



Home Office

Police Covenant for England and Wales

Government consultation

This consultation begins on 26 February 2020

This consultation ends on 22 April 2020

About this consultation

- To:** This consultation is open to the public.
- We will be particularly interested to hear from serving and former police officers and members of police staff, as well as their families and the general public.
- Duration:** From 26 February 2020 to 22 April 2020
- Enquiries (including requests for the paper in an alternative format) to:** Police Covenant
Police Workforce and Professionalism Unit
Home Office
6th Floor, Fry Building
2 Marsham Street
London SW1P 4DF
Email: Policecovenantconsultation@homeoffice.gov.uk
- How to respond:** Please send your response by 22 April 2020 to:
- Email: Policecovenantconsultation@homeoffice.gov.uk
- If you are unable to use the online system, for example, because you use specialist accessibility software that is not compatible with the system, you may download a word document version of the form and email or post to:
- Police Covenant
Police Workforce and Professionalism Unit
Home Office
6th Floor, Fry Building
2 Marsham Street
London SW1P 4DF
Email: Policecovenantconsultation@homeoffice.gov.uk
- If you are unable to access an electronic version of the document, please write to the above address and a paper copy will be provided.
- Response paper:** A response to this consultation exercise is due to be published by The Home Office at: gov.uk

Contents

Home Secretary Foreword	4
Introduction	5
The proposals	6
Why do we need a Police Covenant?	6
Scope of the Covenant	12
Physical Protection	13
Health and Wellbeing	15
Support for families	18
About you	22
Contact details and how to respond	24
Consultation principles	26

Home Secretary Foreword



As Home Secretary, I am constantly humbled by the bravery, sacrifice and dedication of our outstanding police. They run towards danger to keep the public safe; putting their own lives on the line to protect us all.

The tragic death of PC Andrew Harper last year hammered home the horrific and constant risks our courageous officers face while simply doing their jobs. Others are put under untold pressure as they protect us from hardened criminals and the very worst of humanity. Their families can be torn apart by the strain.

Too many officers are paying the price for their astonishing devotion to public duty. They are true public servants, doing an exceptional job in extraordinary circumstances. They deserve our upmost respect, support and protection, and I am determined to do whatever I can to keep them safe and to make their lives easier.

That's why I have stepped up plans to introduce a Police Covenant to enshrine the rights of those serving in our police forces. This Covenant is a pledge to do more to recognise the service and sacrifice of our police and to deliver the urgent practical support they need.

The daily challenges and dangers our police face can have a serious impact on every aspect of their lives. This consultation asks what more we can do to help protect them from attack and boost their wellbeing. When an officer suffers it is often their families who pick up the pieces, so we will also look at what more we can do to support their loved ones.

As Home Secretary, my mission is to deliver the safer streets that the people want. We can only do that if we support and empower our outstanding police to do their job. They have my full and unwavering support.

Our police are the embodiment of public duty - facing danger on a daily basis so we don't have to - and I refuse to allow them to pay the price for that.

This consultation looks at how we ensure the Police Covenant changes their jobs and their lives for the better and delivers peace of mind for their families. I urge everyone, particularly those connected to the service, to respond and let us know how we can deliver a Covenant that truly works for our remarkable police.

Rt Hon Priti Patel MP

A blue ink handwritten signature, appearing to be 'P. Patel', written in a cursive style.

Home Secretary

Introduction

This consultation seeks views on the principle of implementing a Police Covenant in England and Wales, to enhance support for the police and their families. It will look at the themes of:

- Physical protection;
- Health and wellbeing;
- Support for families.

It will also consider the scope of the Covenant and who should be covered.

The consultation is aimed at those serving with the police, those who have previously done so, their families and any groups with an interest in supporting the police in England and Wales.

We would like to hear from anyone who has been affected, indirectly or directly, by the impact of policing work and to hear what more can be done to help.

Questions include how officers should be publicly recognised for their bravery and work, and what can be done to ease their burden.

