

Witness Name: Sir Andy Marsh, QPM

Statement No: WITN0349001

Dated: 9 January 2026

THE NOTTINGHAM INQUIRY

FIRST WITNESS STATEMENT OF SIR ANDY MARSH QPM

I, Andy Marsh, will say as follows: -

INTRODUCTION

1. I am the Chief Executive of the College of Policing (the “College”) and have been in this role since September 2021. Prior to this I was Chief Constable at Avon and Somerset Police, and before that Chief Constable of Hampshire Constabulary. I have been a police officer for 38 years. I have been a Chief Constable since 2012 and a Chief Officer for 19 years.
2. As CEO I am responsible for the delivery of the College’s core mission and vision, acting in the public interest to support police officers and staff to deliver a high-quality professional policing service, fight crime and protect the public. I am accountable to the College’s Board and hold the responsibility of Accounting Officer, as delegated by the Permanent Secretary of the Home Office.
3. This witness statement is made to assist the Nottingham Inquiry (the “Inquiry”) with the matters set out in the Rule 9 Request dated 30 October 2025 (the “Request”).

BACKGROUND

4. I was asked to provide an overview of the role and functions of the College of Policing, including its responsibilities in relation to setting professional standards,

providing guidance and best practice, and delivering training to police officers and police staff.

5. The College of Policing is a professional body for everyone working across policing. It is an operationally independent arm's length body of the Home Office.
6. The purpose of the College is to be an independent professional body for policing in England and Wales that is responsible for:
 - a. promoting policing excellence; and
 - b. supporting everyone working in policing to reduce crime and keep people safe.
7. Our mission is to support police officers, police staff and volunteers to deliver the best service to the public through leadership, standards and performance.
8. Our vision is for trusted and effective policing that cuts crime and keeps people safe.
9. The College's remit is limited to police officers and staff, other police force employees, and volunteers, such as Special Constables in England and Wales. It collaborates with experts from other agencies to develop specialist knowledge to ensure College publications, such as Authorised Professional Practice (APP) and training, are informed, relevant and based on the best available evidence.

Relevant Practice, Standards and Guidance

9. I was asked to provide an overview of the process by which the College creates Authorised Professional Practice (APP), standards and guidance. In particular, I was asked to provide an overview of their status and application.
10. The College develops two main types of guidance for policing. These are Authorised Professional Practice (APP), and Evidence Based Guidelines (EBG). APP sets out the actions police practitioners should take to ensure a consistent

level of service is provided to the public. It is usually focused on providing guidance on a specific crime type or police business area, for example mental health, roads policing or civil emergencies. EBG set out the actions required to improve police capabilities and skills.

11. Under section 39A of the Police Act 1996, the College can, with the approval of the Secretary of State, issue Codes of Practice relating to the discharge of functions by chief officers of police. The College also produces a range of other advice products to support police practitioners. Examples of these include toolkits, which provide a collection of existing supporting material in a specific business area; and evidence briefings, which provide a summary of the latest evidence relevant to a specific issue.
12. The College is responsible for, and leads on, the development and production of APP and EBGs. APP is developed with subject matter experts from policing, generally the National Police Chiefs' Council (NPCC) lead or a relevant NPCC working group. Advice may be also sought during the initial development from relevant partner and third sector organisations. Guidance in APP is based primarily on legislation and an evidence-based consensus of what constitutes good practice.
13. Guidelines are developed with a committee. The committee is made up of subject matter experts from policing, academia and partner organisations along with police officers and staff who work on the 'frontline' in the specific area of business. Guidance is based on a detailed assessment of the current academic evidence and systematic research into current practice. The committee reviews the evidence and helps to develop this into practical guidelines for policing.

14. APP and guidelines are the strongest guidance products that the College issues.

They are often used by official inspection and complaint organisations, public inquiries and in judicial proceedings to support their reviews.

15. A clear rationale is required to justify not complying with standards. There could be valid operational, ethical or situational reasons for doing something differently. A force or individual would bear the liability for the risk and consequences of that decision.

16. We expect everyone in policing to take account of the guidance when carrying out their duties. APP and guidelines are, however, not mandated and officers and staff are expected to use professional discretion when applying the guidance contained within them.

