

**DEPUTY MAYOR  
OF GREATER  
MANCHESTER**

Alison Mutch  
HM Senior Coroner  
Manchester South

29 January 2026

Dear Ms Mutch

**RE: Regulation 28 Death of Andrew John Hughes**

Thank you for sending me the Regulation 28 letter into the death of Andrew John Hughes.

I understand that the inquest into the death of Mr Hughes examined the procedures in place in Greater Manchester for responding to incidents involving mental health risks. It was noted that Greater Manchester follows the national Right Care Right Person (RCRP) model, which is designed to determine which agency is most appropriate to respond to specific concerns. In Mr Hughes's case, the police identified Mr Hughes's situation as a health issue, and suggested the ambulance service should respond because of the mental health risks involved. The inquest was told that intervention by mental health services would have been more appropriate in this instance. It was also highlighted that there is a lack of clarity regarding how concerned families would be signposted by GMP to mental health services, how mental health services could be contacted in such an emergency or what support they can expect. I note these findings, and agree that there is learning for Greater Manchester Police, and health partners, including both the ICB and Mental Health Trusts, regarding this case.

During the inquest, I note that the inquest was told that the adoption of the RCRP system was overseen by me, hence the service upon me of a formal notice under Regulation 28 of the Coroners (Investigations) Regulations 2013.

The purpose of this correspondence is to clarify my responsibilities as Deputy Mayor with respect to the RCRP initiative and to advise on the appropriate point of contact for further enquiries and Regulation 28 notices regarding the operation of this system.

GMCA, Broadhurst House, 56 Oxford Street, Manchester, M1 6EU

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The RCRP initiative is a protocol established to ensure that individuals experiencing crises, particularly those involving mental health or welfare concerns, receive assistance from the agency best equipped to address their needs, such as health or social services, rather than the police. The *National Partnership Agreement: Right Care, Right Person* was signed by Government, the National Police Chiefs Council, the Association of Police and Crime Commissioners, the College of Policing and NHS England in July 2023. Further information can be found in guidance produced by NHS England<sup>1</sup>.

Responsibility for the operational management of the policing role in the RCRP system in Greater Manchester rests with the Chief Constable of Greater Manchester Police. This is in accordance with the principle of operational independence, as set out in the Policing Protocol Order 2023. Under this Order, the direction and control of police operations are vested solely in the Chief Constable, ensuring that I, as Deputy Mayor, am excluded from day-to-day decision-making or protocol implementation.

As Deputy Mayor, my role is to hold the Chief Constable to account for the operational delivery of policing including in relation to the Strategic Policing Requirement. I also draw on the Mayor's electoral mandate to set and shape the strategic objectives of GMP in consultation with the Chief Constable. However, while this means I have a responsibility to scrutinise GMP's implementation of RCRP, I do not exercise control over operational policies or daily procedures within GMP: the responsibility for applying the RCRP system and ensuring deployment of the appropriate response lies with the Chief Constable.

The Association of Police and Crime Commissioners has produced guidance for police and crime commissioners and equivalents in England and Wales on how they can support the implementation of RCRP.<sup>2</sup> The guidance reiterates that operational decisions are a responsibility for Chief Constables and the implementation of RCRP is a matter for Chief Constables.

That being said, the APCC strongly encourages PCCs and Deputy Mayors to discuss and scrutinise force activities relating to RCRP. I carry out that scrutiny function in relation to GMP's implementation of RCRP through my established scrutiny mechanisms, including my Deputy Mayor's Executive meetings and my weekly discussions with the Chief Constable.

However, I also chair a RCRP Oversight Board, which was set up to facilitate the introduction of the RCRP pathways, and to bring together partner agencies (including GMP) so that system-wide issues could be discussed and resolved by the respective agencies. It is a task and finish group and is set to be disbanded soon, following the final phase of implementation (section 136 handover). I believe your letter has been sent to me in light of my role as chair of

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<sup>1</sup> <https://www.england.nhs.uk/long-read/guidance-on-implementing-the-national-partnership-agreement-right-care-right-person/>

<sup>2</sup> [APCC Guidance: Right Care, Right Person \(RCRP\) – Supporting PCCs in Effective Implementation](#)

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the Oversight Board, but as I hope I have explained, that role does not mean that I am accountable for the operational activities of GMP and partner agencies and the way in which RCRP is being implemented by them.

While I will of course discuss the case of Mr Andrew Hughes with the Chief Constable, and seek his assurance that lessons have been learned where needed, in light of the important statutory division of responsibility between my scrutiny role and the Chief Constable's operational independence, it is respectfully suggested that Regulation 28 notices relating to the operational implementation, protocols, or emergency arrangements under RCRP in Greater Manchester should be directed to the office of the Chief Constable, who holds statutory authority over police operations in Greater Manchester. I would however appreciate being copied into such letters in order for me to fulfil my scrutiny responsibilities as described above.

I trust the above is helpful to the Court.

Yours sincerely



**Deputy Mayor of Greater Manchester**

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