Strategic Policing Requirement

Leicestershire Police

Contents

Introduction

The *Strategic Policing Requirement* (SPR) was issued in July 2012.[1] This document sets out the Home Secretary's view of the national threats that the police must prepare for and the appropriate national policing capabilities that are required to counter those threats. The SPR respects the operational independence of the police service, advising what, in strategic terms, it needs to achieve, but not how it should achieve it.

The particular threats specified in Part A of the SPR, and referred to as the national threats in this report, are:

- terrorism;

- civil emergencies;

- organised crime;

- public order threats; and

- large-scale cyber incidents.

Part B specifies the policing response that is required nationally, in conjunction with other national agencies, to counter these threats. This policing response is described in the SPR as follows:

> *"the combined national **capacity** of all police forces to respond to these threats, expressed in terms of the outcomes sought – these are drawn, wherever possible, from publicly available national government strategies. Police and crime commissioners and chief constables must have regard to this aggregate capacity when considering the respective **contributions** they will make to it;*

> *the **capabilities** that police forces, often working collaboratively, need to maintain in order to achieve these outcomes; the requirement for **consistency** among forces for certain key specialist capabilities where the resources from more than one police force need to be integrated with, or work effectively alongside, each other. In some instances this requirement for consistency may need to involve other key emergency services and agencies; and*

> *the **connectivity** arrangements by which resources from several police forces may effectively be co-ordinated or mobilised, together and with those of other agencies – such as the Security Service and, from 2013, the National Crime Agency. The combination of consistency and connectivity forms the basis for interoperability between police forces and with other partners."*

---

[1] In accordance with section 37A Police Act 1996. Available from
www.gov.uk/government/publications/strategic-policing-requirement

We report the findings from this inspection of Leicestershire Police which took place during September 2013 against each of these requirements.

The breadth of requirements that are set out in the strategic policing requirement are outside the scope of a single inspection. Therefore, it has been necessary to plan a series of inspections over three years so that the police response to all the national threats can be examined individually and in-depth over that period.

This year, HMIC has examined how well police forces have established arrangements to respond to strategic policing requirement threats and has conducted in-depth examinations of the police response to two of the national threats: the threat to public order; and the threat of a large-scale cyber incident.

We have produced the following three national reports, available at http://www.justiceinspectorates.gov.uk/hmic:

- The Strategic Policing Requirement: An inspection of the arrangements that police forces have in place to meet the requirement;

- The Strategic Policing Requirement: An inspection of how police forces in England and Wales deal with threats to public order; and

- The Strategic Policing Requirement: An inspection of how police forces in England and Wales deal with threats of a large-scale cyber incident (including criminal attack).

This report sets out what we found when we examined the arrangements that Leicestershire Police had in place to meet the strategic policing requirement and follows the format of the first of the national reports listed above.

Capacity and contribution

Terrorism

The chief constable understands his role in tackling the threat of terrorism. The force, together with the counter-terrorism network has the capacity it needs to contribute to the national counter-terrorism effort.

The national counter-terrorism network is formed of dedicated counter-terrorism policing units providing functions such as the gathering of intelligence and evidence to help prevent, disrupt and prosecute terrorist activities. The East Midlands region has a unit, called the East Midlands Special Operations Unit (EMSOU), which is based in Nottinghamshire. Each of the five police forces in the East Midlands contributes funding and resources for the unit, which provides capabilities to deal with serious threats, including terrorism. Special branches that deal with local investigations and provide links between the counter-terrorism network and front-line policing are now organised as a section within the regional unit but located within each of the five forces. The EMSOU provides most of the force's counter-terrorism capacity.

Leicestershire special branch produces the annual counter -terrorism local profiles for the force. These documents provide an assessment of local factors that affect the likelihood of people being radicalised for violent extremism. Information from counter-terrorism local profiles, completed for all five forces within the region, contributes to the development of regional counter-terrorism strategic threat and risk assessments completed every six months. Leicestershire's senior leaders are regularly briefed by staff from EMSOU about terrorism threats and risks.

Senior leaders co-ordinate the region's contributions to the government's counter-terrorism CONTEST strategy[2] through quarterly strategic board meetings. Intelligence is discussed and resources allocated at regular special branch task-allocation meetings. There are also regional daily management meetings where ongoing intelligence and operational activity are discussed. The counter-terrorism network has assisted the force, on a number of occasions, by conducting investigations into crimes linked to terrorism within its area.