17. New or major reviews of APP and guidelines are subject to formal public and stakeholder consultation. Prior to publication the guidance is subject to detailed reviews by our legal team, appropriate senior leaders, College Executive and our Professional Committee. Final approval is provided by the College Board.

18. The College has dedicated subject matter experts and Policing Standards Managers, that regularly scan for changes in legislation and the policing landscape. Existing APP and guidelines are kept up to date with current legislation or major findings from public inquiries through a cycle of maintenance. Given the complex, wide and varied nature of policing, the demand for guidance often outstrips the resources the College has available. It is therefore necessary to prioritise the demand, which we do in consultation with stakeholders.

19. I was asked to provide an overview of the relevant guidance and best practice provided by the College in relation to police responses to major incidents (including a potential terrorist attack).

20. Working in collaboration with subject matter experts and strategic partners, in 2024 the College reviewed and updated Civil Contingencies APP (www.college.police.uk/app/civil-emergencies/civil-contingencies). A fundamental review of Operations APP (<https://www.college.police.uk/app/operations>) is in its final stages and scheduled for publication in early 2026. These updates incorporate key findings and recommendations from public inquiries and reports, including those on the Grenfell Tower and Manchester Arena incidents.

21. Notable changes include:

- a) Making the **M/ETHANE** major incident reporting framework more prominent
- b) Clarifying reporting relationships between key groups
- c) Enhanced links to **JESIP** training programmes
- d) Inclusion of the National Emergency Alert System

The M/ETHANE model is an established reporting framework which provides a common structure for responders and their control rooms to share incident information. The model takes the user through the declaration of a major Incident, exact Location, type of Incident, hazards, access, number of casualties and the emergency services required. The Joint Emergency Services Interoperability Programme (JESIP) provides agreed joint working practices and principles for interoperability. It aims to improve the way that responder organisations work together when responding to an incident

22. In addition to these guidance updates, the College has implemented several significant training reforms, including:

- The launch of the first national Force Incident Manager course, centrally delivered by the College and introduced in 2025, in direct response to the Manchester Arena Inquiry recommendations

- The development of new national standards and curriculum for Operational (Bronze) and Tactical (Silver) command training

23. I was asked to provide an overview of the relevant guidance and best practice provided by the College in relation to the police response to individuals who are experiencing mental ill health. The College's Mental Health APP (www.college.police.uk/app/mental-health) provides guidance for officers responding to individuals experiencing mental ill health. Revised Mental Health APP is scheduled for public consultation in 2026, and provides role specific guidance on responding to:

- a person experiencing mental ill health who presents a risk of serious harm to themselves or others
- an individual experiencing mental ill health in police custody
- an individual who has been reported as Absent Without Leave (AWOL), and police support has been requested
- an individual who is at risk of, is attempting, or has died by suicide

24. The current content of the Mental Health APP was first published in 2016. The content has remained largely the same outside of some minor amendments and updates to web links within the guidance.

25. In addition, the College also provides training materials, in support of forces to train police officers and staff. The College Mental Health Programme provides learners with the knowledge and skills that are required when responding to individuals with mental health conditions or learning disabilities. The Programme is available via College Learn, a virtual learning platform through which training is delivered to officers and staff.

26. The programme is designed to support officers and staff recognise indicators of potential mental ill health and learning disabilities and understand appropriate methods to communicate with, and respond to, people exhibiting those indicators.

The aims of the learning are to provide police officers and staff with the knowledge and understanding to enable them to:

- recognise indicators of mental health and learning disabilities, understand different methods to communicate with and support people exhibiting such indicators
- develop an understanding of actions to take if a person who comes into contact with the police is at potential risk of suicide
- develop an understanding of their legal powers in relation to mental health and the limits to police powers to intervene

27. The training provided within the e-learning modules link directly to the Mental Health APP, specifically the link to mental vulnerability and illness. Within this part of the APP, the areas of decision making, NDM (National Decision Model) and de-escalation are covered.

28. The APP also features the Vulnerability Assessment Framework (VAF), which may be used and integrated into the NDM at the stage of gathering information.