Copies of the consultation paper are being sent to:

National Police Chiefs' Council

Association of Police and Crime Commissioners

College of Policing

Police Federation of England and Wales

Police Superintendents' Association

Chief Police Officers' Staff Association

National Association of Retired Police Officers

Disabled Police Association

However, this list is not meant to be exhaustive or exclusive and responses are welcomed from anyone with an interest in or views on the subject covered by this paper.

The proposals

This section sets out our proposals for a Police Covenant for England and Wales. It explores the reasons for having a Covenant and considers what could be suitable for inclusion.

Why do we need a Police Covenant?

The police do a unique and remarkable job in the face of enormous challenges and pressure. The Government has proposed plans for a Police Covenant, enshrined in law, to recognise this and provide the protection and support they deserve.

Last year, the Home Office's Front Line Review highlighted concerns of police officers and staff and the need to do more to help them.

The Review identified a wide range of issues, including:

- Frontline officers, staff and volunteers feeling undervalued by the wider policing system;
- A disconnect between the front line and senior/national decision makers;
- Scepticism about wellbeing measures, and a desire to see meaningful action with a lasting impact.

This highlighted the need for urgent action to ensure the police were fully supported and valued. A package of immediate measures was brought forward in response, but the Government has continued to look for ways to do more to improve police welfare and address these concerns.

The introduction of a Police Covenant is the next step on this journey to provide comprehensive, meaningful and lasting support to officers.

The Police Covenant would build on existing work to improve wellbeing and encourage and enforce the provision of enhanced support. It is separate from any decisions and processes around pay and conditions and pension provisions.

This follows the successful introduction of the Armed Forces Covenant in 2012. The intention of this Covenant was to address issues experienced by members of the armed forces, veterans and their families as a result of their service.

The Armed Forces Covenant.

The Armed Forces Covenant
An Enduring Covenant Between
The People of the United Kingdom
Her Majesty's Government

– and –

All those who serve or have served in the Armed Forces of the Crown
And their Families.

The first duty of Government is the defence of the realm. Our Armed Forces fulfil that responsibility on behalf of the Government, sacrificing some civilian freedoms, facing danger and, sometimes, suffering serious injury or death as a result of their duty. Families also play a vital role in supporting the operational effectiveness of our Armed Forces. In return, the whole nation has a moral obligation to the members of the Naval Service, the Army and the Royal Air Force, together with their families. They deserve our respect and support, and fair treatment.

Those who serve in the Armed Forces, whether regular or Reserve, those who have served in the past, and their families, should face no disadvantage compared to other citizens in the provision of public and commercial services. Special consideration is appropriate in some cases, especially for those who have given most such as the injured and the bereaved.

This obligation involves the whole of society: it includes voluntary and charitable bodies, private organisations, and the actions of individuals in supporting the Armed Forces. Recognising those who have performed military duty unites the country and demonstrates the value of their contribution. This has no greater expression than in upholding this Covenant.

The Armed Forces Covenant aims to ensure that those serving with the Armed Forces suffer no disadvantage as a result of their sacrifices. We now intend to do the same for the police officers who serve the public in the fight against crime.

The issues faced in policing are very different from those experienced by members of the Armed Forces. However, the underlying principle of a pledge to ensure that support is given to a unique workforce which faces unique challenges as they serve the public is the same.

We would welcome responses to the following questions set out in this consultation paper.

The questions explore the potential scope and principles, as well as the wording of the Covenant.

Q1. To what extent do you agree that it would be beneficial to have a Police Covenant?

Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree
X				

Q2. Please explain your answer.

It would be beneficial to have a public statement that;

- Acknowledges the contribution and potential sacrifice of the police family (including officers, staff and police volunteers).
- Highlights the risks staff take to keep the community safe.
- Offer an opportunity to set out a cohesive care approach across all forces that sets a common standard around the level of service that would be received.
- Supports the development of a national wellbeing service.

Q3. To what extent do you agree/disagree that it would be beneficial for the Covenant to be enshrined in legislation?

Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree
X				

Q4. Please explain your answer

Legislation will ensure a corporate approach across the whole of UK policing. It ensures that the goals of the Covenant can offer oversight of other key legislation that help keep the police family safe such as Health and Safety, Human Resources policies. It ultimately creates the requirement to review progress and compliance. It offers the opportunity to challenge a position taken when this is appropriate.

We would welcome your views on the content of the Covenant. We have set out a vision for the Police Covenant recognising the bravery and commitment of those who work night and day to keep us safe. We plan to focus on **physical protection, health and wellbeing and support for families.**

DRAFT - Police Covenant

This Covenant recognises and acknowledges the sacrifices made by those who serve or have served in our Police Forces, or hold the office of Special Constable. It is intended to ensure that they and their families are not disadvantaged as a result of that commitment and seeks to mitigate the impact that has on day to day life.

The Covenant recognises that police officers are not employees but rather hold the office of constable, which comes with a high level of personal accountability and responsibility in their role to make communities safer by upholding the law fairly and firmly; preventing crime and antisocial behaviour; keeping the peace; protecting and reassuring communities; investigating crime and bringing offenders to justice. They must also abide by a code of ethics which sets out the high standards of behaviour expected from everyone who works in policing in England and Wales, both on and off duty.

This recognition extends to voluntary and charitable bodies, private organisations, and the actions of individuals in supporting the police forces. Recognising those who have performed policing duty unites the country and demonstrates the value of their contribution. This has no greater expression than in upholding this Covenant.

Q5. To what extent do you agree/disagree that the draft Covenant above represents your expectations?

Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree
	X			

Q6. Please explain your answer and/or suggest alternative wording.

While I largely agree with the wording, I believe the covenant should identify and enshrine within the legislation a custodian role. That person will document a national plan that will deliver the Covenant’s objectives, and at the same time that individual will be held accountable.

I believe that the Covenant should cover police staff and those volunteering beyond the role of special constable. I support the wider police family and wish them to be included. I feel the Covenant would benefit from the provision of a paragraph highlighting the dedication of police staff and volunteers. This will recognise the contribution they make to the service the public receive on the street.

The second paragraph whilst useful in setting out the types of tasks the police undertake would potentially benefit from acknowledging those key unique challenges a constable faces – unsocial hours, working in all weathers, violent people, supporting people in crisis etc. and that they do this to keep their community safe.

Q7. To what extent do you agree/disagree that it would be beneficial for the Covenant to focus on physical protection?

Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree
X				

Q8. Please explain your answer.

There are a number of thematic areas which focus in and around protecting the public and the police. They include Police Use of Firearms, Public Order Training, Personal Safety Training, new and emerging tactical options. At this time there is no independent forum that offers the chance to bring all these elements together to review whether they work well in partnership and cover the breadth of circumstances officers can likely face.

Q9. What does physical protection mean to you in the context of policing?

Proactive - Understanding the environments, they police and the kit they should have available.

Reactive - What skills and work areas need developing to advance safety during operational deployments

Courts - Ensuring the legislation properly supports officers injured by the behaviours and actions of others whilst in the line of duty.

Q10. To what extent do you agree/disagree that it would be beneficial for the Covenant to focus on health and wellbeing?

Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree
X				

Q11. Please explain your answer.

Being healthy is a benefit the individual, the Police Service and the community as a whole.

Ensuring officers are resilient means they are ready to deal with the circumstances they face.

On those sad occasions where there is an injury it is about ensuring good provision of services.

Q12. What does health and wellbeing mean to you in the context of policing?

Benefits – Looking to maximise the opportunities offered to the police family in order to enhance their off-duty time that also promote lifelong fitness and health.

Promoting self-help – Workplace classes that promote wellbeing.

Physical Injury – Ensuring a graduated corporate response to physical injury in the line of duty.

Mental Health – Ensuring an escalation process is in place to support those with mental health issues.

Proactive Training – Identifying areas where there is an opportunity to consider training in order to support officers (This could include work related matters and well-being subjects).

