

Witness Name: Richard Clarke

Statement No: WITN0372003

Dated: 19 May 2026

THE NOTTINGHAM INQUIRY

SECOND 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. I have held this position since January 2025.
2. This is my second statement to the Nottingham Inquiry. My first witness statement has the statement number WITN0372001. This witness statement responds to a number of questions set out in a Rule 9 Request dated 24 April 2026 (the "Request"). As agreed with the Inquiry Legal Team, the Minister of State at the

Home Office for Policing and Crime will address the remaining matters in the Request.

3. This statement has been prepared with the assistance of Counsel and lawyers at the Government Legal Department.

MENTALLY ILL SUSPECTS

4. I have been asked what guidance the Home Office publishes, and what its position is, in relation to when mentally ill suspects should be investigated, arrested and prosecuted for criminal offences.
5. As was set out in my first statement at paragraph 27, police forces in England and Wales are operationally independent. This means that decisions about managing mentally ill suspects are principally for individual Chief Constables to determine. Guidance is also issued by the College of Policing.
6. As set out in my first statement at paragraph 163, the College of Policing has published an Authorised Professional Practice (APP) on Mental Health [HOMF0000001], which contains a section on Mental Health and the Criminal Justice System. The College of Policing is independent and responsible for setting operational standards. It is currently developing an updated version of the APP relating to Mental Health and expects to consult on the revised version later this year. The Home Office is engaging with the College on the updated version.

As an interested party, the Home Office will contribute to the consultation and comment on the draft APP ahead of publication.

7. The current Mental Health APP, [HOMF0000001], makes reference to Home Office Circular No 66/90, which I exhibit [HOMF0000106], at pages 144-145, where it is said in relation to the investigation of crimes:

The police must record all allegations of crime and incidents in accordance with Home Office Counting Rules. They should always investigate suspects for their potential liabilities following allegations against them.

All available information should be considered during any criminal investigation before deciding on the outcome (whether determined by the police or by the Crown Prosecution Service). When deciding on whether or not it may be appropriate to charge a mentally ill or vulnerable person with an offence, investigators should consider (as a guide) that the more serious the offence, the more appropriate it is likely to be to consider prosecution for the crime involved. This level of additional consideration is supported by Home Office circular 66/1990...

Home Office circular 66/90 requires that officers and staff consider diversion for offenders who are mentally disordered before making a decision on charging. Offenders who are mentally disordered should, wherever possible, receive health and social care as an alternative to being punished by the criminal justice system. Diversion of this type requires the police and health and social care agencies to collaborate."

8. Home Office Circular No 66/90 is therefore cited within the APP as background. It is no longer readily available online.

9. The approach to be taken under the Mental Health APP, [HOMF0000001], with regards to prosecution decisions is set out at page 147 of the APP:

Any decision taken by the CPS to prosecute a 'mentally disordered or otherwise mentally vulnerable' (MHA 1983) suspect will be considered in the normal way, against the framework set out in the CPS Code for Crown Prosecutors. The CPS code outlines that a suspect's mental health is just one important factor to be considered in a range of issues which must be weighed in each individual case. There may be circumstances, however, in which the purpose or value of prosecuting a vulnerable adult is considered to be low, and not in the interests of the public or justice.

10. The relevant CPS guidance for the prosecution of mentally ill suspects is Mental Health: Suspects and Defendants [CPSE0010218]. This guidance reiterates that "The fact that someone has a mental health condition or disorder may have a bearing on the decision to prosecute, but it may not."

MULTI-AGENCY SHARING OF INFORMATION

11. I have been asked what consideration has been given to the introduction of a multi-agency means by which agencies can better share information and discharge their responsibilities to protect the public in respect of mentally ill

persons who pose a risk of violence and harm to others, and who do not fall within, for example, Prevent, FTAC or MAPPA criteria.

12. It should be noted that agencies are already allowed (and sometimes required) to share information about people who pose a risk of violence. For example, the police have a common law power to share personal sensitive information with third parties where a "pressing social need" can be established. A pressing social need might be the safeguarding, or protection from harm, of an individual, a group of individuals, or society at large [HOMF0000107]. However, the Home Office recognises that there are barriers to information sharing, including the reluctance of individuals to share data or practical difficulties. There are also difficulties in managing and processing that data in order to identify risks. Steps to address this include those set out in the White Paper (described at paragraph 19 below and in the witness statement of the Minister for Policing).