The VAF uses the ABCDE system as follows:

- a) Appearance and atmosphere – what you see first, including physical problems such as bleeding.
- b) Behaviour – what individuals are doing, and if this is appropriate behaviour given the situation.
- c) Communication – what individuals say and how they say it.

- d) Danger – whether individuals are in danger and whether their actions put other people in danger.
- e) Environment – where they are situated, whether anyone else is there and what impact the wider circumstances may have on the individual's health and safety. The APP follows this with 'indicators of general concern', as well as 'risk indicators' and goes on to cover risk management.

29. Recent updates to guidance covering the policing response to mental health related incidents include Right Care Right Person (RCRP), a national initiative launched in July 2023, that aims to ensure that vulnerable people get the right support from the right emergency services. The College host the implementation toolkit for RCRP (**WITN0349004, WITN0349007, WITN0349008, WITN0349009, WITN0349011, WITN0349017, WITN0349020, WITN0349021, WITN0349022**) which was developed alongside the NPCC and national partners and provides national guidance for all forces to follow. The toolkit supports forces in England and Wales to decide the appropriateness of a police response to these calls implement RCRP successfully and consistently, in partnership with health and social care agencies.

30. RCRP applies to calls for service about:

- Concern for the welfare of a person
- People who have walked out of a healthcare setting
- People who are absent without leave (AWOL) from mental health services
- Medical incidents (including conveyance)

31. RCRP has been developed under the National Partnership Agreement (NPA) (**WITN0349014**) which sets out the collective national commitment of key agencies including NPCC, Home Office, Department for Health and Social Care,

NHS England, Association of Police and Crime Commissioners, and the College of Policing. RCRP is based on the position that the police owe responsibility to take all reasonable measures to assist where there is either:

- a real and immediate risk to the life of a person (European Convention of Human Rights (ECHR) Article 2)
- a real and immediate risk of that person being subject to serious harm or other inhumane treatment (ECHR Article 3)

32. The College of Policing continues to work with the NPCC and national partners to review and update the national Right Care Right Person implementation guidance toolkit, taking into account identified good practice, emerging themes and risks and any formal recommendations made.

33. I was asked to summarise whether there were any failings or limitations, which were identified prior to July 2023, which resulted in the development of the RCRP toolkit. The RCRP toolkit was developed to coincide with the national launch of the Right Care Right Person initiative, to support and guide forces through the implementation phases to ensure a joined up and consistent approach nationally across policing.

34. RCRP originated as a programme of work by Humberside Police, which was started in 2019 in response to the increasing demands to attend calls for service for incidents where a policing presence was not necessary or appropriate. The RCRP approach provided an opportunity to ensure people who call the police get the best support and service.

35. As a precursor to this, the rise in demand upon the police was reflected within the HMICFRS report 'Policing and Mental Health, Picking Up the Pieces' (Nov 2018) (**WITN0349016**). The report highlighted concerns that the police were operating

beyond their duty in responding to mental health crises, often stepping in to fill shortfalls in health services despite lacking the specialist expertise required.

36. The report also found that the public do not think it is the police's responsibility to look after people with mental health problems. The report states that in a survey of over 17,000 people, only two percent felt it was the responsibility of the police to respond to mental health calls, while 70 percent identified health services as the appropriate lead agency. The results of the survey highlighted the public consistently prioritised terrorism, child sexual exploitation, and violent crime as core policing duties.

37. This report, and many others before it highlighted growing demand upon the police and laid the foundation for what is now the national RCRP initiative, as underpinned by the National Partnership Agreement.

38. Following the success in Humberside, a decision was made to support the roll out of the RCRP initiative nationally, across policing, with the key focus being to ensure service users are provided a response by the agency with the right skills and expertise, which in cases involving mental health patients, is not the police, unless there are serious risks which require a police attendance.

39. The Mental Health APP specifically covers police powers, such as detaining a person under section 136 of the Mental Health Act 1983 (MHA), including the consideration for doing so and operational guidance. It also provides information in respect of the detention of persons under section 2 and 3 of the MHA. Guidance on the execution of a warrant under section 135 of the MHA is specifically covered, including 135(1) and 135(2).

