** So I just want to ask you questions in relation to that
18 context I've set.

19 First of all, would you agree that the first
20 lockdown on 23 March 2020 did have an impact on the
21 ability to train those new 20,000 recruits?

22 **A.** It did have an impact because it restricted much
23 face-to-face, but it's an impact we rapidly evolved to
24 meet.

25 **Q.** But you would accept, however, that the impact was not

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1 These are rare, almost exceptional events, and for
2 highly sensitive legally sensitive issues where there is
3 a need to say to the press "This is what's happening".
4 I mean, sometimes it might be as sensitive, for
5 example, as a hostage or a kidnap situation where, if
6 something was in the mainstream media that was going to
7 put someone's life at risk, you would want to say
8 something about it.

9 **Q.** I think in the Nicola Bulley example it was some
10 sensitive feature of her medical records?

11 **A.** Yeah, which were deeply respectful to see that published
12 and, actually, my experience of working with the
13 accredited media, if we're as open and transparent as we
14 can be, we're straight with them, they will respect
15 those boundaries, the mainstream media.

16 **Q.** I think perhaps underpinning what you've just said is
17 ethical policing requires openness and candour at all
18 times by officers; would you agree with that?

19 **A.** Yeah.

20 **MS CARTWRIGHT:** Thank you. Thank you.

21 **THE CHAIR:** Yes, any questions, Mr Beggs?

Questioned by MR BEGGS

23 **MR BEGGS:** Yes, just three topics: information sharing,
24 uplift, and warrants. Can I take them in this order:
25 uplift first.

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1 essentially positive?

2 **A.** No, I don't think it was. I mean, some merits come out
3 of policing learning how to use distance learning
4 better, but actually policing is a contact sport. You
5 need to be around people.

6 **Q.** Yes. The second impact of putting 20,000 new officers
7 suddenly into all the forces was that the training
8 cohorts were bigger than normal. To take an abstract
9 example, instead of having 40 people in an input, you
10 might have 60 or 80 because the government was keen to
11 get a lot of officers in in a short period; that's fair,
12 isn't it?

13 **A.** The cohorts will have increased in size. The standard
14 and expectation would be that class sizes remained
15 appropriate to deliver the learning.

16 **Q.** Yes. But it's not entirely surprising if sometimes, by
17 the classes getting larger, it may have impacted the
18 quality of the reception by the students.

19 **A.** Yeah.

20 **Q.** Thirdly, if you suddenly force a lot of -- many
21 thousands of officers -- into lots of constabularies,
22 there is a danger, is there not, that you will derange
23 the Sergeant/Constable ratios. I'm just putting that as
24 a broad proposition.

25 **A.** It was something that I on many occasions reminded

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1 Chiefs and political leaders to be mindful of, is that
 2 if we're increasing by that many, leadership and
 3 supervision makes everything better: standards,
 4 performance, retention, wellbeing, is that we need to
 5 think about what we're investing in leadership. So much
 6 of what the College was seeking to achieve through our
 7 leadership programmes was trying to ram home that point.
 8 But I accept your observation that those ratios will
 9 have changed between many forces.

10 **Q.** And the changes won't generally have been positive
 11 because the ratio is going to mean that you have more
 12 Constables per Sergeant in --

13 **A.** It's very unlikely the ratio would have become tighter
 14 or smaller.

15 **Q.** No. And the final point resulting from the uplift in
 16 that period of 2020 to '23, is -- this is right, isn't
 17 it -- many constabularies suddenly found themselves with
 18 a very high percentage of frontline officers with very
 19 little experience?

20 **A.** That's right. Especially in response teams.

21 **Q.** Especially in response, yes. And even if police
 22 officers should, as you rightly say, have professional
 23 curiosity in their DNA, it's not unfair to observe, is
 24 it, that those young in service will have a professional
 25 curiosity that hasn't been developed, the antennae is

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1 longest, but again a short topic, in the light of
 2 Mr Blake's work, is information sharing.

3 I think in your evidence to Mr Blake you said it
 4 needs to be far stronger and refocused, was one of the
 5 many phrases you used. Can you confirm that even where
 6 a Chief Constable has an information-sharing agreement
 7 in place with, for example, a local NHS Trust, the
 8 sharing of each piece of personal data still needs to be
 9 justified by each individual officer as necessary,
 10 proportionate, pursuant to the Data Protection Act, GDPR
 11 and so forth, notwithstanding the existence of
 12 agreement.

13 **A.** There has to be a human in the loop.

14 **Q.** Yes. And would you accept the general proposition that
 15 data protection law is both complex and voluminous?

16 **A.** It is.

17 **Q.** And would it be a fair observation that that complexity
 18 and volume is likely to inhibit information sharing
 19 because many frontline police constables struggle to
 20 understand that voluminous and complex law?

