

# Strategic Policing Requirement

Greater Manchester Police

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## Introduction

The *Strategic Policing Requirement* (SPR) was issued in July 2012.<sup>1</sup> 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*

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<sup>1</sup> In accordance with section 37A Police Act 1996. Available from <https://www.gov.uk/government/publications/strategic-policing-requirement>

*connectivity forms the basis for interoperability between police forces and with other partners.”*

We report the findings from this inspection of Greater Manchester 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 [www.hmic.gov.uk](http://www.hmic.gov.uk):

- 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 Greater Manchester Police has 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 and is the national lead for Prevent.<sup>2</sup> The force, together with the counter-terrorism network, has the capacity it needs to contribute to the national counter-terrorism effort.

The force considers threats and risks from international terrorism and domestic extremism in its strategic threat and risk assessment.

Greater Manchester Police is the lead force on counter-terrorism for the North West region and hosts the regional counter-terrorism unit. The North West counter-terrorism unit is part of the national counter-terrorism network 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 force has sufficient officers to deal with counter-terrorism intelligence and it provides a link between the national counter-terrorism network and force staff. An appreciable number of sites identified by the control of Major Accident Hazard regulations are located within Greater Manchester and other force areas in the region. Counter-terrorism security advisors, who provide advice to these sites about their security, are based within the forces in the region but their activities are co-ordinated by the counter-terrorism unit.

## Civil emergencies

The force, together with the Greater Manchester local resilience forum, has the capacity to respond to local civil emergencies and to contribute to national emergencies.

The Greater Manchester local resilience forum is chaired by the county fire officer and attended by an assistant chief constable. Greater Manchester Police works to the Community Risk Register (CRR) agreed by the Greater Manchester Resilience Forum (GMRF). The CRR is reviewed annually on receipt of the National Risk Assessment and National Resilience Planning Assumptions. After the review of the CRR, the Greater Manchester Strategy is produced; this details the LRF priorities for the year. The Local Resilience

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<sup>2</sup> The Government's counterterrorism strategy, comprises of four themes: prosecuting and disrupting people engaged in serious and organised crime (Pursue); preventing people from engaging in this activity (Prevent); increasing protection against serious and organised crime (Protect); and reducing the impact of this criminality

where it takes place (Prepare)

Forum (LRF) is currently working closely with the Department for Communities and Local Government to completely review the risk methodology and once this work is completed the CRR will be reviewed in line with the new risk methodology and a revised CRR published. Whilst the CRR published on the LRF website is dated 2012, it was reviewed in 2013.

It is Cabinet Office recommendation that the risk register is updated at least every four years.

The Greater Manchester Police Civil Contingencies Unit also assesses the GMRP priorities for the year in conjunction with the North West Counter Terrorism Unit. An executive summary document is produced by the NWCTU and discussed with the LRF. This then feeds into a review of the Community Risk Register; in 2013 this review did not identify any changes to the 2012 CRR.

The force has arrangements to request mutual aid – the provision of resources from other police forces – and any specialist skills required for dealing with civil emergencies. For the seven police forces in the North West Region<sup>3</sup>, mobilisation of specialist resources is co-ordinated by the Cheshire Police. This also supports the National Police Coordination Centre which mobilises resources across the country.

All of the forces in the region have sufficient numbers of trained staff to deliver basic chemical, biological, radioactive and nuclear capabilities. However, for functions like decontamination and detection, each force trains some of its staff to provide one of these specialist capabilities for all of the forces in the region.

## **Serious organised crime**

Greater Manchester Police has appropriate capacity to meet threats from serious organised crime, either with its own trained staff, or through its regional organised crime unit, known as 'Titan'. Greater Manchester Police also runs Operation Challenger which is a strategic programme to tackle serious and organised crime. This operation is led by an Assistant Chief Constable and wholly funded by partners in Greater Manchester. Its operation is aimed at redesigning the public service response to organised crime through greater collaboration and integrated working, thereby delivering demand reduction for all agencies and better outcomes for local communities. Operation Challenger provides strong evidence of multi-agency enforcement with agencies against organised crime, such as immigration enforcement, the illegal money-lending team and co-operation with the National Crime Agency. Officers are co-located with partner agencies and share intelligence with other agencies including via the GAIN network and with local partners, for example, local authorities and

