



Inspecting policing
in the **public interest**

Strategic Policing Requirement

Wiltshire Police

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Contents

Introduction.....	3
Capacity and contribution.....	5
Terrorism.....	5
Civil emergencies.....	5
Serious organised crime.....	6
Public order.....	7
Large-scale cyber incident.....	8
Capability.....	9
Terrorism.....	9
Civil emergencies.....	9
Serious organised crime.....	10
Public order.....	10
Large-scale cyber incident.....	11
Consistency.....	15
Public order.....	15
Responding to chemical, biological, radiological and nuclear incidents.....	15
Connectivity.....	16
Terrorism.....	16
Civil emergencies.....	16
Serious and organised crime.....	17
Public order.....	17
Cyber connectivity.....	18

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 Wiltshire 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 Wiltshire 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 force did not provide HMIC, prior to our inspection visit, with a strategic threat and risk assessment that considered threats and risks from international terrorism and domestic extremism. During the visit a draft version of the 2013/14 counter-terrorism strategic threat and risk assessment was provided to HMIC.

An assistant chief constable leads the force's response to threats and risks posed by counter-terrorism. Avon and Somerset Constabulary is the lead force on counter-terrorism for the South West region and hosts the regional counter-terrorism intelligence unit. The South West counter-terrorism intelligence Unit is part of the national 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 is linked to the regional counter-terrorism intelligence unit and works with Avon and Somerset Constabulary to share special branch capabilities. This arrangement, known as Brunel, allows counter-terrorism intelligence to be managed more efficiently and effectively than would be the case if each force were doing it separately. This collaboration enabled a saving of one police officer between Wiltshire and Avon and Somerset Constabulary working together through Brunel. Most of the force's counter-terrorism capacity and contribution is provided by the national counter-terrorism network through the counter-terrorism intelligence unit.

Civil emergencies

The force, together with the Wiltshire and Swindon local resilience forum, has the capacity to respond to civil emergencies locally and to contribute to national emergencies.

The deputy chief constable of Wiltshire Police chairs the executive board of the local resilience forum which provides strategic direction for the area's response to a civil emergency.

The force has considered likely threats that it may face from civil emergencies together with local resilience forum members and these are recorded in a community risk register. This register is overseen by a risk sub-group chaired by Swindon Borough Council. A copy of the community risk register, dated November 2012, is published on the force's website.

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 five police forces in the South West region, mobilisation of specialist resources is co-

ordinated by the South West regional information and coordination centre, which is hosted by Devon and Cornwall Police. The centre also supports the national police coordination centre, which mobilises resources across the country.

All of the forces in the South West region have sufficient numbers of trained staff to deliver basic chemical, biological, radiological 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. Wiltshire provides a contamination detection capability for the region.

Serious organised crime

Wiltshire 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 Zephyr.

An assessment of demands profile was completed at the time that the regional organised crime unit was established four years ago. The force considers that this document is still relevant and has used it to determine the number of staff that it requires locally to tackle serious organised crime. Wiltshire Police understands the particular serious organised crime challenges connected with its position on the M4 corridor between Bristol and London and has considered this within its resourcing decisions.

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, harm and demands that these groups pose. The force can respond to these threats using its own resources, or it can request assistance from the South West region or other forces across the country.

There are arrangements within Zephyr to decide on the allocation of resources to investigate, disrupt and prosecute organised crime groups.² Staff from other law enforcement agencies, including: the National Crime Agency; Her Majesty's Revenue and Customs; United Kingdom Border Agency; United Kingdom Border Force; Trading Standards and a specialist Crown Prosecution Service lawyer, also work in the regional organised crime unit.

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.

Wiltshire Police had completed a public order strategic threat and risk assessment, dated June 2011. As of December 2013 this document had not been revisited nor had a new strategic threat and risk assessment for public order been produced by the force.

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 six police support units to respond to local threats and it has six. The force can provide the five police support units that it requires to contribute towards national mobilisation.

The force reviews its public order capacity and capability at quarterly operational commanders meetings. The force adopts a risk-averse approach and trains more public order officers than they assess they need. This level has not changed for some time and the force intends to review it against their next public order strategic threat and risk assessment.

The force has sufficient specialist public order staff⁴ and senior officers to command responses to major events and public disorder.

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 Wiltshire was one of 31 forces that were net providers for public order policing mutual aid.

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.

⁴ 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.

