

Fixed Penalty Notices (FPNs) issued under COVID-19 emergency health regulations by police forces in England and Wales

Introduction

This release presents the latest data on the police use of COVID-19 enforcement notices issued under all emergency health protection regulations in force as at 19th December 2021¹ (and includes revisions to previously published figures).

Data on FPNs issued in England and Wales is collated centrally by the ACRO Criminal Records Office and cover the 43 territorial forces, the British Transport Police (BTP) and Ministry of Defence Police.

The figures below relate to enforcement activity by police forces and these data should be seen in the context of wider police activity to engage with the public to explain and encourage compliance with the new regulations. As outlined in previous releases, the police have recorded hundreds of thousands of Covid-19 related incidents since 27th March 2020. This will include incidents where officers have proactively offered advice to people, responded to reports from members of the public about breaches of the regulations by others, and offences where criminals have sought to take advantage of the pandemic to commit crime.

Headline figures for FPNs issued under the Health Protection (Coronavirus, Restrictions) Regulations, England and Wales

In total, 118,963² notices have been recorded as having been issued in England (106,907³) and Wales (12,056) between Friday 27th March 2020 and Sunday 19th December 2021. Almost all these notices were issued up to 19th July 2021, after which all restrictions were lifted in England (not including the International Travel Regulations). Whilst most restrictions in Wales were revoked after the 6th August 2021, requirements to wear a face covering were still in place (under number five regulations), furthermore some restrictions were reinstated during the Winter period to help curb the spread of the Omicron variant. International Travel Regulations (ITR) continue to be in place in England and Wales; notices issued under the ITR for Wales are presented in this section and those issued in England are presented separately in the sections below along with notices issued under the face covering regulations (England).

In England, up to 19th July 2021:

- 15,947 notices were issued under number one regulations;
- 583 under number two regulations;
- 374 for holding a gathering of more than 30 people;
- 1,115 in relation to breaches of local “lockdowns”;
- 2,925 under the “Local COVID-19 alert levels”;

¹ For a full list of all regulations please see: <https://www.legislation.gov.uk/coronavirus> and <https://gov.wales/coronavirus-legislation-and-guidance-law>

² Three notices are recorded as having been issued in England prior to March 27th

³ This figure excludes notices for England that have been issued under the international travel, face coverings, business, and self-isolation regulations as they have different legislation. These figures are reported separately.

- 7,168 under number four regulations (national restrictions);
- 73,778 notices issued under the “All Tiers” regulations:
 - 19 notices for Tier 1 (Medium);
 - 1,073 notices for Tier 2 (High);
 - 3,779 notices for Tier 3 (Very High);
 - 68,907 notices for Tier 4 (Extremely High); 65,053 of which were issued from 6th January 2021 when national restrictions came into force.
- 5,017 were issued under the steps regulations:
 - 2,436 notices for Step 1
 - 2,343 notices for Step 2
 - 238 notices for Step 3

In Wales, up to 19th December 2021:

- 2,665 notices were issued under number one regulations;
- 176 notices were issued under number two regulations;
- 283 notices were issued under number three regulations;
- 662 notices were issued under number four regulations;
- 8,235 notices have been issued under number five regulations;
- 3 notices were issued under regulations relating to holding a gathering of more than 30 people; and,
- 32 notices were issued under the International Travel Regulations (ITRs).

Chart 1 shows previously published figures for earlier reporting periods together with the latest revisions as more FPNs have been processed. In earlier releases this was reported on a daily basis but, given the length of time these regulations have been in place, this is now summarised on a weekly basis. The following analysis and the chart below do not include fines issued under the face covering regulations, business regulations, or ITRs issued in England. Separate analysis is presented in the sections below for these FPN types.

Enforcement levels have been falling since the peak in early February 2021. English police forces have not issued an FPN since 18th July 2021, when the government announced the move to Step 4 and lifting of most restrictions on 19th July 2021. Forces in Wales have continued to issue a small number of FPNs since the easing of COVID restrictions in Wales on 7th August. Police in Wales have issued 34 FPNs since 6th August 2021, 13 of which have been issued since 15th October 2021 when these figures were last published.

Following the announcement in March 2021 of the roadmap out of lockdown, there was a steep downward trend in the number of FPNs issued. This continued through to September 2021 with figures showing an average of 13 FPNs having been issued each week in July (2nd – 29th July 2021) compared with an average of 3 FPNs weekly in August and September (30th July – 23rd September 2021) and the majority of these having been issued in Wales.

Looking at the longer-term trend, there were steep rises in the number of FPNs issued following the week of 18th-24th December 2020, coinciding with the introduction of Tier 4 as part of the “Local COVID-19 Alert Levels” regulations. This upward trend continued following the introduction of the new national restrictions on the 6th of January 2021 (when all areas of England were moved into Tier 4). This reflected more proactive policing of the regulations in the context of the danger to public health and represented a shift to move more quickly to enforcement where there were clear breaches of the law.

Enforcement levels during January and early February 2021 returned to levels seen in March and April 2020, when restrictions were first introduced with a peak of 3,296 FPNs issued between 10th – 16th April 2020 (during the week of the Easter Bank holiday). Enforcement