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<sup>3</sup> The North West region is made up of 7 forces: Cheshire, Cumbria, Greater Manchester Police, Lancashire, Merseyside, North Wales and the Police Service of Northern Ireland (PSNI).

probation. It provides evidence of early intervention and prevention with individuals and families at risk and better community engagement with affected communities, for example, through the additional PCSO capacity dedicated to organised crime priorities. Operation Challenger has greatly improved the force's ability to respond to the threat. It has been granted £1.25million from the Innovation Fund, and has been recognised nationally for its work.

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

The force applies nationally approved methods to disrupt organised crime groups. There is a clear way of making sure that appropriate measures are taken against organised crime groups in accordance with the force's assessment of the potential threats, risks, harms and demands that these organised crime groups pose. The force can respond to these threats using its own resources, or it can request assistance from the North West region or other forces across the country.

The current tasking process within Greater Manchester Police for targeting organised criminality ensures crime groups posing the greatest risk to the community are targeted. Another part of Operation Challenger is a national pilot to ensure 100% ownership of all Organised Crime Groups (OCGs) across Greater Manchester Police. The Challenger team look beyond the standard OCG mapping process to capture those crime groups where very little intelligence is generated resulting in low mapping scores that may not present the true capability and threat posed. Each crime group has a multi-agency action plan allocated, including those allocated to the Serious Organised Crime Group; these action plans compliment the investigative tactics.

Operation Challenger has developed a range of tactics with partners to disrupt or dismantle criminality or the capability of the crime group.

The Economic Crime Unit has also been restructured to allow more capacity to proactively target OCGs through financial methods.

The force is developing the regional organised crime unit in accordance with nationally issued guidance on regional organised crime unit development. There is a structure to decide on the allocation of resources to investigate, disrupt and prosecute organised crime groups. Groups that have been identified<sup>4</sup> are discussed at local, fortnightly task-allocation meetings and actions from these meetings are then allocated across the force.

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<sup>4</sup> 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<sup>5</sup> to deal with public order incidents across force boundaries and the force has the capacity to make a contribution to the national requirement.

Greater Manchester Police has completed a public order strategic threat and risk assessment, dated July 2013. In addition, a strategic threat and risk assessment had been completed for the North West region, dated February 2013.

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 has a national commitment to maintain 20 PSUs and so in order to achieve this and still have capability to deal with force resilience it is necessary to train 60 PSUs. The commitment is to provide 2 PSUs within 1 hour, 8 PSUs in 4 hours and 12 PSUs in 8 hours. There is a regular and frequent requirement to police public order and major events within the force area, which is why it is necessary to maintain this level of capability.

The force has sufficient specialist public order staff<sup>6</sup> and senior officers to command responses to major events and public disorder.

The use of mutual aid 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 Greater Manchester was one of 12 forces that were net recipients for public order policing mutual aid.

## **Large-scale cyber incident**

The force's plans to respond to the threat of a large-scale cyber incident are still under development.

An assistant chief constable has been nominated as the force's lead for its capability to respond to cybercrime. At the time of our visit to Greater Manchester Police, a document was being prepared to define the force's

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<sup>5</sup> 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.

<sup>6</sup> In addition to public order trained police officers, forces have specialists who are trained in a number of capabilities. These include liaison with protestors to facilitate peaceful protest and the removal of uncooperative protestors causing obstructions.



response to cyber threats. HMIC was told that this will include an action plan detailing the changes that are required for the force.

Cybercrime was highlighted in the force's strategic threat and risk assessment and a document identifying the issues the force faces had been completed. This document provides details of the force's understanding of the extent of the threat posed by cybercrime.

Greater Manchester Police has assessed the threats or the potential impact of a denial of service attack<sup>7</sup> on its own systems. An assistant chief constable chairs the Information Security Board that has reviewed how the force would respond to such an attack. There is an effective regime – penetration testing – which is conducted by external contractors, for testing whether the force's systems can be compromised. The most recent test took place within the two months before our inspection visit. Staff demonstrated an understanding of the implications of a cyber attack. The force had prepared business continuity plans<sup>8</sup> to enable the force to continue functioning in the event of disruptions to services, including its information and technology systems. These include a plan illustrating what should be done in the event of a cyber attack.

