

Strategic Policing Requirement

Nottinghamshire Police

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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*

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

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.”

We report the findings from this inspection of Nottinghamshire 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 Nottinghamshire 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 and the force, together with the counter-terrorism network, has the capacity it needs to contribute to the national counter-terrorism effort.

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

The force links in to the counter-terrorism network through the East Midlands Counter Terrorism Intelligence Unit, which is co-located in the East Midlands Special Operations Unit (EMSOU). Most of the force's specialist counter-terrorism capability is provided by the counter-terrorism network. The force has access to sufficiently trained resources beyond the region if necessary through EMSOU.

Civil emergencies

The force, together with the Nottinghamshire Local Resilience Forum, has the capacity to respond to civil emergencies in the local area and to respond and contribute to national emergencies.

The chief constable chairs the Nottinghamshire Local Resilience Forum and works with partners to prepare responses to civil emergencies. The force is currently developing joint emergency planning group with partners in Nottinghamshire and the Local Resilience Working Group. The group considers detailed responses to civil emergencies and reports directly into the Nottinghamshire Local Resilience Forum.

Nottinghamshire Police has considered likely threats that it may face from civil emergencies and has completed a strategic threat and risk assessment.

The force has mobilisation arrangements to request mutual aid – the provision of resources between police forces – required for dealing with civil emergencies. For the police forces in the East Midlands, mobilisation of specialist resources is co-ordinated by the Regional information and co-ordination centre (EMRICC), which also supports the National Police Co-ordination Centre.

All of the forces in the East Midlands have sufficient numbers of trained responders to deliver basic chemical, biological, radioactive and nuclear capabilities.

Serious and organised crime

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

There is clear leadership of the force's response to serious organised crime: governance arrangements for the EMSOU are well established through a police and crime commissioner's Joint Board that deals with non-operational issues and a chief constable's Management Board that deals with operational matters. A deputy chief constable provides day-to-day management of collaboration with other forces in the East Midlands.

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 clear way to make sure that appropriate measures are taken against organised crime groups in accordance with the assessment of potential threats, risks and harm that they could cause, including requesting mutual aid from forces in the region or across the nation.

Nottinghamshire Police is making sure that it will have the resources and skills it requires, as part of the progress towards establishing capabilities recommended by national police leadership. The force has established methods to allocate resources to investigate, disrupt and prosecute organised crime groups.² Organised crime groups that have been identified are discussed at local, fortnightly task-allocation meetings and actions from these meetings are then allocated across the force.

Staff from other law enforcement agencies, including the National Crime Agency, Her Majesty's Revenue and Customs, UK Border Agency, UK Border Force, Trading Standards and the Prison Service, also work within the EMSOU.

² The United Kingdom law enforcement approach to tackling serious organised crime is based upon 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 units³ to deal with public order incidents across force boundaries and to make a contribution to the national requirement.

Nottinghamshire Police has completed a public order strategic threat and risk assessment which was provided to HMIC, dated February 2013.

Nottinghamshire Police has sufficient trained staff and equipment, including transport, for 18 police support units and can provide the five police support units that are required to contribute towards national mobilisation. 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. Nottinghamshire's local threat assessment has determined that the force requires five police support units for local mobilisation. HMIC found that the force had trained eight more police support units than it needed and consequently this was being reviewed in the force. The force has sufficient specialist staff to support public order policing, including specialists and senior officers to command responses to major events and public disorder. Each force within the region takes responsibility for certain specialist skill areas, on behalf of the region, with Nottinghamshire having responsibility for providing officers trained to administer medical assistance to the public and officers should injury occur.

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 shows that Nottinghamshire was one of 31 forces that were net providers of public order policing mutual aid.

Large-scale cyber incident

The force's plans for how it will respond to the threat of a large-scale cyber incident were still under development at the time of our inspection.

At the time of the visit to the force, an action plan was being prepared to define the force's response to cyber issues.

³ 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.

Cybercrime was highlighted in the force's strategic threat and risk assessment as an emerging threat.