13. The Inquiry should also be aware of the Serious Violence Duty, which I have set out in paragraph 189(iii) of my first statement, but will repeat here for ease of reference:

"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

14. The Duty places a statutory requirement on specified authorities (as set above), to work collaboratively, and put in place a strategy to prevent and reduce serious violence within their local communities, enabled by additional powers to share data and information. The relevant authorities co-operate with the specified authorities as necessary.
15. To support effective multi-agency information sharing, the Serious Violence Duty includes specific provisions to facilitate the sharing of information between partners. These provisions create information-sharing gateways to permit disclosure between specified and relevant authorities under the legislation. They are intended to enable the sharing of relevant data where existing powers would not be sufficient. These are primarily those under the UK General Data Protection Regulation (UK GDPR), the Data Protection Act 2018 and regulations made under the Data Protection Act 2018.

16. The provisions do not replace existing data sharing agreements or protocols that are already established, including those under the Crime and Disorder Act 1998 (CDA 1998).

17. Community Safety Partnerships (CSPs) were established under the CDA 1998 to help tackle crime and reduce reoffending and are made up of the same responsible authorities as those under the Serious Violence Duty. CSPs are now (following amendments made via the Police Crime Sentencing and Courts Act 2022 provisions) responsible for developing strategies for preventing people from becoming involved in serious violence and reducing instances of serious violence in their areas. Local areas may choose to use CSPs to fulfil their obligations under the Serious Violence Duty.

18. I am aware that information sharing has also been the subject of consideration by other Inquiries, including recommendations 1 and 2 in the Southport Inquiry.

19. The recent White Paper *From Local to National: A New Model for Policing*, [HOMF0000108] recognises the importance of information and data sharing. I understand that the Minister for Policing will address issues relating to the White Paper and proposed reforms in her statement.

THE POLICE UPLIFT PROGRAMME

20. I have been asked to set out the background to the Police Uplift Programme which I described at paragraphs 213 and 217 of my first statement. The Programme was a manifesto commitment by the then Government, announced

in July 2019, to recruit an additional 20,000 police officers by March 2023. The history of decreasing police numbers and the origins of the Uplift Programme are set out at paragraph 213 of my first statement. It was a three-year programme due to run between 1 April 2020 and 31 March 2023.

21. A joint Programme team was established, using the Government Major Projects Portfolio (GMPP) framework, which included the Home Office, NPCC and College of Policing.
22. Funding was determined by the Home Secretary in accordance with her powers under section 46(2) of the Police Act 1996, and section 169 of the Criminal Justice and Public Order Act 1994 [HOMF0000109].
23. The 20,000 additional officers were allocated to the 43 forces in England and Wales by using funding formula shares, described below. Delivery was phased with 6,000 additional officers in year one, a further 6,000 additional officers in year two and the final 8,000 additional officers in year three, to reach the total of 20,000.
24. Recruitment was carried out by forces, who were required to work from an agreed baseline officer headcount (which was agreed as a bespoke part of the programme in late 2019) and deliver net growth on top. This meant replacing officers who had left due to natural attrition, retirement etc, and delivering additional growth of 20,000 officers. This meant that in total over 46,500 new

recruits joined police forces over this period with net growth at 31 March 2023 being 20,947 additional officers.

25. The police funding formula was created in 2006 and is a calculation used by the UK government to distribute funding among police forces in England and Wales based on relative need. It determines how central government grants are shared, using data such as population density, crime rates, and demographic factors. The [Gov.uk](https://www.gov.uk) website sets out how the police funding formula is calculated [HOMF0000110]. Police forces are also able to raise funds through council tax.
26. The programme's headline aims were to deliver the increase in officer numbers, support and facilitate recruitment by making improvements to recruitment processes, and to use the Uplift Programme as an opportunity to increase the diversity of the police workforce. With regard to these objectives:
- a. The required numbers were reached and exceeded by the end of the Programme in March 2023.
 - b. The Programme also allowed for the introduction of more standardised recruitment purposes. For example, the College of Policing introduced a standardised national application form and the Programme increased the use of common data sets on police workforces. As a response to the Covid 19 pandemic, the College of Policing set up a national online assessment process as a core member of the Programme.
 - c. The Programme also led to an increase in ethnic diversity amongst police officers. As at 31 March 2023, 12,086 officers identified as ethnic minorities (excluding white minorities) in England and Wales, representing 8.3% of

those who stated their ethnicity. This is the highest number and proportion of ethnic minority officers in post since comparable records began. By comparison, as at 31 March 2019 (before the programme began) 6.9% of officers who stated their ethnicity identified as ethnic minorities (excluding white minorities) [HOMF00001111]. This was despite the Programme identifying a disproportionate impact on ethnic minority applicants during vetting, with applicants of Asian and Black heritage having lower pass rates than those of White heritage and being more likely to succeed in an appeal: an issue which was addressed in the course of the Programme.