Large-scale cyber incident

The force'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 has been nominated as the force's lead for its capability to respond to cybercrime. At the time of our visit, the force was in the early stages of taking steps to understand the threats posed by cybercrime and what resources it needs to respond to them. A cybercrime working group was being formed and this, together with an undertaking to produce a cyber strategic threat and risk assessment, will enable the force to consider what capacity and capability it needs. The regional organised crime unit is producing an assessment of the risks associated with cybercrime which academics from a south-west university have been asked to assist with.

The force has trained specialist resources to investigate cybercrimes that are reported to the force. In the event of a major cyber incident being reported to the force, it would ask for the assistance of the regional serious crime capability or national units.

At the time of our inspection, the force has not assessed the threats or the potential impact that a denial of service could have on its systems. There is an effective regime – penetration testing – which is conducted by external contractors, for testing whether the force's systems can be compromised. Although the force had more than 50 business continuity plans, none specifically dealt with the impact of a denial of service attack on the force's information technology systems and there was concern as to whether the force could continue to provide a full police service if an attack occurred.

Capability

Terrorism

Wiltshire 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 special branch officers to maintain the necessary skills to provide specific counter-terrorism capability.

The South West region counter-terrorism intelligence 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. The counter-terrorism intelligence unit and Avon and Somerset Constabulary have also developed strong links with the South East counter-terrorism unit, which provides specialist investigative resources.

The force has sufficient trained staff locally to support all four strands of the counter-terrorism CONTEST⁵ strategy.

Civil emergencies

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

Events that could threaten human welfare are recorded in the Wiltshire and Swindon local resilience forum community risk register. At present, the force has the capabilities to respond to civil emergencies and has sufficient trained staff in areas such as Disaster Victim Identification. The provision of casualty bureau capability is provided in collaboration with the other four forces in the South West region. The force is considering working more closely with Wiltshire Council to increase efficiency in their responses to civil emergencies.

The force has a resource management system that provides an accessible record of the staff that could assist in responses to a major incident.

The force has been involved in a number of exercises with local resilience forum partners to test the response to a civil emergency, such as Operations Red Kite and March Hare.

⁵ CONTEST – the government's counter-terrorism strategy. The four strands are: pursue, prevent, protect and prepare.

Serious organised crime

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

Officers are allocated responsibility for managing activity against organised crime groups. The roles of responsible officers are linked to the levels of threat posed by the groups. The lower-risk groups are often managed by local officers with support from headquarters' specialist crime department. Those posing higher levels of threat and dangerous drugs networks are managed by headquarter-based officers of the specialist crime department. The force reviews organised crime groups every three months at an intelligence tasking and prioritisation meeting. When appropriate, organised crime groups will be referred to the regional organised crime unit for management. HMIC found that, in the South West region, chief constables have agreed their detailed plans for the further development of the regional organised crime unit.

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

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

The force did not provide a self-assessment of its public order capability using the College of Policing's capability framework to HMIC. This can be used to identify gaps in the forces current capacity and capability to deal with public disorder.

Wiltshire Police trains its staff in accordance with national standards. Officers can deliver the full range of nationally approved public order tactics including the use of tactics to end incidents of disorder before they become worse. Police forces within the South West region jointly public order officers together and the training is accredited. They also conduct exercises twice a year that provide opportunities for police support units from the five forces to operate together with public order strategic, tactical and ground commanders to resolve practical scenarios. Information is collected from each exercise so that the lessons to be learnt can be recorded and shared with all five forces.

The force maintains accurate records of staff with appropriate skills so that they can identify those required to mobilise in response to incidents. Succession planning – the identification and management of future requirements – is an area that the force recognises needs to develop further. This is important in ensuring that the force anticipates staff turnover and is confident that it can maintain its capability to respond to public disorder.

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 Wiltshire 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 available immediately and had access through a force IT system to identify immediately the officers who were public order trained. The resource management unit was available to plan further mobilisation beyond the initial response of trained officers who were on duty.

The first fully equipped serial would be available within 15–20 minutes and there were plans to secure further serials from Avon and Somerset Constabulary within 30 minutes. Control room staff were aware of the standard operating procedures and the regional memorandum of understanding⁶ for cross-border mobilisation, which set out how a force should obtain assistance from other forces in the region. Staff had access to contingency plans through the force's command and control systems, but some of the plans needed updating as one we checked was from 2009. There were hard copies of the contingency plans should the force information and technology systems fail.

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

Wiltshire Police, like most forces, is not yet able to identify or understand fully the threat, risk 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 issues linked to cyberspace and its response to a cyber attack.