Nottinghamshire Police has not assessed the threats or the potential impact of a denial of service attack⁴ on its own systems. Nottinghamshire Police has an information security department that looks at online security and it had prepared business continuity plans⁵, but these did not include a response to a serious cyber attack. There is a Force Information Assurance Board which is chaired by the deputy chief constable and meets bi-monthly where cyber threats are discussed.

⁴ A denial of service attack is an attempt to make a computer or network of computers unavailable to its users.

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

Nottinghamshire 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 in the force and the counter-terrorism intelligence unit work together to make sure that all available information is gathered and analysed. They provide intelligence that informs regional and national understanding of terrorist and domestic extremism threats.

Following a capability review, the force is building up its skills to fully support regional counter-terrorism investigations. The counter-terrorism intelligence unit provides most of the capability needed to undertake complex investigations, respond to critical incidents (including the use of command and control) and provide specialist equipment and training to national standards.

The force has sufficient trained staff locally to support all four strands of the counter-terrorism CONTEST⁶ strategy.

Civil emergencies

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

Resilience planning has been undertaken for the Nottinghamshire Local Resilience Forum by the head of emergency planning and the force assesses its capacity and capability against the roles identified within this planning. Role-specific training is provided and the force maintains records of training provided to staff.

There is a Nottinghamshire Local Resilience Forum community risk register, dated June 2013, which assesses the risks to Nottinghamshire and identifies the appropriate response to emergencies. This has been subject to a recent review and was approved at the Nottinghamshire Local Resilience Forum meeting in March 2013.

⁶ CONTEST – the government's counter terrorism strategy. The four strands are; pursue, prevent, protect and prepare.

Serious and organised crime

Nottinghamshire Police has the capabilities required, either internally or through officers provided by the EMSOU, 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 EMSOU. The force holds task-allocation meetings every four 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.

EMSOU manages a regional procedure through which Nottinghamshire Police, other police forces, other law enforcement organisations, local authorities and other regulatory organisations agree how they work together to disrupt the most serious organised crime groups. This procedure also identifies opportunities for multi-agency working.

The force has recently reviewed its capability to deal with serious organised crime. 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 the Regional Strategic Establishment Leadership Board is responsible for maintaining serious organised crime capability for the EMSOU and the EMRICC.

Public order

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

The force trains its staff in accordance with national standards, including the use of tactics to end incidents of disorder before they become worse. Initial public order training is undertaken in the force, with additional training undertaken with regional colleagues. Mandatory refresher training is provided twice a year.

Skill levels, succession planning and training are discussed twice a year by the relevant business area leads and as part of the Public Order Tactics and Training Working Group. The group considers the number of staff trained across the force area in order to provide a consistent level of availability.

Training for public order commanders and events training is outsourced and usually provided by South Yorkshire Police.

The force keeps good records which link directly to the duties management system where police support unit skills, including driver qualifications and chemical, biological, radiological and nuclear training, can be assessed quickly and across the force. Nottinghamshire Police has reviewed the number of officers with skills that it needs to perform specific roles and it has assessed that there are no gaps.

The force exercises its police support units once a year, for a week, on a program called 'Exercise York'. This is an established exercise where there is the opportunity to train and test both public order commanders and a number of police support units from across the region.

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 Nottinghamshire demonstrated fully 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 immediately available and a senior officer was also available who would co-ordinate longer-term responses. More than two fully equipped serials would be available for deployment within 15 minutes and there were plans to secure further serials from elsewhere in the force area within 30 minutes.

Control room staff were aware of standard operating procedures and the memorandum of understanding, included in the East Midlands regional protocol for cross-border mobilisation that would be used to secure further assistance. The control room inspector was able immediately to display the protocol for HMIC on screen

A police support unit carrier was seen by the inspection team and found to be fully functioning and equipped to national standards.

