

Witness Name: Richard Clarke

Statement No: WITN0372001

Dated: 26 January 2026

THE NOTTINGHAM INQUIRY

FIRST WITNESS STATEMENT OF RICHARD CLARKE

I, Richard Clarke, Director General in the Public Safety Group within the Home Office, will say as follows: -

INTRODUCTION

1. I am the Director General in the Public Safety Group within the Home Office, which is responsible for Home Office policy areas including policing and crime reduction. I have held this position since January 2025. Prior to this role I have been a senior civil servant, mainly in the Home Office, for twenty years.
2. This witness statement is made on behalf of the Home Office to assist the Nottingham Inquiry (the '**Inquiry**') with the matters set out in the Rule 9 request

dated 17 October 2025 (the '**Request**'). This statement has been prepared with the assistance of Counsel and lawyers at the Government Legal Department.

3. I wish to express my heartfelt condolences on behalf of the Home Office and personally to the families of Barnaby Webber, Grace O'Malley-Kumar and Ian Coates, and to Marcin Gawronski, Sharon Miller and Wayne Birkett for what they suffered in the attacks.

4. I make this statement where possible based on information and documents within my personal knowledge and my own experience of the functions and operations of the Home Office. When I have not had direct experience of issues raised in the Rule 9 request, I have included information provided to me by colleagues within the Home Office or based on research carried out by my legal team. My personal experience dates from 2024, and mainly relates to areas within my remit within the Public Safety Group, so where the statement deals with other subjects below I have been largely reliant on information provided by others.

INDEX

5. This statement is divided into the following sections:
 - A. Background: The role of the home office and other bodies in relation to policing in England and Wales;
 - B. Multi – Agency working;
 - C. Policies, Procedure and Guidance;
 - D. Operation Plato;

- E. Training;
- F. Operational resourcing constraints;
- G. Force medical examiners;
- H. Communication with victims and families;
- I. Response to the attacks of 13 June 2023;
- J. Reflections.

**BACKGROUND: THE ROLE OF THE HOME OFFICE AND OTHER BODIES IN
RELATION TO POLICING IN ENGLAND AND WALES**

6. I have been asked to set out the function and role of the Home Office in relation to policing in England and Wales. In order to do this, I will set out the role of Chief Constables and Police and Crime Commissioners (PCCs) within the current structure and explain how the Home Office works with those individuals/organisations.
7. The Chief Constable of a force holds direct accountability for the operational delivery of policing services. They are accountable for the effective command and leadership of the policing response to crime, and the response to major and critical incidents. The operational independence of Chief Constables is a fundamental principle of British policing. This is set out at paragraph 30 of the Policing Protocol issued by the Home Secretary in accordance with the requirements of the Police Reform and Social Responsibility Act 2011 [**HOMF000002**].

8. Since 2012, and in line with reforms introduced by the Police Reform and Social Responsibility Act 2011, the Policing System for England and Wales has been designed around a model of local accountability whereby locally elected PCCs are responsible for the totality of policing in their area, and for holding their force Chief Constable to account for the operational delivery of policing. Police and Crime Panels within each force area are then responsible for scrutinising the actions and decisions of PCCs, providing challenge and support.
9. The Minister for Policing and Crime announced on 13 November 2025 that the Government will abolish PCCs at the end of their term in 2028 and transfer policing functions to new arrangements. I have outlined below in more detail the effect of that announcement.
10. The current structure of the policing system is as follows:
 - i. 37 elected PCCs who oversee 37 of the 43 territorial police forces (four of whom also oversee fire and rescue authorities).
 - ii. In five other police force areas, the PCC functions are delivered by elected mayors. The remaining force, City of London Police, is subject to separate governance arrangements through the Court of the Common Council.
 - iii. Each of the 43 forces has a Chief Constable who retains operational independence for their force.
 - iv. There are also multiple national policing organisations (such as His Majesty's Inspectorate of Constabulary and Fire & Rescue Services

(HMICFRS) and the College of Policing) each with their own statutory roles and responsibilities.

11. The section below explains the role of the Home Secretary with regard to policing in the context of the above structure, before the Nottingham attacks in June 2023 and following changes which have been made since. I then describe the roles of other bodies (including PCCs and Chief Constables), as they were in June 2023 and where they have changed since.

12. The Criminal Justice System (CJS), as referred to below, is overseen by the Home Office, the Ministry of Justice and the Attorney General's Office and exists to reduce crime and reoffending, punish offenders, protect the public, secure reparation for victims, build public confidence and ensure fairness. It includes the police, prosecution services, courts, prisons, youth justice services, probation and other partners, all of which operate independently. Effective functioning of the CJS relies on strong collaboration across these agencies and the cooperation of victims, witnesses, lawyers and others.

(i) The role of the Home Secretary in relation to policing between 2011 and 2023

13. The Policing Protocol (first issued in the Policing Protocol Order 2011) sets out the role of the Home Secretary within the context of policing and the relationships between Chief Constables, PCCs, the Home Secretary and Police and Crime Panels [HOMF0000002]. It came into force on 16 January 2012. It was refreshed by the Policing Protocol Order 2023, which was laid before Parliament on 13 June 2023 and came into force on 3 July 2023 [HOMF0000003].

14. The 2011 Policing Protocol (in force at the time of the Nottingham attacks) stated as follows in relation to the Home Secretary's role:

27. The establishment of PCCs has allowed for the Home Office to withdraw from day-to-day policing matters, giving the police greater freedom to fight crime as they see fit, and allowing local communities to hold the police to account.

28. The Home Secretary is ultimately accountable to Parliament and charged with ensuring the maintenance of the Queen's Peace within all force areas, safeguarding the public and protecting our national borders and security. The Home Secretary has reserved powers and legislative tools that enable intervention and direction to all parties, if it is determined by the Home Secretary that such action is necessary in order to prevent or mitigate risk to the public or national security. Such powers and tools will be used only as a last resort, and will not be used to interfere with the democratic will of the electorate within a force area, nor seek to interfere with the office of constable, unless the Home Secretary is satisfied on the advice of Her Majesty's Inspectorate of Constabulary that not to do so would result in a police force failing or national security being compromised.

29. The Home Secretary retains the legal accountability for national security and the role that the police service plays within the delivery of any national response. The Home Secretary has a duty to issue a Strategic Policing Requirement that sets out what are, in her view, the national threats at the time and the appropriate national policing capabilities that are required to counter them.

15. The Policing Protocol 2023 amended some of the wording of the above. For example, the phrase 'last resort' was replaced with 'exceptional circumstances'.

16. It also included as a new paragraph 29:

29. The Home Secretary is responsible for setting the national, strategic direction of policing and holding the policing sector to account for these commitments. This includes ensuring all parts of the policing system work together effectively. To do so, the Home Secretary may invite PCCs and Chief Constables and their representative bodies to attend national policing governance and oversight boards.

17. Whilst the establishment of PCCs altered the Home Office's role, the Home Secretary remained ultimately accountable to Parliament and charged with 'ensuring the maintenance of the King's Peace' within all force areas, safeguarding the public and protecting our national borders and security, albeit that her powers of direct intervention are limited in the ways set out in the Protocol. For example, in accordance with paragraph 28 of the Protocol, her powers and legislative tools that enable intervention or direction are only exercisable if action is deemed necessary in order to prevent or mitigate risk to the public or national security, and as a last resort (before 3 July 2023) or in exceptional circumstances (after 3 July 2023). Where the use of the power would interfere with the democratic will of the electorate within a force area or interfere with the office of constable, it must only be done on the advice of HMICFRS that not to do so would result in a police force failing or national security being compromised. The use of such powers must comply with statutory tests and public law principles [HOMF0000003]. The powers are therefore only used once other levers have been exhausted. Many have never been used.

18. Aside from being able to use direct powers to intervene in the limited way set out above, the ways in which the Home Secretary fulfils her role include the following:

- i. The Home Office issues the Strategic Policing Requirement (SPR), setting out what, in the Home Secretary's view, are the national threats at the time the document is issued and the appropriate national policing capabilities to counter those threats. In the SPR published in February 2023, the following critical national threats were identified: terrorism, serious and organised crime (SOC), a national cyber incident, child sexual abuse, public order, civil emergencies and violence against Women and Girls **[HOMF0000004]**. PCCs and Chief Constables must have regard to the SPR.
- ii. The Home Office provides the majority of public funding for police forces in England and Wales, which is agreed by the House of Commons on an annual basis at the police funding settlement. Alongside the funding provided to each PCC for their force area, the Home Office invests in the wider law enforcement system which includes technology, capabilities and tools needed to prevent, respond to and investigate crimes.
- iii. The Home Office can set strategic policy for policing and issues crime specific strategies. Prior to June 2023, this included the Beating Crime Plan (issued in July 2021) which set out priorities for policing, such as cutting homicide and serious violence **[HOMF0000088]**.
- iv. National governance fora, such as the Home Secretary's National Policing Board **[HOMF0000005]** and its sub boards, give Ministers the opportunity

to set the strategic direction of policing and to identify and convene groups of individuals who are able to drive progress in key priority areas.

- v. The Home Office also plays a key role in providing police with the powers and tools necessary to support the delivery of policing (for example, the Public Order Act 2023 made provisions about the exercise of police functions relating to public order).
- vi. The Home Secretary has direct powers to intervene in policing if it is considered necessary to prevent or mitigate risk to the public or national security [**HOMF0000003**].

(ii) Reform of the Home Office's role since June 2023

19. The Government announced, in November 2024, that it intends to make major reforms to policing to address current challenges within the policing system to help the system be effective and efficient [**HOMF0000006**]. As part of these reforms, the Government has been clear that the Home Office will take a more active leadership role on policing and crime, as part of a reset between government and policing bodies.

20. The Home Office will publish a White Paper on policing shortly, which will set out a comprehensive package of reforms to policing in England and Wales that will drive quality, consistency and efficiency and ensure that all police forces are equipped to deliver the Government's priorities

21. The first of these reforms, which will be included in the White Paper, was announced on 13 November and relates to police governance. The governance reforms include abolishing PCCs across England and Wales at the end of their term in 2028 and replacing them either with elected regional mayors or Police and Crime boards made up of the leaders of local authorities, supported by an appointed policing and crime lead to oversee policing on a day-to-day basis.

22. The November 2024 announcement also set out that the Home Secretary will establish a new National Centre of Policing. While work is underway to determine the scope and scale of the organisation, it is expected to include specialist and support functions such as forensics, aviation and IT which the Government believes have become fragmented over the last decade.

23. To ensure that the Home Office can provide more active leadership on policing, the Home Secretary has already:

- i. Established a new Police Standards and Performance Improvement Directorate, based in the Home Office. This Directorate will agree a single performance framework for policing, which will cover the breadth of police work and aims to provide a consistent picture of performance, identify trends and drive-up performance standards. Ministers will work with the College of Policing, HMICFRS and PCCs to ensure there is effective intervention when forces are failing. The Home Office is also creating a new central database of high-quality force-level data, allowing for tracking of local performance in

priority areas like knife crime and violence against women and girls and increasing the quality of data across the 43 police force areas;

- ii. Established the Police Efficiency and Collaboration Programme to establish the foundations for a more efficient and effective police service;
- iii. Commenced a refresh of the SPR (which was last updated in 2023).

(iii) the role of other relevant bodies with regards to policing and their relationship with the Home Office

24. I have been asked to set out the relationship between the Home Office and the following bodies: (a) the College of Policing; (b) the National Police Chiefs' Council; (c) Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services; (d) Police and Crime Commissioners; (e) territorial police forces; and (f) the Independent Office for Police Conduct.

(a) Chief Constables and territorial police forces;

25. As set out above, there are 43 territorial police forces in England and Wales. The Police Service Northern Ireland (PSNI) covers Northern Ireland and Police Scotland covers the whole of Scotland. There are three special/non-territorial police forces: British Transport police, the Civil Nuclear Constabulary (CNC) and the Ministry of Defence Police (MDP) - sponsored by other Government departments (the Department for Transport; the Department for Energy and Net Zero and the Ministry of Defence, respectively).

26. Each of the territorial police forces has its own Chief Constable, who has direction and control over his or her police officers and staff. The Chief Constable holds office under the Crown, but is appointed by the PCC, except in London where the Commissioner and Deputy Commissioner of Police of the Metropolis are appointed by the King on the recommendation of the Home Secretary, having regard to any recommendations made by the Mayor's Office for Policing and Crime.

27. Chief Constables are operationally independent and are required to serve their communities without fear or favour. The concept of operational independence is not defined by statute. Chief Constables must have regard to their PCC's Police and Crime Plan and to the Home Secretary's SPR.

28. The Policing Protocol 2011 stated (at paragraphs 21-22) that:

21. The Chief Constable is responsible for maintaining the Queen's Peace, and has direction and control over the force's officers and staff. The Chief Constable holds office under the Crown, but is appointed by the PCC except in London where the Commissioner and Deputy Commissioner of Police of the Metropolis are appointed by the Queen on the recommendation of the Home Secretary.

22. The Chief Constable is accountable to the law for the exercise of police powers, and to the PCC for the delivery of efficient and effective policing, management of resources and expenditure by the police force. At all times the Chief Constable, their constables and staff, remain operationally independent in the service of the communities that they serve.

29. Paragraph 23 of the 2011 Protocol sets out a list of the Chief Constables' responsibilities, in particular how they are to work with PCCs. Those

responsibilities remained the same in the 2023 Protocol, save for some changes to the wording of responsibilities (a) and (m).

30. While engagement with PCCs and Chief Constables is often through the National Police Chiefs' Council (NPCC) and Association of Police and Crime Commissioners (APCC), the Home Office engages with Chief Constables and PCCs on specific policing and crime matters where necessary.

(b) the National Police Chiefs' Council

31. The NPCC was formed in 2015 and replaced the Association of Chief Police Officers. It is underpinned by a legal agreement under Section 22A of the Police Act 1996, signed by Chief Constables, PCCs and non-Home Office Force equivalents (e.g. British Transport Police) **[HOMF0000007]**.

32. The NPCC coordinates the operational response to the most serious threats faced by policing and ensures that every force and Chief Constable is represented on national governance structures through the Chief Constables' Council.

33. It is also responsible for the implementation of standards and policy as set by the College of Policing and Government. It works with the College of Policing (where appropriate) in the development of joint national approaches to staff and human resource issues (including misconduct and discipline) in line with Chief Constables' responsibilities. The NPCC is hosted by the Metropolitan Police Service but is independent of it.

34. The Home Office works closely with the NPCC to implement the national policy and direction for policing, and it uses the operational experience of the members of the NPCC in order to achieve the Government's objectives.

35. The Home Office provides grant funding to the NPCC to support a range of initiatives and coordination committees. These include funding the national county lines programme and the Fraud and Cyber Crime Reporting Analysis Service (FCCRAS) Programme. Grants come from within Home Office budgets (mostly the Public Safety Group and Homeland Security Group). These are distinct from the core police grants, which generally go directly to PCCs.

36. Within the NPCC committee structure, strategic leads (usually Chief Officers) provide leadership on areas of business, influence national policy and support local delivery. For example, the Commissioner of the City of London Police is the Senior Responsible Owner for the FCCRAS Programme (mentioned above).

(c) Police and Crime Commissioners

37. PCCs are directly elected individuals responsible for ensuring an efficient and effective police force in their area. PCCs exercise core functions of police governance, such as holding the Chief Constable of their force to account, setting strategic priorities for policing in their area and the budget, and since 2014, having the powers and budget to determine most local victim services. Since 2017, PCCs have been able to take on the governance of fire and rescue services as have directly-elected mayors of combined authorities (and subsequent county authorities), who have also been able to take on policing functions, where the police

force and authority boundaries align. As of 1 November 2025 five Mayors have assumed these powers. PCCs are independent of government and are accountable to the public via the ballot box at elections every four years.