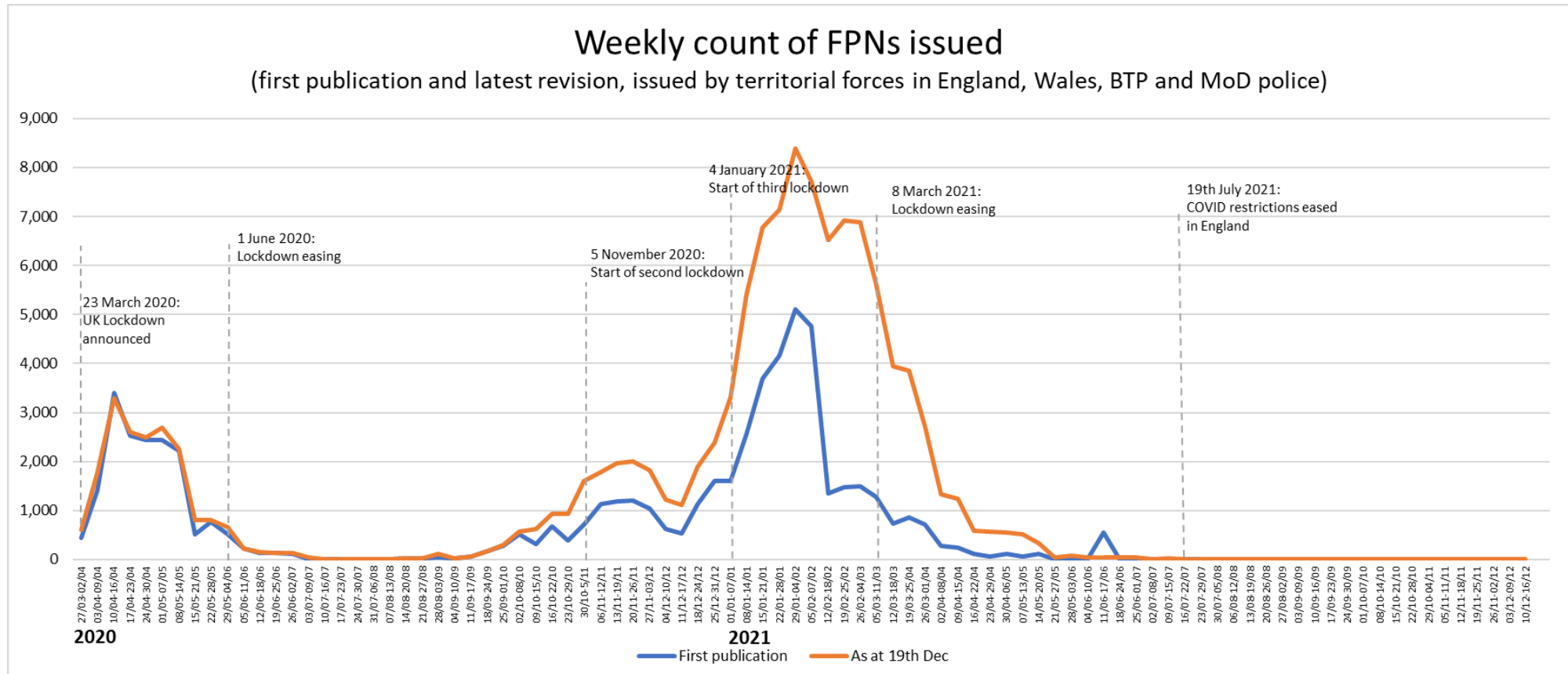
levels continued to decline from March 2021 to June 2021 as restrictions eased and activity that led to the most common reasons for the issuing of FPNs (gatherings of two or more people) were no-longer prohibited under the current restrictions.

Of all enforcement notices issued in England and Wales:

- The most common reason for which an FPN was issued in England was a “Contravene a requirement to not participate in a gathering in the Tier 4 area of two or more people - private dwelling/any indoor space” , with 32,062 FPNs and, similarly, the most common reason in Wales was “Contravene requirement to not participate in a gathering in private” with 3,889 FPNs issued for this reason (Table 1).
- The large majority (7 in 10) of FPNs were issued to males (Table 2).
- 76% were issued to the under 35s; with 48% issued to 18-24-year olds, 16% to those aged 25-29 and 12% to those aged 30-34 (Table 3).
- Of those FPNs where the individual issued with the notice had a self-identified ethnicity³ recorded, 76% were issued to people who self-identified as White. 12% went to those who self-identified as Asian and 7% to those identifying as Black (Table 4).

³ 21% of FPNs issued did not have the self-defined ethnicity of the individual identified.

Chart 1: FPNs issued under COVID-19 regulations (excluding face coverings, businesses and ITR), between 27th March 2020 and the last full week ending 16th December 2021



Note: excludes 3. FPNs with incorrect date of issue.

Table 1: Reasons for which FPNs have been issued under emergency COVID-19 regulations, between 27th March 2020 and 19th December 2021 in England and Wales

Regulations	Jurisdiction	Reason for issue	England	Wales	Total
No.1, No.2, local lockdowns (England only); No.3 and No.4 (Wales only)	England and Wales	Contravene requirement as to restriction of movement during emergency period	11,785	2,211	13,996
		Contravene requirement to not participate in a gathering in public of more than two people	4,179	281	4,460
		Contravene a direction or fail to comply with instruction	2,337	457	2,794
		Contravene requirement from a relevant person	432	52	484
		Obstruct person carrying out a function under the regulations	285	13	298
		Contravene requirement to not participate in an indoor gathering of two or more people	34	29	63
	England only	Contravene requirement to not participate in an outdoor gathering of more than six people	76	N/A	76
		Contravene requirement to not participate in a gathering of more than thirty people – dwelling/houseboat	29	N/A	29
		Contravene requirement to not participate in a gathering of more than thirty people – vessel (other than houseboat)	-	N/A	-
		Contravene requirement to not participate in a gathering of more than thirty people – land (certain public outdoor spaces)	25	N/A	25
		Contravene requirement to not participate in a gathering of more than thirty people – indoor amplified music	10	N/A	10
		Entry into and/or remaining in a restricted area	3	N/A	3
		Failure to restrict access to a restricted area	1	N/A	1
		Stay overnight other than at place of living / linked household, in England, without reasonable excuse	7	N/A	7

		Contravene requirement to not participate in a gathering of more than six people	482	N/A	482
		Contravene requirement to not participate in gathering of two or more persons in the protected area	45	N/A	45
		Contravene requirement to not participate in gathering of two or more persons outside the protected area	1	N/A	1
		Contravene requirement to not participate in a gathering of more than two people – dwelling / houseboat	855	N/A	855
	Wales only	Contravene requirement to not participate in a gathering of more than thirty people	N/A	61	61
		Enter/Remain in a local health protection area in Wales without reasonable excuse	N/A	1,019	1,019
		Leave or remain away from place when living in local health protection area in Wales without reasonable excuse	N/A	1,500	1,500
		Contravene requirement to not participate in a gathering in public	N/A	544	544
		Contravene requirement to not participate in a gathering in private	N/A	3,889	3,889
		Contravene a requirement not to participate in a gathering outside of a private dwelling that consists of more than 4 people	N/A	54	54
		Contravene a requirement not to participate in a gathering in holiday or travel accommodation with people outside of their household	N/A	-	-
		Contravene a requirement not to participate in a gathering in a private dwelling with any other person apart from the household or extended household	N/A	566	566
		Contravene a requirement not to participate in a gathering in a private dwelling consisting of more than 15 people	N/A	498	498
		Contravene a requirement not to be involved in organising an indoor event of more than 15 people	N/A	23	23
		Contravene a requirement not to be involved in organising an outdoor event of more than 30 people	N/A	13	13