21 **A.** Yeah, I think that's right, and I think actually
 22 leadership should make these things simple for those
 23 frontline officers that we expect, rightly, so much of.

24 **Q.** But perhaps also politicians should make things simpler
 25 for those who have to implement these laws.

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1 not as experienced; that's fair, isn't it?

2 **A.** It will be freshest in the memory of their training, but
 3 actually least developed through their muscle memory and
 4 experience of practice.

5 **Q.** Yes.

6 **A.** So --

7 **Q.** So they may sometimes not be able to perceive risk as
 8 shrewdly as someone with 10-years' service.

9 **A.** In some cases that's the case.

10 **Q.** Thank you. That's all I say on uplift.

11 Secondly, on the warrant review undertaken by
 12 Nottinghamshire Police, you probably know that
 13 Nottinghamshire Police, through its temporary deputy,
 14 has accepted that the failure to execute the fail to
 15 appear warrant was, I quote, a "serious, systemic,
 16 operational failure". I close the quote there.

17 Do we infer from the fact that you've put
 18 Nottinghamshire Police's new system on your Practice
 19 Bank, that's because you regard it as something that is
 20 positive, useful, and going to contribute to the
 21 betterment of policing?

22 **A.** We put it on there because we agree it is good practice,
 23 every police force should be managing their warrants in
 24 that sort of way.

25 **Q.** Yes, thank you. And then the final topic and the

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1 **A.** Yes.

2 **Q.** Do you consider, based on your 38 years in policing
 3 including being a Chief Constable twice, for
 4 constabularies, that it might be in the public interest
 5 to place a positive duty -- Mr Blake touched upon this
 6 point -- on Police Constables to share information with
 7 certain partners where there is an apparent risk of harm
 8 to the public?

9 **A.** There is a line somewhere in my guidance, my voluminous
 10 guidance, which actually says that you have a duty to
 11 share information where there is a threat to public
 12 safety. I agree with my earlier cross-examination, if
 13 that's the right question, expression that we should be
 14 much clearer in expressing that duty.

15 **Q.** To use a vernacular phrase, we have to help the
 16 frontline officers cut through the regulatory red tape
 17 as they may perceive it.

18 **A.** That's right.

19 **Q.** For the betterment of society, for the protection of
 20 innocent members of the public.

21 **A.** Absolutely.

22 **Q.** By parity of reasoning, might it also be in the public
 23 interest for hospitals who are discharging mental health
 24 patients who have been detained under the 83 Act to
 25 notify the local police if there are particular features

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1 of that patient which might pose risks to the public?

2 **A.** I understand that VC may have been released from such
3 detention on four occasions, tragically I'm afraid I am
4 aware of other mentally ill patients who have been
5 released who clearly presented a danger and went on to
6 commit the most horrific crimes where the police weren't
7 notified. I think this is a prevalent problem and we
8 must expect better.

9 **Q.** Can I refocus on my question: it is necessary, isn't it,
10 therefore, for the clinicians to better inform the local
11 police as to what the risks may be?

12 **A.** Yes.

13 **Q.** That's because, amongst other reasons, even the most
14 professionally curious or expert response officer of
15 three or four-years' service will not be an expert, for
16 example, in the signs, the symptoms, the consequences of
17 paranoid schizophrenia?

18 **A.** I think my thinking -- of course they won't be an
19 expert --

20 **Q.** No.

21 **A.** -- they are trained to identify mental illness and to
22 deal with risk and to communicate appropriately. Where
23 my view on each release is how can the police even have
24 a chance of managing the risk that an individual
25 presents when they don't even know they're out there in

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1 **MR BERRY:** Thank you, Chair.

2 Sir Andy, one topic, please, and that's enhanced
3 MAPPAs and PDP pathways.

4 MAPPAs is a pathway for those who have committed
5 violent or sexual offences, isn't it?

6 **A.** Yes.

7 **Q.** In respect of PDP, could I ask for INQY0000027 to be
8 brought up, please. This is the College's guidance on
9 PDPs taken from the Major Investigation and Public
10 Protection APP, just to orientate you.

11 Now in the introduction section, under examples of
12 PDPs, there is at the fourth bullet point, an example
13 given as follows:

14 "where a community psychiatric nurse ... or other
15 mental health worker shares information with the police
16 that a patient with mental ill health has disclosed
17 fantasies about committing serious, violent offences.
18 The patient is not cooperating with the treatment plan,
19 and the informant believes serious violent behaviour is
20 imminent."

21 Now accepting that's only an example, that is
22 a fairly high threshold, isn't it?

23 **A.** It is. Unfortunately, not unique by any stretch of the
24 imagination in my experience.