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<sup>7</sup> A denial of service attack is an attempt to make a computer or network of computers unavailable to its users.

<sup>8</sup> 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

Greater Manchester Police 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 staff to maintain the necessary skills to provide specific counter-terrorism capability.

Staff in the force and the counter-terrorism unit work together to ensure that all available information is gathered and analysed. This provides intelligence that informs regional and national understanding of terrorist and domestic extremism threats.

The counter-terrorism unit provides the force's capability to undertake complex investigations, respond to critical incidents (including using command and control) and provide specialist equipment and training to national standards.

Greater Manchester Police uses a secure video conferencing system to facilitate daily management meetings with the other forces in the North West region. Details about terrorism intelligence and the forces' responses are discussed and shared securely.

The counter-terrorism unit maintains a comprehensive risk register and the regional counter-terrorism exercise group develops exercises to test the capability of staff to respond to counter-terrorism incidents. Five exercises were conducted in 2013.

The force has sufficient trained staff locally to support all four strands of the counter-terrorism CONTEST<sup>9</sup> strategy. The force maintains a profile of each officer's skills that is kept up-to-date by staff interviews, and is a basis for deciding training needs. This allows the force to maintain a clear understanding of the location and availability of specialist policing assets as required by the strategic policing requirement.

## Civil emergencies

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

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

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<sup>9</sup> CONTEST – the government's counter-terrorism strategy. The four strands are; pursue, prevent, protect and prepare.

The head of emergency planning has prepared resilience plans for the Greater Manchester local resilience forum and the force assess its capacity and capability against the roles identified within these plans.

The Greater Manchester local resilience forum conducts a training and exercise programme that validates regularly the force's capability to co-ordinate responses, with other organisations, to events threatening human welfare (such as nuclear incidents or industrial accidents). Greater Manchester Police maintains records of training provided to staff.

The force has been involved in a number of multi-agency exercises, the most recent having taken place in September 2013, as well as a number of real incidents including the Bredbury fire evacuation in August 2013.

## **Serious organised crime**

Greater Manchester 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 North West region, chief constables have agreed their detailed plans for the further development of the regional organised crime unit. The force holds task-allocation meetings every two weeks to agree on what is dealt with by the different levels of response (local, regional or national). Matters that require immediate attention are dealt with in similar daily meetings.

The regional organised crime unit manages how Greater Manchester Police, other forces and a number of different law enforcement and partner agencies agree how they work together to disrupt the most serious organised crime groups.

The force has recently reviewed its capability to deal with serious organised crime and work is continuing with other regional police forces and law enforcement agencies to identify opportunities for more regional collaboration.

Staff are trained to national standards and have appropriate equipment to fulfil their roles. Training requirements are reviewed annually. Records of staff skills are kept and there is a way to make sure that the force can maintain its capability as staff move on.

## **Public order**

Greater Manchester Police has the capabilities required to respond to public order threats.

The force have submitted a completed self-assessment of its public order capability using the College of Policing's capability framework. Greater Manchester Police trains its staff in accordance with national standards,

including the use of tactics to end incidents of disorder before they become worse. The force is nationally accredited with the College of Policing to train senior officers who have been selected to lead police responses to public disorder and major events, and has established a system for their continued development. The force is working currently with other forces in the region to develop effective regional training arrangements.

The force has reviewed the number of officers with skills that it needs to perform specific roles and assessed that there are no gaps. The force's public order governance group meet monthly to review the skills, training, accreditation and succession planning of staff.

Greater Manchester Police has established procedures to use during planned operations to understand how those involved in disorder are using social media. This means that the use of social media (such as that which occurred during the 2011 disorders to communicate where disorder was taking place) can be monitored. It can also use its constant intelligence management capability to perform this role in the event of spontaneous outbreaks of disorder. This contributes to national intelligence gathering and enables incident commanders to deploy their resources using the best available information.