40. The APP sets out guidance relating to mental health applications from police custody, information relating to the consideration and use of Appropriate Adults

and sets out information on transporting patients to a health-based place of safety.

41. I was asked to provide an overview of the relevant guidance and best practice provided by the College in relation to obtaining samples from individuals in police custody for the purpose of drug testing. The Police and Criminal Evidence Act 1984 (PACE) and Code C of the Code of Practice to PACE set out the statutory provisions allowing police to request a urine sample or other non-intimate sample (such as oral fluid) from a person in police detention for the purpose of testing for specified Class A drugs.

42. The College's Detention and Custody APP (www.college.police.uk/app/detention-and-custody) references PACE and Code C and focuses on welfare and risk management. The APP states that officers and staff must risk assess all detainees on arrival in custody and throughout their detention. If impairment is identified, the minimum observation level is Level 2 intermittent checks (every 30 minutes), with escalation if necessary. Where a detainee is suspected of having swallowed or packed drugs (body-packing or concealment), they must be treated as requiring urgent medical attention and transferred to hospital.

43. I was asked to provide an overview of the relevant guidance and best practice provided by the College in relation to multi-agency working and information sharing (particularly with health services, social services and universities). The Information Sharing APP (**WITN0349010**) explains the legal basis for sharing personal and sensitive information under the Data Protection Act 2018, the Law Enforcement Directive, and the Human Rights Act 1998. It emphasises that information sharing is essential for safeguarding, public protection, and early intervention. The APP advises forces to establish clear Information Sharing

Agreements (ISAs) with partner agencies and to review these regularly to ensure compliance and effectiveness.

44. The College also provides guidance on partnership working and multi-agency responses within the Major Investigation and Public Protection APP (www.college.police.uk/app/major-investigation-and-public-protection). This includes mechanisms such as Multi-Agency Risk Assessment Conferences (MARACs) and Multi-Agency Safeguarding Arrangements (MASA), which support joint decision-making and improved information flow between police, health, social care, and other partners.
45. The Mental Health APP sets out the guidance on the strategic oversight and management of the police response to mental health related incidents and highlights that forces should ensure that they have a force mental health policy in place, which in part ensures cross agency working by focusing on local operating protocols and agreements. Further advice on developing multi-agency protocols is provided, including development considerations and an overview of what may be included within a multi-agency working model.
46. The Mental Health APP sets out the need for officers and staff working with responsibility for managing mental ill health and vulnerability demand at a strategic and tactical level, understand and operate in a 'diverse multi-agency environment', and specifically states 'police forces should ensure that local protocols with health agencies, including the ambulance service, include consideration of how the MHA 1983 and the MCA are applied by different professional groups or individuals (for example, the extent of each agency's role).'

47. As part of this guidance, a list of key NHS and mental health service contacts is provided as basis to develop multi-agency working practices and establish protocol agreements. The APP also provides guidance on information sharing across the agencies involved in responding to mental health related incidents, with the key advice being that 'All agencies have a positive duty to share essential 'need to know' information to protect life and the safety of staff'.
48. I was asked to provide an overview of the relevant guidance and best practice provided by the College in relation to police information and records management. Guidance on Police Information and Records Management is held within the Information Sharing APP, included as a section of the Information Management APP (www.college.police.uk/app/information-management). This gives high level guidance in this subject area.
49. The College developed and published a Police Information and Records Management (PIRM) Code of Practice (**WITN0349006**) two years ago alongside specific guidance on the 'Archiving of records in the Public Interest' (**WITN0349002**). The PIRM is also supported by the Information Management APP which is maintained by the College. The Home Office is in the process of developing a modern replacement to the Police National Computer, in the form of the Law Enforcement Data Service (LEDS), which is expected to be rolled out operationally by April 2026. The College issued a Code of Practice for the PNC and LEDS on 23 February 2023 (**WITN0349005**).
50. Guidance on unauthorised access and disclosure of police information appears in our Information Management APP. Unauthorised access and disclosure of police information, particularly sensitive video footage and material in high-profile cases, must be managed with strict adherence to legal and procedural safeguards.