38. The Policing Protocol states (at paragraph 14):

14. The public accountability for the delivery and performance of the police service is placed into the hands of the PCC on behalf of their electorate. The PCC draws on their mandate to set and shape the strategic objectives of their force area in consultation with the Chief Constable. They are accountable to the electorate; the Chief Constable is accountable to their PCC. The Panel within each force area is empowered to maintain a regular check and balance on the performance of the PCC in that context.

39. The Home Office works closely with PCCs, through the APCC, in the development and implementation of policy relating to policing and criminal justice.

40. As stated above, the government announced on 13 November 2025 that it intends to abolish this role, transferring the police governance functions currently undertaken by PCCs to new structures.

(d) the College of Policing

41. The College of Policing (the College) is a company limited by guarantee, wholly owned by the Home Secretary. It is a non-profit, public sector arm's length body. It operates independently of the Government and has a clearly defined role to set policing standards, provide training and share good practice. The College disseminates good practice and identifies, shares and embeds what works: this includes the Crime Reduction toolkit and the Practice Bank. The College publishes

Authorised Professional Practice (APP), operational guidance, and codes of practice for Chief Officers. It also produced/publishes a non-statutory Code of Ethics. Although these are not produced by the Home Office, I will discuss some of these documents in more detail later in this statement.

42. The Home Secretary is accountable to Parliament for the College's efficiency and effectiveness. The relationship between the Home Office and the College of Policing is governed by the Protocol between the two parties, last updated in July 2019, which sets out the Home Office's role in relation to the College **[HOMF0000008]**.

43. The Protocol between the College and the Home Office states at paragraph 2.2 that the Home Secretary holds overall responsibility for the Home Office and its agencies (including the College) and will:

- i. Account for all College business in Parliament;
- ii. Lay the College's annual report, and by agreement with the National Audit Office (NAO), accounts before Parliament, pursuant to section 7 of the Government Resources and Accounts Act 2000; and
- iii. Appoint the College Board.

44. The Protocol states that the Home Secretary delegates responsibility for the day-to-day operations and management of the College to the College Chair and Chief Executive Officer.

45. The Protocol recognises that “alongside the formal relationships, in practice the Home Office will work openly and collaboratively with the College, balancing the Home Office’s requirement for oversight whilst recognising the College’s independence.”

46. Sections 123 to 126 of the Anti-social Behaviour, Crime and Policing Act 2014 relate to the College of Policing, specifically the preparation of regulations, the issuing of codes of practice and the provision of guidance on the employment of civilian staff. Section 126 grants the power to the Home Secretary to give directions to the College, and section 127 concerns charging fees.

(e) His Majesty’s Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS)

47. His Majesty’s Chief Inspector of Constabulary and Chief Fire and Rescue Inspector for England is appointed by His Majesty the King on the advice of the Home Secretary and Prime Minister under the Police Act 1996 and the Fire and Rescue Services Act 2004. This appointment is regulated by the Office of the Commissioner for Public Appointments and is subject to pre-appointment scrutiny processes by the Home Affairs Select Committee of Parliament.

48. HMICFRS’s role and statutory objectives are set out in the Police Act 1996 and the Fire and Rescue Services Act 2004. Its primary role is to independently assess the effectiveness and efficiency of police forces and fire and rescue services to make communities safer.

49. The Home Office is the principal sponsor within Government of HMICFRS and provides it with its annual budget. The Home Office retains that role notwithstanding the transfer of policy responsibility within Government for fire and rescue services to the Ministry of Housing, Communities and Local Government on 1 April 2025.

50. His Majesty's Chief Inspector of Constabulary and Chief Fire and Rescue Inspector for England is required (by Schedule 4A of the Police Act 1996) to produce an inspection programme (setting out what inspections the Inspectorate intends to carry out) and an inspection framework (how it will carry out its inspections). Before producing either document, His Majesty's Chief Inspector of Constabulary and Chief Fire and Rescue Inspector for England must consult the Home Secretary as well as various other Inspectors set out in legislation.

51. The Home Secretary can direct HMICFRS to carry out additional policing inspections on particular issues of concern.

(f) The Independent Office for Police Conduct (IOPC)

52. The IOPC oversees the police complaints system in England and Wales and investigates the most serious and sensitive matters involving the police, including, for example, any death or serious injury to a member of the public where there is an indication that contact with the police may have directly or indirectly caused the death or serious injury, serious allegations of corruption or racially aggravated misconduct.

53. The Home Office is the sponsoring department of the IOPC. It is an executive non-departmental public body (NDPB) - also referred to as an 'arm's length body' - sponsored by the Home Office. This means that the Home Office provides funding and ensures accountability for public money spent by the IOPC. However, the IOPC operates and takes its casework decisions independently of the police and government. A published framework document sets out arrangements which include high level performance management [HOMF0000009]. Home Office Ministers and senior officials meet the Director General of the IOPC and occasionally its senior independent non-executive board member for this purpose.

- i. The IOPC's Annual Report and business plans are required to be published by law. The Home Secretary is responsible for laying the Annual Report in Parliament.
- ii. The Home Office and its Ministers cannot interfere in decision-making on investigations or other casework by the IOPC. However, the Home Secretary has powers to require reports at any time from the Director General of the IOPC on the operation of the organisation. The Home Secretary also appoints non-executive members of the board of the IOPC under the public appointments system.

54. The Director General of the IOPC is appointed under the Crown Appointments system, and the recruitment process involves senior Home Office officials as well as those at the Cabinet Office.

55. Ensuring a strong performance from the IOPC is important to Ministers. Under the Framework Agreement [HOMF0000009], the Permanent Secretary as accounting officer is ultimately responsible for oversight of the IOPC's activities and performance and ensuring risks are regularly assessed. As the Director General of the Public Safety Group in the Home Office, the role of "senior sponsor" is delegated to me and I am responsible for the performance appraisal of the Director General of the IOPC. Under the Cabinet Office guidance on the sponsorship of arm's length bodies, the senior sponsor oversees strategic engagement between the department and its ALBs, working closely with the department's functional experts to ensure that its ALBs have the right information, tools and capacity to adopt relevant functional standards. I also chair the IOPC's Senior Sponsorship Board, attended by the Director General and other members of her senior team. It meets regularly and receives reports on performance against the key performance indicators and a summary of the IOPC's strategic risk register. The DG of the IOPC is required to escalate significant problems to the Department.

56. The Director General of the IOPC (Rachel Watson) launched a three year transformation programme for the IOPC shortly after she took up her appointment in April 2024. This has been aimed at increasing the IOPC's effectiveness and efficiency.

MULTI-AGENCY WORKING

57. It has been suggested by the Inquiry that the Home Office is a 'member' of the Joint Emergency Service Interoperability Programme ("JESIP") and I have been

asked to set out the role and function of JESIP and the Home Office's role as a 'member'. I have also been asked to explain the 'Joint Doctrine' and describe any input that the Home Office has had into that document.

(i) JESIP and the Joint Doctrine

(a) JESIP

58. The Joint Emergency Service Interoperability Programme was established in 2012 as a two-year, multi-agency programme to improve the way the emergency services work together when responding to major incidents. It was funded by the Home Office and supported by the Cabinet Office, the Department of Health and the Department for Communities and Local Government (as they then were).

59. The aim of the programme was to enable effective interoperability between the emergency services when responding to incidents together. It did this by developing a framework and set of underpinning principles for joint working, along with accompanying tools and training to support their implementation. This included the production of doctrine setting out the principles, guidance documents and practical tools to support application and training packages.

60. Having achieved its objective to develop a set of principles and the tools to support implementation, the programme formally ended in 2014. The principles and products the programme had developed were then collectively rebranded in April 2015 as the 'Joint Emergency Services Interoperability Principles'; now commonly referred to as 'JESIP'.

61. It is therefore not possible to be a 'member' of JESIP, as it is not a group or committee. JESIP is the collective description for a set of principles that responders follow to enable them to work together effectively during a multi-agency response, and the supporting guidance and tools that facilitate the awareness of and application of those principles.

62. JESIP is highly relevant during major incidents involving mass fatalities and significant numbers of emergency service personnel, but the principles can be applied to any incident that requires a multi-agency response.

(b) The Home Office's role in relation to JESIP

63. Reflecting the long-standing intention that ownership of JESIP would ultimately pass to the emergency services, the emergency services took on primary ownership, funding and governance of JESIP in April 2019.

64. Governance responsibilities were, and continue to be, discharged through the JESIP Interoperability Board, which is currently chaired by the Police National Strategic Lead for JESIP and JESIP Senior Responsible Officer - a police officer of Chief Constable rank. The JESIP Senior Responsible Officer is supported through the Board by designated national strategic leads, also at chief officer level, for the ambulance and fire and rescue services.

65. However, throughout 2019 and 2020, the Home Office continued to receive regular requests from the emergency services for support for JESIP, and further learning emerged from the Grenfell Tower fire and Manchester Arena attack. In light of this,

in April 2021, the Homeland Security Group (formerly the Office for Security and Counter Terrorism - OSCT) took on greater strategic oversight of JESIP.

66. The Home Office's role in relation to strategic oversight of JESIP includes:

- i. Funding: In 2024, the emergency services launched a three-year JESIP Transformation Programme to strengthen and better embed JESIP in responder organisations. A JESIP Transformation Fund was founded alongside this, to bolster central JESIP resource. The Home Office contributes to the JESIP Transformation Fund, along with the police, ambulance and fire and rescue services, who also make annual contributions. Home Office funding primarily enables the recruitment of a team of emergency service secondees known as the 'JESIP Team', whose role is to maintain the suite of JESIP products and tools and to deliver the JESIP Transformation Programme.
- ii. Staff: There are two civil servants within the Home Office whose role is to work with and support the JESIP Team.
- iii. Strategic Support: The two members of staff within the Home Office act as a single point of contact within government for the JESIP Team. They produce the formal grant agreement, which enables Home Office funding to the JESIP Transformation Fund, and which sets clear objectives and deliverables for the money allocated to the fund. They also facilitate cross-government engagement with the JESIP Transformation Programme and support the JESIP Team in some of their day-to-day work. For example,

they have worked with the team to commission academic research to support the Transformation Programme and have supported outreach and engagement activity with responder organisations. They also work closely with the JESIP Team to ensure that learning from inquests, inquiries, inspections and reviews (including the Grenfell Tower Inquiry and the Manchester Arena Inquiry) is incorporated into the Transformation Programme.

iv. Support for the Joint Organisational Learning (“JOL”) Platform:

Representatives from the Home Office help to process the multi-agency learning submitted to the JOL platform. This is an online platform which supports the dissemination of relevant learning to the emergency services.

More information about JOL is set out in paragraphs 201 to 205 below.

67. The JESIP Team is currently hosted by Hertfordshire Constabulary. The team consists of emergency service secondees, responsible for delivering the JESIP Transformation Programme, maintaining the suite of JESIP products and tools and for ensuring that JESIP is fully embedded into responder organisations. This includes communicating JESIP to, and engaging with, responder organisations; overseeing the JOL platform; carrying out assurance activity to test how well JESIP is embedded and understood; updating and maintaining the JESIP principles, supporting doctrine and core training products; and supporting testing and exercising.

(c) The Joint Doctrine

68. The Joint Doctrine is the central guidance document that underpins JESIP. It sets out the framework for multi-agency responses to emergencies in the UK. It establishes the core principles of JESIP, which are co-location, communication, co-ordination, joint understanding of risk and shared situational awareness. It provides a common model for incident reporting (M/ETHANE), and explains the Joint Decision Model (JDM), which enables collaborative decision making. It emphasises the importance of having a common operating picture and of robust information sharing. The doctrine also covers recovery processes and learning from incidents through Joint Organisational Learning (JOL).

69. The Joint Doctrine is not intended as a response document or a set of rules. Instead, it provides responders across all levels with generic guidance and principles on the actions to take when responding to multi-agency incidents.

70. The version in force in June 2023 was Version 3.0 [HOMF0000010]. The version currently in force is Version 3.1 [HOMF0000011].

71. The JESIP Team is responsible for maintaining and updating the Joint Doctrine. The Home Office was one of the consultees during the most recent review process, which led to the publication of the *JESIP Joint Doctrine: The Interoperability Framework*, Version 3.1 (April 2024) [HOMF0000011].

(ii) *The Joint Decision Model (“JDM”)*

72. I have been asked to address the following with regards to the JDM.

(a) The purpose of the JDM (by whom, when and how it is used)

73. The JDM is one of the key components of the Joint Doctrine. It is designed to help responders make decisions during incidents. It helps responders to bring together the available information, reconcile potentially differing priorities and make effective decisions together.

74. All responders can apply the JESIP principles and models, including the JDM, when working together at any stage of an incident. It is designed to be used by any responder that is responding to, or supporting the response to, an incident. Chapter 7.1 of the *JESIP Joint Doctrine: The Interoperability Framework, Version 3.1* (April 2024) sets out how the JDM is meant to be used in multi-agency response situations.

(b) By whom the JDM is authored and how its content is determined

75. The JESIP team is responsible for maintaining and updating the JDM.

(c) The level of familiarity response officers and those with leadership and managerial roles in the police should have with the JDM

76. In line with the Joint Doctrine, the Home Office would expect response officers and/or those with leadership and managerial roles to be familiar with the JDM.

77. The *JESIP Joint Doctrine: The Interoperability Framework, Version 3.1* (April 2024) provides that organisations should ensure that all personnel who may be required

to support the response to an incident are appropriately prepared and aware of the JESIP models and principles and how they are applied. This includes the JDM.

78. The Joint Doctrine also sets out that all responders (both those listed in Schedule 1 of the Civil Contingencies Act 2004 (CCA 2004) and those which are non-categorised) should reflect the contents of the Joint Doctrine within their local plans, policies and procedures, encouraging use of the models and principles at all stages of incident management from pre-planning through to response and recovery. Responders listed in Schedule 1 of the CCA 2004 include (among others) local authorities, the emergency services, NHS bodies including those providing ambulance services (as Category 1 responders), and utility companies, rail operators and the HSE (as Category 2 responders). To support this requirement, the Joint Doctrine states that everyone (including response officers) should receive a form of JESIP awareness training annually. Additionally, those who are responsible for managing an incident should attend a multi-agency JESIP training course at least once every three years. Therefore, the expectation is that, through this training, responders should be familiar with the JDM.

(d) Any significant changes made to the JDM since 2019

79. I have been asked to summarise any significant changes to the JDM from 2019 onwards, explaining why they were made. As explained above, the JESIP Team is responsible for updating and maintaining the suite of JESIP products and tools, which includes the JDM, so I believe that they would be best placed to answer this question.

(iii) multi-agency working in relation to those experiencing severe mental illness

80. I have been asked to set out any other significant work which the Home Office has carried out, or is carrying out, in order to develop and improve multi-agency working in relation to those experiencing mental illness.

81. The Home Office has been involved in a range of initiatives aimed at developing and improving multi-agency working to support those who are in crisis as a result of their mental health. The Department of Health and Social Care (DHSC) has responsibility for the relevant legislation including the Mental Health Act 1983 and the Mental Capacity Act 2005. The way in which the police choose to exercise their powers under these Acts is an operational matter. As noted above it is for the College to set out the standards and guidance for operational policing. This includes the Authorised Professional Practice on Mental Health [**HOMF0000024**] and the relevant training that all new recruits receive on responding to vulnerable people, which forms part of the Police Education Qualification Framework (PEQF). In addition, the NPCC has a portfolio lead for Mental Health, and oversees delivery of a range of improvements in line with the NPCC's Mental Health and Policing Strategy [**HOMF0000012**].

82. Key initiatives that the Home Office is or has been engaged in, include:

- i. The Crisis Care Concordat 2014 (Concordat) [**HOMF0000013**];
- ii. Producing regulations (The Mental Health Act 1983 (Places of Safety) Regulations 2017) and guidance [**DHSC0000039**] (in conjunction with

- DHSC) on the amendments made to sections 135 and 136 of the Mental Health Act 1983 (MHA) through the Police and Crime Act 2017 (PACA);
- iii. Working with other government departments to respond to the Joint Thematic Inspection of the Criminal Justice Journey for Individuals with Mental Health Needs and Disorders, published in November 2021 **[HOMF0000015]**, and to develop the subsequent action plan;
 - iv. The Police Productivity Review and the Right Care, Right Person Approach;
 - v. Detailed review of Liaison & Diversion (L&D) Services;
 - vi. The Street Triage Scheme.