Contravene restriction that no person living outside Wales may enter or remain in Wales without a reasonable excuse	N/A	92	92
Contravene restriction that no person living in Wales may leave Wales without a reasonable excuse	N/A	179	179
Contravene a requirement of a person required to isolate, may not to leave or be outside the place where they are living	N/A	77	77
Contravene a requirement of a child required to isolate, may not to leave or be outside the place where they are living	N/A	5	5
Contravene a requirement to provide details to contract tracer when requested to do so	N/A	4	4
Contravene a requirement to not carry on restricted business or service at premises	N/A	12	12
Contravene a requirement to not carry on restricted business or service at premises	N/A	-	-
Contravene a requirement to not sell or supply alcohol between restricted times	N/A	-	-
Contravene a requirement that an operator of public transport displays adequate signage	N/A	-	-
Contravene the requirement to wear face covering on public transport	N/A	5	5
Contravene the requirement to wear face covering in certain indoor places	N/A	31	31
Contravene a requirement not to participate in a gathering in a private dwelling which consists of more than 6 people	N/A	5	5
Contravene a requirement not to participate in a gathering in a private dwelling which consists of more than 6 people	N/A	35	35
Contravene a requirement not to participate in a gathering in a private dwelling outdoors that consists of more than 4 people	N/A	3	3
Contravene a requirement that no person may leave the place where they are living	N/A	774	774

Local COVID-19 Alert Levels/All Tiers (England only)	England only	Contravene a requirement not to be involved in organising an indoor event of more than 50 people	N/A	2	2
		Contravene a requirement not to be involved in organising an outdoor event of more than 100 people	N/A	-	-
		Contravene a requirement to not carry on business or provide restricted service between hours of 6.00 pm and 6.00 am	N/A	-	-
		Obstruct person carrying out function under the regulations	187	N/A	187
		Contravene a requirement imposed, or a direction given, by a relevant person	1,021	N/A	1,021
		Contravene a reasonable instruction given by a relevant person	698	N/A	698
		Contravene requirement to not participate in a gathering in a Tier 1 area of more than six people	523	N/A	523
		Contravene a Tier 1 Restriction	6	N/A	6
		Contravene requirement to not participate in a gathering indoors in a Tier 2 area of two or more people	2,502	N/A	2,502
		Contravene requirement to not participate in a gathering outdoors in a Tier 2 area of more than six people	160	N/A	160
		Contravene requirement that no person living in a Tier 2 area may participate in a gathering outside the restricted area which consists of two or more people indoors	22	N/A	22
		Contravene requirement that no person living in a Tier 2 area may participate in a gathering outside the restricted area of more than six people outdoors	3	N/A	3
		Contravene a Tier 2 restriction	25	N/A	25
		Contravene requirement to not participate in a gathering in the Tier 3 area of two or more people - private dwelling/any indoor space	3,539	N/A	3,539
		Contravene requirement that no person living in a Tier 3 area may participate in a gathering outside the restricted area which consists of two or more people - private dwelling/any indoor space	242	N/A	242

Contravene a requirement to not participate in a gathering in a relevant public outdoor place in the Tier 3 area of more than six people	168	N/A	168
Contravene requirement to not participate in a gathering in any other outdoor place in the Tier 3 area of two or more people	312	N/A	312
Contravene requirement that no person living in a Tier 3 area may participate in a gathering outside the restricted area which consists of more than six people in a relevant public outdoor place	49	N/A	49
Contravene requirement that no person living in a Tier 3 area may participate in a gathering outside the restricted area which consists of two or more people in any other outdoor place	27	N/A	27
Contravene a Tier 3 Restriction	41	N/A	41
Contravene a requirement to not participate in a gathering in the Tier 4 area of two or more people - private dwelling/any indoor space	32,062	N/A	32,062
Contravene a requirement to not participate in a gathering in a specified outdoor place in the Tier 4 area of more than two people	3,125	N/A	3,125
Contravene a requirement to not participate in a gathering in any other outdoor place in the Tier 4 area of two or more people	11,341	N/A	11,341
Contravene requirement that no person living in a Tier 4 area may participate in a gathering outside the restricted area which consists of two or more people - private dwelling/any indoor space	462	N/A	462
Contravene requirement that no person living in a Tier 4 area may participate in a gathering outside the restricted area which consists of more than two people in a specified outdoor place	200	N/A	200
Contravene requirement that no person living in a Tier 4 area may participate in a gathering outside the restricted area which consists of two or more people in any other outdoor place	493	N/A	493
Contravene requirement to not leave or be outside of place of living	18,768	N/A	18,768
Contravene requirement to not participate in a gathering of more than 15 people - private dwelling	1,959	N/A	1,959
Contravene requirement to not participate in a gathering of more than 15 people - educational accommodation	316	N/A	316
Contravene requirement to not participate in a gathering of more than 15 people - indoor amplified music	250	N/A	250

		Contravene a requirement/direction/instruction from a relevant person	278	N/A	278
No.4 regs (national lockdown, England only)	England Only	Contravene requirement to not participate in an indoor gathering of two or more people	4,221	N/A	4,221
		Contravene requirement to not participate in a gathering of more than two people in public outdoor place	1,294	N/A	1,294
		Contravene requirement to not participate in a gathering of two or more people in other outdoor space	329	N/A	329
		Contravene requirement to not leave or be outside of place of living	1,176	N/A	1,176
		Obstruct person carrying out function under the regulations	3	N/A	3
Steps	England only	Contravene a requirement imposed, or a direction given, by a relevant person	31	N/A	31
		Contravene a reasonable instruction given by a relevant person	25	N/A	25
		Contravene requirement to not participate in a gathering of more than 15 people - private dwelling	874	N/A	874
		Contravene requirement to not participate in a gathering of more than 15 people - educational accommodation	24	N/A	24
		Contravene requirement to not participate in a gathering of more than 15 people - indoor amplified music	61	N/A	61
		Contravene a requirement not to leave England to travel to a destination outside the United Kingdom	1	N/A	1
		Contravene a requirement not to travel to, or be present at, an embarkation point for the purpose of travelling from there to a destination outside the United Kingdom	-	N/A	-
		Contravene requirement to have a completed travel declaration form at an embarkation point	2	N/A	2
		Contravene direction to produce travel declaration form	-	N/A	-