51. Sensitive material, such as body-worn video (BWV) footage or case information, is often classified under the "Official Sensitive" category, requiring additional measures to reinforce the 'need to know' principle and ensure separate handling arrangements.
52. For example, high-profile cases or those involving sensitive evidence, such as "Achieving Best Evidence" material, require rigorous procedural measures to safeguard against unauthorised access or disclosure. This includes restricting access to case management systems and ensuring that only authorised personnel can view or handle such material.
53. I was asked to provide an overview of the relevant guidance and best practice provided by the College in relation to communication between the police and other agencies, the media and bereaved families and victims of crime. Guidance in respect of communications and media engagement is found in the Communications and Engagement APP, which has been significantly revised this year. A public consultation on the Media and Communications APP (**WITN0349012**) was published on November 5 2025.
54. I was asked to summarise any failings or limitations that were identified prior to November 2025, which resulted in the Media APP being updated.
55. The updated APP sets stronger and clearer standards for police communications, media relations and multi-agency communication co-ordination. It incorporates lessons learned from a range of high-profile events, regulatory reviews and public inquiries. The revised APP reflects the modern communications landscape and will support police officers and staff who publish police-held information or who work with the media, providing confidence to the public that policing will release information in a consistent and fair manner.

56. The revised guidance takes into account local learning and evidence-based practice emerging from the practitioner community and wider discipline. One contributory factor has been learning shared through national media roundtables held in the wake of the review into the Nicola Bulley investigation, between national policing, criminal justice bodies, and police communications leads, and national and local media representatives. This has helped inform updated guidance on media engagement, promoting a strengthened and ethical relationship with accredited media. A discussion point has been the use of media briefings, reportable and non-reportable, by police forces and this has led to updated guidance and training for police communicators.
57. Similarly, it has been developed in liaison with professional leads in wider policing disciplines, for example those responsible for developing national guidance for investigations and family liaison. The APP has been cross-referenced with existing guidance which sets out, in greater detail, the national guidance for family liaison officers and media support to families
58. The updated APP places clear, honest and timely communication with the public at its heart. It is intended that the new APP, informed by public consultation, will become national guidance from February 2026. The new guidance includes:
- Minimum standards for police communications, requiring openness, transparency and competence, and clear, accurate and timely communications
 - A requirement that communications always consider the wishes and rights of victims, including the family of deceased victims
 - A strengthened and ethical relationship with accredited media, to support the public's access to timely and accurate information

- Specific arrangements for multi-agency co-ordination of communications and a requirement that every police force have in place a major incident communications plan that clearly sets this out
- Consideration of specialist media support for victims and families by senior investigating officers in line with Major Crime Investigation protocols
- New guidance on social media and managing misinformation, disinformation and malinformation, including a requirement for forces to have a policy in place setting out the appropriate use of social media by its officers and staff.

59. I was asked to provide an overview of the relevant guidance and best practice provided by the College in relation to post-incident procedures. Guidance on post-incident procedures is contained within APP, both as standalone guidance (**WITN0349018**) and as part of our Armed Policing APP (**WITN0349003**).

60. Post-incident procedures apply when there is death or serious injury (DSI) following police contact, and:

- The person was under arrest or in police custody; **or**
- Had direct or indirect contact with a police officer acting in the execution of their duties, and there is an indication that this contact may have caused or contributed to the DSI.

49. Serious injury includes fractures, deep cuts, damage to internal organs, or impairment of bodily functions.

50. Post-incident procedures are designed to:

- Preserve evidence.
- Ensure transparency and accountability.

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- Protect the welfare and legal rights of officers and staff.
- Facilitate independent investigation where required.

51. Post-incident procedures should be considered in situations where police contact has resulted in DSI or:

- Revealed failings in command or supervision.
- Caused danger to officers or the public.

52. The APP on post-incident procedures following death or serious injury provides guidance on the provision of accounts by officers and staff in a broadly chronological manner, provides responsibilities for key roles and sets out approaches to organisational learning and debriefing. The information provided is relevant to any investigation, whether carried out by the force's professional standards department (PSD) or by the relevant independent investigative authority (IIA)

53. In relation to a death or serious injury (DSI) which results, directly or indirectly, from the discharge of a firearm, less lethal weapon, or specialist munition, the Armed Policing APP is applicable.