(a) The Crisis Care Concordat

83. The Concordat was developed jointly with DHSC and signed by 22 partner organisations across health, social care, criminal justice and voluntary sectors in 2014. Its purpose was to improve the way in which public services work together to support people experiencing a mental health crisis, ensuring they receive the right care, at the right time, and that mental health crises are treated with the same urgency as physical health emergencies. The Concordat required local areas to establish arrangements to strengthen collaboration between agencies and to ensure that individuals in crisis received appropriate and timely support. In particular, the Concordat expected that *“in every locality in England, local partnerships of health, criminal justice and local authority agencies will agree and commit to local Mental Health Crisis Declarations. These will consist of*

commitments and actions at a local level that will deliver services that meet the principles of the national concordat”.

84. The Concordat outlined a shared set of principles and commitments designed to improve commissioning, expand access to support before crisis points, ensure effective urgent and emergency access to care, raise the quality of care during crises and prevent future crises. The participation of multiple agencies and systems gives rise to the need for effective information flows. The Concordat emphasised that, using appropriate sharing protocols, patient information should follow the individual through the system. It also emphasised that, within data protection requirements, professional judgement should be informed by common sense and joint working approaches. A case example highlighted the work of the Metropolitan Police Service (MPS) and partners to develop new ways of collecting and sharing information to improve outcomes for vulnerable adults, including those with mental ill health. Specific Concordat commitments related to information sharing included:

(i) To improve partnership working at a local level:

(a) The development of a web portal to enable exchange of effective practice for police, health services, local authority partnerships. This commitment was led by the Home Office and national police leads. This action resulted in the creation of the Concordat website, which enabled local areas to share examples of good practice [HOMF000085]. The site, initially established by Mind and owned by DHSC, has since been archived and is no longer available.

(ii) To improve information and advice available to frontline staff to enable better response to individuals:

(a) Support agencies sharing key information about a person, in line with current guidance 'SHARE: consent, confidentiality and information sharing in mental healthcare and suicide prevention' [HOMF0000095].

This commitment was led by DHSC through local partnership boards, Caldicott Guardians (individuals in a senior role in an organisation which processes health and social care personal data) and data protection officers.

(b) Support local mental health service providers to develop arrangements which provide real time advice and support to the police when assessing the mental health needs of a vulnerable person. This commitment was led by the National Policing Lead for Mental Health/NHS Confederation Mental Health Network with the aim of providing examples of current best practice. The NHS Mental Health Confederation and ACPO co-authored the resulting document, which was published in January 2015: I exhibit what I understand to be that document as [HOMF0000105], although it has now been removed from the public domain.

85. Oversight and monitoring of the Concordat was provided through a national Crisis Care Concordat Steering Group (CCCSG), initially chaired by Mind and subsequently co-chaired in rotation by the Home Office and DHSC. In 2019, the CCCSG was replaced by the Crisis Care Senior Operational Group (CCSOG).

While it was clear improvements to partnership working and responses to those in mental health crisis had been achieved since the Concordat was implemented, and that members remained committed to improving mental health outcomes, there was less consensus about how effective the CCCSG would be for continuing that work. Established by the Home Office in 2020, the CCSOG brought together key policy and operational leads from central government, policing, health, social care and other relevant partners to take an operational overview of the mental health crisis response landscape and to support the delivery and assessment of the operational impact of ongoing major workstreams. The CCSOG met until 2023, when the Right Care Right Person (RCRP) work (discussed below) began to gain momentum, and meetings on the development of the National Partnership Agreement (NPA) and related activity effectively replaced it. The NPA meetings brought together the policing and health representatives who would otherwise have attended the CCSOG and they continue to take place.

(b) Regulations and guidance on the amendments made to s135 and 136 of the Mental Health Act 1983 (MHA) through the Police and Crime Act 2017 (PACA)

86. The amendments to sections 135 and 136 of the MHA were introduced through PACA, and supported by new Regulations and guidance developed jointly by the Home Office and DHSC, following extensive consultation with health and policing partners. The MHA remains the primary legislation governing the compulsory detention, assessment and treatment of people with mental health conditions in England and Wales. Section 135 gives magistrates the power to issue a warrant so that the police can enter private property to remove a person to a place of safety

for assessment, and section 136 allows a police officer to remove a person from a public place to a place of safety, if they appear to be in immediate need of care or control.

87. PACA introduced several significant reforms to modernise responses to mental health crises. These reforms:

- i. Reduced the maximum period of detention under sections 135 and 136 of MHA from 72 to 24 hours, with a possible 12-hour extension in specific circumstances.
- ii. Changed how and where the police can take someone pursuant to mental health powers. It prohibited the use of police stations as a place of safety for anyone under 18 and placed restrictions on their use for adults.
- iii. Required Police Officers, where practicable, to consult a health professional before exercising powers under section 136 to keep or remove a person to a place of safety.
- iv. Extended the scope of section 136, so that it can be exercised in public and private places, except in the individual's own home.
- v. Introduced a new protective search power permitting police to search individuals detained under sections 135 or 136.
- vi. Allowed individuals detained under section 135 to remain at home for assessment rather than being taken to a place of safety.

88. The Mental Health Act 1983 (Places of Safety) Regulations 2017 were introduced to give effect to these statutory changes. The Regulations define what constitutes a place of safety, set out responsibilities for health and local authorities to provide them and establish procedures to ensure the welfare of those detained.

89. Together these reforms emphasise health-based rather than custodial responses, strengthen safeguards for people in crisis and support enhanced joint working between police, NHS and local authorities.

90. The accompanying non-statutory guidance [DHSC0000039], published in October 2017, supports police, health and social care professionals in understanding and applying the amended legal framework (non-statutory Guidance). It helps to embed information-sharing as a fundamental safeguard, both at the individual level (consultation, risk, safeguarding) and system level (capacity, performance and monitoring). It also emphasises the importance of multi-agency working and the need to establish local information sharing protocols (para 1.7).

91. Key information sharing elements of the legislation and non-statutory Guidance include:

- (i) Consultation with health professionals. As outlined above, section 136 was amended to provide a clear requirement for consultation and information sharing between police and health professionals, where possible, before deciding whether to keep or remove a person to a place of safety. The non-statutory Guidance outlines the purpose of the consultation (para 2.9), scope of the information exchanged (para 2.11), record keeping

requirements (para 2.12), practical considerations of the information sharing exercise (paras 2.13-2.15) and need for local protocols for information sharing (para 2.16).

(ii) Further consultation and information exchange with health professionals.

Where a police station is proposed as a place of safety, a police officer must consult a health care professional, where practicable. This may follow seamlessly from an earlier section 136 consultation (para 3.29). This reinforces that health advice and information exchange must continue throughout decision-making, particularly when considering exceptional use of police stations.

(iii) Information sharing on places of safety capacity. The non-statutory

Guidance recommends that 'partnerships may wish to strengthen local liaison and information systems relating to the availability and capabilities of their various places of safety to ensure that timely decisions can be taken on the appropriate place to use' (para 5.6). This requires real time operational information sharing about availability, staffing and risk management, so that police and health practitioners can identify suitable places quickly and safely.

(iv) The promotion of data sharing for the purposes of monitoring and review

(paras 5.1-5.10). This highlights the need for multi-agency monitoring, analysis of data and review of implementation. Partnerships are encouraged

to share data to: understand demand, track outcomes, identify issues and improve system performance.

(c) Working with other government departments to respond to the Joint thematic inspection of Mental Health in the Criminal Justice System, published in November 2021, and to develop the subsequent action plan

92. The report examined the experiences of individuals with mental health conditions as they moved through the criminal justice system, identifying shortcomings and areas for improvement across policing, the Crown Prosecution Service (CPS), probation and prison services. A key recommendation focused on strengthening information sharing to promote consistency and more effective joint working, to deliver better outcomes for people with mental health needs (page 2, 8-10). In support of this recommendation, the Home Office engaged with the NPCC, whose 2022 Mental Health Strategy set out specific objectives on data and information management to drive improvements and provide clear operational guidance (page 10) **[HOMF0000012]**. Both documents emphasise the need for improved information sharing between policing, criminal justice agencies and health services. Key deliverables included:

- (i) To enable police forces to access and interpret mental health data, to understand demand and ensure service delivery (page 10);
- (ii) To increase understanding of where information sharing should be encouraged to allow a more efficient and effective service, whilst maintaining rights to privacy (page 10);

- (iii) To support the development of a comprehensive mental health dataset to ensure efficiency, effectiveness, relevance and consistency in data capture (page 10);
- (iv) To support forces to develop their understanding of mental health related demand through improved data capture, management and analysis (page 19);
- (v) To develop and publish guidance on data sharing with partners for mental health (page 19);
- (vi) To ensure consistent national reporting of mental health data (page 19);
- (vii) In liaison with the CPS and alongside the embedding of the L&D Services (which requires the sharing of relevant information between health and police teams), to focus on developing systems to ensure that appropriate information is gathered to improve case management decisions (page 16).

(d) The Police Productivity Review and the Right Care, Right Person Approach

93. In August 2022, the Home Office commissioned the NPCC to undertake a Police Productivity Review to “identify ways in which forces across England and Wales can be more productive, improving outcomes.” The review was conducted over 12 months and produced a report “The Policing Productivity Review: improving outcomes for the public” (‘The Review’) in October 2023 [HOMF0000016]. As part of this work, the NPCC gathered evidence from policing and health partners on the impact of mental health related demand on police services.

94. The October 2023 report identified significant pressures on police resources, particularly frontline response teams, arising from the need to respond to incidents involving mental ill health, where there was no immediate threat of serious injury or any crime, which are often more appropriately dealt with by health and social care services. The report highlighted that this leads to three key negative outcomes: 1) Individuals such as mental ill health patients do not receive the timely and appropriate professional response they need; 2) This demand is not visible to partner agencies, preventing them from making the investments or changes required to deal with that demand or bid for funding to improve services; and 3) Police resources become tied up dealing with things they should not be doing, with a negative impact on policing productivity and public confidence.

95. In the course of the Review, a number of recommendations were made to improve how the public sector manages mental ill health demand. In particular, an assessment was made of the RCRP model, which had been developed and successfully implemented by Humberside Police, and recommended that Chief Constables lead the implementation of the RCRP approach, collaborating with partners to align demand to the right agency. This recommendation reflected ongoing work to roll out RCRP by the NPCC Mental Health Portfolio lead.

96. In December 2022, the NPCC Mental Health Portfolio presented the RCRP approach to the NPCC which voted to adopt it as a national model. To support this development, the Home Office convened a Ministerial round table in December 2022, chaired by the then Policing Minister, and DHSC's then Mental Health Minister. The round table brought together senior leaders from police and mental

health services, who agreed to support the RCRP approach and to formalise their commitment by creating a National Partnership Agreement (NPA).

97. Following this, the Home Office worked to develop the NPA: RCRP in collaboration with DHSC, NPCC, the College, the APCC and NHS England [HOMF0000017].

98. The NPA is a strategic document that was agreed and was published in July 2023. It sets out the key principles of the RCRP approach and its application to mental health-related incidents. Its purpose is to ensure that individuals in crisis, particularly those with mental health needs, receive the most appropriate care from the most suitable agency, rather than automatically being responded to by the police. As outlined above, the approach builds on the model first developed in Humberside which HMICFRS identified as an example of good practice.

99. The Review concluded that the resulting NPA and RCRP was a significant achievement that should enable improvements and noted that the RCRP model was being implemented in every police force.

100. Although the RCRP approach can be applied more broadly, the NPA focused on the interface between policing and mental health services. In this regard, the RCRP approach places a strong emphasis on multi-agency cooperation, timely handovers, shared decision making and establishing effective mechanisms to support data collection and sharing across agencies, to inform the development and implementation of RCRP, including any changes required to ways of working and wider system resourcing. The NHS RCRP Implementation Guidance published in November 2024, makes clear that 'partners should have agreements for cross-

agency information sharing and ensure that all data sharing complies with the DPA and the common law duty of confidentiality' [HOMF0000018].

101. The implementation of RCRP included the creation of a Ministerial Working Group, which oversaw the initial stages of implementation and last met at the point when implementation was well under way in March 2024, and a wider Oversight Group comprising key stakeholders such as several Royal Colleges, the Local Government Association (LGA) and the Association of Directors of Adult Social Services (ADASS), which continues to meet quarterly. To support delivery, the Home Office part-funded an RCRP Implementation Team within the NPCC during the 2023/24 and 2024/25 financial years. In addition, the newly established Centre for Police Productivity, funded by the Home Office and based within the College, has incorporated RCRP as one of its key areas for support.

102. Home Office and DHSC analysts collaborated on a joint process evaluation of the implementation of RCRP, published on 3 December 2024 (RCRP Evaluation) [HOMF0000019]. The evaluation highlighted examples of both good practice and challenges in the implementation of RCRP, drawing on data from five police force areas (Nottingham was not one of the areas covered in the RCRP Evaluation). The RCRP Evaluation identified improvements in collaborative partnership working, as reported by police, Integrated Care Boards (ICBs) and Local Authorities (LAs). It also identified factors that supported implementation such as having in place local multi-agency forums to support collaboration and address concerns, and the early engagement and sharing of information to build mutual understanding of the powers, roles and responsibilities of different partners.

103. Overall, the Review made 26 cross-sector recommendations which were primarily for policing to implement with some directed toward the Home Office.

104. In April 2024, the Home Office published *Improving Police Productivity: A response to the recommendations of the Policing Productivity Review [HOMF0000020]*. On mental health demand, the response highlighted that the Home Office and DHSC were monitoring and evaluating the roll out of RCRP; that forces were being supported by a team from the NPCC, guidance and e-learning produced by the College; and that the APCC had also produced guidance for PCCs and equivalents. It also highlighted that implementation of the NHS Long Term Plan (LTP) crisis service was underway, as well as other improvements and investments that had been made to support individuals experiencing a mental health crisis including the Government's intended amendments to the MHA, which have been outlined at paragraph 86.

(e) detailed review of deep dive into Liaison & Diversion (L&D)

105. The Home Office Policy and Innovation Lab ("CoLab") unit worked during 2023 on a detailed review of L&D, on behalf of DHSC, MoJ and the Home Office. L&D services operate in police custody, courts and in the community to identify and assess the needs of vulnerable individuals. They share information with key decision-makers across the criminal justice system and refer individuals to ensure access to support services and longer-term support. The review aimed to understand high-level variations in L&D service delivery across regions and to explore the successes and challenges in the delivery of these services. This work

built on two prior initiatives: a series of actions agreed by the MoJ and DHSC Permanent Secretaries to enable joint action on offender health, and earlier work by CoLab for the Joint Combating Drugs Unit (JCDU) examining police-led referrals of suspects with substance misuse issues into drug treatment services. The resulting report, published in February 2024, included recommendations to: provide clear guidance to L&D practitioners on the information that should be uploaded to police custody logs, to ensure consistency and relevance for decision-makers; and to review how information on vulnerable individuals flows between police diversion teams and L&D, to reduce duplication and ensure that both teams have the right information to make appropriate decisions [HOMF0000104]. Following the report, the Home Office wrote to the chair of the NPCC to set out the recommendations that were relevant to police custody practice [HOMF0000021].

(f) Street Triage Scheme

106. Street Triage is a scheme established in 2013 that brings together health practitioners and police officers to respond to incidents involving individuals experiencing a mental health crisis [HOMF0000022]. The model has been adopted around the country by local NHS and Police partners.

107. Under the scheme health practitioners provide advice either in person or by telephone, to support police officers in making informed decisions about care, risk and appropriate onward referral. A key aim of the street triage model is to ensure individuals are referred to the most appropriate care, rather than automatically being held in police custody, to reduce unnecessary detentions and create more

appropriate pathways to mental health care and services. The NPCC and the College have developed the Street Triage Evaluation Toolkit to support the evaluation of this service, assist forces to better understand the output of their schemes and inform ongoing commissioning decisions [HOMF0000012].