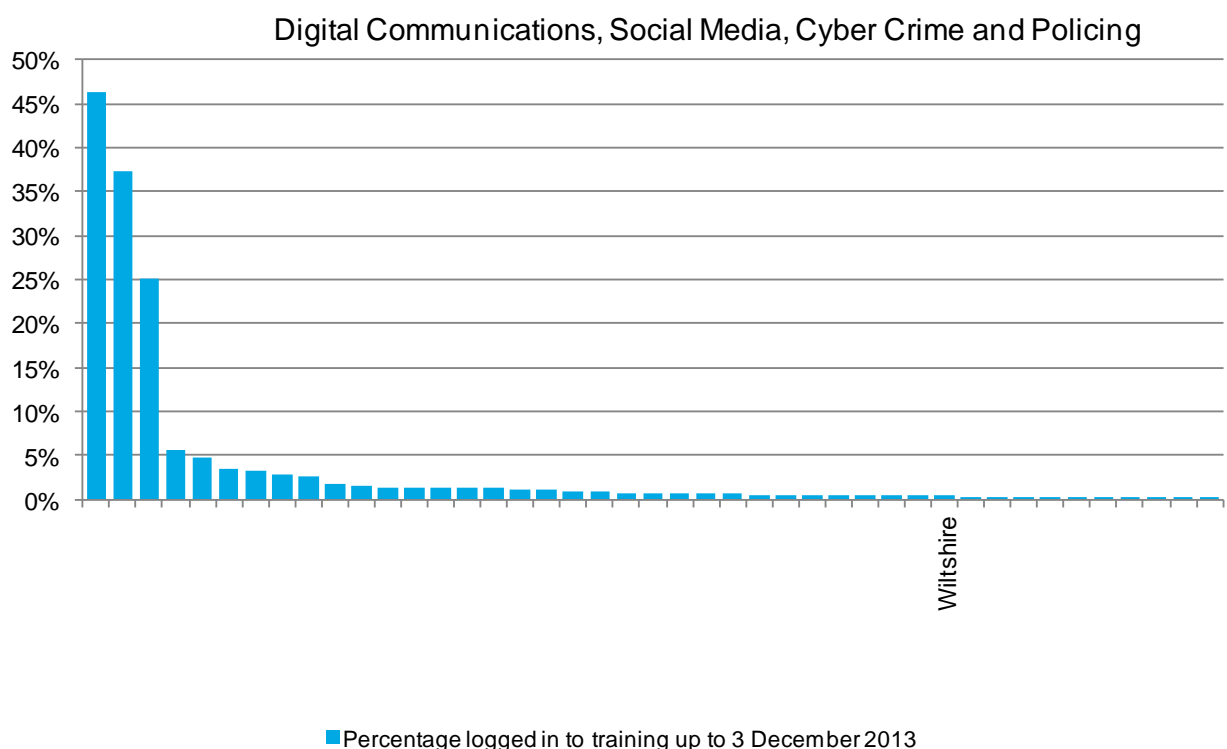
Wiltshire Police's hi-tech crime investigators – staff who investigate cybercrime – have been trained to nationally agreed standards. The force does not work with academic institutions and private industry organisations that focus on the recruitment of people with information, communication and technology skills or asking 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

⁶ South West Regional Information and Co-ordination Centre regional mobilisation protocol

sought the training up to the beginning of December 2013.⁷ 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 Wiltshire Police'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).