54. The post incident investigation should be appropriate in the circumstances and may be enhanced by the implementation of a post incident procedure. The decision to implement a post incident procedure is the responsibility of a chief officer or delegated senior officer.

55. The Armed Policing APP states that in the following circumstances a post incident procedure must be given serious consideration in every case, and implemented,

unless it is clear that doing so would not add any value in terms of securing evidence or maintaining confidence in the investigation.

- The injury suffered is/was likely to be life changing for the injured person.
- The injury suffered is/was likely to be life threatening for the injured person.
- The circumstances of the DSI require/is likely to require the declaration of a critical incident.

54. I was asked to provide an overview of the National Decision Model and the Joint Decision Model. The College's National Decision Model APP (**WITN0349013**) recognises that police decision making is often complex. Decisions are required in difficult circumstances and are often made based on incomplete or contradictory information. In addition, police officers and police staff are sometimes required to make decisions in circumstances where those involved deliberately mislead or try to mislead them.

55. To help everyone in policing make decisions and to provide a framework in which decisions can be examined and challenged, both at the time and afterwards, the police service has a single national decision model (NDM).

56. The model has at its centre the Code of Ethics (<https://www.college.police.uk/ethics/code-of-ethics>), revised in 2024, as the touchstone for all decision making. Using the model encourages officers and staff to act in accordance with the Code and use their discretion where appropriate. It also reduces risk aversion and weighs the balance of resourcing against demand, threat and risk.

57. The NDM is specific to policing. It is suitable for all decisions and should be used by everyone in policing. It can be applied to spontaneous incidents or planned

operations, by an individual or team of people and to both operational and non-operational situations. Decision makers can use the NDM to structure a rationale of what they did during an incident and why.

58. The NDM has six key elements:

- Code of Ethics.
- Gather information and intelligence.
- Assess threat and risk and develop a working strategy.
- Consider powers and policy.
- Identify options and contingencies.
- Take action and review what happened.

59. The NDM is the primary decision model for the police service. However, responding to emergencies is a multi-agency activity and the resolution of an emergency will usually involve collaboration between police, fire and rescue, ambulance and other responding agencies.

60. The joint decision model (JDM) has been developed for use when officers and staff are making decisions jointly with other partner agencies. It is based on the NDM and is included within JESIP.

61. The single difference between the JDM and the NDM is the wording in the central box. The NDM has the Code of Ethics in the centre, whereas the JDM has 'Working together, saving lives, reducing harm'.

62. When involved in joint situations, the emergency services will apply the JDM collectively. For example, they will consider and share information, make a shared assessment, and take any respective powers and policies into consideration.

63. To conclude, the key differences are that the NDM will be used when making decisions within policing and the JDM when working together with other emergency services during high-risk, fast-moving incidents.

Miscellaneous topics

64. I was asked to set out any work that the College has undertaken in respect of the notification to police and/or execution of warrants by courts. The College of Policing recognises the significant risks posed by outstanding warrants, particularly in relation to potentially dangerous individuals. In response to concerns raised following the Nottingham attack, the College has actively sought to engage police forces in identifying and sharing effective practice in the management of wanted persons and the execution of warrants.

65. On 28 March 2024, the College wrote to all Chief Constables inviting forces to contribute examples of effective practice in managing wanted lists and high-risk individuals. This call for practice was intended to grow the evidence base around what works, and to support forces in managing the risks associated with outstanding warrants.

66. As part of this work, the College supported a local review of Nottinghamshire Police's processes for responding to individuals wanted on warrant. College subject matter experts reviewed the policy developed by Nottinghamshire Police in response to the tragic incident in 2023 participating in a series of focus groups in April 2025. This policy was subsequently published as an example on the College's Practice Bank in September 2025 (**WITN0349019**).

67. The Practice Bank is an online resource hosted by the College of Policing, designed to share promising and innovative practice from across UK policing.