The use of the Police Funding Formula and its background

27. At the time when the Uplift Programme began, the existing police funding formula was used and this did not change during the duration of the programme. For example, Nottinghamshire's police funding formula share is 1.8% and it was allocated 1.8% of the 20,000 additional officers equating to an allocation of 357 officers.

28. Forces were also allocated funding to support delivery in line with these shares. Funding was allocated on an annual basis and grant terms were amended each year to reflect the stages of delivery. In year three of the programme, forces were also invited to bid for further additional officers to ensure that the national target was met in the event that not every force delivered its allocation. This allocation of 1,507 additional officers in 2022/23 was subject to a bidding process which was again based on funding formula shares weighted to exclude forces that did

not bid for allocations. Nottinghamshire was allocated 50 further additional officers as part of this process in 2022/23.

29. A consultation into reform of the funding formula was conducted in 2015 but errors made by Home Office staff in calculating the funding allocations delayed implementation. A review of the funding formula was launched in 2017 [HOMF0000112], but was not completed prior to the 2019 election. A fresh review was announced in 2022, which was due to be completed prior to the next general election, but did not reach the stage of consultation. In the White Paper From Local to National: A New Model for Policing, [HOMF0000108], published in January 2026, it was stated that:

"Where previous Governments failed to deliver on repeated promises to reform police funding, we will not shy away from this reform. We intend to review the police funding formula and the distribution of funding to local forces. To reflect a new policing system, this must be done following the implementation of policing reforms and in a way that reflects the force-level impacts this will have. The new policing structures will take time to implement and a future funding formula review will take into account those new structures."

Reviews into the impact and effectiveness of the Uplift programme

30. The Uplift Programme qualified for inclusion in the Government Major Projects Portfolio and was subject to audit and assurance. The Home Office published its Accounting Officer Assessment, which concluded that the project met the standards of regularity, propriety, Value for Money and feasibility

[HOMF0000109]. The Programme was also subject to audit by the National Audit Office **[HOMF0000113]** and the House of Commons Committee of Public Accounts **[HOMF0000114]**. The Home Office duly responded to the recommendations of the Committee **[HOMF0000115]**.

31. The impact of the Programme was also considered in other Reviews:

a. the Police Productivity Review **[HOMF0000072]** noted (as set out at paragraph 217 of my first statement) 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.

b. The Home Office conducted a review of the Police Uplift Programme, the conclusions of which are set out in a 2024 draft report: "Evaluation of the impact of the increased police officer work force and wider investment into policing" **[HOMF0000116]**.

c. Research teams at the Home Office and College of Policing jointly designed and administered surveys of new recruits and published analysis of the responses. The Police Uplift Programme New Recruits

Onboarding Survey (2023) found that *"the overall picture is positive with high satisfaction and strong intentions to remain within policing. More than 8 in 10 new officers are satisfied with the role and the support they receive from their line managers, and more than 7 in 10 indicate that the role has met or exceeded their expectations. There continues to be encouraging findings with regards to new officer retention, as more than 7 in 10 new officers indicate they intend to stay in the service until retirement or pension age."* However, there remained challenges, with the experiences of ethnic minority recruits being less positive than those of white colleagues, and recruits reporting wellbeing issues such as tension and stress [HOMF0000071]. The Uplift Programme worked with the NPCC and the College of Policing in relation to Diversity, Equality and Inclusion practices [HOMF0000117]. There were also surveys in 2021 [HOMF0000118] and 2022 [HOMF0000119].

The inexperience of officers recruited within the Uplift Programme

32. I have been referred to the evidence of Temporary Chief Constable David Sandall relating to the numbers of new officers employed by Leicestershire Police [Transcript 11 March 2026, page 70 1-5] and asked about the inexperience of officers recruited within the Uplift Programme. The Uplift Programme required forces to deliver net growth on top of maintaining its baseline of officers. In the case of Leicestershire the force's allocation of additional officers was 297. This would explain why the total number of new recruits was in the region of 800 over the period of the PUP once the force had also replaced officers who had left the

force. Nottinghamshire constabulary was required to grow by 357 officers, with the force also replacing officers who retired or left the service during the period.

33. The Uplift Programme was conscious that a recruitment drive such as this would introduce a large number of new officers over a relatively short period. By the end of the programme around 35% of officers nationally had less than 5 years' service.