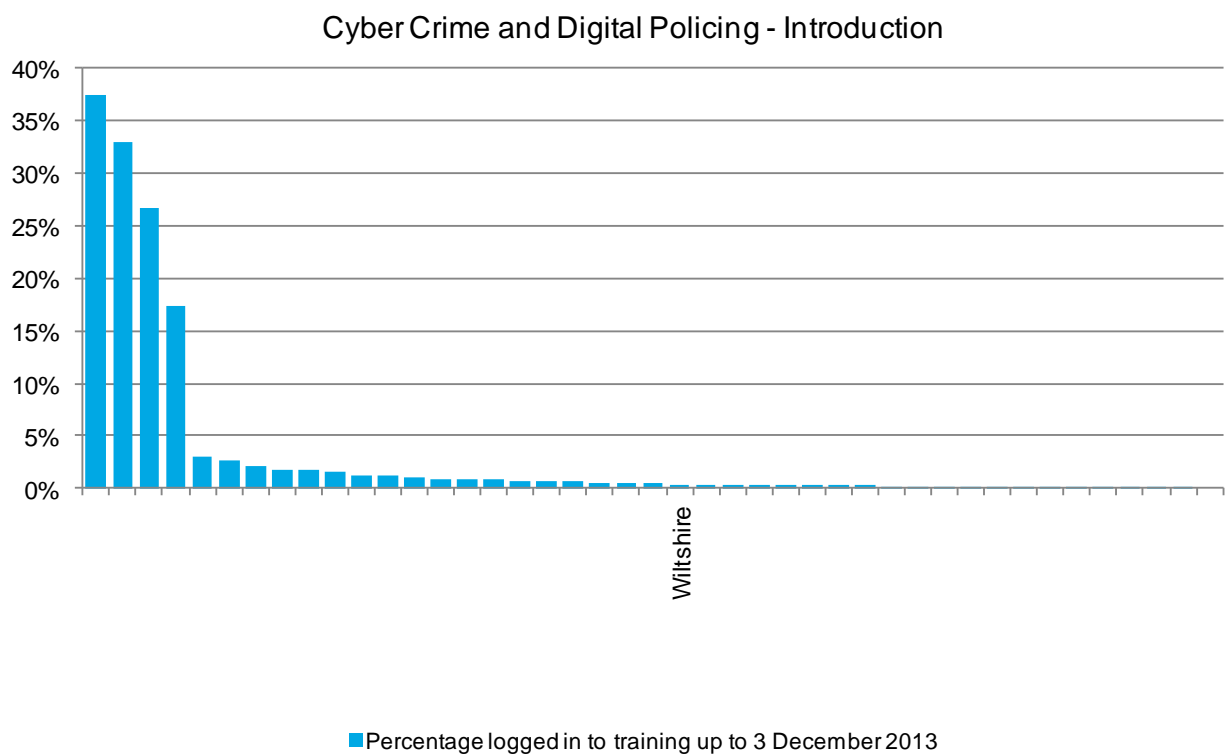
Figure 1: Digital Communications, Social Media, Cybercrime and Policing⁸



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).

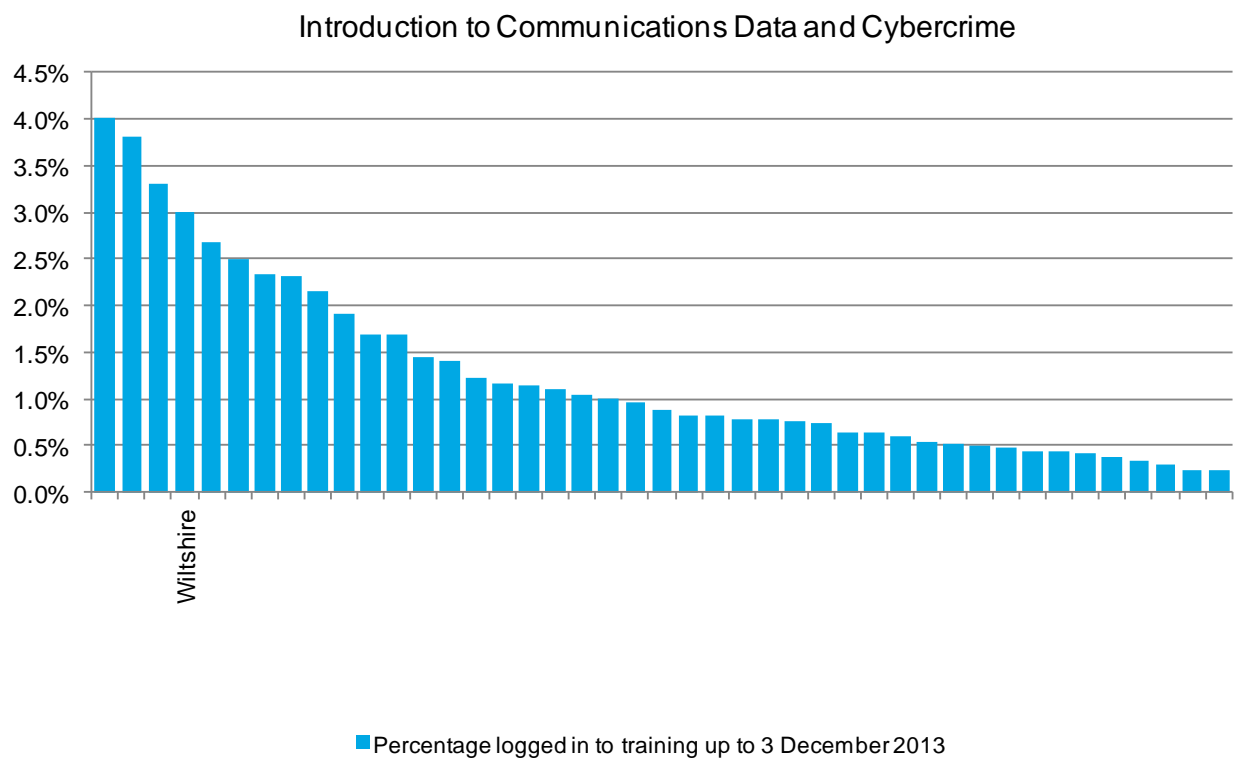
⁸ This course, designed for all staff, aims to develop awareness of digital communications technology and how it affects different areas of cybercrime, social media, law enforcement and policing.