---

[2] CONTEST – the government's counter-terrorism strategy. The four strands are: pursue, prevent, protect and prepare.

Civil emergencies

The force, together with the Leicester, Leicestershire and Rutland local resilience forum, has the capacity to respond to local civil emergencies and to contribute to national emergencies.

The chief constable chairs the executive group for the local resilience forum and an assistant chief constable also attends the meetings. The force has considered likely threats that it may face from civil emergencies, but has not produced a force strategic threat and risk assessment. Instead, the risks are recorded within the local resilience forum community risk register. An individual risk assessment document, dated June 2013, demonstrated that the partnership understands the risks that it is facing and outlines what arrangements are required to provide responses.

The local resilience forum has a mobilisation plan for co-ordinating the responses of each partner agency. There are sufficient trained staff to support multi-agency responses to civil emergencies. The force also has sufficient staff trained in dealing with chemical, biological, radiological and nuclear incidents to meet its commitment to national mobilisation. Senior leaders have recognised that there are opportunities to agree the shared provision of specialist skills between the five East Midlands forces and the regional lead police officer is working to define what specialist skills are required and in what numbers across the region.

Serious organised crime

Leicestershire Police has appropriate capacity to meet threats from serious organised crime, either with its own trained staff, or through EMSOU.

An assistant chief constable provides clear leadership of the force's response to serious organised crime. Serious organised crime is considered in the force's strategic threat and risk assessment.

The force applies nationally approved methods to disrupt organised crime groups. There is a structure to decide on the allocation of resources to investigate, disrupt and prosecute organised crime groups.[3] The force can respond to threats posed by organised crime groups using its own resources or agreeing, with the regional unit or other forces across the country, about the use of their resources.

Senior leaders in the force are participating in the development of the regional unit in accordance with nationally issued guidance on regional organised crime unit development.

---

[3] The United Kingdom law enforcement approach to tackling serious organised crime is based on the identification of organised crime groups, assessment of the harm posed by them and their management by disruption, investigation and prosecution.

Public order

The chief constable understands his role to provide police support units[4] to deal with public order incidents across force boundaries and to make a contribution to the national requirement.

Leicestershire Police has completed a public order strategic threat and risk assessment and is in the process of developing a regional four force public order strategic assessment. Threats from public order are also considered in the force's strategic assessment dated July 2013 and included as a medium priority within its control strategy. The local resilience forum community risk register also includes threats from large-scale public disorder in multiple sites within a single city occurring concurrently over several days.

The region has a strategic public order working group, led by a Northamptonshire assistant chief constable, which co-ordinates public order capability provided by the five police forces. For the East Midlands region, mobilisation is co-ordinated by the East Midlands regional information and co-ordination centre.

The force has a mobilisation plan to bring together resources in response to public order incidents and there are arrangements for seeking assistance from the regional information and co-ordination centre. These arrangements have proven effective for the securing of resources to police major demonstrations in Leicester.

For each force, HMIC compared the number of police support units they declared they had, with the number of police support units that they told us they needed to respond to local outbreaks of disorder. The force assessed that it needed 15 police support units to respond to local threats and told us that it had trained 16 police support units. The force can provide the five police support units that it has assessed it requires to contribute towards national mobilisation. There are also sufficient supervisors, specialist public order staff and senior officers to command responses to public order events.

The use of mutual aid – the provision of support between police forces – is another indicator of the extent to which police forces either have or do not have sufficient trained public order resources. Data provided by forces on their provision and receipt of mutual aid for 2011/12 and 2012/13 show that Leicestershire was one of 12 forces that were net recipients for public order policing mutual aid.

---

[4] Police support units are the basic formations used by the police service for the policing of major events. The composition of a police support unit is standardised across all of the 43 police forces in England and Wales and consists of one inspector, three sergeants and 18 police constables, plus three drivers trained and equipped to carry out public order tactics to national standards, with three suitably equipped personnel carriers. Formations of a sergeant and six constables are referred to as serials.

Large-scale cyber incident

Leicestershire Police's plans to respond to the threat of a large-scale cyber incident were still under development at the time of our inspection.