Q13. To what extent do you think that the Covenant should include support for families?

Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree
X				

Q14. Please explain your answer.

The Covenant should drive the objective forward around dedicated health and wellbeing teams.

The Covenant should cover how it will support families as part of the induction programme into the Police Service. There should be bespoke engagements for both new officers and staff involving current role champions.

There is the opportunity to look at developing wider family support networks.

When couples need help there should be options to look at services such as counselling.

Risk assessments should identify bespoke engagements for certain high-risk roles but to include family members to aid understanding and support.

Q15. What does support for families mean to you in terms of the Police Covenant?

This would be support for a member's immediate family and children but also include the period in and around a retirement or resignation.

It should offer a form of ongoing support to retired staff.

Scope of the Covenant

The Police Covenant will be owned by the Home Office and therefore will cover forces which fall within the remit of the Home Office. We would like to explore who within those forces should be within scope.

Q16. Are there any other groups that you think the Police Covenant should cover apart from police officers, e.g. volunteers, retired officers?

The Covenant should cover the whole of the police family, constables, staff, special constables and other volunteers. This should include, by way of example, Speedwatch Volunteers.

Physical Protection

We are interested to hear your views on what a Covenant could do in terms of improving physical protection for the police. Chief Constables have a responsibility to provide their officers with safety equipment and training. The police are also protected by Health and Safety legislation. There is no intention for the Covenant to replace either of these protections.

Q17. To what extent do you agree/disagree that training can contribute to improved safety?

Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree
X				

Q18. Please explain your answer.

Officers are provided with tactics and equipment that can help to keep themselves and others safe, however, training to ensure that these tactics and equipment are used appropriately and safely is essential. The initial and onward accreditation of skill-based learning is essential in developing a safe workforce. Personal safety training has been - and will continue to be - an opportunity to ensure techniques are sustained and that lessons learned are fed back to officers and staff. In doing so, training evolves in line with local factors and risks. Those charged with the delivery of this training can make a significant difference in the development of skill and the onward use of force within a policing area.

Q19. To what extent do you agree/disagree that government has a role to play in setting standards for safety equipment for policing?

Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree
X				

Q20. Please explain your answer.

Police personal safety equipment is always evolving and should be driven through scientific research in response to national amendments to risk, with robust trials and testing to support its use. We believe that there is scope for Government to increase its scrutiny of trends and ensure that a formalised structure is in place to ensure police equipment replicates scientific advice. This should be in tandem with appropriate funding processes so that forces procure equipment on a national basis preventing any 'postcode lottery' around the supply of police equipment based on local funding.

Q21. To what extent do you agree/disagree that consistent national standards for personal safety training could contribute to improving safety in policing?

Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree
X				

Q22. Please explain your answer.

We agree that there should be a national standard (authorised professional practice, (APP)) in place for personal safety. The current manual is in need of modernisation and should be brought into line with the APP in place for other disciplines. Current delivery is very subjective based on the experience and network surrounding personal safety – better definitions of professional practice, including a menu of approved tactics and assessment would remove any ambiguity and ensure a better consistency of national standard.

Q23. To what extent do you agree/disagree that personal safety equipment for frontline officers is suitable for a diverse modern police force?

Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree
		X		

Q24. Please explain your answer.

Whilst there is a range of personal safety equipment its relevancy does require constant review and equipment will need to evolve. For example, we would be interested to understand future research around trends in response to an increase carry of CED (taser) and whether this is could change the equipment being available or developing complementary equipment that supports changing tactical options. A more scientific/evidence-based review of police equipment will not only ensure future relevancy but must always strive to seek the lowest possible harm to the public. Government scrutiny and funding of outcomes will then ensure equipment, training and provision is consistent across the country.

In addition, with the police looking to continue to increase the diversity of its workforce and in order to offer a modern safe workplace there needs to be an oversight of the development.

For example;

An older workforce may require a different approach to personal safety training and potentially access to developed tactics.