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 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 South West region.

Public order equipment is purchased through regional procurement arrangements and is compatible, and so is able to be shared, with the other forces in the South West region. The force uses nationally agreed procurement standards for its public order protective shields and its procurement staff take part in national 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 Devon and Cornwall Police, and forces within the region train together. Exercises in which all regional forces practice their public order tactics together are conducted every two years. Together, the five forces in the South West region fund an inspector who oversees their public order training. This ensures further that the tactics taught are consistent and that the forces can work together effectively.

Responding to chemical, biological, radiological and nuclear incidents

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

Wiltshire Police has a protocol with the ambulance service and the fire service on how to respond to a chemical, biological, radiological nuclear incident should one occur. The protocol is to be shared regionally with other local resilience forums for their consideration so that they can decide if they want to use it.

Officers from the five forces in the South West region meet quarterly to share information about resources, skill levels and training plans for chemical, biological, radiological and nuclear incidents. The force also works with the fire and ambulance services locally and staff are trained to use equipment for chemical, biological, radiological and nuclear incidents. The force's staff receive specialist training twice a year which is provided by Dorset Police for the entire South West region.

Connectivity

Terrorism

Wiltshire Police and its neighbouring forces in the South West 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.

The force is connected securely with other forces and the national counter-terrorism network. There is regular testing and exercising to ensure the continued connectivity of forces, the region and the wider counter-terrorism network in providing responses in the event of terrorist incidents.

Wiltshire Police participates in daily regional meetings coordinated by the counter-terrorism intelligence unit. The meetings are attended by representatives from forces in the region who 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 South West region and with the regional organised crime unit.

Civil emergencies

Wiltshire Police is able to communicate with other Wiltshire and Swindon local resilience forum members in the planning of responding to civil emergencies.

Responsibility for co-ordinating the mobilisation of different specialist personnel required to respond to civil emergencies is divided between forces across the South West region. For example, Dorset Police leads on responses to chemical, biological, radiological and nuclear incidents while Wiltshire Police leads on the provision of specialists to identify casualties of civil emergencies.

The force has started to work with the other emergency services with the national joint emergency services interoperability programme. There is a local emergency services working group, formed after interoperability issues arose which needed resolving. The police convene regular theoretical exercises at which local resilience forum decision makers agree how they would respond to incidents.

Wiltshire Police, the ambulance and fire service and local authority personnel use the Airwave secure radio system to communicate during a civil emergency. The force has access to a secure website, called Resilience Direct which is designed to assist multi-agency working and communication. However, Wiltshire Police do not choose to use the site in this way, preferring to use it as a secure place to store civil

emergency related documents. The force uses its own communication system for multi-agency communication.

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. It is participating actively, through the regional organised crime unit, in the national tasking arrangements.

The region has an effective ways 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.

Wiltshire Police is part of the South West police procurement arrangement, through which four forces in the South West region procure equipment together. The other three forces are Gloucestershire, Dorset and Devon and Cornwall. This arrangement ensures the same equipment is purchased and can be shared if necessary.

The force can share intelligence with other forces securely. In particular, Avon and Somerset Constabulary staff can access Wiltshire information systems and the force is seeking to share an intelligence database with Hampshire Constabulary. There is good interoperability between the force's specialist capabilities and those of other forces. These have been exercised and tested.

Public order

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

The South West regional information and coordination centre co-ordinates regional mobilisation of public order resources. Forces have agreed a regional mobilisation protocol which has been effective in a number of instances including: the recent support the force provided to the Police Service of Northern Ireland, Glastonbury Festival, the policing of a demonstration against the construction of a nuclear power station, professional football matches, and demonstrations against a proposed cull of badgers.

In the past two years, the force has received assistance from other forces in the form of three police support units¹¹. The force, in turn, has provided nine police support units to others.

Cyber connectivity

Wiltshire 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 ask for expertise firstly through the Zephyr collaboration and secondly, if necessary, by contacting 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.