Large-scale cyber incident

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

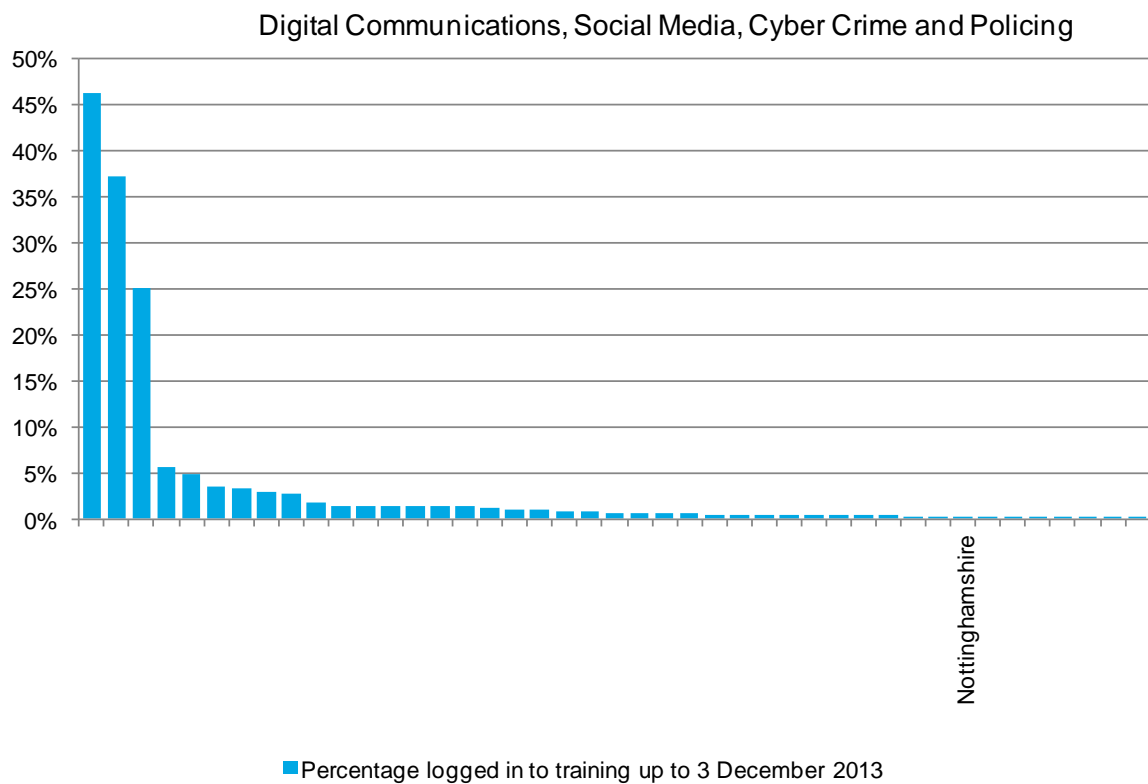
At the time of the inspection visit, the force was working to improve its understanding of cyber issues and its response to a cyber attack and was working through an action plan and self-assessment following guidance from the Cybercrime Regional Users Group.

Nottinghamshire Police hi-tech crime investigators – staff who investigate cybercrime – have been trained to nationally agreed standards. The force has not developed joint working with academic institutions and private industry that focus on the recruitment of people with information, communication and technology skills. Nor has it asked for assistance from volunteer information, communication and technology 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 2013.⁷ Tables that show the proportion of staff, for 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 Nottinghamshire 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, Cybercrime and Policing introduced in April 2013 and Cybercrime and Digital Policing – introduced in August 2013) and for investigators (Introduction to Communications Data and Cybercrime introduced in July 2011).