An assistant chief constable is responsible for leading the force's response to cyber threats and a detective superintendent leads the operational response. The force did not have a clear definition of a serious cyber incident and did not understand what capability it was expected to have to respond to such an incident. The detective superintendent has requested an assessment to understand the extent to which cybercrime is a threat to people within the force area. Cybercrime is considered within the force's strategic threat and risk assessment, but was omitted from the force's control strategy at the time of our inspection. The force is reviewing whether to include cyber threats as one of its priorities.

Leicestershire's measures to understand the extent of cybercrime are linked with those of other forces in the East Midlands through a regional cyber working group. The region has produced a cyber action plan, which has been adopted by the five forces.

The force has undertaken a comprehensive assessment of threats to its systems, including those arising from cyber attacks, and senior leaders understand these threats. This assessment does not, however, include a review of business procedures and resilience that could reduce these threats. A number of measures have been established to prevent losses of information and technology capability including annual information and technology health checks; monitoring staff use of IT; email filters; virus checkers; denying the use of external hard disks; and vetting of staff. The force also has a network monitoring system that alerts it to risks.

Business continuity plans[5] have been prepared and are focused on maintaining the force's capabilities. The force has recognised the potential impact of losing telecommunications and staff had recently re-written the 'loss of telecommunications plan'. A recent exercise was undertaken that involved moving the force's command, control and call handling capabilities to a remote location.

---

[5] Business continuity plans set out how the force will operate following an incident and how it expects to return to normal business in the quickest possible time afterwards.

Capability

Terrorism

Leicestershire Police either has, or has access to, the necessary capability to conduct complex investigations into terrorism. It has the systems in place to manage the training of special branch officers to maintain the necessary skills to provide specific counter-terrorism capability.

Staff from the force and EMSOU work together to make sure that all available information is gathered and analysed. This provides intelligence that informs regional and national understanding of terrorist and domestic extremism threats.

The regional unit provides most of the capability needed to undertake complex investigations, respond to critical incidents (including using command and control) and provide specialist equipment and training to national standards.

Leicestershire special branch conducts the intelligence investigation up to the point where it develops into an evidential investigation where the regional unit then provides the investigation capability supported by Leicestershire special branch.

A nominated officer in the regional unit co-ordinates the provision of counter-terrorism skills and maintains records of training and development provided to staff to plan for when staff leave. Counter-terrorism security advisors work at critical national infrastructure sites[6], provide training and raise awareness among staff to reduce the risks from terrorism. Contingency plans are contained in the force's command and control system that provide guidance to control room staff about police responses to incidents at critical national infrastructure sites.

The force has sufficient trained staff locally to support all four strands of the counter-terrorism CONTEST strategy.[7]

---

[6] National infrastructure is defined by the government as: "those facilities, systems, sites and networks necessary for the functioning of the country and the delivery of the essential services upon which daily life in the United Kingdom depends". There are certain "critical" elements of infrastructure, the loss or compromise of which would have a major detrimental impact on the availability or integrity of essential services, leading to severe economic or social consequences or to loss of life. Explanations of critical national infrastructure are available at www.cpni.gov.uk/about/cni/

[7] Contest –The Government's counter-terrorism strategy. The four strands are: pursue, prevent, protect and prepare.

Civil emergencies

The force is meeting the strategic policing requirement to provide capability to meet civil emergencies which span the borders between Leicestershire and surrounding forces.

Events that could threaten human welfare are recorded in the local resilience forum community risk register.

The local resilience forum has an executive group, a governance and delivery group and three standing groups. The chief constable of Leicestershire Police chairs the executive group and an assistant chief constable attends. Appropriate police representation is also on the other groups. Leicestershire Police also chair the training and exercising group. The Oadby & Wigston Council chief executive chairs the governance and delivery group. A local resilience forum co-ordinator post has been created and is funded by the 18 partner agencies. The co-ordinator chairs the people and communities group.

A Northamptonshire Police assistant chief constable is responsible for co-ordinating the five East Midlands forces' capabilities to respond to civil emergencies and an assistant chief constable represents Leicestershire in regional meetings. Plans are being developed for regional and cross-border mobilisation arrangements. The force is also contributing to a national review of the capabilities required by police forces to respond to incidents involving chemical, biological, radiological and nuclear material.

Leicestershire Police has access to all of the skills required to respond to civil emergencies. The force has trainers who are nationally accredited to train staff for the provision of temporary mortuaries, which could be required to handle casualties resulting from serious incidents. Officers' skills are recorded in a database that is maintained by the force's emergency planning department.