		Contravene direction to complete travel declaration form	-	N/A	-
		Contravene a direction to leave the embarkation point without leaving the United Kingdom	-	N/A	-
		Intentionally or recklessly provide false or misleading information on a travel declaration form	-	N/A	-
		Contravene requirement to not participate in an indoor gathering in the Step 1 area of two or more people	1,689	N/A	1,689
		Contravene requirement to not participate in an outdoor gathering in the Step 1 area of more than six people	238	N/A	238
		Contravene requirement to not participate in an indoor gathering in the Step 2 area of two or more people	1,605	N/A	1,605
		Contravene requirement to not participate in an outdoor gathering in the Step 2 area of more than six people	231	N/A	231
		Contravene a requirement to not participate in an indoor gathering in the Step 3 area of more than six people	158	N/A	158
		Contravene a requirement to not participate in an outdoor gathering in the Step 3 area of more than thirty people	21	N/A	21
		Contravene requirement to not participate in an indoor gathering of more than 15 people - private dwelling	42	N/A	42
		Contravene requirement to not participate in an indoor gathering of more than 15 people - educational accommodation	6	N/A	6
		Contravene requirement to not participate in an indoor gathering of more than 15 people - indoor amplified music	37	N/A	37
Holding a gathering²	England only	Contravene requirement not to hold, or be involved in holding, a gathering of more than thirty people – dwelling/houseboat	194	N/A	194
		Contravene requirement not to hold, or be involved in holding, a gathering of more than thirty people – vessel (other than a houseboat or a vessel used for public transport)	1	N/A	1
		Contravene requirement not to hold, or be involved in holding, a gathering of more than thirty people – land (certain public outdoor spaces)	63	N/A	63

		Contravene requirement not to hold, or be involved in holding, a gathering of more than thirty people – indoor amplified music	79	N/A	79
		Contravene a requirement not to hold, or be involved in the holding of, a relevant gathering of more than 30 persons - indoor amplified music	6	N/A	6
		Contravene a requirement not to hold, or be involved in the holding of, an indoor gathering of more than 30 persons - private dwelling/houseboat	20	N/A	20
		Contravene a requirement not to hold, or be involved in the holding of, an indoor gathering of more than 30 persons - Vessel	-	N/A	-
		Contravene a requirement not to hold, or be involved in the holding of, an outdoor gathering of more than 50 persons - private dwelling/houseboat	6	N/A	6
		Contravene a requirement not to hold, or be involved in the holding of, an outdoor gathering of more than 50 persons - Vessel	-	N/A	-
		Contravene a requirement not to hold, or be involved in the holding of, an outdoor gathering of more than 50 persons - Land (certain public outdoor spaces)	5	N/A	5
		Wales only	Contravene a requirement that no person may be involved in organising a relevant unlicensed music event	N/A	3
	International Travel	Wales only	Contravenes a requirement to travel directly to the specified premises for isolation	N/A	-
Contravenes a requirement to not leave or be outside the specified premises			N/A	25	25
Contravene a direction or fail to comply with instruction			N/A	2	2
Obstruct person carrying out a function under the regulation			N/A	-	-
TOTAL			111,807	12,464	124,271

Note: a) The total in this table exceeds the headline measure of total FPNs issued as an FPN can be issued for more than one reason.
b) No FPNs have been issued for the reason of: 'Contravene requirement to not participate in a gathering of more than thirty people - vessel (other than houseboat)'

Table 2: FPNs issued under emergency COVID-19 regulations, by gender, between 27th March 2020 and 19th December 2021 in England and Wales

	England	Wales	Total
Male	70%	66%	70%
Female	29%	34%	29%
Other	0.04%	0.00%	0.04%
Unknown	1%	0%	1%

Table 3: FPNs issued under emergency COVID-19 regulations, by age group, between 27th March 2020 and 19th December 2021 in England and Wales

	England	Wales	Total
18-24	48%	46%	48%
25-29	17%	15%	16%
30-34	12%	12%	12%
35-39	8%	8%	8%
40-44	5%	6%	5%
45-49	4%	4%	4%
50-54	3%	3%	3%
55-59	2%	3%	2%
60-64	1%	1%	1%
65+	1%	1%	1%
Unknown	0.01%	0.01%	0.01%

Table 4: FPNs issued under emergency COVID-19 regulations, by self-defined ethnicity, between 27th March 2020 and 19th December 2021 in England and Wales

	England	Wales	Total
White	74%	90%	76%
Asian (including Chinese)	13%	6%	12%
Black	8%	2%	7%
Mixed	3%	2%	3%
Other	2%	1%	2%

Notes: Excludes 21% of FPNs where the ethnicity of the individual issued with the notice was unknown (22% for England and 14% for Wales).

Headline figures for FPNs issued under the face coverings regulations, England and Wales