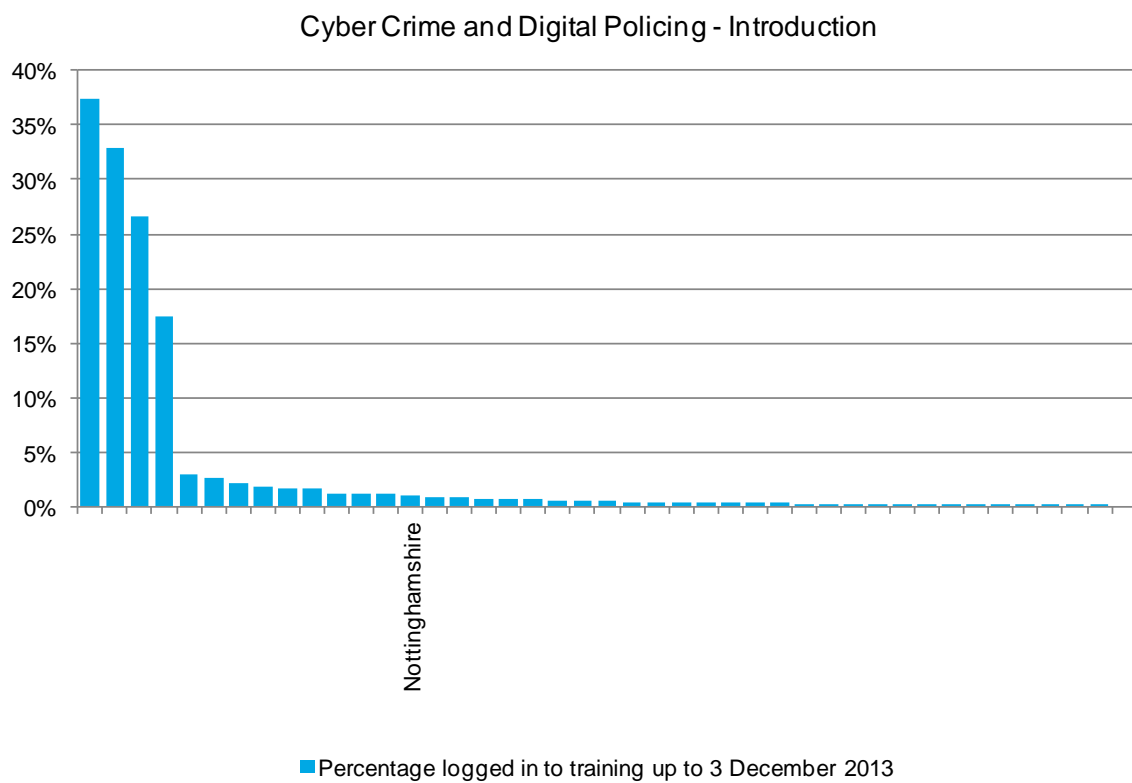
⁷ Information provided by the College of Policing dated 10 February 2014 – completion figures for Communication Data and Cybercrime Modules (Period Ending 31 January 2014).

Figure 1: Digital communications, Social Media, Cybercrime and Policing⁸



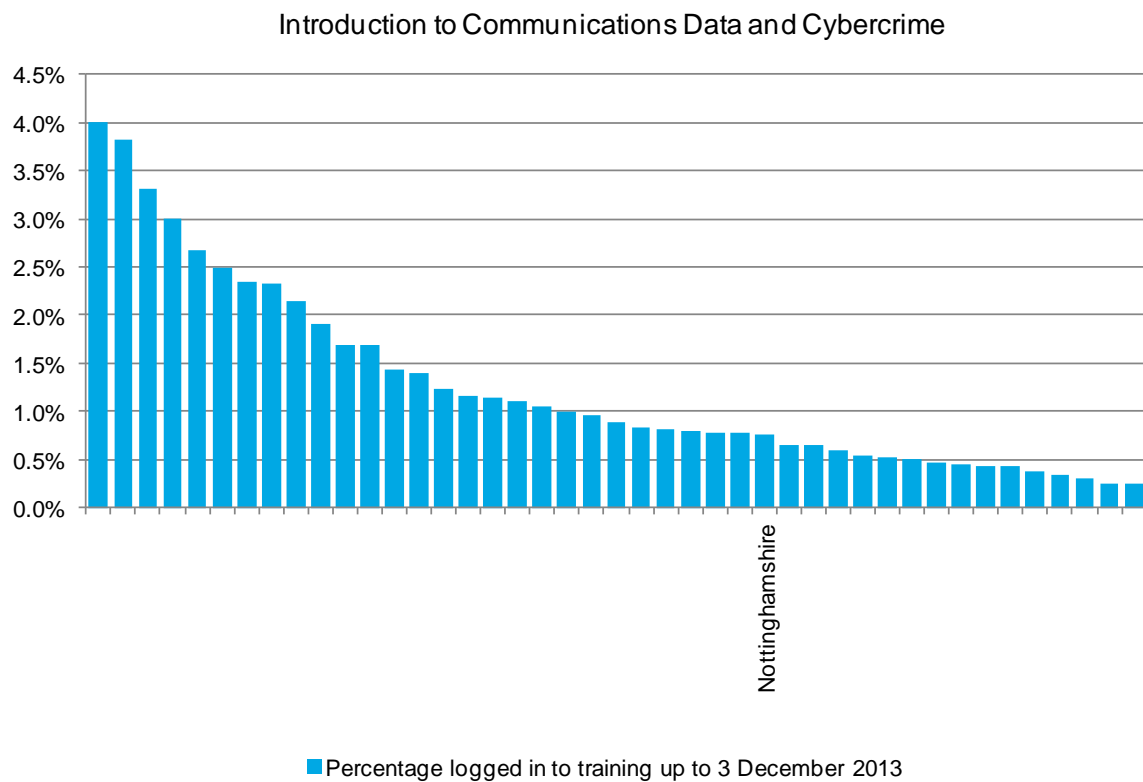
⁸ This course, designed for all staff, aims to develop awareness of digital communications technology and how it affects different areas of cybercrime, social media, law enforcement and policing.