The force and local resilience forum has taken measures to improve joint working between the emergency services. Representatives from the police, fire and rescue, and ambulance services attend monthly meetings to agree joint operating practices. Assessments of the greatest risks faced by local resilience forum partners are regularly reviewed, and partners link mobilisation testing and training to identified risks. The force provided HMIC with details of at least 12 exercises conducted in the previous year that included table-top exercises, paper-based scenario testing and live exercising involving the deployment of resources.

Serious organised crime

Leicestershire Police has the capabilities required, either internally or through officers provided by the regional organised crime unit, to meet threats from serious organised crime.

HMIC found that, in the East Midlands region, chief constables have agreed their detailed plans for the further development of the regional organised crime unit.

The force's serious organised crime unit has an intelligence unit that handles intelligence from which the organisation's strategic threat and risk assessment is developed. Task-allocation meetings are used by the force to agree what is dealt with by the different levels of response (local, regional or national). The force has sufficient trained staff to respond to serious organised crime threats and has retained capabilities to proactively target organised crime groups and has command and control facilities to co-ordinate activity. Operations against the most dangerous criminals would be managed within the EMSOU operations room, which has advanced command and control capabilities.

An 'investigation development pathway' has been introduced to plan the development of staff skills to investigate organised crime groups. The procedure is managed by an investigation development board and a skills matrix is used to record training provided to staff and inform succession planning.

Public order

Leicestershire Police has the capabilities required to respond to public order threats.

The force did not provide HMIC with a completed self-assessment of its public order capability using the College of Policing's capability framework at the time of our inspection.

Leicestershire Police trains its staff in accordance with national standards, including the use of tactics to end incidents of disorder before they become worse. Forces within the region have developed two centres to provide public order training for officers from the five forces. Police officers from the five forces do not, however, train together. The region conducts one public order exercise each year where commanders work with police support units from across the region, but only a limited number of the region's police officers take part each year.

The force's public order policy provides for two public order medics[8] to be deployed with each police support unit. Whilst the force did not have sufficient trained medics to fulfil this commitment, at the time of inspection the force was conducting a regional baseline assessment to determine capability and resilience as part of a move to the collaborative East Midlands operational support services structure.

Staff who have been deployed for public order events are debriefed to make sure that the force is using the most effective tactics and equipment. The learning from debriefing informs the force's training and planning for events.

HMIC tested, without notice, the force's capability to mobilise and conduct mutual support across boundaries to outbreaks of public disorder. Control room staff in Leicestershire demonstrated fully effective ways of responding to the scenario given in the test.

We found that the force control room demonstrated its capability to respond to serious outbreaks of disorder. Control room staff had access to information about the resources available for immediate deployment. They also had access to information about police officers with public order skills who were on duty on the day of the exercise and the following day. The immediate response would be supported by an initial contingent of fully equipped officers within 30 minutes, one police support unit within 90 minutes and a second police support unit a short time later. Control room staff were aware of, and had access to, the force mobilisation plan. They were aware of arrangements for obtaining further assistance from neighbouring police forces, the region and national mobilisation. Nominated superintendents are responsible for the force's immediate response to any unplanned serious incidents. They would lead the initial public order response until the attendance of trained officers. Contingency plans are available from a standalone laptop computer within the control room.

We inspected one of the force's police support unit carriers and found it to be fully functioning and equipped to national standards.

Large-scale cyber incident

Leicestershire Police, like most forces, is not yet able to identify or understand fully the threats, risks and harm posed by cybercrime. The force is beginning to take advantage of opportunities being made available to train its staff to deal with cybercrime.

At the time of the inspection visit, the force was working to improve its understanding of issues linked to cyberspace and its response to a cyber attack. The intelligence bureau was developing its capability to collect information and analyse cyber threats.