108. Information sharing protocols are agreed locally between the NHS Trust, Police and ICBs. Joint working at the scene or via telephone advice allows health practitioners and police officers to exchange relevant information in real time ensuring shared assessments and decision making based on up to date information. Integrated referral pathways allow for information from the triage assessment to be passed to the appropriate health teams to ensure continuity of care.

(iii) The Police National Computer and other databases

(a) The Police National Computer (PNC)

109. I have been asked to explain what the PNC is, and in particular what information can be shared between different police forces via the PNC.

110. The PNC is a database which provides UK police forces and other law enforcement agencies with access to a centralised store of information concerning individuals, property and vehicles, gathered and used for law enforcement, policing and safeguarding purposes. It has been in operation since 1974 and was initially a database for lost/stolen vehicles but has developed over time. The PNC currently holds the following information:

- i. Persons who have been arrested and/or convicted.
- ii. Real time links with national fingerprints and DNA databases.
- iii. Persons who are Wanted.
- iv. Persons who are Missing.
- v. Details of Court Orders, including Sex Offenders.
- vi. Firearms Licence holders.
- vii. Details of UK registered vehicles, including MOT, Tax and Insurance.
- viii. Details of UK Driver licences.
- ix. UK Vehicles of interest to police.
- x. EU Stolen vehicles and vehicles of interest.
- xi. Stolen and found property items, plant machinery, engines, trailers, animals, marine craft and firearms.

111. The Code of Practice for the PNC ('Code of Practice') is issued by the College, with the approval of the Secretary of State, under section 39A of the Police Act 1996. The Code of Practice currently in force was published in February 2023 and makes provision for accessing information through the PNC, in line with data protection and human rights legislation **HOMF000090**]. The Code of Practice is discussed further in paragraphs 249-251 and is supported by the Guidance for Code of Practice for PNC and LEDS [**HOMF000087**].

112. The PNC contains information on police warrants, which is accessible by all police forces. Information about warrants is visible to all forces once a Wanted/Missing report with warrant information has been added to the PNC. This information includes the date of the warrant and power of arrest.

113. Once a report is added to the PNC, it can be seen by all police forces. The various ways in which warrant information would be visible to forces are:

- i. A user accesses a specific subject record and views the Wanted/Missing report in that record.
- ii. The PNC Broadcast facility is used to circulate information urgently about a Wanted person to all forces.
- iii. The Daily Activity File (DAF) sent out each morning can notify forces of Wanted/Missing reports added the previous day if they have registered an interest in a subject record.
- iv. Reports are sent regularly to various other organisations, for example to Border Force.

114. The process for managing Magistrates' Court warrants on the PNC is addressed in the Criminal Warrants Protocol for Magistrates' Courts, which was attached to PNC Liaison Officer Letter 2017/018 [**HOMF0000023**].

115. No equivalent document exists for Crown Court warrants. The Police PNC Policy and Prioritisation Group (P4G) has agreed that the ownership of these on PNC

rests with the force that owns the Arrest/Summons report. Crown Court warrants must be circulated on PNC as a matter of urgency, with any ownership issues addressed subsequently.

116. The exception to the above is when the owner is ACRO Criminal Records Office, who create Arrest/Summons reports on behalf of Non-Police Prosecuting Agencies (such as the RSPCA), so the responsibility to manage their warrants lies with the force in which the Court is located.

117. The Home Office, through the National Law Enforcement Data Programme, is currently developing a system called the Law Enforcement Data Service ("LEDS") to replace the PNC. The Code of Practice for the PNC also covers access to LEDS. More information about this is provided below, in paragraphs 249-251.

(b) The Home Office Large Major Enquiry Systems (HOLMES)

118. I have also been asked to describe HOLMES and set out its functions. HOLMES is a computer system used by the police to manage serious and complex crime investigations. It gives senior officers a real-time view of live operations to help them decide how to best use police resources. Part of its function is to improve collaboration across forces and other agencies during investigations, helping them find previously hidden links between cases.

119. HOLMES was first established in 1985. The current version of HOLMES is a second iteration of the database, known as HOLMES 2, which began being developed in 1994. The system was brought into use by some forces in 2000 and

became operational for all police forces in early 2004. The database allows police forces to collate and cross-reference all information gathered in a major investigation. It is also used to manage disaster response during terrorist incidents or natural disasters.

120. HOLMES 2 is owned by the Police and not the Home Office.

(c) Other computer technology systems

121. I have been asked whether the Home Office is involved in the development or operation of any other computer technology systems for the sharing of information between police forces.

122. There are several national policing systems used for sharing information between police forces.

- i. *The Law Enforcement Data Service (LEDS)*: The Home Office and Policing are working in partnership to develop LEDS, that will replace the PNC when it is decommissioned (currently anticipated to be in 2026). LEDS is a modern, cloud-based data service. It will enhance functionality for police forces, as it will provide on-demand and joined-up information. LEDS will also improve usability and deliver a range of benefits, including a reduction in running costs in comparison with the PNC. The LEDS platform can be developed further in the future, for example by adding new datasets, such as Missing and Found Persons.

- ii. *The Police National Database (PND)*: The PND was developed by and is operated by the Home Office. It became operational in 2011. It was established following the murders of Holly Wells and Jessica Chapman in 2002 and the subsequent Bichard Inquiry, which recommended a national police intelligence system. It enables local police forces, non-police law enforcement agencies and regulatory bodies to share and manage intelligence and other operational information on a national level.

- iii. *The Home Office Biometrics Programme (HOB)*: The HOB enables the UK government organisations and police forces to capture, authenticate, verify, search and match individuals' biometrics to solve crime, protect borders and prevent terrorism. HOB is a platform which can be used to establish an individual's identity using fingerprint, DNA and facial image data. The HOB brings biometric data collections together, including the Immigration and Asylum Biometric Service (IABS) (which contains immigration fingerprints and facial images), HM Passport Office (facial images), IDENT1 (for police fingerprints) and the National DNA Database (NDNAD) (for police DNA). The Biometric Services Gateway implemented by HOB provides the 'front door' to the biometric systems, facilitates its functions and enables the cross searching of fingerprints (between IABS and IDENT1 and vice versa, for example). HOB manages the service management and maintenance of the biometric systems through third party contracts, providing a common biometric service for cross-government stakeholders, including police forces.

- iv. *The Violent and Sexual Offender Register (ViSOR)*: ViSOR is a UK-wide computer system which records details of individuals managed under Multi-Agency Public Protection Arrangements (MAPPA) in the UK and facilitates multi-agency working by MAPPA partners. The three “Responsible Authorities” (police, prison, and probation services) all have access to the system and are able to both input and access information. Work is currently underway to replace the ViSOR system with a new system entitled the Multi-Agency Public Protection System (MAPPS). MAPPS will introduce modern technology and design to provide substantive improvements for those using the system.

- v. *The National ANPR Service (NAS)*: NAS provides policing and law enforcement agencies with a National Automatic Number Plate Recognition capability. It is used for live operations, intelligence and post incident investigations. The ability to flag vehicles of interest and locate them in real time, or trace their historic movements is a critical tool in tackling serious organised crime, terrorism, border security and county lines as well as safeguarding investigations. Work is currently underway to develop a new ANPR platform called the National Strategic ANPR Platform (NSAP).

- vi. *Penalty Notice Processing Centre (PentiP)*: PentiP is the national system used by police forces of England, Scotland and Wales and HMCTS for the administration of fixed penalty notices and penalty notices for disorder.

- vii. *The Child Abuse Images Database (CAID)*: CAID is a secure, national database of images, videos and metadata of illegal Child Sexual Abuse Materials (CSAM) acquired by UK police and the National Crime Agency (NCA), enabling collaboration across UK law enforcement. CAID is a key part of the national IT solution to fight against Child Sexual Abuse and Exploitation. The Home Office developed CAID in collaboration with the police, industry partners and British and international technology companies. CAID went live in December 2014 and was rolled out across all UK territorial police forces and the NCA. CAID provides a suite of tools that increases efficiency and intelligence for investigations, using the latest technology to transform how Child Sexual Abuse Materials are investigated to protect children. It helps identify and safeguard victims and identify offenders.

- viii. *The National Firearms Licensing Management System (NFLMS)*: The NFLMS is currently used to manage the licensing of firearms, shotguns, explosives, explosive precursor materials and poisons by all the forces in England and Wales. The Police Digital Service (PDS), together with the NPCC and the Home Office, is leading the development of a new national firearms licensing solution which will replace NFLMS. The rollout across police forces in England and Wales will begin from the middle of 2026 and it is intended that it will be fully implemented by the middle of 2027.

- ix. *The International Law Enforcement Alerts Platform (I-LEAP)*: I-LEAP is a UK IT platform designed to enable UK law enforcement and border officers

to strengthen their international alert-sharing capabilities. It was introduced following the UK's exit from the EU and the UK's disconnection from the Schengen Information System (SIS), to address gaps in law enforcement capability. The I-LEAP programme continues to be developed. It will enhance the UK's use of and access to INTERPOL databases, by providing real-time access, more detailed information and imagery. As the platform develops, I-LEAP will also redress the significant reduction in the real-time alert sharing that occurred when the UK lost access to the SIS.

POLICIES, PROCEDURE AND GUIDANCE

123. I have been asked to set out any significant policies, procedures and guidance created and/or disseminated by the Home Office in respect of a number of matters as listed below.

124. As set out above, guidance on operational matters is predominantly a matter for the College and/or individual police forces. In order to assist the Inquiry, and based on research carried out by others, I have sought to identify below the policies, procedures and guidance produced by the College and other policing bodies which may be relevant to the Inquiry's questions, in addition to anything provided by the Home Office. I emphasise that this is intended to provide the Inquiry with general background to assist them in their inquiries; there will be other guidance on the topics produced by policing bodies and individual forces.

(i) training of police officers and police staff

125. Training standards for police officers are the responsibility of the College as the operationally independent, standards-setting body for policing, however each police force manages its own training for its own officers. The College has issued a range of police training and operational guidelines including APP guidelines on specific areas of crime and policing. For example, there are APPs on Mental Health **[HOMF0000001]**, on Investigating Offences Against the Person including assault on an emergency worker **[HOMF0000084]**, on Stalking and Harassment **[HOMF0000024]** and on Investigating Acquisitive Crime **[HOMF0000084]**. The subsections below refer to specific examples of such guidance where relevant.

126. The Home Office has no operational role in the provision of initial police training or continuing professional development.

(ii) Investigation of crimes

127. I have been asked to set out guidance in relation to the investigation of crimes generally and any specific guidance in relation to (i) stalking, (ii) assault/assault on an emergency worker, (iii) criminal damage and (iv) burglary.

128. The College provides general guidance in relation to investigations, including the “Conducting Effective Investigations” guidance **[HOMF0000025]**. There are also APPs on Investigation **[HOMF0000084]** and on Major Investigation and Public Protection **[HOMF0000024]**.

129. The Conducting Effective Investigations guidance:

- i. sets out the role and obligations of an investigator: to identify and follow all reasonable lines of enquiry, to gather all reasonably available material and, where a suspect is identified, investigate towards and away from the suspect, to treat victims with fairness and respect and ensure that they are afforded their rights under the Victims' Code;
- ii. notes that investigators should ensure impartiality;
- iii. advises that investigators should record investigative decisions in a clear and objective way with supporting rationale;
- iv. advises Chief Constables on how they can support investigations to be effective.

(a) Stalking

130. The Home Office is responsible for national policy and legislation on stalking. This includes seeking to ensure that the police have robust legal frameworks to investigate and manage stalking cases effectively. Stalking was criminalised in 2012 under the Protection from Harassment Act 1997, which created two specific offences: section 2A and section 4A.

131. In 2019, Stalking Protection Orders (SPOs) were introduced as a civil measure to prevent stalking behaviours from escalating at an early stage. In 2020, the Home Office published statutory guidance to support the police in investigating and managing stalking cases and in relation to SPOs to provide guidance on the effective use of, and application process for SPOs, including when to consider

applying for an order and how to manage the subject of an order effectively. The guidance was updated in April 2024 [HOMF0000026]; it directs that police officers should make use of SPOs to intervene early in cases of stalking by applying for an order when there is evidence the person has engaged in stalking, poses a risk of further stalking and an order is necessary to protect a victim. It provides high-level information on identifying stalking behaviours, motivating factors and the overlap between stalking and related offences. The guidance also explains when the police should consider seeking a full or interim SPO, how an SPO may be applied for and on what terms, the relevant procedural and evidential requirements and the steps required for managing the subject of an order, including steps to be taken if the SPO is breached. In addition, it includes information on victim consultation and support, and directs officers how to identify it alongside signposting the police to additional other sources of support and guidance on stalking. The police are required to have regard to this guidance.

132. An SPO can impose negative conditions prohibiting an offender from going to specific locations (such as the victim's home), or positive conditions requiring them to attend a mental health assessment or to sign on at a police station. It will also require them to notify police of their home address and any changes to it.

133. To enhance the guidance provided by the Home Office on stalking, the Government announced in December 2024 [HOMF0000027] its intention to legislate through the Crime and Policing Bill [HOMF0000028] to:

- i. Introduce multi-agency statutory guidance on stalking. This guidance will outline how to identify stalking, manage perpetrators and support victims. It will be aimed at all professionals with statutory safeguarding responsibilities including the police, teachers and healthcare professionals. Additionally, it will provide a framework for effective multi-agency collaboration to ensure a coordinated approach to prevention, protection and intervention.
- ii. Introduce 'Right to Know' statutory guidance. This will provide a clear process for the police to follow when releasing personal information about stalking suspects to victims, particularly in cases of stranger or online stalking, where the victim might not know the identity of the perpetrator. The guidance will also help the police navigate the requirements of existing data protection legislation and common law powers.

134. In addition to providing guidance on stalking, the Home Office supports operational partners such as the National Centre for Violence Against Women and Girls and Public Protection (NCVPP), based in the College, which produce their own guidance and procedural resources on stalking.

135. As outlined above, the College has issued an APP on stalking [HOMF0000024], which provides advice and guidance on responding to and managing stalking cases. This includes advice for investigators and first responders alongside detailed guidance on the process for obtaining an SPO. While the Home Office regularly engages with the NCVPP and other policing partners, these organisations

are operationally independent, and the management of officer training on stalking remains the responsibility of individual police forces.

136. On 22 October 2025, the Home Office announced the appointment of Richard Wright KC, who will lead a review of all stalking legislation to ensure it provides the best protection for victims and the robust management of perpetrators.

(b) Assaults/assaults on Emergency Workers

137. The Ministry of Justice leads on policy relating to assaults on emergency workers, including the legislative framework established by the Assaults on Emergency Workers (Offences) Act 2018 (MOJ Guidance) [HOMF000029].

138. The offence of assaulting an emergency worker acting in the course of duty was created by the Assaults on Emergency Workers (Offences) Act 2018. The maximum sentence was 12 months imprisonment. Following a consultation led by the MOJ on doubling the maximum penalty for assaulting an emergency worker to two years imprisonment [HOMF000030], the Government announced its intention to bring forward legislation to implement the change and the Police Crime Sentencing and Courts Act 2022, in force since 28 June 2022, gave effect to that increase [HOMF000031].

139. In May 2025, the CPS published an update to its guidance on assaults against emergency workers [HOMF000032]; [HOMF000033]. Now, prosecutors are encouraged to consider the full range of available offences when charging assaults against emergency workers, rather than defaulting to the specific offence under the

Assaults on Emergency Workers (Offences) Act 2018. In this regard, the update also emphasises that where appropriate, cases that could be dealt with more quickly in the magistrates court should be charged by way of a summary offence, and for serious assaults prosecutors are urged to charge more serious offences, where appropriate. These changes aim to enable swifter justice for emergency workers who are assaulted in the course of duty, to ensure that the charge selected is commensurate with the seriousness of the case, and that the route to court is the most efficient one.