34. The impact on training was also identified by HMICFRS in its 2022 report [HOMF0000120]: "As welcome as it is, the uplift programme won't quickly solve this problem of considerable inexperience. While the workforce continues to develop and gain experience, forces need to make sure that officers receive the appropriate levels of training, guidance and supervision."

35. Home Office statistical reviews showed that the Uplift Programme had led to more recruits joining through routes which did not require the holding of a degree: the intention prior to the Programme had been that forces would transition to the Police Education and Qualifications Framework (PEQF) by the end of 2019 (which, as set down by the College of Policing, requires prospective police officers to either hold a qualification equivalent to a university degree or to earn an equivalent qualification through study during their first three years of service) but this transition was delayed due to the Uplift Programme [HOMF0000121].

36. As a result of the influx of new officers, the Programme helped forces to onboard officers, for example by carrying out the Onboarding Survey of new recruits to

understand their experience of joining the force, their intention to stay in or leave policing and satisfaction with areas such as training and line management support. The results were shared with forces to support local retention strategies. The Programme also developed the National Leavers Framework to encourage standardisation around data collection and the tools used to support retention by forces. This was designed to improve the understanding of reasons for leaving and allow forces to develop retention strategies for experienced officers as well as new recruits.

37. Before the Programme started, the College of Policing had identified the potential impact on training and amended its training as a result [HOMF0000122].
38. As part of the evaluation of the Uplift Programme, some forces have highlighted the challenges associated with a workforce that includes a larger proportion of young in-service officers than prior to the Uplift. This included some local challenges, for example in tutor constable provision. These were operational decisions for each force based on the specifics of local conditions. The Uplift Programme was also clear throughout that it would take time for the new officers to reach full effectiveness as officers undergo their initial training and probationary periods. The probationary period for a police recruit lasts 2 or 3 years depending on their entry route, meaning that the entire PUP cohort would not be fully effective until 2026 at the earliest. The Uplift Programme was clear that all new officers should be supported to thrive in their role and that every officer whether new or experienced is valuable.

Other impacts of the Uplift Programme and work carried out to address those

39. The Uplift Programme has delivered more police officer capacity into policing, leading to a record number of officers at the conclusion of the programme. This inevitably means that a larger proportion of the workforce has less experience than previously.

40. As well as the impact on the levels of experience in policing, a focus on officer recruitment may have led some forces to prioritise this over other members of the workforce, for example prioritising officer recruitment over non-warranted police staff and skilled specialists.

41. The HMICFRS report noted that "The sheer scale of recruitment has created a heightened risk that people unsuited to policing may join the service. In our 2022 report 'An inspection of vetting, misconduct and misogyny in the police service', we found examples of forces granting vetting clearances to substantial numbers of unsuitable applicants. Some of these vetting decisions may have been influenced by pressures on forces to meet certain recruitment targets" (p11). On 8 January 2026, the Metropolitan Police published a review into its historical vetting processes and contended [HOMF0000123] that "The review highlights the challenges the Met faced in hastening recruitment and our vetting and onboarding processes while striving to meet government-set PUP targets, create a more diverse workforce and deal with key operational challenges such as an increase in violent crime. In response – and with best intentions - the Met deviated from aspects of Vetting Authorised Professional Practice (APP), national guidance and Police Regulations 2003 immediately before and during

the PUP.” The College of Policing has published further vetting guidance in a 2024 APP (since updated) [HOMF0000124]. The Home Secretary has also commissioned HMICFRS to carry out an Inspection into the Met to examine what was found and the work that has been undertaken to enhance its vetting arrangements.

42. Separately, to strengthen the police vetting framework, the Government introduced regulations in April 2025 which provide a duty on officers to hold and maintain vetting clearance and a procedure to dismiss them should they fail to do so. Work is also ongoing to place police vetting standards on a legislative footing, which will be implemented alongside new measures to strengthen the police suspension regime. These regulations are expected to be delivered by the summer, and will ensure that forces take a more robust approach towards officers who commit violence against women and girls (VAWG) related crimes.
43. The Uplift Programme led to a mechanism, agreed by Ministers, in subsequent years to incentivise forces to maintain the officer headcount delivered during the Uplift Programme. This was supported by the Officer Maintenance Grant, which ringfenced funding for forces which they could access by maintaining the required number of officers. Over time many forces said that they have found that this restricts their ability to manage their workforce flexibly especially in a more financially constrained environment. The Grant has since been reformed (see paragraphs 47-49 below).