---

[8] Public order medics are police officers who have received higher standards of first aid and public order training to work with police support units and provide immediate medical assistant to injured police officers and members of the public.
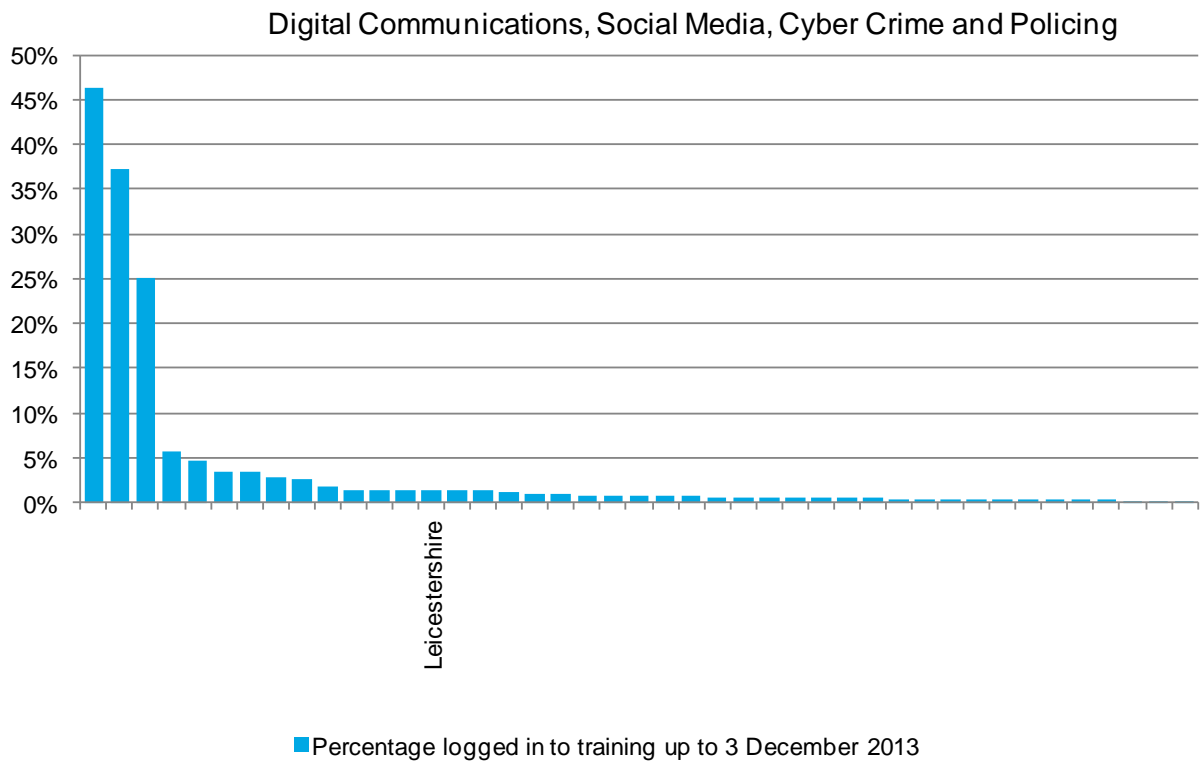
Leaders within the force have recognised the need for all staff to recognise cyber threats, and that incidents reported to them may be cybercrimes, so that the force can understand the threat.

Leicestershire Police's hi-tech crime investigators – staff who investigate cybercrime – have been trained to nationally agreed standards. The force does not work with academic institutions and private industry that focus on the recruitment of people with IT skills or asking for assistance from volunteer IT professionals. This would improve the force's skills in this area.