Newly trained staff at all ranks work with experienced staff to ensure that operationally they are effective and fully understand their role. 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 and visits to other forces informs the force's training and planning for events. Officers are confident that their views are considered in developing the force's public order capability.

Greater Manchester Police have assessed that public order first aid medics are not required. They are not a mandatory resource, and therefore an informed decision has been taken not to have them. All operational police officers receive first aid training and all operations are risk assessed and where appropriate a joint strategy is arranged in conjunction with the North West Ambulance Service.

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 Greater Manchester demonstrated effective ways of responding to the scenario given in the test.

We found that there were plans to establish command, control and communications support to respond to incidents. An inspector trained in commanding police responses to public order incidents was available immediately. A senior officer was also available who would co-ordinate longer-term responses. One fully equipped serial would be available immediately and

there were plans under the force mobilisation plan, Operation Response<sup>10</sup> to secure four serials from elsewhere in the force within 60 minutes. Control room staff were aware of procedures to obtain assistance from other forces in the region.

Staff have access to contingency plans through the force's command and control systems, and they were available in hard copy from the control room.

The force conducts a minimum of 2 mobilisation exercises each year and each one has a specific debrief report completed. There have also been a number of regional exercises, one of which involved a regional public order exercise to test the region's interoperability. This required PSUs to be mobilised to a location within the region, where members and equipment were checked and found to be correct.

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**

Greater Manchester Police, like most forces, is not yet able to identify or understand fully the threats, risks and harm posed by cybercrime. At the time of inspection the force had plans in place to progress the training of staff as soon as training was made available by the College of Policing.

At the time of the inspection visit, the force was working to improve its understanding of cyber issues and its response to a cyber attack.

Greater Manchester Police's hi-tech crime investigators – staff who investigate cybercrime – have been trained to nationally agreed standards and there is a plan to increase the numbers of these staff over the next two years.

The force is working with Manchester University to identify and recruit people with information, communication and technology skills. This will improve the force's skills in this area.

The College of Policing has recently developed eight computer-based training courses to improve the police service's knowledge and skills to deal with cybercrime. Greater Manchester Police have plans in place to ensure all necessary staff complete them. 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.<sup>11</sup> Tables that show the proportion of staff, for

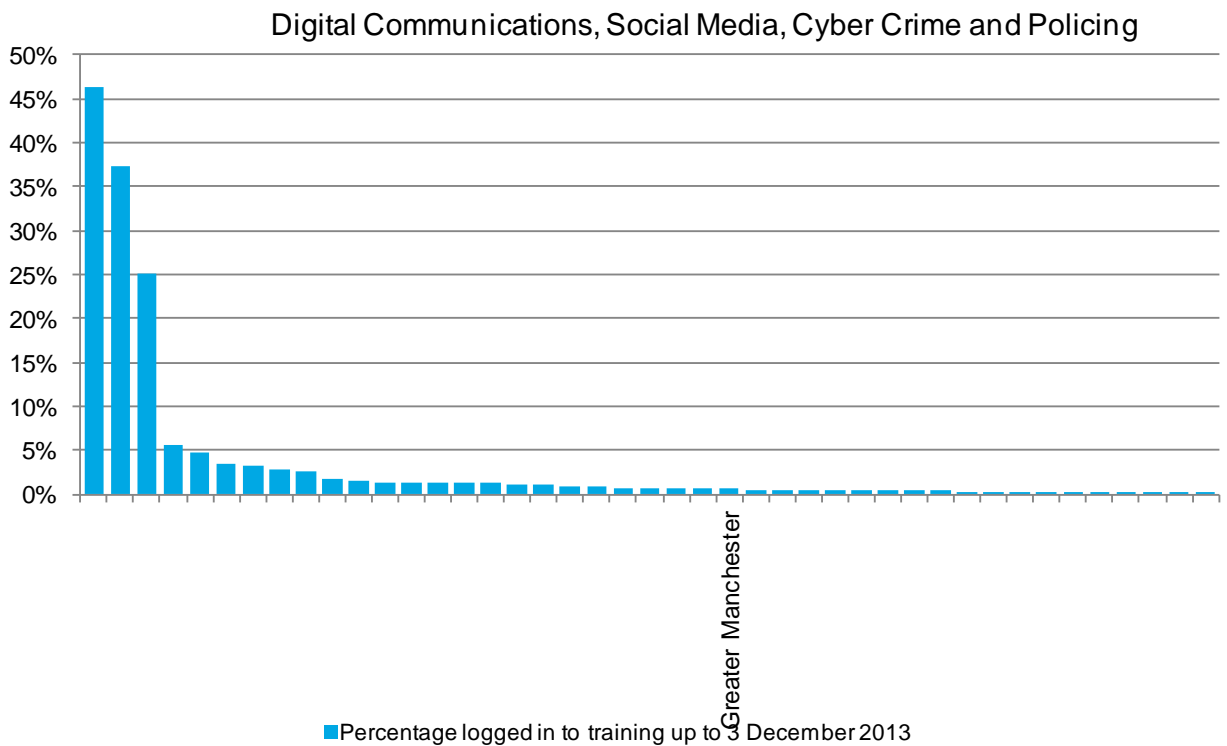
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<sup>10</sup> 'Operation Response' is Greater Manchester Police's tactical response to either spontaneous event within the force area or under local mutual aid agreements with other regional North West Forces.