25 **Q.** Thank you. And if I could ask for internal page 5 to be

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1 their community? We must know that information and,
2 where possible, those individuals, other tools that are
3 available to those professionals should be used, like
4 Community Protection Orders.

5 **Q.** Yes, and might it be in the public interest for NHS
6 Mental Health Treatment Teams to be given access
7 directly to certain police databases, PNC, NICHE, PND,
8 and so forth, so as to better appreciate what their
9 patient may be doing elsewhere?

10 **A.** I think that many public agencies should more freely
11 share information to improve the society that we live
12 in. I appreciate that's a risky thing to say for some
13 people, but I actually think there are so many
14 inhibitors, cultural or otherwise, there isn't
15 sufficient information sharing. And accurate.

16 **Q.** Yes, and my final question is, it's the obverse of the
17 previous one is: might it be beneficial if the local
18 police could directly access NHS records for the very
19 same purpose in reverse?

20 **A.** We've found various workarounds to do that, for instance
21 putting a mental health worker in the control room, but
22 yes.

23 **MR BEGGS:** Yes, thank you very much.

24 **THE CHAIR:** Yes, Mr Berry.

Questioned by MR BERRY

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1 brought up, please. The final paragraph on that page
2 says this:

3 "PDP cases should not be managed indefinitely and
4 should be considered and recorded on a case-by-case
5 basis up to a maximum of eight weeks."

6 Yes?

7 **A.** Yes.

8 **Q.** So PDP, certainly how it's described there in the APP,
9 is not an appropriate pathway for managing long term,
10 and indeed potentially lifelong, risks posed by some
11 individuals, is it?

12 **A.** No.

13 **Q.** Could I ask you to consider the cohort of people who
14 have mental illness, who have been deemed at some point
15 to pose a serious risk to the public, but who only pose
16 that risk immediately when they are not taking their
17 medication.

18 **A.** (*The witness nodded*).

19 **Q.** Yes. Those or that cohort may well fall outside both
20 MAPPAs and PDP; that's right, isn't it?

21 **A.** It may do, yes.

22 **Q.** Would there be benefit in establishing a new pathway for
23 managing the long-term risk posed by those with certain
24 mental illnesses?

25 **A.** Yes.

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1 **Q.** And could that type of pathway promote better
2 information sharing and risk management between police
3 and the NHS of the type that Mr Blake and Mr Beggs have
4 asked you about?

5 **A.** It could. There is a risk in layering on different
6 methodologies. Under some circumstances, and we've
7 spent a long time talking about data protection, the
8 thing needs taking apart and putting back together
9 again. So it could be the answer; it could be another
10 layer on a very complicated onion.

11 **MR BERRY:** Thank you very much, Sir Andy. Thank you.

12 **THE CHAIR:** Yes, thank you.

13 **Questioned by THE CHAIR**

14 **THE CHAIR:** I just wanted to ask you, Sir Andrew, about
15 a couple of points you've raised and I think you
16 referred to the ten perennial problems in policing which
17 you've discovered and particularly those failings which
18 are replicated, and the first you put above all others
19 was information sharing, and you started with accurate
20 recording of data because that's fundamental, isn't it?

21 **A.** It is.

22 **THE CHAIR:** So that police officers, new, and more
23 experienced, must record data accurately.

24 **A.** They must do.

25 **THE CHAIR:** The training that you get, whether it's the new
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1 making it easier and more intuitive for officers to
2 populate forms, and by the way, I'm currently exploring
3 AI capability that does that by monitoring body-worn
4 video and other inputs.

5 So we need to make it easier for them to do that and
6 we need to give it real meaning, because if we don't get
7 that data right we can't properly fulfil our function to
8 catch criminals, to protect the public and make our
9 communities safer. That's our challenge.

10 **THE CHAIR:** Because part of it is looking at patterns, isn't
11 it?

12 **A.** Joining the dots.

13 **THE CHAIR:** Yes, exactly.

14 **A.** I am of the view that many things in life are
15 predictable if you can join the dots.

16 **THE CHAIR:** I think there used to be a phrase in relation to
17 computers, "Rubbish in, rubbish out".

18 **A.** Yes.

19 **THE CHAIR:** That you've got to be careful, you've referred
20 to a number of different AI possibilities. We hear also
21 quite a lot about the difficulties of things getting
22 into a computer, if you like, and not being able to
23 change that so people misidentified your robotic
24 matching of nominals, for example.

25 **A.** Mm.

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1 cohort, the uplift, or those who have been in post for
2 some time, does that stress the importance of the
3 accuracy and fullness of data records? Because one
4 hears quite a lot of anecdotal evidence of people
5 saying: well, we spend all our time form filling.