The College of Policing has developed eight computer-based training courses to improve the police service's knowledge and skills to deal with cybercrime. Data have been provided and analysed to understand the proportion of the workforce who have sought the training up to the beginning of December 2013.[9] Tables that show the proportion of staff, for each force, who have signed in for the training are included in our national report on the police service's response to cyber threats. The following charts demonstrate how many of Leicestershire's workforce enrolled for three of the eight e-learning courses designed to improve awareness. The courses were selected to be representative of the force's commitment to this aim for both general front-line policing (Digital Communications, Social Media, Cybercrime and Policing introduced in April 2013 and Cybercrime and Digital Policing – Introduction, introduced in August 2013) and for investigators (Introduction to Communications Data and Cybercrime introduced in July 2011). The data demonstrates that constabulary leaders are making sure that their workforce develop their understanding of cyber threats.
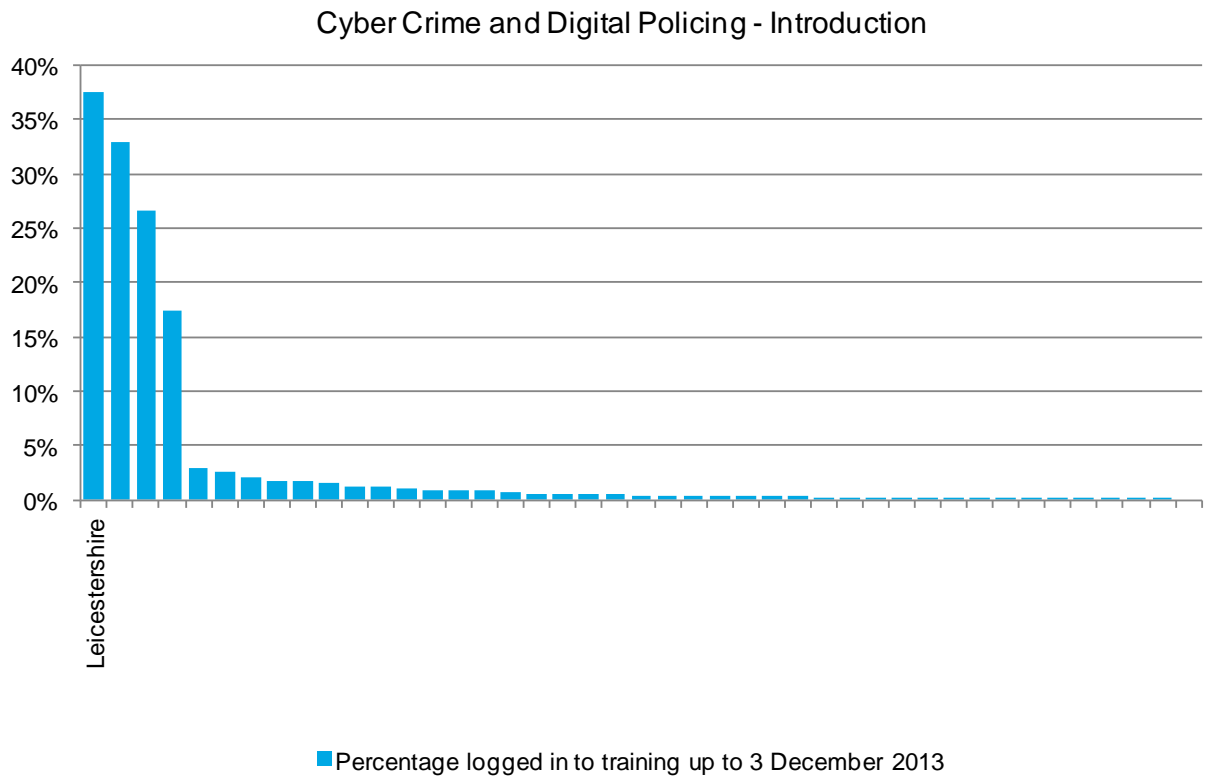
---

[9] Information provided by the College of Policing dated 10th February 2014 – completion figures for Communication Data and Cybercrime Modules (period ending 31st January 2014).

Figure 1: Digital Communications, Social Media, Cybercrime and Policing[10]