<sup>11</sup> Information provided by the College of Policing dated 10 February 2014 – completion figures for communication data and cybercrime modules (period ending 31 January 2014).

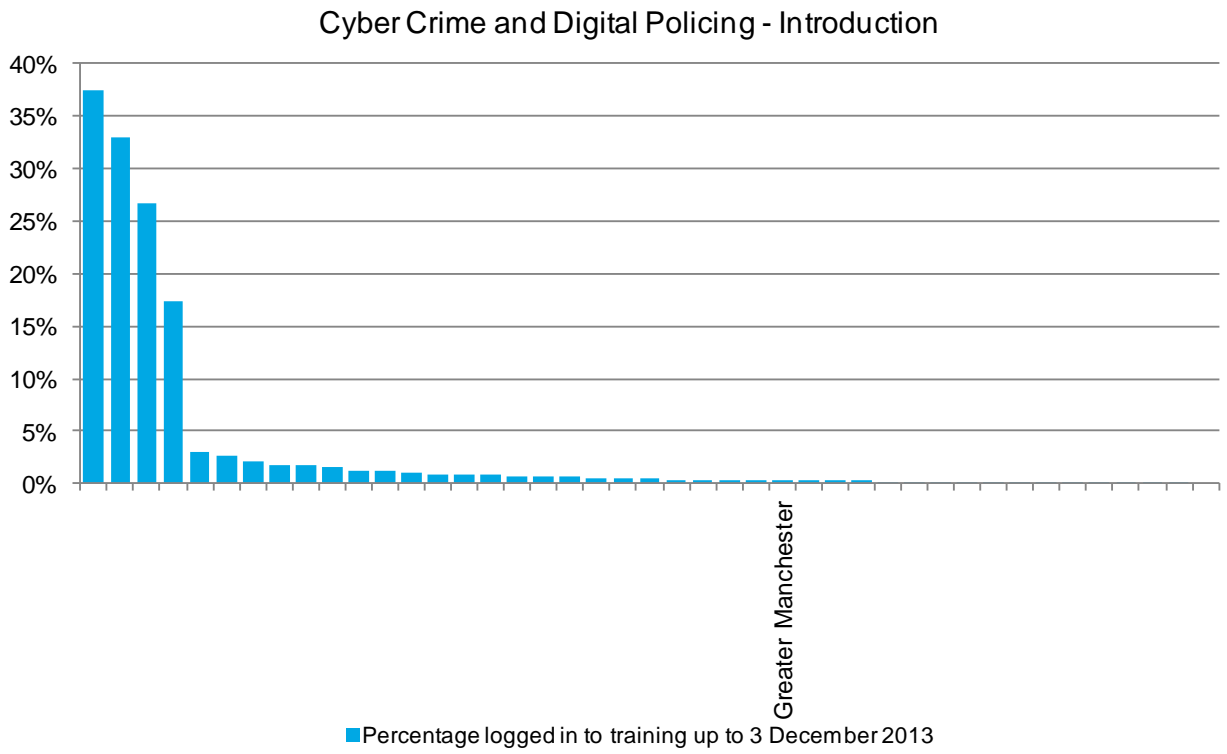
each force, who have enrolled for the training are included in our national report on the police service's response to cyber threats. The following charts demonstrate how many of Greater Manchester Police's workforce took three of the eight e-learning courses designed to improve awareness. The courses were selected to be representative of the force's commitment to this aim for both general front-line policing (Digital Communications, Social Media, Cyber Crime and Policing introduced in April 2013 and Cyber Crime and Digital Policing – Introduction, introduced in August 2013) and for investigators (Introduction to Communications Data and Cybercrime introduced in July 2011).