140. As outlined above, the College of Policing has also issued an APP on investigating Offences against the Person which includes Assaults Against Emergency Workers **[HOMF0000084]**.

141. Other departments will also lead on policy and guidance for assaults involving other emergency workers, such as DHSC for health, MHCLG for fire and rescue and the Ministry of Justice for prisons/custody.

(c) Criminal damage

142. The Criminal Damage Act 1971 defines criminal damage, including specific offences such as arson, threats to damage property and possession of items with the intent to cause damage.

143. There is no APP dedicated solely to criminal damage. Instead, references to criminal damage appear across several different APPs where it is used as an example offence within wider policing guidance. For instance, the APP on Possible

Justice Outcomes identifies criminal damage as an offence that may be appropriate for a community resolution [HOMF0000034]. Similarly, the APP on Hate Crimes cites criminal damage as a specific offence that can be recorded and investigated as a hate crime when the relevant criteria are met [HOMF0000024].

144. The Home Office issues the Crime Recording Rules for Front Line Officers and Staff (Recording Rules), which I exhibit at [HOMF0000035]. The crime recording rules set out detailed national guidelines for how police forces in England and Wales should record crime. Its primary purposes are to ensure that victims' allegations are believed; recording decisions are made on the balance of probability whether a notifiable offence has occurred; and crime records are accurate, auditable and consistently applied.

145. These Recording Rules govern when a report becomes a formally recorded crime, rather than an incident, define how many crime records should be created and outline classification and outcome types. They underpin the investigative process by establishing the starting point for an investigation, providing clarity around jurisdiction, time-limits and oversight of decisions. The rules promote consistency of data, which in turn helps with resource planning, auditing and ensuring victim experiences are properly logged.

146. The Recording Rules relating to criminal damage break down damage into different categories of offence. They help police decide when and how many crime records to open for damage incidents, and what crime to record, depending on the damage.

(d) Burglary

147. The College of Policing has produced an APP in relation to the investigation of Residential Burglary which outlines key elements of an effective response to residential burglary [**HOMF0000084**].

148. The APP also provides operational guidance on the various phases of the investigation including: the initial response, further investigation, forensics and digital investigation, intelligence work, working with suspects, asset recovery and the prevention and reduction of crime.

(iii) the taking of toxicology samples by police for the purpose of drug testing

149. Powers and procedures for taking toxicology samples for the purpose of drug testing are set out in several statutory provisions, including:

- i. The Police and Criminal Evidence Act 1984 provides powers for officers to take intimate and non-intimate samples from individuals when specific conditions are met.
- ii. The Road Traffic Act 1988 establishes police powers for obtaining from suspected drug-driving offenders.
- iii. The Forensic Science Regulator Act 2021 provides for a statutory Forensic Science Regulator for England and Wales. The Regulator has powers to take enforcement action if they believe forensic science activity is being carried out in a way that creates a substantial risk of adversely affecting an

investigation or proceedings. The Act also creates a duty for the Regulator to publish and keep under review a Code of Practice setting the quality requirements for the undertaking of defined Forensic Science Activities. The Forensic Science Regulator's Code of Practice sets quality requirements for three 'toxicology' related Forensic Science Activities, including drug driving offences under the Road Traffic Act. These Forensic Science Activities set the requirement for the undertaking of the analysis of body fluids for the identification of controlled drugs. There is no provision in the Code about the acquisition of toxicology samples in custody for the purpose of drug testing as this is not considered an action typically undertaken by a forensic scientist.

150. Forensic toxicology services for policing and the CJS as a whole in England and Wales operate under a mixed model, comprising public and private sector providers. Decisions on delivery models are made locally, leading to variations across police forces in their use of in-house and external services. The Forensic Science Regulator's Code of Practice defines 51 forensic science activities, of which 36 currently require compliance with the Code. These are delivered by more than 100 organisations across the CJS, including all 43 police forces. The procurement of forensic services is an operational matter for policing and remains the responsibility of the Chief Constable of each police force.

151. The Forensic Capacity Network (FCN) was established in April 2020 as a national capability for forensics in policing in England and Wales. Initially funded by the Home Office, responsibility for funding transferred to the NPCC in April 2024. The

FCN supports around 4,000 forensic staff across police forces, by providing access to advice, knowledge and services. It coordinates research and development and issues guidance on best practice for forensics, for example the Evidential Drug Identification Testing (EDIT) Good Practice Guide [HOMF0000036].

152. In August 2012, National Policing Improvement Agency (NPIA), which was created in 2006 in order to support the delivery of more effective policing, but closed in 2013 with its training and development roles transferred to the College, published a Good Practice Guide for Forensic Submissions [HOMF0000037]. There is also guidance from the Faculty of Forensic and Legal Medicine of the Royal College of Physicians (FFLM) on Quality Standards in Forensic Medicine. Although this is not in itself Home Office guidance, it references the Home Office circular 020/2003 “Healthcare Professionals in Custody Suites” [HOMF0000038]. Other FFLM guidance includes “Recommendations for the Collection of Forensic Specimens from Complainants and Suspects” [HOMF0000039] and “Recommendations for the collection of forensic specimens from complainants and suspects – the evidence” [HOMF0000040].

153. To improve the effectiveness and responsiveness of forensic services the Government has announced the creation of the National Centre of Policing (see paragraph 22 above), which will bring together key national support services, including forensics, to raise standards and improve efficiency across policing. A Director of Forensic Services was appointed within the Home Office in August 2025 to stabilise and reform the forensics system and to lead the development and delivery of forensic oversight and services within the National Centre of Policing.

(iv) recording of calls to the police, attendances and incidents

154. The Home Office does not produce central guidance on recording of calls to the police, attendance and incidents.

155. The retention of data such as recordings of 999 calls is governed by the College's Code of Practice on police information and records management dated July 2023 [HOMF0000041] and is the subject of an APP by the College [HOMF0000042].

156. The Home Office requires forces to provide data on the volume of 101 calls and waiting time for publication on Police.UK under the terms of the Annual Data Requirement (ADR), specifically ADR 200. Under this requirement, forces must send 101 call volume and wait time data to a central policing repository to be uploaded to Police.UK [HOMF0000043].

157. The Home Office is aware that forces record calls for the purposes of quality assurance and analysis of call demand and potentially for use as evidence. The decision to record the audio of phone calls received is an operational matter for regional police forces. So far as I am aware, there is no national policy or guidance on this.

158. As to the recording of investigations, the College's APP on the Investigation Process states that "*Crime recording is an intrinsic part of the initial response to a report of a crime. A crime should be recorded in accordance with the Home Office Crime Recording Rules. Effective crime recording will promote accurate and consistent crime data. It is also designed to ensure that victim allegations are taken*

seriously, and that any investigation that follows is taken forward with consideration to the Code of Practice for Victims of Crime” [HOMF0000084].

159. It also states that *“all crimes and incidents reported to the police must be recorded in an auditable manner. Information gathered will be retained and managed on police recording systems as police information.” [HOMF0000084]*

160. The Home Office Crime Recording Rules state that *“All reports of incidents, whether from victims, witnesses or third parties and whether crime related or not, will, unless immediately recorded as a crime, result in the registration of an auditable incident report by the police”*, albeit that the Rules set out a number of exceptions such as when the report is from someone other than the victim, or the incident is already being dealt with under another crime report [HOMF0000035].

161. The National Standard for Incident Recording 2011 (NSIR) was introduced to replace the wide variety of incident recording (and non-recording) that differed from force to force so that common understanding and recording practices would result in effective data provision and use. NSIR now supports effective recording of over 80% of calls for service, ranging from messages to major incidents.

(v) how the police deal with mentally ill suspects

162. Work in which the Home Office has been involved which aims to improve multi-agency working in relation to those suffering from mental illness is set out above (paragraphs 80 – 104). Home Office guidance relating to how the police deal with suspects who have mental health needs includes:

- i. A guide published in October 2014 to support vulnerable people, including those with mental health conditions, who come into contact with the police: “Supporting vulnerable people who encounter the police: A strategic guide for police forces and their partners” [HOMF0000044]. This shared examples of good practice at that time to support work on the Crisis Care Concordat.
- ii. Home Office and DHSC guidance issued in 2017 on amendments to sections 135 and 136 of the MHA implemented by the PACA: “Guidance for the implementation of changes to police powers and places of safety provisions in the Mental Health Act 1983” [DHSC0000039].
- iii. The NPA, which sets out the key principles of the RCRP approach [HOMF0000017]. Other guidance relating to RCRP such as the College’s toolkit [HOME0000045] and NHS England’s guidance [HOMF0000018], are signposted on the government’s NPA webpage.

163. The College’s APP on Mental Health [HOMF0000001] outlines what is expected of police officers responding to incidents involving people experiencing mental illness and learning disabilities. This provides advice as to when police officers should make enquiries of other agencies or databases (such as street triage, the local mental health trust or General Practitioner, L&D units and the NHS medical records database). With regard to the medical records database, the APP states that *“Medical and social care records may be an appropriate source of information. Officers and staff may request relevant information where the requirement is proportionate to the prevailing risks and necessary to enable an appropriate*

response to the individual's needs." The APP also contains guidance as to the referral mechanisms which will allow for a multi-agency response to care for people with mental ill-health and in particular, the Care Programme Approach (CPA). The College is currently updating this APP.

(vi) enforcement of warrants

164. The timing of the execution and review of outstanding warrants is an operational matter for the police.

165. The College's APP on "Enforcing sentences and managing offenders", which I exhibit [HOMF0000046] includes a section on warrant management.

166. The police service takes a risk based approach to executing warrants by considering the severity of the offence involved and prioritising arrests for the most serious offences. They are graded A, B and C in line with a national protocol owned by the NPCC. Forces take active steps to detain those wanted on warrant by circulating them as wanted on the PNC, liaising with partner organisations and making necessary enquiries to trace them in order to bring them before the courts.

167. The College's 'Practice Bank', which allows policing organisations to share strategies or interventions that they have implemented, includes details of a project by Nottinghamshire Police to prioritise the execution of warrants using a range of factors such as the grade of warrant and the Cambridge Harm Index (CHI) [HOMF0000047]. The CHI calculates an objective harm index score to measure the risk a suspect holds to the community. Its scores range from 0 upwards, with

the highest scores reaching 3000 upwards. Each score is calculated using previous offending history and is affected by the severity of offences, number of offences and frequency of offences.

(vii) Police Pursuits

168. The Home Office does not provide operational guidance to forces on police pursuits. It does, however, engage with the NPCC and the College, with regard to improving the safety of police driving. The Home Office prescribes minimum training standards for police drivers through the Road Traffic Act 1988 (Police Driving: Prescribed Training) Regulations (updated most recently in July 2025). The Home Office is also responsible for the standard against which police drivers are assessed. The PCSC Act introduced new tests for the offences of dangerous and careless driving respectively, so that in determining whether an offence has been committed a driver's standard is compared to that of a competent and careful constable who has undertaken the prescribed training, and therefore has the same skills, when the individual is driving for police purposes and has undertaken the prescribed training. A Circular was published and shared with forces following the PCSC Act receiving Royal Assent [**HOMF0000048**].

169. The policies/procedures in place in June 2023 would have included the following:

- i. Home Office Code of Practice on the Management of Police Pursuits (Code) [**HOMF0000049**];

- ii. The College's APP "Police Pursuits - Operational guidance for officers" **[HOMF0000050]**;
- iii. Force-Level Standard Operating Procedures (SOPs).

170. The Code was laid before Parliament in May 2011 under sections 39 & 39A of the Police Act 1996. Under Section 39A(7), Chief Officers have a duty to have regard to the Code whenever they discharge functions related to pursuits. Any divergence from it must be justified and recorded in writing. It was introduced following recommendations from the then Independent Police Complaints Commission (IPCC) to ensure consistent, safe pursuit practice and reduce pursuit-related harm.

171. The Code serves as a high-level statutory document, while detailed operational guidance is provided by NPCC and the College via APP. The College's APP "Police pursuits" module (updated May 2024) instructs officers to apply the National Decision Model **[HOMF0000051]**; to assess necessity, proportionality and risk; and continually evaluate decisions during pursuits.

172. Under the Code, each force names a "nominated pursuits lead". Forces adopt standard operating procedures and train officers based on the Code's framework for training, equipment, tactics, post-incident recording and welfare. Guidance and best practice stemming from the Code are promulgated across forces, ensuring common standards of safety and accountability.

173. Officers in operational roles must demonstrate that any pursuit meets the Code's criteria on authority, risk assessment, justification and continuing review. Should

they deviate from the Code, they must record the decision, enabling post-incident scrutiny, both internal and external.

174. According to the College's APP (updated May 2024), a police driver is deemed to be in pursuit when a driver/motorcyclist indicates by their actions or continuance of their manner of driving/riding that:

- i. they have no intention of stopping for the police, and
- ii. the police driver believes that the driver of the subject vehicle is aware of the requirement to stop and decides to continue behind the subject vehicle with a view to either reporting its progress or stopping it.

175. When a situation falls within the definition of a pursuit, officers need to decide whether a pursuit is justified, proportionate and conforms to the principle of least intrusion (that is to say, whether there is an alternative option that could be taken which is a less intrusive way to achieve an objective). Pursuits may be spontaneous or part of pre-planned operations.

(viii) Data protection and ethics

176. The College provides the following APPs on data protection:

- i. Data Ethics [**HOMF0000052**],
- ii. Data-Driven Technologies [**HOMF0000053**],
- iii. Information Management [**HOMF0000056**],

- iv. Live Facial Recognition **[HOMF0000055]**.

177. The Data Ethics and Data-Driven Technologies APPs were first published in June 2025.

178. The Data Ethics APP requires officers and staff to take the following documents into account when making decisions:

- i. The Government Data Ethics Framework,
- ii. NPCC Covenant for Using Artificial Intelligence (AI) in Policing,
- iii. Biometrics and Forensics Ethics Group Principles,
- iv. The College Code of Ethics (a non-statutory code, with the same status as other College guidance, first published in 2024, replacing a statutory Code of Ethics published in 2014) **[HOMF0000089]**.

179. The Code of Ethics is supplemented by the Code of Practice for Ethical Policing, which is a statutory Code of Practice, first published in December 2023 **[HOMF0000057]**. This document provides Chief Officers with direction on promoting and supporting ethical and professional behaviour within their forces. It was introduced under section 124(5) of the Anti-social Behaviour, Crime and Policing Act 2014, which amended section 39A(5) of the Police Act 1996.

180. The Code of Ethics sets the professional behaviours expected of all police personnel. It requires police personnel to protect police information and personal data from being accessed by or accessible to unauthorised recipients, with the

understanding that by accessing such data without authorisation, personnel could be committing a criminal offence, regardless of whether that personal data is then disclosed. The NPCC endorses the Code of Ethics.

181. The Information Management APP, first published in October 2013, sets out a number of requirements, in particular in relation to the Common Process for Managing Police Information [HOMF0000058]. This includes the need for each force to produce an information management strategy (IMS). The IMS is a high-level document (required by the Home Office (2005) Code of Practice on the Management of Police Information [HOMF0000059]) which sets out the principles for information management within a force. The strategy is owned by the Chief Officer and should be available to all staff. It should also be made available to partners and the public. All staff must:

- i. Apply the basic principles of effective information management as contained in Home Office (2005) Code of Practice on the Management of Police Information and this APP;
- ii. Apply the data quality principles to all police information;
- iii. Apply the operating rules relevant to the business areas to which they have access;
- iv. Apply the rules relating to information security;
- v. Ensure compliance with all relevant legislation, including the Human Rights Act 1998, Data Protection Act 2018 and Freedom of Information Act 2000.

182. Separately, the Home Office has issued additional guidance, including the Code of Practice on the Extraction of Information from Electronic Devices **[HOMF0000096]**. It was also responsible for the Home Office (2005) Code of Practice on the Management of Police Information which was replaced by the Police Information and Records Management: Code of Practice in July 2023 **[HOMF0000041]**. Relevant paragraphs of the 2005 document include 4.7 (Sharing of Police Information within the UK police service), 4.8 (Sharing of police information outside the UK police service) and 4.9 (protection of sensitive police information and sources).