44. The Government Response to the Police Productivity Review identified ways in which police officers could be deployed in effective and appropriate ways and civilian staff, aided by technology, could deliver the administrative and auxiliary functions of policing [HOMF0000073, p12].
45. The College of Policing has continued to adjust its teaching resources, for example by introducing a new national tutor learning programme [HOMF0000125].
46. The White Paper sets out the Government's objective to simplify training and ensure that it is focused on core skills, including training for neighbourhood policing.
47. I have been asked to set out and explain the proposed reforms to the Officer Maintenance Grant.
48. The police funding settlement 2026/27 announced the conditions of the Office Maintenance Grant are ending and the removal of the requirement upon forces to maintain a specific officer headcount.
49. The Government is prioritising visible neighbourhood policing and set out in its manifesto a commitment to deliver 13,000 more personnel into neighbourhood policing roles by the end of the parliament. In year two of the neighbourhood policing programme (2026/27) £363 million was set aside from police funding to incentivise further growth, to reach 4,750 total additional neighbourhood policing

personnel by 31 March 2027 (compared to the 31 March 2025 baseline). This focus replaces the previous focus on the total number of officers.

RIGHT CARE, RIGHT PERSON

50. I have been asked to explain the purposes of the *National Partnership Agreement: Right Care, Right Person* ("RCRP") policy. This is set out in paragraphs [94] to [104] of my first statement on behalf of the Home Office. The NPA RCRP is a strategic document that was published in July 2023 (after the National Police Chiefs Council voted in December 2022 to make Right Care Right Person an NPCC endorsed national policing approach). The NPA 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 in the Home Office corporate statement, the approach builds on the model first developed in Humberside which HMICFRS identified as an example of good practice. RCRP is an operational approach which Chiefs are free to consider and adopt within their force. The NPA RCRP was published after the attacks which this Inquiry is concerned with and so was not in force at the relevant time.

51. The National Partnership Agreement (NPA) focuses on the interface between policing and mental health services. It emphasises multi-agency cooperation, shared decision making and establishing effective mechanisms to support data collection and sharing across agencies. 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 Data Protection Act and the common law duty of confidentiality'.

52. Right Care Right Person is ultimately about the decision made by control room staff as to whether or not to deploy response officers to an incoming call for a health or social care purpose. RCRP does not affect the role of the police when 'on scene' (ie, actually deployed to an incident, or when they encounter someone in need of a health or social care response in the street).

53. Right Care Right Person can apply to incoming requests related to four specific areas where the police may choose not to deploy when the RCRP threshold is not met. These areas are:

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

54. RCRP uses a threshold to assist police in making decisions about when it is appropriate for them to respond to incidents centred on health and social care (such as a call for a welfare check).

55. The threshold for a police response to a health-related incident is:

- to investigate a crime that has occurred or is occurring, or

-to protect people, when there is a real and immediate risk to the life of a person, or of a person being subject to or at risk of serious harm.

56. The RCRP threshold should be used in a way that is responsive to dynamic and changeable situations. As with all other types of incident, the police apply a continuous risk assessment approach, and respond as required to any change in risk, taking into account any information provided by local partners.
57. If the RCRP threshold is not met, local partners should agree what the best response would be, taking into account local arrangements. It is for partners to work together to determine who will respond to what type of situation. Partnership working is important, to ensure partners are clear on each of their roles and responsibilities, and for plans to be put in place to improve their local response and to guide implementation.
58. RCRP does not impact on a Chief Constable's operational discretion. The police will always maintain the discretion to deploy based on the circumstances and risk assessment of the call.

Guidance published by the Government in relation to RCRP

59. I have been asked to set out what guidance documents and toolkits the Government has published in relation to RCRP.
60. At paragraph 162(iii) of my first statement the following guidance was listed:

- a. the NPA, which sets out the key principles of the RCRP approach as it is applied to mental health issues (mental health issues being a subset of health and social care issues, and so only one area to which RCRP applies) [HOMF0000017].
- b. 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. It is understood that DHSC are working to produce further guidance.

61. The APCC has also produced guidance for PCCs [HOMF0000126].

Reviews of the effectiveness and impact of RCRP.

62. I have been asked to set out any work the Government has taken to review the effectiveness and impact of RCRP.

63. As set out at paragraph [104] of the Home Office corporate statement, in April 2024, the Home Office published Improving Police Productivity: A response to the recommendations of the Policing Productivity Review [HOMF0000020].¹ 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, with guidance and e-learning produced by the College; and that the APCC had also produced guidance for PCCs and equivalents. It highlighted that implementation of the NHS Long Term Plan (LTP) crisis service was underway,

¹ The Policing Productivity Review: improving outcomes for the public" October 2023, discussed at paragraphs 93 - 103 of my first statement also includes conclusions on RCRP at 99

as well as other improvements and investments that had been made to support individuals experiencing a mental health crisis. This included the Government's proposed amendments to the MHA, which are set out in paragraph 86 of my first statement.