**Figure 1: Digital Communications, Social Media, Cyber Crime and Policing<sup>12</sup>**



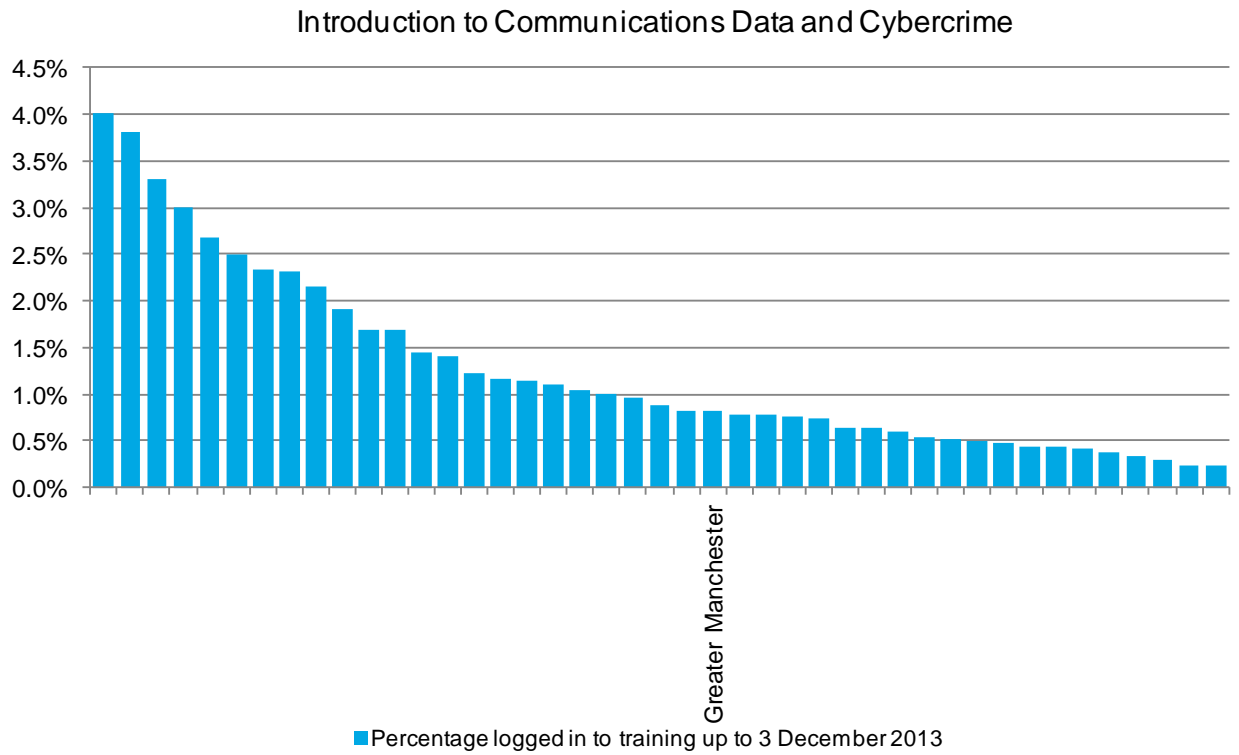
<sup>12</sup> This course, designed for all staff, aims to develop awareness of digital communications technology and how it affects different areas of cybercrime, social media, law enforcement and policing.

**Figure 2: Cyber Crime and Digital Policing – Introduction<sup>13</sup>**



<sup>13</sup> 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 Communications Data and Cybercrime<sup>14</sup>



<sup>14</sup> 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

The arrangements to train public order officers and procure public order equipment are consistent across all forces in the North West region.