183. The NPCC also provides a Data Protection Manual of Guidance **[HOMF0000086]**.

184. The Code of Practice for the PNC, published in February 2023 includes sections on the ethical and professional use of data, compliance and malpractice **[HOMF0000060]**.

185. HMICFRS produced a report in 2022 entitled 'An inspection of vetting, misconduct, and misogyny in the police service' (commissioned by the then Home Secretary in October 2021, following the murder of Sarah Everard) which covered forces' use of IT monitoring software and followed on from previous related reports (particularly into the abuse of authority for sexual gain) in 2016 and 2019 (see pages 36-40 of the 2022 report) **[HOMF0000094]**. The 2022 report concluded that most forces at that time had the capability to use IT monitoring to gather corruption-related intelligence. This included forces being able to use software to conduct automated checks to ensure that access to force data is for a lawful policing purpose. Police

forces are able to use Lawful Business Monitoring (LBM) software to monitor the use of communication devices and IT systems by police officers and members of police staff, and the report noted that the use of this software was encouraged by the (unpublished) Counter-Corruption (Intelligence) APP (see page 142 of the report).

186. However, HMICFRS considered that more should be done and recommended that all forces make sure that they were able to use IT monitoring and that they were doing so proactively (pages 141-3 of the report). Since that report, all forces in England and Wales now have IT monitoring software in place. HMICFRS published a report into the effectiveness of vetting and counter-corruption arrangements in Nottinghamshire Police in November 2022 which considered how effectively the force protected the information and data it holds [HOMF0000097]. The force was given a green/good rating overall, although it was noted that there were areas for improvement in relation to the proactiveness of its monitoring and its ability to monitor mobile phones. There was a report into the same matters in relation to Leicestershire police in September 2021 [HOMF0000098].

187. In March 2025, HMICFRS published the methodology for its new integrity inspection programme covering professional standards, counter corruption and vetting [HOMF0000099]. This new programme specifically inspects how effective forces are in protecting information held on their systems – including whether they have both the capability and capacity to conduct IT monitoring.

188. Further steps taken in relation to preventing the sharing of sensitive information are discussed in paragraphs 249-252 below.

(ix) Multi-agency working between the police and other agencies

189. Paragraphs 57 - 79 above identify policies and procedures relevant to multi-agency working and mental health, and the role of the JESIP Joint Doctrine in multi-agency working. At paragraph 93 above I have also referred to the Police Productivity review which set out other ways in which partnerships with other agencies could improve police working [HOMF0000016]. I explain this further at paragraph 198 below. The following policies and procedures address multi-agency working between the police and other agencies in other contexts:

- i. The Strategic Policing Requirement: Section 37A of the Police Act 1996 (as substituted by Section 77 of the Police Reform and Social Responsibility Act 2011) sets out the requirement for the Home Secretary to issue a document that sets out national threats at the time of issue and the appropriate national policing capabilities to counter those threats. That document is called the SPR. The current SPR sets out seven national threats (Terrorism, Serious and Organised Crime (SOC), a National Cyber Event, Public Disorder, Civil Emergencies, Child Sexual Abuse and Violence Against Women and Girls), and identifies national policing capabilities to counter them. One of the pillars of the SPR is to set out '*connectivity with local partners*'. It sets out the need for all police forces to be well-connected with other local partners, for example with other blue-light emergency services (e.g. ambulance

services) or with the private sector, when responding to the national threats. It recognises that tackling these national threats requires a whole-system response and that police forces do not operate alone.

- ii. Guidance on dealing with fatalities in emergencies: The Home Office and Cabinet Office have jointly issued “Guidance on Dealing with Fatalities in Emergencies” which informs and guides those with key roles to play in responding to and planning for mass fatality incidents [HOMF0000061]. The aim is for all responders to have arrangements in place to respond to fatalities resulting from a major or catastrophic incident through the enhancement of existing plans, processes and infrastructure so that capabilities are established that will allow responders to manage fatalities in emergencies should they occur at a local, regional or national level.
- iii. The Serious Violence Duty: The Police, Crime, Sentencing and Courts Act 2022 introduced the Serious Violence Duty (effective from January 2023). The purpose of the Serious Violence Duty is for agencies to work together and target their interventions to plan to prevent and reduce serious violence. The duty encourages agencies to try to understand the causes and consequences of serious violence with a focus on prevention and early intervention. A range of specified authorities are subject to the Serious Violence Duty, including the police, local government, youth offending teams, fire, health and probation services. There is also a secondary group under the Duty known as the relevant authorities who are able to co-operate with the specified authorities as necessary. This includes prison authorities,

youth custody authorities and educational authorities. Since January 2023, the Home Office has provided over £40m in grant funding to all 43 police force areas to deliver on the Serious Violence Duty. In 2025/26, the Government allocated £14.3m across England and Wales to continue supporting delivery of the Duty.

- iv. Violence Reduction Units: Since 2019, the Home Office has invested £250m into a network of 20 Violence Reduction Units (VRUs) in the police force areas of England and Wales experiencing the most severe challenges with violent crime (and in particular knife crime). VRUs bring together local multi-agency partners (with a core membership including but not limited to police, local authorities, health and education) to understand and tackle the drivers of serious violence in their area. They facilitate the sharing of data across organisational boundaries to build a collective understanding of the root causes of violence locally. In response to these problems, VRUs are delivering a range of early intervention and prevention programmes to divert young people away from crime.

- v. Young Futures Panels: Building on the excellent foundations that the VRUs and Serious Violence Duty Partnerships have built, the Home Office is piloting a new multi-agency mechanism (a Young Futures 'Panel') to identify, assess and refer into effective support, children (primarily those aged 10-17 years old) at risk of and vulnerable to being drawn into crime. As part of this, all 20 Violence Reduction Units and three areas without a Home Office-funded Violence Reduction Unit (Derbyshire,

Hertfordshire, North Wales) have identified at least one upper-tier local authority area within their geographical region to establish and pilot a Panel. By the beginning of November 2025, 53 pilot Panels were operational across England and Wales. Each Panel brings together partners from across the statutory and voluntary sector and is responsible for identifying children and young people vulnerable to being drawn into crime, assessing their needs, and referring them into suitable support.

- vi. Safeguarding: There are also a number of policies addressing multi-agency safeguarding, including the Working Together To Safeguard Children policy [HOMF0000062], the Families First Partnership (“FPP”) Programme Guidance [HOMF0000063] and the Keeping Children Safe in Education Policy 2025 [HOMF0000064].

190. The police, probation trusts and prison service also work together to manage MAPPA. MAPPA are a set of statutory arrangements to assess and manage the risk posed by certain sexual and violent offenders, established by Sections 325-327 of the Criminal Justice Act 2003. Part 13 of the Act requires the police, probation service and prison service in each area of England and Wales to establish arrangements “for the purpose of assessing and managing the risks” posed by certain offenders. The arrangements deal with three types of offender:

- i. Category 1 – registered sex offenders.
- ii. Category 2 – violent offenders sentenced to imprisonment for 12 months or more, or those detained under hospital orders. This category also includes

a small number of sexual offenders who do not qualify for registration and offenders disqualified from working with children.

- iii. Category 3 – other dangerous offenders who do not qualify under categories 1 or 2, but who currently pose a risk of serious harm, where there is a link between the offending and the risk posed, and they require active multi-agency management.

191. There are three levels of MAPPA management. Higher risk cases tend to be managed at the higher levels and offenders may be moved up and down levels as appropriate:

- i. Level 1 – ordinary management: These offenders are subject to the usual management arrangements applied by whichever agency is supervising them.
- ii. Level 2 – Active multi agency management: The risk management plans for these offenders require the active involvement of several agencies through regular MAPPA meetings.
- iii. Level 3 – Active multi agency management: As for level 2 but these cases additionally require the involvement of senior management oversight.

192. MAPPA requires the three agencies that comprise the Responsible Authority (“RA”), the prison service, the probation service and the police, to work together in a structured way, to help both resettle offenders and manage the risks they may present, through the agreement and monitoring of risk management plans. When

necessary, the RA will involve other 'Duty to Cooperate' ("DTC") agencies (for example, youth offending teams, Jobcentre Plus, local education, housing and social services authorities, registered social landlords, health authorities, providers of electronic tags, UK Border Force and UK Immigration Enforcement).

193. MAPPA does not confer any additional powers upon agencies, which have to rely on their existing statutory and common law powers. The objective of MAPPA is to ensure that all reasonable steps are taken to reduce harm to the public. The effectiveness of MAPPA must be kept under review, in practice by a local Strategic Management Board, with a report published annually.

194. The MAPPA guidance is issued by the Secretary of State for Justice [HOMF0000065].

(x) Policing professional standards, conduct and ethics

195. Policies and procedures relating to policing professional standards, conduct and ethics are issued through several formal and interrelated routes, depending on the nature and purpose of the guidance.

i. Acts and Statutory Instruments: These set frameworks for professional standards, misconduct proceedings and ethics. Examples include:

(a) Police Reform Act 2002, which set up the IOPC (or the Independent Police Complaints Commission as it was known until 2018). Schedule 3 sets out the IOPC's processes in some detail. Schedule 2 to the 2002 Act sets out its governance;

- (b) Police (Conduct) Regulations 2020, which deal with internal conduct matters brought to the attention of the police otherwise than under Schedule 3 to the Police Reform Act 2002;
- (c) Police (Complaints and Misconduct) Regulations 2020, these apply when the chief officer is made aware of a complaint about a person under their direction and control. The Regulations set out which complaints and conduct matters should be recorded and which must be referred to the IOPC. In the case of a complaint, a recordable conduct matter, or a death or serious injury matter, the IOPC may manage the investigation itself or supervise an investigation managed by an appropriate authority. The regulations set out how supervision of investigations by the IOPC will be conducted.
- (d) Police Appeals Tribunals Rules 2020, governing the process for appealing misconduct findings or outcomes or those stemming from performance proceedings.
- (e) Home Office Statutory Guidance on Professional Standards, Ethics and Integrity (issued under section 87 of the Police Act 1996), published February 2020 [HOMF0000066]. This accompanies the above regulations. It is supported by statutory guidance issued by the IOPC on the police complaints system and, together, the guidance informs practitioners, decision makers and those operating within the police Professional Standards environment about the processes and

procedures concerning the handling of complaints, conduct matters and deaths and serious injuries, including how they should be investigated and how subsequent proceedings should be brought.

ii. **Home Office Circulars and Statutory Guidance:** these are published by the Home Office to provide interpretive guidance, updates on legislative changes and operational policy direction to police forces, PCCs, and oversight bodies.

iii. **College Codes of Practice and APP:** the Home Office endorses these as part of national professional standards policy. Relevant documents include:

(a) *Code of Ethics (2024)* – sets the professional behaviours expected of all police personnel, consisting of two parts, the ethical policing principles and guidance for ethical and professional behaviour in policing, both of which are non-statutory **[HOMF0000089]**.

(b) The statutory *Code of Practice for Ethical Policing* **[HOMF0000057]**, aimed at Chief Officers, is approved by the Home Secretary under Section 39A of the Police Act 1996.

196. As above, these are implemented through policing bodies such as the NPCC, the IOPC and PCCs.

(xi) communication with victims of crime and their experience within the criminal justice system

197. At policy level, responsibility for victims within the criminal justice system sits within the Ministry of Justice. The Victims' Code of Practice is statutory guidance issued by the Secretary of State for Justice under section 32 of the Domestic Violence, Crime and Victims Act 2004 [HOMF0000067]. It places an obligation on police and criminal justice agencies to ensure that victims are informed, supported and treated appropriately.

198. The Victims and Prisoners Act 2024, parts of which came into force on 16 November 2025, will require police forces and other criminal justice agencies to provide data demonstrating their compliance with the Victims' Code. The Home Office is working with policing partners and the Ministry of Justice to support preparations for meeting this requirement. This includes assessing current force capabilities to collect and quality assure proposed Code compliance data and identifying how gaps can be addressed where they exist, in preparedness to meet Victims' Code compliance when the Victims and Prisoners Act 2024 requirement is commenced. At present, almost all forces carry out their own victim satisfaction surveys. There is no consistent methodology across forces however; the data collected differs substantially, and exclusion criteria vary widely - there will be much greater consistency through the legislative requirement operationalised through the Victims' Code compliance framework, as set out above. These surveys are primarily designed to meet local operational needs. While the Home Office understands that the core purpose is to measure victim satisfaction, forces also

use the data to inform performance improvement. Until 2018, the Home Office mandated that forces conduct victim satisfaction surveys. Since then, forces have been required to survey victims of domestic abuse and stalking, but the approach is not standardised, leading to variation in how these surveys are conducted.

199. With regard to complaints, under the Police (Complaints and Misconduct) Regulations 2020, there is a clearly defined framework governing communication with both complainants and interested persons. A person is automatically considered an interested person if they are a relative of someone who died or was seriously injured due to the conduct in question, and that person either cannot complain themselves, or they themselves suffered serious injury. The requirements under the regulations provide for such interested persons to be kept up to date, if for example, a case investigation takes longer than 12 months. Complainants who have made an allegation of a criminal offence by the police can seek the Victims' Right to Review if the IOPC do not refer the matter to the Crown Prosecution Service at the end of its investigation.

200. The IOPC, NPCC, College of Policing and Home Office have all signed the "Charter for Families Bereaved through Public Tragedy" in July 2023. This was a key recommendation of Bishop James Jones KBE's review of the Hillsborough families' experience in 2017.

(xii) learning from major incidents and operations

201. One of the original objectives for JESIP was to have a JOL strategy fully embedded at a national level. It remains a key element of the JESIP Joint Doctrine (see

paragraphs 58 - 62 above). JESIP recognises that lessons identified from training and exercising, incident response and debriefing activities are vital to improving the response to incidents.

202. JOL Online is a platform hosted by ResilienceDirect, a secure system operated by the Cabinet Office. It provides responder organisations with a consistent and accountable mechanism to ensure lessons identified are acted upon, to make the transition from lessons identified to lessons learned.

203. The JESIP Interoperability Board (which meets quarterly and is currently chaired by the police National Strategic Lead and JESIP Senior Responsible Owner) provides governance for JOL by ensuring that any issues regarding multi-agency learning are considered and acted upon by appropriate representatives from the emergency services, their respective government departments and other key stakeholders.

204. Relevant learning from debriefs undertaken by police, emergency services or in multi-agency fora should be uploaded to the JOL Online platform. This is not limited to debriefing activities; it could also come from incidents, training and exercises. Once the learning is uploaded to JOL, a set process is followed to analyse and disseminate that learning. That process is set out in Chapter 11.1 of Version 3.1 of the JESIP Joint Doctrine. This provides a consistent and accountable mechanism for responder organisations to identify, share and act on multi-agency lessons and best practice from training, exercising and incident response. The Home Office sits on the working group through which learning submitted to JOL is processed.

205. JOL is designed to operate alongside single-service and/or intra-organisational learning systems, such as the Police, Fire and Ambulance services' individual learning systems. Single-service or intra-service learning should be dealt with by those internal systems. The JESIP Team is currently conducting a review of JOL, on both platform and process, and the Home Office is being consulted as part of this review.

206. Local Resilience Forums (LRFs) are multi-agency partnerships in the UK, required by the CCA 2004. They prepare for and respond to localised incidents and major emergencies. They bring together public services to coordinate their efforts in planning and mitigating the impact of potential risks to their communities. LRFs conduct debriefs following major incidents to identify any lessons learned. LRFs also have access to the JOL Online platform.

207. One of the functions of the IOPC is to disseminate learning from investigations they have undertaken. Police forces must refer serious incidents to the IOPC whether or not someone has made a complaint. The IOPC then considers the referrals to decide if an investigation is necessary. If an investigation is carried out and if it finds areas for improvement or learning opportunities then the IOPC can include recommendations to the force involved, or to all forces nationwide, in its final investigation report. Following the events in June 2023, the IOPC began an investigation into both Leicestershire and Nottinghamshire Police Services.