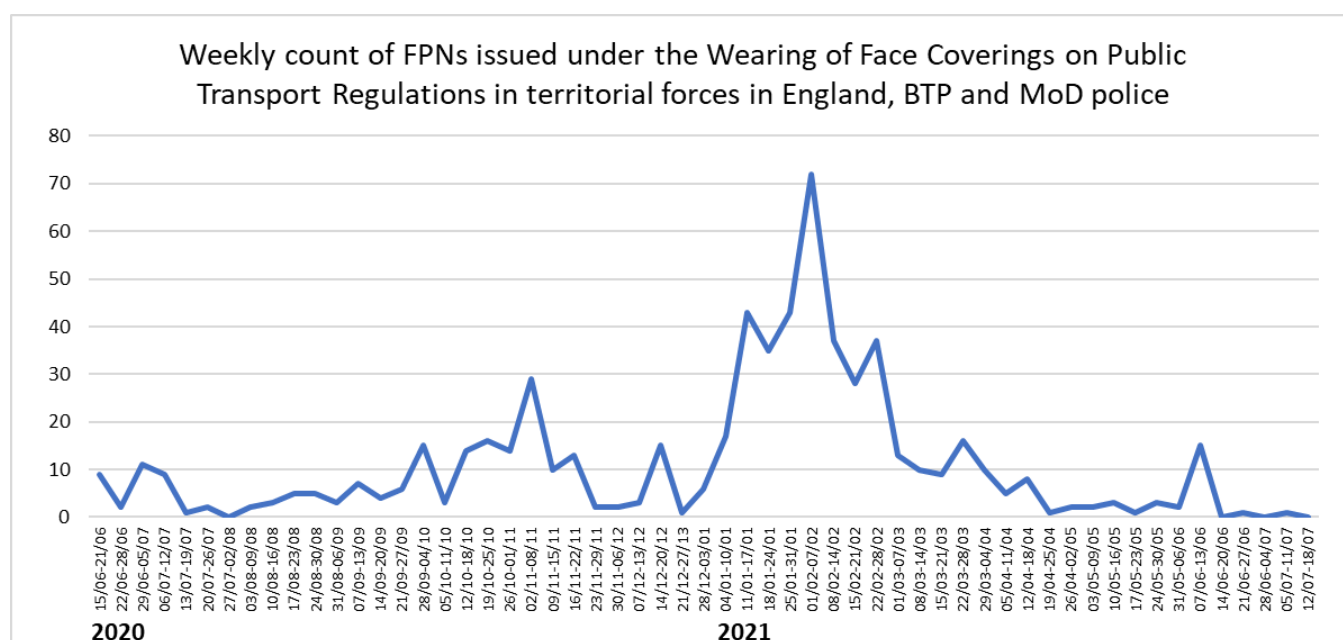
A total of 626 notices have been recorded as having been issued by police forces under the Wearing of Face Coverings on Public Transport Regulations between 15th June 2020 and 18th July 2021, and 3,123 notices have been issued under the Wearing of Face Coverings in a Relevant Place Regulations between 24th July 2020 and 18th July 2021. These regulations were revoked in England on 19th July.

Face covering legislation was later re-introduced in England. As of 30th November 2021 the Health Protection (Coronavirus, Wearing of Face Coverings) (England) Regulations 2021 came into effect. As these regulations are still new and notices are being processed, a detailed update on the number of FPNs issued under these regulations will be provided in the next statistical release.

Face coverings on public transport

No FPNs have been issued under face coverings on public transport regulations since July 2021 after COVID restrictions regarding face coverings were eased on 19th July. A weekly count of FPNs issued under face coverings on public transport regulations has shown that in the month of July only 1 FPN was issued (with 626 notices issued between 15th June 2020 and 18th July 2021). The number of FPNs issued peaked at 72 FPNs in the first week of February 2021 following the introduction of restrictions in January 2021. As restrictions started to ease, the number of FPNs issued per week dropped, returning to levels seen prior to the tightening of restrictions. There was a small spike in June 2021 when 15 FPNs were issued between 7th and 13th June 2021, but levels quickly dropped again. In the last full week the restrictions were in place, no FPNs were issued under face coverings on public transport regulations (12th – 18th July 2021).

Chart 2: FPNs issued under Face coverings on public transport regulations between 24th July 2020 and the last full week ending 18th July 2021



Further breakdowns of FPNs issued under the Face coverings on public transport regulations are presented below.

- The vast majority of FPNs issued under this regulation type were issued to males (around 8 in 10).

- Over half (57%) were issued to individuals aged between 18 and 29.
- Of the 471 records where ethnicity was provided, the majority (58%) were issued to individuals who self-identified as White, a lower proportion than other FPNs. This may reflect the use of public transport being more prevalent in metropolitan areas.
- BTP issued most of such FPNs to date (250 out of 626) for individuals not complying with the transport regulations, followed by the Metropolitan Police Service (242).
- Most FPNs issued under these regulations were for contravening the requirement to wear a face covering when on public transport (589 – Table 5).

Table 5: Reasons for which FPNs has been issued under the wearing of face coverings on public transport regulations, between 15th June 2020 and 18th July 2021 in England and Wales

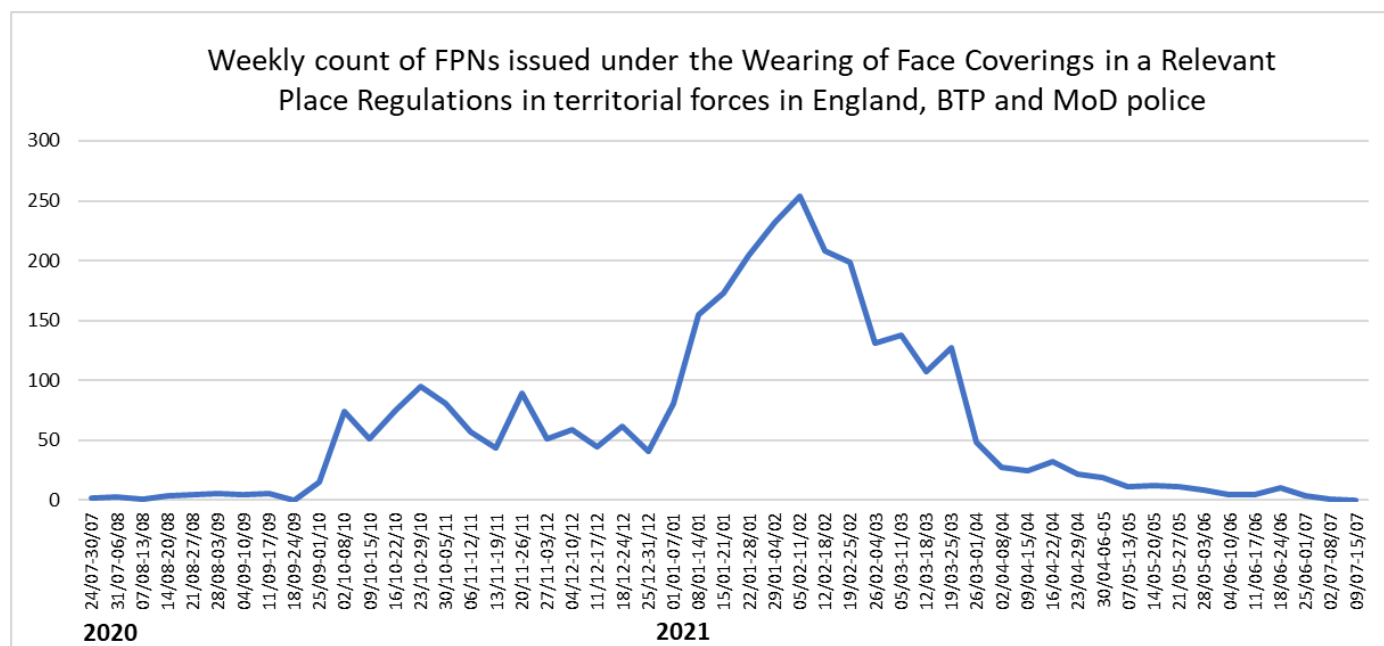
REASON FOR ISSUE	
Contravene requirement to wear a face covering when on public transport.	589
Obstruct person carrying out function under these regulations	9
Contravene direction given under these regulations	41
TOTAL	639