Public order equipment is purchased through the North West regional procurement arrangements and is compatible, and so is able to be shared, with the other forces in the North West region. The force uses nationally agreed procurement standards for its public order protective shields and its procurement staff take part in regional discussions about standards of public order equipment. Staff trained in public order expressed confidence that their equipment was up to date and compatible with that used by other forces. They are able to operate effectively with other forces' public order staff.

All public order training for forces in the region is organised by Greater Manchester Police and forces within the region train together. Public order training across the region has been developed with the national curriculum and consistent training is delivered through formally agreed lesson plans.

## Responding to chemical, biological, radioactive and nuclear incidents

Greater Manchester Police is able to operate effectively with other emergency services to respond to chemical, biological, radioactive and nuclear incidents.

Greater Manchester Police conducts regular, formal chemical, biological, radioactive and nuclear training exercises.

Training in responding to chemical, biological, radioactive and nuclear incidents is provided to every police officer up to the rank of inspector and to all police community support officers. A number of officers are trained to operate in contaminated areas.

Officers from the five forces in the North West region meet quarterly to share information about resources, skill levels and training plans. Staff from the Greater Manchester Public Order Governance Group meet monthly to discuss the force's capacity to respond to chemical, biological, radioactive and nuclear incidents.

The force also works with local fire and ambulance services. Chemical, biological, radioactive and nuclear equipment used by the police and other emergency services complies with national specifications.

# Connectivity

## Terrorism

The force and its neighbouring forces in the North West region have effective ways to co-ordinate and mobilise resources to deal with incidents of terrorism. These are supported by secure IT and radio communications.

Greater Manchester Police participates in daily national counter-terrorism network meetings at which threats are discussed and the police service's response is determined. The counter-terrorism unit also co-ordinates regional daily meetings where representatives from forces in the region 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 a fully equipped operations centre from which it is able to co-ordinate covert activity in support of operations linked to counter-terrorism and serious organised crime.

The force uses the Airwave radio system to communicate effectively with other police forces in the North West region and with the regional organised crime unit.

## Civil emergencies

Greater Manchester Police is able to communicate with other Greater Manchester local resilience forum members in the planning of responding to civil emergencies.

Greater Manchester Police is currently waiting for the national risk assessment of CBRN to be completed. Once this has been completed, a review of capacity will be undertaken as a region.

Emergency services in the Greater Manchester area work with the national joint emergency services interoperability programme, which is led by an assistant chief constable from Cheshire Constabulary.

The force uses information about the way it deploys its personnel to real incidents and to exercises for the purpose of learning and development.

## 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 others. Also it is participating actively, through the regional organised crime unit, in the national tasking arrangements.

The region has an effective way of prioritising organised crime issues that require operational activity; allocating tasks to officers at either force or regional level; and co-ordinating activity across the region. There was evidence that resources are prioritised to deal with the most serious organised crime groups through assessing the threats, risks and harm that each group poses.

The force's procurement unit purchases the equipment used in operations to tackle organised crime groups. This unit collaborates with the other forces in the North West region to ensure these forces can share equipment.

Through its reviews of the operations it carries out with other forces, the force was able to demonstrate effective levels of interoperability.

The force is able to share intelligence securely with the regional organised crime unit.

## **Public order**

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

Cheshire Constabulary co-ordinates the regional mobilisation of public order resources. Forces have agreed a regional mobilisation protocol which has been effective in a number of instances including the murder of two Greater Manchester police officers.

In the past two years, the force has received assistance from other forces in the form of 11<sup>15</sup> police support units and the force, in turn, has provided ten police support units to others.

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<sup>15</sup> 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.

## **Cyber connectivity**

Greater Manchester Police has not been faced with a large-scale cyber incident. The force has, however, dealt with a serious cybercrime and worked with national units to investigate and apprehend offenders.

The force has investigated an allegation of crime linked to an international commercial internet enterprise. This case involved offenders and internet facilities in different countries. The investigation demonstrated that the force's staff were able to agree with the police central e-crime unit how the investigation could be conducted with them, and what were the technical requirements.