Digital Communications, Social Media, Cyber Crime and Policing

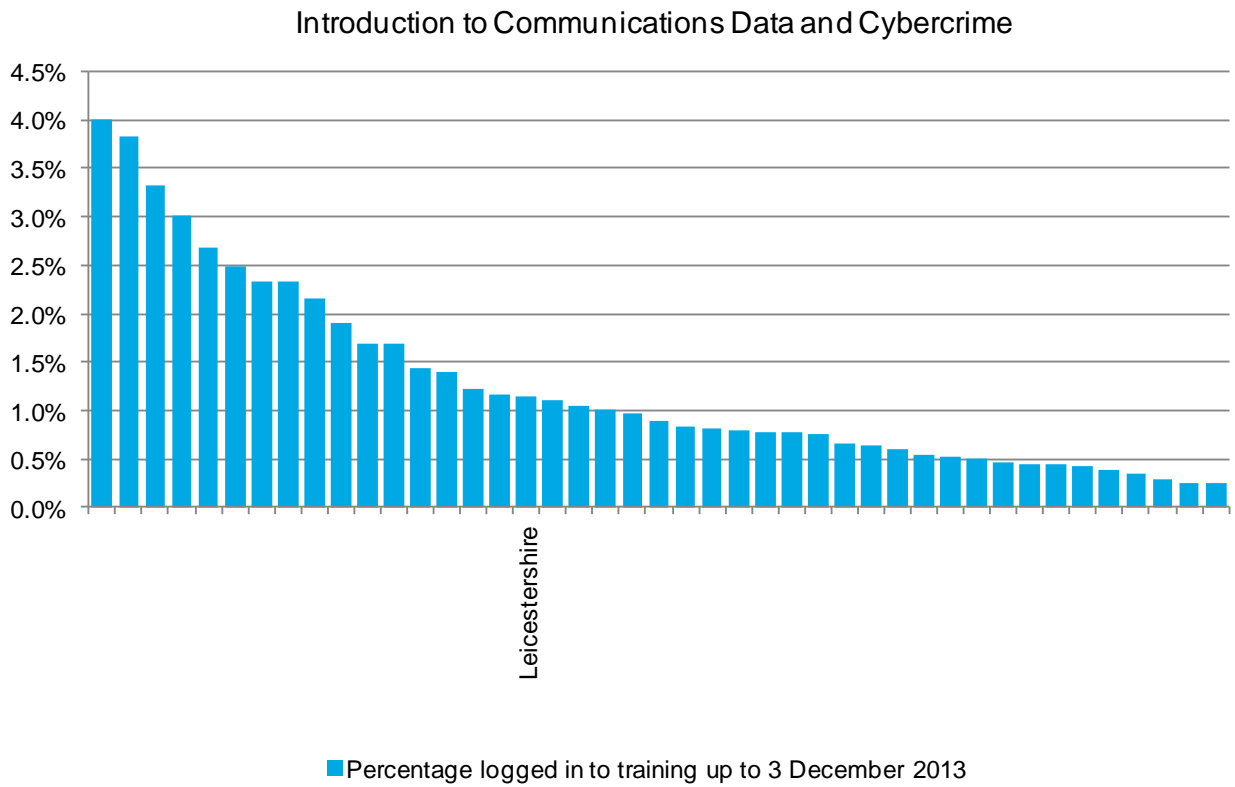■ Percentage logged in to training up to 3 December 2013

---

[10] This course, designed for all staff, aims to develop awareness of digital communications technology and its impact on different areas of cybercrime, social media, law enforcement and policing.

Figure 2: Cybercrime and Digital Policing – Introduction[11]

Cyber Crime and Digital Policing - Introduction

■ Percentage logged in to training up to 3 December 2013

---

[11] This course is designed for all police officers, special constables and other individuals in a law enforcement community. It is aimed at helping them develop a general awareness of the types of emerging threats and risks from criminals exploiting technology. The training is linked to relevant legislation and also covers cybercrime prevention.

Figure 3: Introduction to Communication Data and Cybercrime[12]

Introduction to Communications Data and Cybercrime

■ Percentage logged in to training up to 3 December 2013

---

[12] This course is aimed at investigators and demonstrates the skills needed for a basic level of understanding of the uses of communications data in law enforcement, including guidance on cybercrime prevention.

Consistency

Public order

Arrangements to train public order officers and procure public order equipment are consistent across all forces in the East Midlands region.

Leicestershire Police purchases public order equipment using standards specified by the national tactics and technical equipment working group. More that 80 percent of the contracts used by the force to procure equipment, including that used for the policing of public order events, are agreed jointly with other forces. The senior leader who co-ordinates the region's public order capability is establishing regional purchasing of public order equipment. Police support unit equipment used by the force is consistent with that used by other forces within the region.

The five police forces in the East Midlands region take part in annual exercises that enable commanders and police support units to work together. This contributes to the development of consistency in the use of tactics and commands.

Responding to chemical, biological, radiological and nuclear incidents

Leicestershire Police is able to operate effectively together with other emergency services to respond to chemical, biological, radiological and nuclear incidents.

The force was issued with equipment to respond to incidents involving chemical, biological, radiological and nuclear material ten years ago. Equipment is regularly checked and, if necessary, replaced using a Home Office-led national arrangement.

Connectivity

Terrorism

Leicestershire Police and its neighbouring forces in the East Midlands region have effective ways to co-ordinate and mobilise resources to deal with incidents of terrorism. These are supported by secure information and technology and radio communications.