Note: a) The total in this table exceeds the headline measure of total FPNs issued as an FPN can be issued for more than one reason

Face coverings in a relevant place

No FPNs have been issued under face coverings in a relevant place regulations since July 2021 due to COVID restrictions being revoked on 19th July 2021. Between 24th July 2020 and 18th July 2021, 3,123 FPNs were issued under face coverings in a relevant place regulation. Very few FPNs were issued in the first couple of months that the regulations were in place (July to September). However, at the start of October the number of FPNs increased, with 74 FPNs issued between 2nd and 8th October 2020. The number of FPNs issued each week remained around this level before declining in late November 2020. The number of FPNs issued peaked following the tightening of restrictions in January 2021, with 254 FPNs being issued in the second week of February 2021. Since the easing of restrictions in March 2021 FPNs issued under face coverings in a relevant place regulations have declined. In the final month the regulation was in place (25th June – 18th July 2021) an average of 2 FPNs were issued a week.

Chart 3: FPNs issued under Face coverings in a relevant place regulations between 24th July 2020 and the last full week ending 15th July 2021



Further breakdowns of FPNs issued under face coverings in a relevant place regulations are presented below.

- The majority of FPNs issued under this regulation type were issued to males (75%).
- 43% of FPNs were issued to individuals aged between 18 and 29.
- Of the 2,608 records where ethnicity was provided, the majority (69%) were issued to individuals who self-identified as White.

Table 6: Reasons for which FPNs has been issued under the wearing of face coverings in a relevant place regulations, between 24th July 2020 and 18th July 2021 in England and Wales

REASON FOR ISSUE	
Enter / remain in relevant place in England without wearing a face covering	2,335
Contravene direction given to wear face covering within a relevant place (Direct that person to wear such a covering)	726
Contravene direction given to wear face covering within a relevant place (Direct that person to leave the relevant place)	117
Obstruct person carrying out function under regulations regarding face coverings	28
TOTAL	3,206

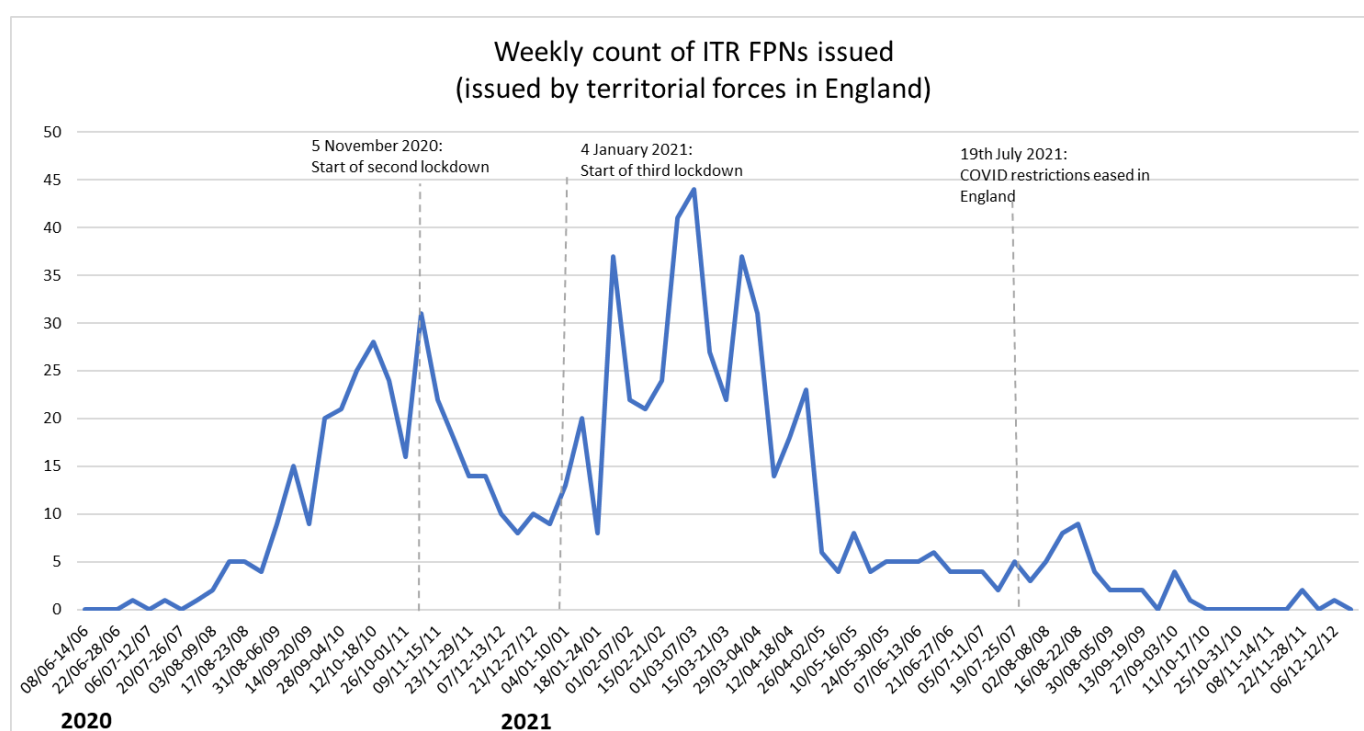
Note: a) The total in this table exceeds the headline measure of total FPNs issued as an FPN can be issued for more than one reason

Headline figures for FPNs issued under the International Travel Regulations, England

A total of 829 notices have been recorded as having been issued by police forces under the International Travel regulations between 8th June 2020 and 19th December 2021, of which 3 FPNs were issued since the previous update on 17th October 2021.