There is still the opportunity to develop better fitting stab proof vests for females. Ensuring kit developed is comfortable for wearing for long periods of time.

Health and Wellbeing

The Police Covenant seeks to build on what it is possible for forces to provide at a local level by sending a clear message to the nation regarding the sacrifice and daily risks faced by our police and their families. We are interested to hear your views on what could be done to show the nation's support to police by offering enhancements to wellbeing provisions already in place.

Q25. To what extent do you agree/disagree that a Police Covenant would address wellbeing issues at a national?

Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree
X				

Q26. Please explain your answer.

The covenant would offer a focus and as already stated a chance to show accountability around wellbeing. I also feel as I have already stated, for it to work effectively there would need to be an appointed lead to oversee the work.

Q27. To what extent do you agree/disagree that safeguards should be put in place to ensure those serving within police are able to quickly access medical care for matters arising as a result of their position?

Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree
X				

Q28. Please explain your answer.

Officers / PCSOs and operational volunteers injured in the line of their duty should receive a prioritised fast track service when seeking medical care. It would show an acknowledgment that society can benefit by helping get a valuable community member back to their role. The support programme should extend beyond initial treatment.

Q29. To what extent do you agree/disagree that there needs to be specific mental health provisions for those working in policing?

Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree
X				

Q30. Please explain your answer.

Operational Police resources are exposed to trauma every day. There needs to be a graduated scale of support from self help through to specialised tactics. The individual should be reassured that their wellbeing and their pathway to care is being monitored and supported. There should be access to acknowledged experts available to support the development of care tactics and plans as with the military.

Q31. To what extent do you agree/disagree that the private sector has a role in supporting police wellbeing needs?

Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree
X				

Q32. Please explain your answer.

With the development of treatment pathways for both physical and mental health issues there should be the opportunity to involve the private sector in the provision of those treatments.

The Covenant should encourage a mixed economy of in-house services and advice but with a breadth of specialist support provided through other agencies or partners.

In addition, the Covenant should support those staff moving on from policing by championing the benefits to business and the private sector.

Q33. How do you think the private sector can support police wellbeing?

As answered in question 32 but also with the development of benefits for staff – reward and recognition. It's the community's opportunity to show that recognition for the role.

Support for families

Those who work in the police are often required to respond to serious and unexpected events. The nature and consequences of this work can often have an impact on the families of those who serve in the police.

We are interested to hear your views on how we might help families to feel better supported.

Q34. To what extent do you agree/disagree that society already recognises the sacrifices made by the police and their families?

Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree
		X		

Q35. Please explain your answer.

The landscape is complex and affected by the community perspective of an event. With social media there is a greater commentary on what the public like or dislike about their local police.

That said, significant events help generate a common level of support, for example the significant support for the policing of lockdown. Potentially there is an opportunity to further involve the public in acknowledging the work of the police which could be an option embedded within the covenant.

Q36. What methods of recognition in the policing context are you aware of?

Inhouse –

- Good work certificates
- Commendations
- Royal Humane Society Awards
- Annual Awards Ceremony recognition

External –

- Honours system
- Local community awards

Q37. To what extent do you agree/disagree that memorials, the honours system, police sector awards and other forms of recognition are important in helping families to feel supported?

Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree
X				

Q38. Please explain your answer.

There is an opportunity to develop a cultural calendar enshrined within the Covenant that marks opportune moments to acknowledge; bravery, sacrifice and family. There are opportunities to honour officers and family as well as offer loved ones official periods to mark the loss of a family member. I think that approach would help support families and remind them that contributions are never forgotten but are celebrated.

Q39. To what extent do you agree/disagree that the honours/medals available for police (Gallantry awards, Empire awards, Queen’s Police Medals, Police Long Service and Good Conduct Medal, Special Constabulary Long Service Medal) appropriately recognise the bravery, service and commitment of those involved in policing?

Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree
X				

Q40. Please explain your answer.