The force participates in daily national counter-terrorism network meetings at which threats are discussed and the police service's response is determined. EMSOU also co-ordinates regional daily video-conferencing meetings where representatives from forces discuss threats that are developing and agree actions to respond to them. The force has clear arrangements to ask for assistance from the counter-terrorism network.

The force has the capability to connect with the counter-terrorism network, through Airwave radio, secure telephones and information and technology, including the electronic transfer of pictures and other images. Special branch officers have participated in counter-terrorism exercises to test interoperability between police forces, the regional unit and national agencies.

Civil emergencies

Leicestershire Police is able to communicate with other local resilience forum partners in the planning of responding to civil emergencies.

The police-led local resilience forum testing and exercising working group has co-ordinated a number of multi-agency exercises that have tested mobilisation, command and control and the effectiveness of responses. Exercises have involved the testing of a range of specialist police skills required to respond to civil emergencies. Debriefing from these exercises has provided opportunities for learning about the connectivity between agencies. The force has also taken part in regional testing and exercising for threats that would impact more than one local resilience forum.

'Resilience Direct' is an information and technology system used by organisations responding to civil emergencies to share information. Local resilience partners have access to the system and use it to store current plans so that all partners can use them. The force does not, however, use the national resilience extranet to communicate with partners when responding to live incidents because they consider that it is not effective for that purpose.

Staff in Leicestershire understand the government-led joint emergency services interoperability programme, which has been developed to improve how emergency

services work together. Members of the local resilience forum strategic emergency service liaison group are analysing the programme's requirements and applying them to the needs of each partner agency. Joint emergency services interoperability requirements are progressed locally through monthly meetings attended by representatives from the three emergency services, military, local authorities and East Midlands Airport. The force is working with partners to advance the joint training required by the programme.

Leicestershire Police staff work closely with officers from Derbyshire Constabulary and Northamptonshire Police to co-ordinate their capabilities to respond to chemical, biological, radiological and nuclear incidents. The East Midlands region organises mobilisation tests where trained officers attend a location and specialists check that they have appropriate equipment to work in hazardous areas. Training is centrally specified and accredited.

Serious and organised crime

The force communicates effectively with other forces in the region and with the regional organised crime unit about the mobilisation of resources, sharing of equipment and tactics, and communication with other partners. Also, it is participating actively, through the regional organised crime unit, in the national tasking arrangements.

The region has an effective way to prioritise organised crime issues that require operational activity; allocate tasks to officers at either a force or regional level; and co-ordinate activity across the region. There was evidence that resources are prioritised to deal with the most serious organised crime groups.

Staff working in EMSOU have access to intelligence systems used by each of the five police forces within the region. The unit also has an effective operations room for use in co-ordinating proactive operations against organised crime groups. The operations room can be used to co-ordinate the activity of resources from different police forces and other agencies, share information and electronically transfer pictures and other images.

Public order

We found that the chief constable of Leicestershire Police is co-operating with the arrangements for cross-boundary mobilisation of officers to deal with public order incidents.

The force has agreements with neighbouring police forces for the mobilisation of public order resources to respond to immediate incidents. The East Midlands regional information and co-ordination centre co-ordinates the regional mobilisation of public order resources.

Police officers trained to command responses to public order events are deployed in other forces in the region. This is intended to improve interoperability of the force's responses and provide the officers with professional development.

Some problems have been encountered using the 'Airwave' radio system during incidents when there have been high volumes of radio traffic. There have also been examples, when commanders and police support units from different police forces are deployed together, where inconsistent words of command have been used. Regional forces' training staff are taking steps in training to reduce these inconsistencies.

In the past two years, the force has received assistance from other forces in the form of 44[13] police support units. The force, in turn, has provided eight police support units to others.

Cyber connectivity

Leicestershire Police has not been faced with a large-scale cyber incident that would require a joint response. Staff in the force were aware, however, of where they could get help if it was needed.

The force has not had to investigate or deal with the consequences of a serious cyber attack. Senior management in the force recognise that, if they were faced with such a challenge, they would seek access to national expertise through the National Cyber Crime Unit of the National Crime Agency. They also recognise that joint exercising should improve the way that forces could work together in responding to large-scale cyber incidents.

---

[13] This analysis excluded three major policing operations – the 2011 widespread disorder experienced in England in August 2011, the London Olympics 2012 and the removal of the residents at Dale Farm, Essex in 2012 (Operation Cabinet) – as they were exceptional incidents that skewed the results.