6 **A.** So it does stress the importance, but as you can imagine
7 it's rather a dry subject. But a Chief Constable sets
8 the tone from the top, and when I explained the measures
9 in my last force that I'd introduced in relation to the
10 avoidable murder of Bijan Ebrahimi, and linking it to
11 the avoidable murders of Holly and Jessica in Soham,
12 that's what police officers really understand. That's
13 what they want to do. That's what they want to -- the
14 vocation is the biggest driver in policing.

15 And one of the tools that I introduced was a twin
16 for every single officer, because as they're
17 professional, as I said, "You have this information
18 because I trust you to use it to learn and improve."

19 And one of the dials on their digital twin
20 identified to them when they were making data quality
21 errors, and then it sent them a prompt to say "fix it".

22 Now actually just to do that simple thing, it didn't
23 cost me any money as Chief Constable, we reduced data
24 quality errors by 50% in that police force in
25 six months. So the service needs to get better at
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1 **THE CHAIR:** How is the College of Policing approaching
2 generally the issue of AI? Do you have experts involved
3 in that?

4 **A.** So we have a documents on the ethical use, guidance on
5 the ethical use of the development of AI and all AI
6 development in policing will -- this is going forward --
7 be documented on a register. Transparency is the
8 antidote to mistrust. This is how the police are using
9 this data.

10 Where we have done public survey work on the new use
11 of technology, we have found the public generally
12 speaking have got high expectations of what we do. So
13 I was the first chief in England and Wales and indeed
14 globally in a big force to roll out body-worn video in
15 2013, and actually a massive proportion of the public
16 said, "Yeah, we want you to use this tool to make
17 policing more transparent."

18 If I refer to the ongoing work by the Metropolitan
19 Police predominantly around facial recognition, I
20 understand public survey work amongst Londoners says,
21 "We expect you to use this technology ethically to keep
22 us safer".

23 So one of the merits of the College of Policing, so
24 long as we're dynamic and responsive enough to keep up
25 with the market and the needs of the service, is that we
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1 can assure these principles of ethics and transparency
2 sit above it, and that we test everything. And if we
3 test it and it doesn't work, we don't use it, we fail,
4 we withdraw it.

5 **THE CHAIR:** There are, of course, for anybody who uses
6 online platforms for other reasons, sometimes they
7 prompt you saying, "You've searched for this. Do you
8 also want to include that?" Which is very close.

9 **A.** Mm.

10 **THE CHAIR:** Is that being looked at in relation to, for
11 example, the PNC or LEDS, as it will be?

12 **A.** So we have developed this College of Policing assistant
13 tool that is across all official documents to give
14 officers practical advice. In fact, more than that,
15 will write interview plans, create certain documents,
16 which must be signed off by a human.

17 But if we take the very well publicised, which is
18 why it's safe for me to talk about this, the case of the
19 West Midlands using an Internet-based search to develop
20 an intelligence picture in relation to a football match,
21 that sort of use of AI is risky and dangerous. So it
22 must be ethical, managed, controlled and proportionate.

23 What we have to remember is that our adversaries,
24 determined and serious organised criminals and other
25 mainstream criminals, they don't play by any rules.

1 catch criminals, but they have every right to believe
2 they're going to do it honestly, as well. I think
3 a number of outstanding warrants would be a very
4 interesting performance indicator for a police force.

5 **THE CHAIR:** Yes, thank you.

6 Well, thank you. That completes your evidence.

7 **A.** Thank you.

8 **THE CHAIR:** We'll start again tomorrow morning at 10.00.

9 Thank you.

10 **(5.07 pm)**

11 **(The hearing adjourned until 10.00 am the following day)**

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1 They're mobilising this technology against us right now
2 in our homes. So the public, I think, have an
3 expectation that we ethically keep up with it. We get
4 ahead of them.

5 **THE CHAIR:** Yes. Just, finally, in relation to, I think,
6 the Inspectorate, you said that the question of warrants
7 and outstanding warrants at the moment isn't within the
8 PEEL inspection.

9 **A.** That's what I understand.

10 **THE CHAIR:** Would that be something that you would
11 consider -- I know you are not dealing with the
12 inspectorate -- would be a measure that should be
13 included as a routine?

14 **A.** Yes, is the short answer, but the current Government are
15 proposing a performance framework for policing. It's
16 currently being populated. Policing moved away around
17 about 2010 from robust performance management around
18 sanctioned detections and outcomes. And if I can give
19 you the shorthand for that, because one or two police
20 forces were caught breaking the rules where the
21 performance became more important than what sat behind
22 it.

23 Now I am crystal clear on this, that performance and
24 integrity are two sides of the same coin. The public
25 have every right to expect their police to perform and

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