Figure 2: Cybercrime and Digital Policing – Introduction⁹



⁹ 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 Cybercrime¹⁰



¹⁰ This course is aimed at investigators and demonstrates the skills needed for a basic level of understanding of the uses of communications data within law enforcement including guidance on cybercrime prevention.

Consistency

Public order

Nottinghamshire Police complies with national standards for the procurement and use of public order equipment. There is consistency in the tactics taught and interoperability of the forces' capabilities.

A tri-force collaboration exists as part of the East Midlands commercial strategic unit. Procurement staff are part of this unit. Public order equipment is purchased through regional procurement arrangements, and so is able to be shared with the other forces in the East Midlands region. The force uses nationally agreed procurement standards for its public order protective shields and procurement staff take part in national discussions about standards of public order equipment. Staff 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 trained staff.

Responding to chemical, biological, radiological and nuclear incidents

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

Nottinghamshire Police conducts regular, formal chemical, biological, radiological and nuclear training exercises with other police forces and emergency services. The most recent exercise took place in November 2013. Chemical, biological, radiological and nuclear equipment complies with national specifications.

Connectivity

Terrorism

Nottinghamshire 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 technology and radio communications.

Nottinghamshire Police participates in daily national counter-terrorism network meetings at which threats are discussed and the police service's response is determined. It also takes part in daily regional 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 uses the Airwave radio system to communicate effectively with other police forces in the East Midlands region and with the EMSOU.

Civil emergencies

Nottinghamshire Police is able to communicate with other Nottinghamshire Local Resilience Forum members in the planning of responding to civil emergencies.

Emergency services in the Nottinghamshire area work with the national joint emergency services interoperability programme. The force has a good relationship with the other emergency services.

Serious and organised crime

Nottinghamshire Police 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. 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 a 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.

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 East Midlands region to ensure these forces can share equipment.

Through its reviews of the large number of operations the force has conducted with other forces, Nottinghamshire Police were able to demonstrate good levels of interoperability.

Public order

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

The EMRICC co-ordinates regional mobilisation of public order resources. Forces have agreed a regional mobilisation protocol and these arrangements are effective.

Nottinghamshire Police has contributed resources to police major events on a number of occasions and has well-practised plans to do so. During the past two years, the force has received assistance in the form of three¹¹ police support units from other forces and has provided ten police support units to others.

Cyber connectivity

Nottinghamshire 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 particularly through the collaborative arrangements with EMSOU.

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 ask for the national expertise of the National Cyber Crime Unit of the National Crime Agency.

¹¹ 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.