64. As set out at paragraph [102] of my first statement, Home Office and DHSC analysts collaborated on a joint process evaluation of the implementation of RCRP, published on 3 December 2024 (the RCRP Evaluation). The evaluation highlighted examples of both good practice and challenges, 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.

65. The RCRP Evaluation concluded that, so far as welfare calls were concerned: -

- Communication was perceived as crucial to successful implementation - partners highlighted the importance of early and wide engagement and regular meetings with all stakeholders;
- Openness and transparency led to trusting relationships - inefficient collaboration hindered partnership working.

- Sharing information and knowledge improved understanding of RCRP and partners' responsibilities.
- Reviewing and monitoring how RCRP was being implemented and sharing information about reviews, escalation and safety protocols was important for good decision making.
- Taking a phased approach to implementing RCRP, having single points of contact (SPOC), providing adequate training, and ensuring that data was being monitored;
- The main barrier to implementing RCRP was identified as capacity and resourcing limitations within health and social care. Because healthcare issues had come to be dealt with by police, when they were redirected back to health and social care those services were required to take on a greater workload than they had become accustomed to. The impact of this was lessened by services such as 111 Option 2, which offered urgent mental health support. Capacity and resourcing limitations within health and social care were recognised at operational and strategic levels in policing.
- Police and health and social care participants expressed concern about potential gaps in services, a lack of clarity around roles and responsibilities (including confusion on the part of the public), pressures to implement the reforms at pace, and inconsistent decision making, all of which could lead to adverse incidents;
- RCRP has led to a reduction of police time spent on health incidents, allowing the police to devote more time to other tasks - respondents from health and social care perceive an increase in demands on their services, but that was not assessed through quantitative analysis in the evaluation

66. DHSC is currently funding the National Institute for Health and Care Research to undertake long-term research into the impact of Right Care Right Person. The research, which is running from April 2025 to November 2027, aims to identify the impact of RCRP on the cost of crisis services and to explain what works, who it works for, and why. The project will take place in 4 study sites in England, chosen because they involve the police, ambulance, voluntary sector and mental health services in responding to crises in different ways and include individuals with diverse living situations and ethnicity.

67. The College of Policing's Centre for Police Productivity has been given funding to support police forces in implementing RCRP.

Concerns raised about RCRP by the Vulnerability & Policing Futures Research Centre, "Mental health and routine police work".

68. I have been asked to set out whether the Home Office shares any of the concerns raised in the 19 February 2026 study by the Vulnerability & Policing Futures Research Centre, "Mental health and routine police work" and to set out whether the Home Office is undertaking any work to investigate or address concerns about the impact of RCRP.

69. Some of the concerns raised by the Vulnerability & Policing Futures Research Centre were identified in the joint evaluation of RCRP set out above, including

uncertainty on the part of some emergency response staff as to their respective roles and responsibilities. The joint evaluation stated, for example:

The police and FRS both voiced concerns about calls being made by the ambulance service that appeared to adapt the information being provided to ensure their response and attendance at an incident. Police reported that when they have made follow-up calls with people requesting assistance, the incident may sometimes be less serious than had been reported to them by the ambulance service, and the response may be less urgent than initially requested, or their attendance may not be required. However, ambulance services and approved mental health professionals (AMHPs) have reported concerns for staff safety, particularly where staff have neither the same training in patient restraint techniques, nor the same power to detain them, as the police.

70. As to work undertaken by the Home Office to investigate and address concerns about RCRP, the Home Office co-chairs (alongside DHSC) the national Oversight Group on RCRP. This has members from the Association of Directors of Adult Social Services, the National Network for Safeguarding Adult Board Chairs and the Safeguarding Adult Boards Network and serves as a forum to bring together expertise at a national level. The group asks members to raise any risks or issues around the delivery and implementation of RCRP, and the group discusses and identifies actions that may be needed to address concerns (either via the Oversight Group itself, its member organisations or other NPA partners).

71. Other groups also consider potential RCRP emerging risks and issues and work to mitigate these at a local and national level. This includes a (national) Tactical Policing Board, with local areas having their own various governance arrangements. This board works to share good practice, and to maintain consistency in forces' approaches to implementation. The College of Policing has also been supporting forces through peer reviewing their implementation of RCRP and has included guidance as to how to evaluate the impact of RCRP upon any particular force within its RCRP toolkit.