The number of FPNs issued was low in the first few months when the regulations were in place (June to August) but began to increase in September and October 2020. Following the introduction of the second national lockdown in November 2020, FPN numbers decreased rapidly reflecting the reduction in international travel. By December 2020, an average of 11 FPNs were issued per week (30th November – 27th December 2020). When the January restrictions were introduced in 2021 (which brought in stricter rules around isolating following travel abroad), the number of FPNs issued fluctuated with a peak of 44 FPNs during 1st - 7th March 2021. The number of FPNs issued each week saw a decline from the end of March 2021. During August and September 2021, regulations were relaxed and individuals were no longer required to quarantine if they were fully vaccinated and had a negative COVID test. A small number of FPNs (9) was issued between 16th and 22nd August 2021 which is likely to reflect an increase in international travel over the summer period. In the 6 weeks from 11th October to 21st November 2021 there were no FPNs issued, reflecting the testing requirements for fully vaccinated individuals being further reduced and the introduction of a shorter single red list of countries. However, in the month from 22nd November – 19th December 2021 a further 3 FPNs were issued as international travel rules were tightened again to control the spread of the new Omicron variant.

Chart 4: FPNs issued under International Travel regulations between 8th June 2020 and the last full week ending 19th December 2021



Further breakdowns of FPNs issued under the International Travel regulations (England) are presented below.

- The majority (67%) of FPNs under this regulation were issued to males (Table 7).
- Almost half (48%) were issued to individuals under 35 (Table 8).

- Of the 656 records where ethnicity was provided, the majority (62%) were issued to individuals who self-identified as White; 22% were issued to Asian individuals, and 11% to Black individuals (Table 9).
- The Metropolitan Police Service issued the most FPNs to date (174 out of 829) for individuals not complying with the international travel regulations.
- Most FPNs issued under these regulations were for “Person arrives in England – fails to self-isolate” (697 – Table 10).

Table 7: FPNs issued under International Travel Regulations, by gender, between 8th June 2020 and 19th December 2021 in England

Gender	Percentage
Male	67%
Female	31%
Other	0.1%
Unknown	1%

Table 8: FPNs issued under International Travel Regulations, by age group, between 8th June 2020 and 19th December 2021 in England

Age	Percentage
18-24	21%
25-29	13%
30-34	14%
35-39	14%
40-44	12%
45-49	9%
50-54	7%
55-59	4%
60-64	3%
65+	3%
Unknown	0%

Table 9: FPNs issued under International Travel Regulations, by self-defined ethnicity, between 8th June 2020 and 19th December 2021 in England

Ethnicity	Percentage
White	62%
Asian (including Chinese)	22%
Black	11%
Mixed	1%
Other	3%

Table 10: Reasons for which FPNs has been issued under the International Travel Regulations, between 8th June 2020 and 19th December 2021 in England

REASON FOR ISSUE	TOTAL
Person arrives in England – Fails to self-isolate	697
Person arrives in England – Fails to travel directly to place of self-isolation	8
Person with custody/charge of child during period of self-isolation fails to ensure child self-isolates	4
Without reasonable excuse contravenes direction or instruction of authorised person enforcing requirement to self-isolate	19
Person arrives in England – fails to possess a testing package for themselves and any accompanying child age 5 or older	-
Person arrives in England – fails to obtain a testing package as soon as practicable	-
Adult responsible for child arriving in England – fails to obtain a testing package as soon as practicable	-
Contravene a requirement to undertake a test in accordance with their testing package	1
Contravene requirement [under para 3, sch B1A] to arrive in England through a designated port	-
Intentionally or recklessly provide false or misleading passenger information relating to red list travel	3
Contravene requirement relating to self-isolation according to the additional measures for red list travellers	14
Contravene a requirement made by an authorised person enforcing requirement to self-isolate according to the additional measures for red list travellers	2
Contravene a requirement to possess/produce a valid notification of a negative result from a qualifying test taken by that person (or a child aged 11 or over for whom that person has responsibility)	-
Wilfully obstructs a person carrying out a function in relation to Regulation 4	-
Contravene a requirement to provide/update passenger information where required	-
Wilfully obstructs a person carrying out a function in relation to Regulation 3	-
Intentionally or recklessly provide false or misleading passenger information, except where relating to arrivals from category 3 countries and territories [ie travel history in relation to a country/territory subject to additional measures]	-
Contravene a requirement to undertake a workforce test [reg 7]	-

Contravene a requirement on employers in relation to workforce test [Para 4, Sch 9]	-
Contravene a requirement relating to self-isolation according to the additional measures for arrivals from category 3 countries and territories [ie travellers from or through a country/territory subject to additional measures – known as “Schedule 11 Passengers”]	61
Contravene a requirement to possess a managed self-isolation package for themselves and any accompanying child	-
Wilfully obstructs a person carrying out a function relating to Regulation 11(3) regarding additional measures for arrivals from category 3 countries and territories a country/territory subject to additional measures – known as “Schedule 11 Passengers”]	-
Contravene requirement relating to self-isolation , except where relating to arrivals from category 3 countries and territories [ie travel history in relation to a country/territory subject to additional measures – known as “Schedule 11 Passengers”]	6
Contravene a direction given by an authorised person enforcing a requirement to self-isolate, except where relating to arrivals from category 3 countries and territories [ie travel history in relation to a country/territory subject to additional measures – known as “Schedule 11 Passengers”]	7
Wilfully obstructs a person carrying out a function relating to Regulations 9 or 11 (except Regulation 11(3)).	1
Intentionally or recklessly provide false or misleading passenger information relating to a person’s travel history in relation to a category 3 country	1
Contravene a requirement to provide evidence of a testing package when requested by an immigration officer or constable [reg 6(11)]	-
Wilfully obstructs a person carrying out a function relating to Regulation (other than those outlined above).	-
Contravene requirement [under paragraph 3 of sch 11] to arrive in England through a designated port	-
Contravene a direction given by an authorised person enforcing a requirement to self-isolate according to the additional measures for arrivals from category 3 countries and territories	5
TOTAL	829

Note: a) The total in this table exceeds the headline measure of total FPNs issued as an FPN can be issued for more than one reason

Understanding the data

These data cover the number of FPNs issued under COVID-19 regulations which came into effect from 27th March 2020.