There is a significant breadth of public awards as the question outlines. There is though the opportunity to establish improved submission processes as well as better guidance on who should be considered for what award. At present the route to submission for these matters doesn’t help set out what is appropriate for policing and in what context – e.g. Which one for bravery, which for service etc... Potentially even the consideration of an allocation scheme through the custodian of the Covenant who can represent the cases and support submissions.

Q41. To what extent do you agree/disagree that honours are important in helping families to feel supported?

Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree
X				

Q42. Please explain your answer.

I think the honour bestowed upon a person automatically acknowledges the support of their family and loved ones.

Potentially there are opportunities to develop the post-award phase and involve the individual and their family back in their home force with further acknowledgement of their achievement and make this a corporate UK wide approach.

Q43. To what extent do you agree/disagree that a Police Covenant could add value in helping families to feel supported?

Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree
X				

Q44. Please explain your answer.

A Police Covenant should be embedded within initial training and be part of an engagement with employees and their families.

It should give confidence of the minimum standard of care a loved one should receive who has joined the police.

It needs a strategic lead to ensure that forces are accountable. That the lead will in turn develop the action plan and milestones to drive the Covenant's work forwards.

That the Covenant offers an ombudsman function to review and deal with challenges to service and support around the UK.

Q45. Do you have any other comments to make on the issue of the Police Covenant not specifically addressed by any of the questions above?

N/A

Thank you for participating in this consultation.

About you

Please use this section to tell us about yourself – this section is optional.

Job title or capacity in which you are responding to this consultation exercise (for example, member of the public)	Lorne Green – Norfolk Police and Crime Commissioner
If you have previously served within policing, please indicate here and include any details you feel will help us to make best use of your responses	
If you are a family member of someone serving within policing, please let us know your relationship to the officer	
Date	
Company name/organisation (if applicable)	Office of the Police and Crime Commissioner for Norfolk
If you would like us to acknowledge receipt of your response, please tick this box	x <input type="checkbox"/>
Address to which the acknowledgement should be sent.	Dawn.james@norfolk.pnn.police.uk

If you are a representative of a group, please tell us the name of the group and give a summary of the people or organisations that you represent.

Contact details and how to respond

Please send your response by 22 April 2020 to:

Police Covenant
Police Workforce and Professionalism Unit
Home Office
6th Floor, Fry Building
2 Marsham Street
London SW1P 4DF
Email: Policecovenantconsultation@homeoffice.gov.uk

Complaints or comments

If you have any complaints or comments about the consultation process you should contact the Home Office at the above address.

Extra copies

Further paper copies of this consultation can be obtained from this address and it is also available online [here](#).

Alternative format versions of this publication can be requested from:

Email: Policecovenantconsultation@homeoffice.gov.uk

Publication of response

A paper summarising the responses to this consultation will be published in two months' time. The response paper will be available online at gov.uk.

Representative groups

Representative groups are asked to give a summary of the people and organisations they represent when they respond.

Confidentiality

Information provided in response to this consultation, including personal information, may be published or disclosed in accordance with the access to information regimes (these are primarily the Freedom of Information Act 2000 (FOIA), the Data Protection Act 2018 (DPA) and the Environmental Information Regulations 2004 (EIR).

If you want the information that you provide to be treated as confidential, please be aware that, under the FOIA, there is a statutory Code of Practice with which public authorities must comply and which deals, amongst other things, with obligations of confidence. In view of this it would be helpful if you could explain to us why you regard the information you have provided as confidential. If we receive a request for disclosure of the information we will take full account of your explanation, but we cannot give an assurance that

confidentiality can be maintained in all circumstances. An automatic confidentiality disclaimer generated by your IT system will not, of itself, be regarded as binding on the Home Office.

The Home Office will process your personal data in accordance with the DPA and in the majority of circumstances, this will mean that your personal data will not be disclosed to third parties.

Consultation principles

The principles that government departments and other public bodies should adopt for engaging stakeholders when developing policy and legislation are set out in the consultation principles.

<https://www.gov.uk/government/publications/consultation-principles-guidance>



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