Submissions are reviewed by internal subject matter experts, and our research team, to ensure they are evidence-informed and relevant to operational policing. The Nottinghamshire example was developed through close collaboration between the force and the College, before being made available to all forces via the Practice Bank.

68. The College does not hold national data on the performance of each force in relation to the execution of warrants, nor has it carried out any national analysis of the number of outstanding warrants or the average time taken for their execution.

69. I was asked to comment on any work that the College of Policing has undertaken in relation to the replacement of force medical examiners (qualified doctors) by healthcare practitioner-led models. The College has not undertaken, nor been asked to undertake, any work in relation to the use of healthcare practitioner-led models in police custody. The College is aware of concerns raised by professional bodies but has not conducted its own analysis on this issue.

Independent Review of the case of Valdo Calocane

70. I was asked to provide a detailed account of how the independent review of the case of Valdo Calocane ("the Review") by the College was commissioned.

71. The College has previously supported policing through conducting Independent Learning Reviews, such as the Review of the Nicola Bulley Investigation (**WITN0349015**).

72. In January 2024, the then Nottinghamshire Police and Crime Commissioner (PCC) approached the College about undertaking an independent review into the policing response surrounding the horrific events that took place in Nottingham

2023 in which Barnaby Webber, Grace O'Malley-Kumar and Ian Coates lost their lives.

73. Following the commission, the College commenced some initial steps including drafting a Terms of Reference (ToR) for the review. The College also commenced engagement with the Independent Office for Police Conduct (IOPC) who were conducting an investigation into police contact with Valdo Calocane before the murders; as well as making some initial contact with the families of the murdered victims and the victims injured in the attack.

74. However, on 23 April 2024, before the review was commissioned, the precursor work was indefinitely paused by the previous Nottinghamshire PCC, at the request of the families. The pause came before the College's ToR for the review were finalised. The College has progressed no further work on the review since that date.

75. As the ToR were not finalised and no information sharing agreements were in place, the College had not exchanged any documentation with the force, or any other agency involved, nor had any enquiries been conducted.

Recommendations

76. I was asked to provide recommendations to the Chair of this Inquiry to make sure lessons are learned and similar attacks are prevented in the future. Based on the evidence and analysis of previous cases, including the Valdo Calocane case, I respectfully recommend that the Chair consider the following measures to ensure lessons are learned and to prevent similar attacks in the future.

77. **Consistency in Risk Management and Agency Accountability:** All agencies involved in managing risk to the public should adopt a consistent and systematic

approach to risk assessment and management. This includes ensuring that risk management processes are robust, regularly reviewed, and embedded within organisational culture. Agencies should be held to comparable standards of accountability, with clear governance supported by management information and performance frameworks populated with accurate, and as near real time data as is possible. This, along with reporting mechanisms to promote transparency and cooperation, will help ensure that where similar responsibilities exist, agencies face similar scrutiny and consequences for their actions or omissions.

78. Proper Consideration and Use of Community Treatment Orders (CTOs): The

Inquiry should consider recommending that all relevant agencies, particularly health services, ensure that Community Treatment Orders are properly considered and used in cases where risks to the public have been identified and where medical treatment in the community is necessary. The correct use of Mental Health Act 1983 powers (for example Section 3 rather than Section 2, where appropriate) should be emphasised to ensure that all available risk management options, including CTOs, remain accessible.

79. Enhancing Multi-Agency Public Protection Arrangements (MAPPA) and

Potentially Dangerous Persons (PDP) Pathways: The Inquiry may want to consider recommending that consideration is given to referring individuals who present a risk to the public, particularly those with a history of serious violence combined with significant mental ill health, into MAPPA or PDP processes. These multi-agency frameworks provide structured risk management, strengthen information sharing, and reinforce professional accountability, ensuring that vulnerable individuals do not fall through gaps in the system