Prevention of Future Deaths reports relating to RCRP

72. I have been asked whether the Home Office is aware of Prevention of Future Death ("PFD") reports which have raised concerns about RCRP.

73. The Home Office was the recipient of a PFD letter, sent in September 2025 under Regulation 28 of the Coroners (Investigations) Regulations 2013, following the death of **GRO-B**. That letter related to the powers of entry of fire and rescue and ambulance services **[HOMF0000127]**. The Minister for Policing responded on 20 October 2025 **[HOMF0000128]**. The response reiterated that police should be deployed under RCRP where there is a real and immediate risk to life or serious harm, or when responding to a report of crime. When that threshold is not met, it remains for the agencies to agree together who will respond, taking into account the legal powers of each. The response identified also that "I can advise that a group has been established by the National Police Chiefs Council to review and track any coroner's reports relating to the application

of RCRP. Any learning will be disseminated onward beyond the force in which the incident occurred, and policy amended as needed."

74. The Home Office also received and responded to a Regulation 28 report in June 2024 from the Area Coroner in Birmingham and Solihull [HOMF0000129], [HOMF0000130] and a Regulation 28 report in June 2023 from the Area Coroner for Inner North London [HOMF0000131], [HOMF0000132].
75. Regulation 28 reports relating to RCRP are published (alongside all other reports) on the Chief Coroner's website. Reports issued to bodies other than the Home Office over the last twelve months include those sent to Cheshire Police [HOMF0000133]; the Metropolitan Police [HOMF0000134]; the Deputy Mayor of Greater Manchester [HOMF0000135]; Greater Manchester Police [HOMF0000136], [HOMF0000137], [HOMF0000138], [HOMF0000139]; the College of Policing and the RCRP Strategic Partnership Board [HOMF0000140], [HOMF0000141]; Durham Constabulary [HOMF0000142], [HOMF0000143], [HOMF0000144]; and the Chief Constable of West Yorkshire Police [HOMF0000145], [HOMF0000146]. Many are sent to healthcare bodies including DHSC [HOMF0000147].
76. The above responses highlight the ongoing monitoring of the RCRP policy by the College of Policing, NPCC and DHSC, and the role of PCCs and Deputy Mayors in scrutinising the application of RCRP in their areas in accordance with guidance from the APCC. The PFDs that reference RCRP include concerns regarding: -

- Communication between agencies including information sharing and common understanding of risk
- Which agency attends welfare checks (including where concern is expressed that someone may attempt to end their life)
- Powers of entry into property (where needed) – local areas will have different arrangements in place including agreement for fire services to do this

77. Some of these cases reflect a misapplication of RCRP principles (by police and health partners) rather than show anything fundamentally wrong with the RCRP principles themselves. Others highlight factors (such as effective communication) that are important in general for effective multi agency working and go beyond RCRP issues. Local escalation processes and feedback mechanisms are important to ensure a consistent application of RCRP and learning where things have not worked.

78. In terms of the Home Office or other bodies acting on any concerns raised: -
- a. Governance mechanisms such as the Oversight Group and police Tactical Board (both referenced above) discuss any RCRP relevant findings from PFDs to share learning and discuss whether additional action might be useful.
 - b. As set out in paragraph 73 above, the NPCC and CoP monitor concerns raised by coroners on an ongoing basis and relevant learning is disseminated to forces. In particular NPCC and College of Policing mental health leads are collating a list of every PFD which refers to RCRP and are speaking with each force where these have occurred to

understand the operational implications and gather any learning and new ways of working. This is then shared more widely. NPA signatories meet fortnightly to discuss and work on the implementation of RCRP.

79. Some Regulation 28 reports which mention RCRP do not in fact relate to RCRP issues. The NPCC and College of Policing have been engaging with Coroners to help them understand what is and is not RCRP. The College of Policing has produced guidance to support police officers attending coroners' courts.