OPERATION PLATO

208. I have been asked what input the Home Office has had into guidance regarding the response of police to a marauding terrorist attack (also known as 'Operation Plato'). Operation Plato is a police-led protocol. The Home Office works with national leads from the emergency services to create and update the Joint Operating Principles for Marauding Terrorist Attacks (MTA JOPs) by providing administrative support, assisting with text revisions and helping coordinate the national rollout of the principles in challenge workshops and train the trainer events. The MTA JOPs is a national guidance document owned and signed off by the three emergency services (police, fire and ambulance). The most recent edition, edition 3.0, went live in November 2023. It incorporated the recommendations and lessons from the Manchester Arena Inquiry. The MTA JOPs are used by the police to inform the development of Operation Plato.

TRAINING

209. I have been asked about the role of the Home Office in relation to training of police officers and police staff, both in relation to initial training and continuing professional development. The Home Office has no operational role in the provision of initial police training or continuing professional development. This has been more fully addressed in paragraph 125 above.

OPERATIONAL RESOURCING CONSTRAINTS

210. I have been asked whether the Home Office has any concerns about operational resourcing, including staffing levels, within police forces, and if they do, then what has been done to address those concerns.

211. It is for Chief Constables and directly elected PCCs, and Mayors with PCC functions, to make operational decisions based on their local knowledge and experience, including how best to allocate all the resources at their disposal, be that by funding uniformed officers or police staff. The Home Office expects that they will make proper provision for police officers to be deployed in tackling crime and protecting the public.

212. The Government is committed to ensuring police forces are supported to tackle crime effectively. The Government has invested £19.9bn in policing in 25/26, an increase of £1.2bn compared with 24/25 [HOMF0000068]. This includes £576m for supporting police officer and Neighbourhood Policing (NHP) capacity, as well as funding to cover pay awards and inflationary cost pressures [HOMF0000069]. Forces are operationally independent and the deployment of officers remains an operational decision for Chief Constables.

213. The Home Office publishes statistics relating to the police workforce. Data on officer numbers are in a consistent, comparable format from 2003 onwards [HOMF0000070]. These statistics show a decrease in headcount between 2011 and 2018. However, in July 2019, the government announced plans to recruit an additional 20,000 police officers in England and Wales by the end of March 2023.

The Home Office established the Police Uplift Programme to help forces to achieve this. The Programme also worked to increase retention of the newly recruited officers at high levels. For example, the research teams at the Home Office and College of Policing jointly designed and administered surveys of new recruits and published analysis of the responses [HOMF0000071]. Nationally, as at 31 March 2023 there were 149,566 police officers (headcount) in England and Wales.

214. At the most recent Spending Review the Chancellor confirmed a 'real terms' increase in police funding over the relevant period with force level allocations to be confirmed as part of the Police Funding Settlement.

215. The Home Office has a Police Efficiency and Collaboration Programme that is working with policing to deliver sustained efficiency and productivity improvements that enable improved capacity, capability and reform. This work is identifying cashable savings and activity to ensure policing is reducing burdens to free up time which can be used to tackle demand as well as improving data and insights into ineffective processes and best practice (as discussed at paragraphs 93 - 104 on the Review). The Home Office is working with the College to achieve this.

216. The Home Office also recognises that as well as investment to grow the workforce it is important that officers are productive and contributing to public safety outcomes.

217. As outlined at paragraphs 93 to 104 above, the Home Office also established the Review, commissioned by the Home Office in 2022 and published in October 2023 [HOMF0000072] which noted that:

“Compared to 2007, officer numbers have increased seven per cent whilst the population has increased by about 12 per cent (and with it, demand). However, like-for-like comparisons are not necessarily helpful: technology for example should have made police forces more productive since then. But to a large extent we have found that if the uplift has helped fill the most urgent capacity gaps (and improve performance), it has not taken away the need to prioritise and task resources effectively. A productivity drive is as necessary now as it was in the years of officer reduction. An environment of budget pressures suggests difficult choices ahead for public sector investment. Public agencies will need to evidence, more than ever, that they are providing value for money and becoming more productive. Pouring additional resources into a service might create more outputs but it does not per se increase productivity if these resources are not used wisely. Neither do officer numbers guarantee reduced crime.”

218. It also noted that:

“Policing demand has changed. Since the mid-1990s, there have been long-term falls in overall crime levels but since 2014, offences have risen again (while still 20 per cent below their 2002/03 level). New technologies have created new criminal opportunities: the Office for National Statistics (ONS) reports 3.8 million fraud offences and cyber-enabled, or cyber-dependent crimes, and even across “traditional” crimes, the Metropolitan Police Service assesses that two fifths of robberies and 70 per cent of theft are for mobile phones.”

219. The Government responded to the Productivity Review in April 2024 [HOMF0000073].

220. Initiatives such as RCRP (discussed at paragraphs 93 to 104 above) are intended to help ensure that policing resources are used effectively (and not, for example, diverted to respond to mental health crises where they are not the appropriate responder), and that vulnerable people get the right support from the right emergency services. The Police Efficiency and Collaboration Programme (see paragraph 215 above) is also working with policing to deliver sustained improvements in efficiency and productivity to improve the capacity and capability of police forces and assist reform. For example, work is being done to ensure that police forces are reducing inappropriate burdens on officers to free up time to deal with core policing work. There is also work to improve data and gain insights into ineffective processes and best practice. The Home Office is working with the College to achieve this.

FORCE MEDICAL EXAMINERS

221. I have been asked whether the Home Office has any concerns in relation to the replacement of force-medical examiners with healthcare practitioner-led models, as discussed in a British Medical Association article in June 2023, and whether it has undertaken any work on this issue.

222. Under paragraph 9.5 of the Police and Criminal Evidence Act 1984 (PACE) Code C there is an obligation on police forces to ensure that a detainee receives appropriate clinical attention as soon as reasonably practicable if the person: (a)

appears to be suffering from physical illness; or (b) is injured; or (c) appears to be suffering from a mental disorder; or (d) appears to need clinical attention. This applies even if the detainee makes no request for clinical attention and whether or not they have already received clinical attention elsewhere.

223. Healthcare provision within police custody is commissioned locally and it remains an operational matter for Chief Constables and PCCs as to how they discharge their obligations under PACE.

224. The NPCC is involved in the development and maintenance of the police custody healthcare specification, working in collaboration with NHS England and other partners to maintain and update it. This specification includes guidelines for the provision of clinical attention, health and social care services and the treatment of detainees in a dignified manner.

225. The College's APP on Custody Management [**HOMF0000074**] has (since the publication of the BMA report) in 2024 directed readers, with regard to the roles and responsibilities of HCPs in custody suites, to the Faculty of Forensic and Legal Medicine (FFLM)'s guidance "The Role of the Healthcare Professional" [**HOMF0000075**]. Both the guidance and the APP set out that "All HCPs must work within the scope of practice as determined by their relevant professional body, such as the GMC, Nursing and Midwifery Council and Health and Care Professions Council."

226. Since 2008 and up to 2025, police custody facilities have been jointly inspected by HMICRFS and the Care Quality Commission. Where issues with healthcare

provision arise, HMICFRS may highlight these as causes of concern or areas for improvement, to which police forces and Police and Crime Commissioners (or their equivalents) must respond.

227. As commissioning of healthcare services is an operational matter that sits with each Chief Constable, the Home Office has no role in the accreditation of service providers. In this regard the Home Office defers to the professional expertise of NHS England and the NPCC in determining suitable healthcare arrangements to meet the custody obligations set out in PACE and the College's APP.

COMMUNICATION WITH VICTIMS AND FAMILIES

228. I have been asked to set out any communications the Home Office has had with the families of those killed by VC on 13 June 2023 and the surviving victims. I have provided these communications to the Inquiry [WITN0372002].

RESPONSE TO THE ATTACKS OF 13 JUNE 2023

229. I have been asked to set out any actions the Home Office has taken in response to the attacks committed by VC on 13 June 2023.

230. The Home Office's Homeland Security Group's Operational Policy and Response Unit ("Ops") led the cross-Governmental aspects of the response to the Nottingham attacks for four days following the incident. The Homeland Security Group took responsibility due to the methodology the attacker used, namely using a vehicle as a weapon, and the declaration by Nottinghamshire Police of Operation Plato (the national identifier of a suspected marauding terrorist attack). At all stages

operational policing decisions were taken by the Police. The work carried out by Ops in essence amounted to the dissemination of information across Government Departments via Situational Reporting (SitReps).

231. Ops were first made aware at 06:52 on Tuesday 13th June that an incident had occurred in Nottingham and that Op PLATO had been declared. This resulted in Ops informing government partners about the incident at 07:18, which was a very brief summary of the information known at the time, with a follow-up at 08:15 [HOMF0000093].

232. At 09:00 the Deputy Director for Ops, who was also the Home Office GOLD lead for this incident, chaired a meeting with Counter Terrorism Policing, Operational Partners and the Cabinet Office to obtain further information about the operational response. Government contacts were then updated with a summary of that meeting through a SitRep [HOMF0000092]. This continued over the course of the next two days (there were five further SitReps in total, [HOMF0000100; HOMF0000101; HOMF0000102; HOMF0000103; HOMF0000091]), and the Home Office GOLD lead held two further small meetings with operational partners to inform the SitReps, and two internal Home Office meetings to coordinate the response internally. These meetings focused on understanding the Police's operational response and finding out what was known about the attacker in the early stages of the Police investigation and the likely motivation behind the attack, in order to inform the SitReps. The Sitreps summarised the Police's operational response, set out the media and communications response, and described online reactions. They also described support being given to the victims and their families (in this case provided through

the Homicide Service funded by the Ministry of Justice). Following the charging decision by the Police on 16 June 2023, and as Police had not identified a terrorist motivation, the Homeland Security Group stood down formal co-ordination.

233. In February 2024 a Home Office senior civil servant was named as a “single point of contact” to support the Victims’ Minister in liaising/meeting with the families, in particular in relation to ongoing reviews into the incident (for example the IOPC review into Nottinghamshire Police).

234. With regard to other action taken since the attacks, I have sought to set out throughout the statement above what changes have been made since June 2023 and whether they were made by the Home Office or by other policing bodies such as the NPCC.

REFLECTIONS

235. I have been asked what improvements I consider could be made nationally to: training of police officers; investigation and recording of crime; enforcement of warrants by the police; how the police deal with mentally ill persons suspected of crime; and multi-agency working and information sharing.

236. I have set out above (at paragraphs 19-23) the further steps that the Home Office has taken and / or intends to take to reform policing and raise standards, including establishing a new Police Standards and Performance Improvement Directorate, based in the Home Office. The Home Office will continue to consider recommendations by HMICFRS when it comes to compliance with rules and

standards about recording crime and work is continuing on other issues such as information sharing (see paragraphs 241 - 252 below).

237. DHSC is leading work to modernise the Mental Health Act (MHA). The MHA Bill received Royal Assent on 18 December 2025 and relevant Codes of Practice will now be updated by DHSC. This process will provide an opportunity to help ensure that the guidance sets out expectations on information sharing and multi-agency working so that clinicians make appropriate decisions based on relevant information, including that held by the police and others.

238. On 24 November 2025, the Government announced a consultation on extending the police-only powers of s.135 and s.136 of the MHA to other authorised persons. These are the provisions that allow the police to 'give care or control' to a person in a mental health crisis so that a mental health assessment can be carried out. The consultation will seek views on powers and joint working approaches to ensure that health and social care professionals and police have the appropriate powers to prevent people from harming themselves and others when in a mental health crisis.

239. The Home Office continues to work closely with colleagues in DHSC, NHS England and other relevant stakeholders to understand the prevalence of mental health conditions and support the strengthening of robust care pathways to aid prevention and early treatment. Ultimately people experiencing mental ill health need the best possible health care at the earliest possible point. We also continue to work with the College and NPCC to identify and share examples of good practice of multi-

agency working. The Home Office encourages information sharing between local partners where someone with mental health issues is encountered by, or otherwise interacts with, the police.

240. I have been asked to reflect on further topics as set out below.

(i) *Inappropriate access to sensitive material*

241. I have been asked about widely reported instances of police officers inappropriately accessing and/or sharing sensitive material such as bodycam footage when there was no operation need to do so. I have been asked whether the Home Office have any insight or reflection as to why this is a problem, what could be done to prevent it and whether the Home Office has carried out any work in this area.

242. The police disciplinary regime is in place to deter and sanction inappropriate behaviour, and access to data is restricted and audited as set out below.

243. The NPCC has instituted an Inappropriate Instant Messaging and Social Media Misuse Working Group to deal with issues of inappropriate sharing of information via services such as WhatsApp, following the IOPC's review and recommendations. That group produced a number of products including a national strategy, a checklist for practitioners, a problem profile and animated awareness video. The current lead is the chair of the National Police Counter Corruption Advisory Group (NPCCAG).

244. The NPCC Body-Worn Video Guidance (2024) stipulates adherence to data protection legislation [HOMF0000076]. The guidance is clear that Body Worn

Video should only be viewed for policing purposes and unauthorised viewing breaches both the Data Protection Act (2018) and GDPR.

245. The College's Data Ethics APP requires that the decision to process (e.g. access) data should show the highest standards of respect towards individuals and groups **[HOMF0000052]**.

246. The inappropriate accessing or sharing of data is likely to constitute a breach of the standards of professional behaviour set out in the Police (Conduct) Regulations 2020. This could lead to disciplinary action including dismissal. Relevant standards include:

- i. **Authority, Respect and Courtesy:** Sharing offensive jokes, discriminatory memes, or derogatory comments in a WhatsApp group undermines respect and courtesy.
- ii. **Equality and Diversity:** Posting or endorsing content that is sexist, racist, homophobic, or otherwise discriminatory breaches the duty to treat people fairly and challenge prejudice. Being a silent participant in such groups can also be considered a failure to uphold these standards.
- iii. **Honesty and Integrity:** Using WhatsApp to share inappropriate material or engage in conversations that discredit the service compromises honesty and integrity. Officers are expected to act in ways that maintain public confidence — even in private settings.

- iv. **Confidentiality:** Sharing operational details, victim information, or images on WhatsApp breaches confidentiality and data protection obligations. These platforms are not secure for sensitive information, and doing so can amount to gross misconduct.

247. The IOPC issued guidance to forces on how they should frame guidance on the use of social media/WhatsApp in 2021 [HOMF0000077].

248. The Government has introduced significant reforms to strengthen the police misconduct system. In 2025, new legislation was brought into force (the Police (Conduct, Performance and Complaints and Misconduct) (Amendment) Regulations 2025), which means there is now a presumption of dismissal for proven gross misconduct and that convictions for specified criminal offences, such as rape, automatically amount to gross misconduct. In addition, to ensure a swift, efficient process, the new regulations mean there is now a presumption of accelerated misconduct hearings for former officers and that chief officers have broader powers to refer serving officers into accelerated misconduct hearings. At the same time, the Government streamlined the system for dealing with unsatisfactory performance and introduced separate regulations (the Police (Vetting) Regulations 2025), which means it is now a statutory requirement for police officers to hold and maintain vetting and that there is a bespoke route to remove those who fail to do so. Work on this agenda continues; the Government is currently developing regulations which will put vetting standards on a legislative footing and strengthen the requirements on forces to suspend officers under investigation for gross misconduct or specified violence against women and girls

offences. Subject to the statutory consultation process with policing, we expect these changes to come into effect next Spring.

249. Access to the PNC and LEDS is already governed by a Code of Practice developed between the Home Office and the College of Policing [HOMF0000090]. This aims to ensure appropriate and proportionate access to and use of data held in those systems. Alongside this a robust auditing facility provides information on who has accessed what data and for what purposes. Only police staff with approved entitlements can access the systems with that access controlled by a National Identity & Access Management system.