- 80. Improved Information Sharing Across Agencies:** Effective and timely information sharing between health partners (including GPs, community mental health teams, psychiatrists, pharmacies, and social care) is critical. The Inquiry should consider recommending that agencies establish clear protocols for sharing information about medication non-compliance or other early warning signs of relapse, to enable prompt intervention and prevent missed opportunities for proactive safeguarding.
- 81. Enhanced Discharge and Release Planning:** Agencies should ensure robust follow-up and discharge planning for individuals leaving hospital or custody, with assertive outreach and oversight to prevent disengagement and ensure continuity of care.
- 82. Improved Record Keeping and Interagency Communication:** The Inquiry should consider recommending improvements in record keeping and communication across agencies, ensuring that risk history and relevant information are fully documented, shared, and considered in decision-making.
- 83. Staff Training and Competence:** Agencies must ensure that personnel managing high-risk or forensic patients receive appropriate training and have sufficient experience, particularly in risk assessment, information sharing, and applying relevant legal frameworks. Forensic patients are generally those admitted under Part 3 of the Mental Health Act 1983, which involves the criminal justice system. Improved information sharing across health services is essential to identify and manage risks effectively. This approach helps mitigate risks from a health perspective and prevents escalation to the point where police intervention becomes necessary. Where situations do escalate and police involvement is

required, robust information-sharing systems must be in place to enable a coordinated response and strengthen inter-agency risk management.

Are there any other matters that you wish to draw to the attention of the Chair?

84. It is important to note that many of these proposed recommendations have been made repeatedly following previous mental health-related homicide cases, yet similar issues continue to arise. The Inquiry may wish to consider mechanisms to ensure that recommendations are not only made but are implemented and monitored for effectiveness over time. College research into recurring challenges in policing (**WITN0349023**) has previously identified ten capabilities where system wide improvement is required. Many of these perennial challenges are reflected in the recommendations suggested above.

85. The Inquiry should recognise that the police must not be regarded as the default agency for facilitating access to mental health services when an individual is already under the care of health professionals. This principle is embedded within the National Partnership Agreement: Right Care, Right Person, a joint national commitment by the Home Office, Department of Health and Social Care, National Police Chiefs' Council, Association of Police and Crime Commissioners, NHS England, and the College of Policing. The agreement seeks to end the inappropriate and avoidable involvement of police in incidents concerning people with mental health needs. Individuals requiring mental health support should receive appropriate care from health services, with police involvement limited to circumstances where it is necessary for public protection.

Statement of Truth

I believe the content of this statement to be true. I understand that proceedings may be brought against anyone who makes, or causes to be made, a false statement in a document verified by a statement of truth without an honest belief of its truth.

Signed: **GRO-B**

Dated: 9 January 2026

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No.	Inquiry URN	Document Description
1	WITN0349020	RCRP Humberside Police - Smarter Practice
2	WITN0349021	RCRP Toolkit – Landing Page
3	WITN0349011	RCRP Toolkit – Legal Overview for RCRP
4	WITN0349022	RCRP Toolkit – Senior responsible officer (SRO) role
5	WITN0349009	RCRP Toolkit – Implementation principles for incidents involving children
6	WITN0349004	RCRP Toolkit – Baselining and evaluation criteria
7	WITN0349007	RCRP Toolkit - Communications plan considerations
8	WITN0349017	RCRP Toolkit – Policy Considerations
9	WITN0349008	RCRP Toolkit – Force control room implementation guidance
12	WITN0349016	HMICFRS report Policing and Mental Health, picking up the pieces (November 2018)
13	WITN0349014	RCRP National Partnership Agreement
14	WITN0349010	Information Sharing APP
15	WITN0349006	Code of Practice on Police Information and Records Management
16	WITN0349002	Guidance on Archiving of records in the Public Interest
17	WITN0349005	Code of Practice for PNC and LEDS
18	WITN0349012	Media and Communications APP consultation document
19	WITN0349015	Independent external review of Lancashire Constabulary’s operational response to reported missing person Nicola Bulley November 2023
20	WITN0349018	Post Incident Procedures APP
21	WITN0349003	Post Deployment procedures – Armed Policing APP
22	WITN0349013	National Decision Model APP
23	WITN0349019	Practice Bank example from Nottinghamshire Police on a Power BI generated platform to improve efficiency by enabling the force to visualise data on wanted on warrant persons and using this data to drive performance.