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: 19/5/26

Index to the Second Witness Statement of Richard Clarke

Exhibit No.	Inquiry URN	Document Description
1	HOMF0000001	Report dated 03/08/2016, Compiled by APP, Re: Mental Health
2	HOMF0000106	Home Office Circular 66/90 regarding provision for mentally disordered offenders
3	CPSE0010218	Mental Health: Suspects and Defendants
4	HOMF0000107	NPCC Common Law Police Disclosure - Provisions to supersede the Notifiable Occupations Scheme
5	HOMF0000108	Home Office White Paper "From Local to National: A new model for policing" (January 2026)
6	HOMF0000109	Accounting Officer Assessment for the Police Uplift Programme
7	HOMF0000110	Guide to the police allocation formula
8	HOMF0000111	Police officer uplift, final position as at March 2023
9	HOMF0000112	Review of Police Funding Formula
10	HOMF0000113	National Audit Office - Police Uplift Programme
11	HOMF0000114	House of Commons Committee of Public Accounts - The Police Uplift Programme
12	HOMF0000115	Fifteenth Report of Session 2022-23 - Home Office - Police Uplift Programme
13	HOMF0000072	Policy document, Re: Improving Police Productivity - A response to the recommendations of the Policing Productivity Review, Home Office
14	HOMF0000116	Police Uplift Programme evaluation draft report assessing the impact of increased

		police officer numbers on incident response times and outcomes
15	HOMF0000117	Diversity, equality and inclusion peer support summary report 2021
16	HOMF0000118	Police Uplift Programme New Recruits Onboarding Survey 2021 – Report - published 31 August 2022
17	HOMF0000119	Police Uplift Programme New Recruits Onboarding Survey 2022 - Report Published 9 February 2023
18	HOMF0000120	State of Policing Annual Assessment of Policing in England and Wales - 2022
19	HOMF0000121	Publication on entry routes for police officer recruits under the Police Uplift Programme (16 May 2024)
20	HOMF0000122	Policing Education Qualifications Framework - initial entry routes, learning to date 2016 to 2019
21	HOMF0000123	News - Met continues to drive to raise standards following historical vetting review - 8 January 2026.
22	HOMF0000124	College of Policing - Vetting authorised professional practice - May 2025.
23	HOMF0000073	Policy Document, Re: Improving Police Productivity A response to the recommendations of the Policing Productivity Review, Home Office
24	HOMF0000125	College of Policing News - New national tutor constable learning programme now available - published 27 November 2025

25	HOMF0000017	Policy Paper, re: National Partnership Agreement: Right Care, Right Person (RCRP), Home Office and DHSC
26	HOMF0000045	[Policy Document/Guidance], Re:[Right Care Right Person toolkit - Guidance overview], [Unknown]
27	HOMF0000018	[Policy Document / Guidance], Re:[Guidance on implementing the National Partnership Agreement: Right Care, Right Person], [NHSE]
28	HOMF0000126	APCC Guidance Right Care Right Person and the NPA - April 2025
29	HOMF0000020	Policy Paper, re: Improving police productivity: a response to the recommendations of the Policing Productivity Review (accessible), Home Office
30	HOMF0000127	GRO-B - Regulation 28 report to prevent future deaths - 8 July 2025.
31	HOMF0000128	Response from HO to regarding the death of GRO-B - 20 October 2025.
32	HOMF0000129	GRO-B Regulation 28 report to prevent future deaths - 3 June 2024.
33	HOMF0000130	Response from the Home Office regarding the Regulation 28 Report, death of GRO-B GRO-B - 20 September 2024.
34	HOMF0000131	GRO-B Prevention of future deaths report.
35	HOMF0000132	Response from the Home Office regarding the Regulation 28 Report, death of GRO-B GRO-B - 4 August 2023.
36	HOMF0000133	GRO-B Prevention of future deaths report 2026.

37	HOMF0000134	GRO-B Prevention of future deaths report 2026-0129
38	HOMF0000135	Response-from-Deputy-Mayor-of-Greater-Manchester re death of GRO-B GRO-B
39	HOMF0000136	GRO-B Prevention of future death report
40	HOMF0000137	Response from Greater Manchester Police - Regulation 28 report following the Inquest touching the death of GRO-B
41	HOMF0000138	GRO-B Prevention of future deaths report
42	HOMF0000139	2025-0342-Response-from-Greater-Manchester-Police re death of GRO-B GRO-B
43	HOMF0000140	GRO-B Prevention of future deaths report
44	HOMF0000141	Response from the College of Policing regarding prevention of future deaths report - GRO-B
45	HOMF0000142	GRO-B - Prevention of Future deaths report
46	HOMF0000143	Response from College of Policing - Prevention of Future Deaths report - GRO-B GRO-B
47	HOMF0000144	Response from Durham Constabulary - death of GRO-B
48	HOMF0000145	GRO-B Prevention of future deaths report.
49	HOMF0000146	Response from West Yorkshire Police - death of GRO-B
50	HOMF0000147	GRO-B - Prevention of Future Deaths Report.