Data presented in this release represent the number of FPNs issued. While the vast majority of FPNs relate to a single individual, some people have been issued with an FPN more than once. An FPN can be issued for more than one reason.

Figures on the number of FPNs issued should not be seen as a measure of the amount of police activity involved in policing the new measures, or the level of public non-compliance, since fines are issued as a last resort after initial attempts to engage with the public to explain and encourage compliance with the new regulations have not been successful.

Owing to the time taken to process FPNs, figures presented here are likely to underestimate the volume of FPNs issued each day and will be updated with each release as new data are received, although the rate of increase in revised data has slowed significantly.

The nature of the administrative process involved in issuing an FPN is such that there is sometimes missing data or discrepancies when data are returned. For example, as ethnicity is self-defining this is not always completed, and the level of missing data needs to be considered when interpreting such figures.

Force level figures are presented for England in Annex A and Wales in Annex B. However, caution should be taken when making comparisons between forces as variation in is likely to reflect a range of factors including how the force has decided to police non-compliance as well as differences in local context (e.g. composition and density of the local population).

ANNEX A - Fixed Penalty Notices (FPNs) issued in England under emergency health regulations, 27th March 2020 to 19th December 2021

Note: Nil does not necessarily mean nil FPNs issued, but nil processed by ACRO at the time of the snapshot. Please confirm with forces directly if questions arise and check future publications where appropriate as numbers will be updated.

Force	No.1, No.2 and local lockdown regs	Local COVID-19 alert levels	Hold a gathering of more than 30 people	No.4 regs (national lockdown)	All tiers	Steps	Face coverings regulations (public transport & relevant place)	International travel regulations	Business regulations	Self-Isolation Regulations	Total number issued to date including local lockdowns (27 th March 2020 to 19 th December 2021)
Avon & Somerset	375	40	6	135	1,445	109	8	14	24	4	2,160
Bedfordshire	281	2	2	21	575	24	59	8	7	3	982
British Transport	324	1	-	14	508	1	351	7	1	1	1,208
Cambridgeshire	138	25	5	67	610	40	33	17	13	3	951
Cheshire	203	67	-	151	1,188	67	8	20	12	3	1,719
City of London	73	-	1	9	233	53	1	-	2	-	372
Cleveland	300	-	2	14	182	6	-	2	-	-	506
Cumbria	737	13	-	137	701	26	16	8	12	5	1,655
Derbyshire	255	5	3	21	1,638	101	56	12	12	4	2,107
Devon & Cornwall	1,007	47	2	155	1,370	77	11	11	5	1	2,686
Dorset	851	29	1	124	609	15	2	7	6	-	1,644
Durham	198	-	2	43	807	25	5	6	8	-	1,094
Essex	273	96	7	83	886	97	25	17	17	3	1,504
Gloucestershire	233	4	3	29	374	35	2	6	2	-	688
Greater Manchester	801	388	20	688	2,962	244	75	70	51	4	5,303
Hampshire	254	107	-	122	2,068	76	31	13	36	5	2,712
Hertfordshire	274	10	6	48	615	115	33	14	8	4	1,127
Humberside	145	6	1	35	449	9	3	3	3	2	656

Kent	128	3	2	113	2,080	166	25	25	21	6	2,569
Lancashire	856	101	11	339	3,051	129	73	58	28	11	4,657
Leicestershire	417	10	29	120	2,274	161	13	16	11	9	3,060
Lincolnshire	237	2	3	88	578	23	32	13	5	2	983
Merseyside	616	145	30	492	4,965	254	748	31	114	13	7,408
Metropolitan	1,149	20	113	483	14,242	789	611	174	235	8	17,824
Ministry of Defence	37	-	-	-	77	-	-	-	-	-	114
Norfolk	407	5	2	35	1,367	45	6	2	2	3	1,874
North Yorkshire	1,150	4	-	287	2,382	158	8	9	8	2	4,008
Northamptonshire	373	16	9	234	1,934	140	544	32	9	1	3,292
Northumbria	799	1,290	1	988	3,305	375	146	13	-	6	6,923
Nottinghamshire	204	158	21	365	2,074	246	14	15	11	7	3,115
South Yorkshire	376	31	11	383	2,488	279	50	44	-	13	3,675
Staffordshire	43	15	1	206	1,539	72	28	7	9	10	1,930
Suffolk	265	1	-	39	759	23	6	8	5	4	1,110
Surrey	506	-	1	19	1,216	42	11	13	4	4	1,816
Sussex	875	1	2	15	1,320	74	9	16	15	2	2,329
Thames Valley	774	55	6	99	1,769	165	21	48	16	3	2,956
Warwickshire	102	92	5	209	798	73	31	3	22	2	1,337
West Mercia	239	61	2	209	1,772	22	341	9	19	-	2,674
West Midlands	407	22	24	331	2,453	269	293	28	93	4	3,924
West Yorkshire	777	51	39	205	3,581	369	12	26	30	7	5,097
Wiltshire	186	2	1	13	534	23	8	4	1	4	776
Total	17,645	2,925	374	7,168	73,778	5,017	3,749	829	877	163	112,525

ANNEX B - Fixed Penalty Notices (FPNs) issued in Wales under emergency health regulations, 27th March 2020 to 19th December 2021

Force	No.1 regs	No.2 regs	No.3 regs	No.4 regs	No.5 regs	Hold a gathering of more than 30 people	ITR	Total
British Transport	24	-	-	1	190	-	-	215
Dyfed-Powys	1,729	4	43	14	369	-	1	2,160
Gwent	132	20	97	69	933	-	3	1,254
North Wales	475	104	23	57	2,368	3	-	3,030
South Wales	305	48	120	521	4,375	-	28	5,397
Total	2,665	176	283	662	8,235	3	32	12,056