250. The Code of Practice states that “Robust arrangements must be in place to ensure appropriate security of the data, including protection against unauthorised access, unauthorised or unlawful processing and against accidental loss, destruction or damage. This will ensure that the public can have confidence in the integrity and confidentiality of stored information.”

251. The Code of Practice also explicitly reminds Chief Constables of their statutory obligations in relation to whistleblowing, stating that “chief officers must comply with national arrangements that have been put in place to protect those who express concerns about the misuse of information accessed through the systems.”

252. I have been asked whether there is any merit to restricting access to sensitive material on police databases. The advantages, disadvantages and technical challenges of restricting access are operational decisions for policing. The NPCC

Lead for PNC and LEDS is DCC Naveed Malik. I would suggest that he is in a better position to answer this question.

(ii) *Lessons learned in policing*

253. I have been referred to the College of Policing's 2022 Fundamental Review which noted "Despite ongoing attempts, there is a lack of learning from mistakes in policing. There is a tendency to defensiveness on the one hand, and a sense that all pilots and new initiatives are 'doomed to success'" and asked whether I consider this an ongoing issue, and whether the Home Office has carried out any work to address this, and what further could be done.

254. In HMICFRS' State of Policing reports (both in 2022 and 2023), HMICFRS Andy Cooke notes that "on too many occasions, forces have either failed to act or not acted quickly enough to address our recommendations" [HOMF0000078]; [HOMF0000079].

255. Steps to take a more holistic approach to improving police performance are being considered as part of the Home Office's work to explore police reform.

256. As set out above, a number of steps have already been taken to improve accountability for failings and to drive up standards. The new Police Standards and Performance Improvement Directorate has been established at the Home Office to work across the policing system to improve performance and enable Ministers to set the strategic direction for policing, assess individual and systemic police performance, identify areas for improvement and support the delivery of these

improvements in collaboration with the sector. The upcoming police reform White Paper will include further detail on the new police performance system.

257. The College, with the support of the Home Office, has established a leadership commission to conduct a comprehensive review of police leadership at all levels to ensure policing can respond to evolving threats and challenges [HOMF0000080]. The Commission is chaired by former Home Secretary Lord Blunkett and former Policing Minister Lord Herbert of South Downs.

258. The government's 'policy package on police accountability' provides that when a member of the public is injured, or killed, following police action, an investigation takes place to establish the facts and identify lessons to be learned. To ensure that policing can take action to prevent future deaths or injuries, the Home Secretary has asked the College to create a lessons-learned database [HOMF0000081].

259. The Home Affairs Select Committee (HASC) report on Policing Priorities, (25 October 2023) highlights the need to increase responsiveness and reporting on the progress of recommendations' implementation [HOMF0000082]. Similarly, the HASC report on Police Conduct and Complaints (23 February 2022) raises concerns that the IOPC does not properly monitor forces' implementation of recommendations [HOMF0000083].

260. The Government is including in the Crime and Policing Bill measures to improve the powers of the IOPC [HOMF0000081]. This includes amending the restrictions on the IOPC to enable them to refer cases to the CPS, or to bring disciplinary

hearings, without completing their final report on a complaint or conduct matter and placing the IOPC's Victims Right to Review policy on a statutory footing.

(iii) Further lessons to be learned

261. I have been asked about any recommendations which the Home Office considers should be made in this inquiry. The Home Office instituted this Inquiry in order to ensure that lessons be learned. The Home Office also awaits the publication of the IOPC investigations in relation to the relevant police forces. I and my colleagues are keen to understand the full details of what happened in this tragic attack and to receive the recommendations of the Chair.

262. I have sought in the above to answer the Inquiry's questions fully. I would be glad to assist the Chair with any further questions that she has.

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: 26 January 2026

Index to First Witness Statement of Richard Clarke

No.	Inquiry URN	Document Description
1	HOMF0000002	The Policing Protocol Order 2011, dated 15/11/2011 by Theresa May
2	HOMF0000003	[Police, England and Wales The Policing Protocol Order 2023], [12/6/2023], [Unknown]
3	HOMF0000004	Policy document, Re: Strategic Policing Requirement (accessible), Home Office
4	HOMF0000088	Beating Crime Plan 2021
5	HOMF0000005	Policy Guidance, Re: National Policing Board, Home Office
6	HOMF0000006	Home Secretary announces major policing reforms, Home Office and The Rt Hon Yvette Cooper MP.
7	HOMF0000007	Policy document, National Police Collaboration Agreement in relation to the co-ordinating body known as the National Police Chiefs' Council (NPCC), Warwickshire Legal Services (WLS)
8	HOMF0000008	Policy Document, re: Protocol between the Home Office and the College of Policing Limited, Home Office College of Policing
9	HOMF0000009	Report dated 15/04/2025, compiled by Home Office, Re: Independent Office for Police Conduct: Framework document (accessible)
10	HOMF0000010	Policy document dated 01/10/2021 compiled by JESIP RE: Joint doctrine: The Interoperability Framework Edition 3 (October 2021)
11	HOMF0000011	Policy document dated April 2024, Joint Doctrine: The Interoperability Framework of JESIP
12	HOMF0000024	Report dated 11/04/2024, Compiled by APP, Re: Major investigation and public protection
13	HOMF0000012	Report dated [unknown], compiled by NPCC Re: Mental Health & Policing Strategy 2022 - 2025
14	HOMF0000013	[Policy Document/Guidance], Re:[Mental Health Crisis Care Concordant Improving outcomes for people experiencing mental health crisis],[HM Government]
15	DHSC0000039	Policy Document: Re: Guidance for the implementation of changes to police powers and places of safety provisions in the mental health act 1983, Department of Health and Home Office.

16	HOMF0000015	Report dated 17/11/2021, compiled by Her Majesty's Inspectorate of Probation, Re: An update response to: A joint Thematic Inspection of the Criminal Justice Journey for Individuals with Mental Health Needs and Disorders
17	HOMF0000085	Mental Health Crisis Care Concordat
18	HOMF0000095	SHARE: consent, confidentiality and information sharing in mental healthcare and suicide prevention
19	HOMF0000105	NHS Mental Health Confederation and ACPO co-authored report (January 2015)
20	HOMF0000016	Policy Document, re: Improving outcomes for the public, 01/10/2023, The Policing Productivity Review,
21	HOMF0000017	Policy Paper, re: National Partnership Agreement: Right Care, Right Person (RCRP), Home Office and DHSC
22	HOMF0000018	[Policy Document / Guidance], Re:[Guidance on implementing the National Partnership Agreement: Right Care, Right Person], [NHSE]
23	HOMF0000019	Report dated [3/12/2024], compiled by unknown Re:[Right Care, Right Person]
24	HOMF0000020	Policy Paper, re: Improving police productivity: a response to the recommendations of the Policing Productivity Review (accessible), Home Office
25	HOMF0000104	CoLab NHS L&D report (February 2024)
26	HOMF0000021	Letter from RT Hon Chris Philip MP to Gavin Stephens RE: Review into Liaison and Diversion
27	HOMF0000022	Press Release, DHSC re: Extending the street triage scheme: New patrols with nurses and the police.
28	HOMF0000090	Code of Practice for the Police National Computer (PNC) and the Law Enforcement Data Service (LEDS)
29	HOMF0000087	Guidance for Code of Practice for PNC and LEDS
30	HOMF0000023	Policy document, Re: Criminal Warrants Protocol for Magistrates' Courts, HM Courts and Tribunal Service
31	HOMF0000001	Report dated 03/08/2016, Compiled by APP, Re: Mental Health
32	HOMF0000084	Report dated 23/10/2013, Compiled by APP, Re: Investigation
33	HOMF0000025	Report dated 28/08/2023, Compiled by APP, Re: Conducting effective investigation

34	HOMF0000026	[Policy Document / Guidance] Re: Stalking Protection Orders: statutory guidance for the police (accessible), Home Office, Government
35	HOMF0000027	[Victims to be given more protection in stalking crackdown], [GOV.UK]
36	HOMF0000028	Policy Paper, Re: Crime and Policing Bill: policing integrity factsheet
37	HOMF0000029	Guidance, Re: Assaults on Emergency Workers (Offences) Act 2018, CPSE
38	HOMF0000030	[Policy Document / Guidance], Re:[Assault on emergency workers in the Police, Crime, Sentencing and Courts Bill: Equalities Impact Assessment], [GOV.UK]
39	HOMF0000031	Report dated 01/01/2022, Compiled by Gov.Uk, Re: Police, Crime, Sentencing and Courts Act 2022 Section 2
40	HOMF0000032	[Assaults against emergency workers: Update to CPS prosecution guidance], [Crown Prosecution Service]
41	HOMF0000033	[Policy Document/ Guidance], Re:[Assaults on Emergency Workers (Offences) Act 2018], [Ministry of Justice]
42	HOMF0000034	Guidance, Re: Possible Justice Outcomes following investigations, APP, College of Policing
43	HOMF0000035	[Policy Document / Guidance], Re:[Crime Recording Rules for Front line Officers and Staff], [Home Office]
44	HOMF0000036	Guidance, re: Evidential Drug Identification Testing (EDIT), Good practice Guide - 2023, NPCC
45	HOMF0000037	[Policy Document / Guidance], Re:[Forensic Submissions Good Practice Guide], [National Policing Improvement Agency]
46	HOMF0000038	Report dated 01/04/2003, Compiled by Home Office, Re: Healthcare professionals in custody suits - Guidance to supplement revisions to the codes of practice under the Police and Criminal Evidence Act 1984
47	HOMF0000039	[Policy Document/ Guidance], Re: [Recommendations for the collection of forensic from complainants and suspects], [Professor Margaret Stark / Forensic Science Subcommittee on behalf of the Faculty of Forensic & Legal Medicine]

48	HOMF0000040	[Policy Document / Guidance], Re: [Recommendations for the collection of forensic specimens from complainants and suspects - the evidence], [Professor Margaret Stark, Faculty of Forensic & Legal Medicine]
49	HOMF0000041	Policy Document dated July 2023, Code of Practice on police information and records management, The College of Policing
50	HOMF0000042	Guidance, re: Review, retention and disposal, APP - College of Policing
51	HOMF0000043	Policy document, Re: ADR 200 101 Performance Data New, Home office
52	HOMF0000044	Guidance, re: Supporting Vulnerable People who Encounter the Police - A strategic guide for police forces and their partners, Home Office
53	HOMF0000045	[Policy Document/Guidance], Re:[Right Care Right Person toolkit - Guidance overview], [Unknown]
54	HOMF0000046	Guidance, Re: Enforcing sentences and managing offenders, College of Policing
55	HOMF0000047	[Policy Document/Guidance], Re:[Suspect prioritisation platform for persons wanted on warrant], [NGPF]
56	HOMF0000048	Guidance, Re: Circular 009/2022: Police, Crime, Sentencing and Courts Act 2022, Home Office
57	HOMF0000049	Policy Document, Re: Code of Practice on the Management of Police Pursuits, Home Office
58	HOMF0000050	Policy Document, Police pursuits Authorised Professional Practice, College of Policing
59	HOMF0000051	Policy Document, re: National decision model, College of Policing
60	HOMF0000052	[Policy Document/ Guidance], Re:[Data ethics - Guidance overview], [unknown]
61	HOMF0000053	Policy Document, Re: Data-driven technologies - Guidance overview, APP- College of Policing
62	HOMF0000056	Report dated 29/08/2019, Compiled by APP, Re: Collection and recording
63	HOMF0000055	Policy Document, Re: Live facial recognition - Guidance overview, APP - College of Policing
64	HOMF0000089	APP on code of ethics (principles and guidance combined)
65	HOMF0000057	Policy Document, Re: Code of Practice for Ethical Policing, College of Policing

66	HOMF0000058	Policy Document, Re: Common process for managing police information, APP- College of Policing
67	HOMF0000059	Policy Document, Re: Code of Practice On The Management Of Police Information, National Centre for Policing Excellence
68	HOMF0000096	Code of Practice on the Extraction of Information from Electronic Devices
69	HOMF0000086	[Policy Document / Guidance],re:[Data Protection Manual of Guidance For Police Data Protection Professionals], [Unknown]
70	HOMF0000060	Report dated 01/02/2023, compiled by College of Policing Re: Code of Practice for the Police National Computer (PNC) and the Law Enforcement Data Service (LEDS) 2023
71	HOMF0000094	HMICFRS - An inspection of vetting, misconduct, and misogyny in the police service 2 November 2022
72	HOMF0000097	HMICFRS - A report into the effectiveness of vetting and counter-corruption arrangements in Nottinghamshire Police
73	HOMF0000098	HMICFRS - A report into the effectiveness of vetting arrangement in Leicestershire Police
74	HOMF0000099	HMICFRS - Police Integrity inspection programme methodology - 2025 onwards (28 March 2025)
75	HOMF0000061	[Policy Document/Guidance],re:[Guidance on dealing with fatalities in emergencies],[Home Office and Cabinet Office]
76	HOMF0000062	Guidance, Re: Working together to Safeguard Children 2023, HMG
77	HOMF0000063	Guidance, The Families First Partnership (FFP) Programme Guide, Delivery expectations for safeguarding partners in England, March 2025, Department for Education
78	HOMF0000064	Policy Document, Re: Keeping children safe in education 2025: Statutory guidance for schools and colleges, Department for Education
79	HOMF0000065	Guidance, Re: MAPPA Guidance, National MAPPA Team, HM Prison and Probation Services & Public Protection Group

80	HOMF0000066	Policy Document, Re: Conduct, Efficiency and Effectiveness: Statutory Guidance on Professional Standards, Performance and Integrity in Policing, Home Office
81	HOMF0000067	Guidance, Code practice for Victims of Crime in England and Wales (Victims' Code), MOJ
82	HOMF0000068	Report dated 30/01/2025, Compiled by UK Parliament, Re: Police Funding Settlement 2025-26
83	HOMF0000069	Guidance, Re: Police workforce, England and Wales: 31 March 2025 (second edition), Home Office
84	HOMF0000070	Policy Document, Re: Police grant report (England and Wales) 2025 to 2026, GOV.UK, Home Office
85	HOMF0000071	Report dated [30 November 2023] compiled by [unknown],re:[Police Uplift Programme New Recruits Onboarding Survey 2023 - Report]
86	HOMF0000072	Policy document, Re: Improving Police Productivity - A response to the recommendations of the Policing Productivity Review, Home Office
87	HOMF0000073	Policy Document, Re: Improving Police Productivity A response to the recommendations of the Policing Productivity Review, Home Office
88	HOMF0000074	Policy Document, re: Custody management and planning, College of Policing
89	HOMF0000075	Policy document dated 01/01/2024 compiled by United Kingdom Association of Forensic Nurses and Paramedics RE: The Role of the Healthcare Professional
90	WITN0372002	Table of communications
91	HOMF0000093	Home Office "we are aware" 1 and 2
92	HOMF0000092	Home Office SitRep 1
93	HOMF0000100	Home Office SitRep 2
94	HOMF0000101	Home Office SitRep 3
95	HOMF0000102	Home Office SitRep 4
96	HOMF0000103	Home Office SitRep 5
97	HOMF0000091	Home Office SitRep final
98	HOMF0000076	Policy Document, dated October 2024, Body Worn Video Guidance 2024 by NPCC National Police Chief's Council

99	HOMF0000077	Guidance, Re: Nine national recommendations made regarding police officers' use of WhatsApp messaging system, IOPC
100	HOMF0000078	Report dated [unknown], compiled by [Unknown] Re:[State of Policing: The Annual Assessment of Policing in England and Wales 2022]
101	HOMF0000079	Report dated 19/07/2024, compiled by HMICFRS, re: State of Policing - The annual assessment of policing in England and Wales
102	HOMF0000080	Policy Document, re: New police leadership commission launched, College of Policing
103	HOMF0000081	Policy Document, Re: Factsheet on the government's policy package on police, GOV.UK, Home Office
104	HOMF0000082	Report dated 10/11/2023 compiled by The House of Affairs Committee RE: Policing Priorities Fifth Report of Session 2022-23
105	HOMF0000083	HASC report on Police conduct and complaints, 23 February 2022