

Strategic Policing Requirement

Humberside Police

October 2014

© HMIC 2014

ISBN: 978-1-78246-523-2

www.justiceinspectorates.gov.uk/hmic

Contents

Introduction	3
Capacity and Contribution.....	5
Terrorism	5
Civil emergencies	5
Serious organised crime	6
Public order.....	7
Large-scale cyber incident.....	7
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 radioactive and nuclear incidents.....	15
Connectivity.....	16
Terrorism	16
Civil emergencies	16
Serious organised crime	16
Public Order.....	17
Cyber connectivity	17

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*

¹ 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 Humberside 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:

- 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 Humberside 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 her 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 does not have a specific assessment of the threats that it faces from terrorism but applies the national risk assessment.

The force is linked to the national counter-terrorism network through the regional counter- terrorism unit located within the West Yorkshire police area. Counter-terrorism leaders recognise that, as a small force facing a low level of threat from terrorism, they would not be able to deal with serious threats. The counter-terrorism unit provides most of the force's counter-terrorism capacity and contribution and has demonstrated its commitment to assist the force by investigating potential terrorist conspiracies.

Humberside Police has sufficient special branch officers to deal with counter-terrorism intelligence and provide a link between the national counter-terrorism network and force staff. The force has 32 sites identified by the Control of Major Accident Hazards regulations within its area. Counter-terrorism security advisors, who provide advice to these sites about their security, are based within the force and their activities are co-ordinated by the counter-terrorism unit.

Civil emergencies

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

The force participates in the local resilience forum by leading on two sub-groups, resilience telecommunications and the joint emergency services interoperability programme. The local resilience forum is chaired by a member of North Lincolnshire County Council, with an East Yorkshire Council co-ordinator and secretariat and is attended by an assistant chief constable and a member of the operational planning team.

Humberside has considered the likely threats that it may face from civil emergencies but has not produced a strategic threat and risk assessment. A community risk register is published on the Humber local resilience forum website and describes the risks that the partnership may have to deal with, but it has not been updated since 2011.

The force has arrangements to request mutual aid – the provision of resources between police forces – and any specialist skills required for dealing with civil

emergencies. For the seven police forces in the North East region, mobilisation of specialist resources is co-ordinated by Humberside as the lead force for public order. The force also supports the national police coordination centre in its co-ordination of national mobilisation.

All of the four forces in the region have sufficient numbers of trained staff to deliver basic chemical, biological, radioactive and nuclear capabilities.

Serious organised crime

The force 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 Odyssey.

An assistant chief constable provides clear leadership of the force's response to serious organised crime.

No strategic threat and risk assessment was completed last year for serious organised crime.

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

Humberside Police is developing the regional organised crime unit in accordance with nationally issued guidance on regional organised crime unit development. There are arrangements to decide upon the allocation of resources to investigate, disrupt and prosecute organised crime groups. Identified² organised crime groups are discussed at local fortnightly task-allocation meetings and actions from these meetings are then allocated across the force.

² The UK 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 management by disruption, investigation and prosecution.

Public order

The chief constable understands her role to provide police support units³ to deal with public order incidents across force boundaries and the force has the capacity to make a contribution to the national requirement.

Humberside Police has completed a public order strategic threat and risk assessment and the document, provided by the force to HMIC, was dated February 2012.

For each force, HMIC compared the number of PSUs they declared they had, with the number of police support units that they told us they needed to respond to local outbreaks of disorder. The force assessed that it needed 15 police support units to respond to local threats and had trained sufficient staff to meet that assessment. The force can provide the four police support units that it has assessed it requires to contribute towards national mobilisation.

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 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 Humberside was one of 31 forces that were net providers 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 lead for its capability to respond to cybercrime. At the time of the visit to Humberside Police, a document was being prepared to define the force's response to cyber threats.

Cybercrime was not highlighted in the force's strategic threat and risk assessment. Humberside Police has not assessed the threats or the potential impact of a denial of service attack⁵ on its own systems.

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 unco-operative protestors causing obstructions.

South Yorkshire Police takes responsibility for Humberside Police's information security as well as its own and has assessed the vulnerability of the force's information technology in case of failure. Humberside Police has not tested whether the force's systems could be compromised through a regime of penetration testing and staff were not able to demonstrate an understanding of the implications of a cyber attack.

Business continuity plans⁶ had been prepared to enable the force to continue functioning in the event of disruptions to services, including the impact upon information technology systems. There was not, however, a plan illustrating what should be done in the event of a cyber attack.

⁵ A denial of service attack is an attempt to make a computer or network of computers unavailable to its users.

⁶ 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

Humberside 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.

Staff in the force and in the counter-terrorism intelligence 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 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 train staff to national standards.

Humberside Police use a secure system to facilitate daily management meetings with the other forces in the region. Details about terrorism intelligence and the forces' responses are discussed and shared securely.

Humberside Police has sufficient trained staff locally to support all four strands of the counter-terrorism CONTEST⁷ strategy.

Civil emergencies

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

The head of emergency planning has prepared resilience plans for the local resilience forum and the force assesses its capacity and capability against the roles identified within these plans. The local resilience forum maintains a training and exercise programme that regularly validates the force's capability to co-ordinate responses, with others, to events threatening serious damage to human welfare (e.g. nuclear incidents or industrial accidents). Humberside Police maintains records of training provided to staff. The latest test, which required a joint response from both police and the fire and rescue service, took place in May 2012.

⁷ CONTEST – the government's counter-terrorism strategy. The four strands are: pursue, prevent, protect and prepare.

Serious organised crime

Humberside 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 Yorkshire and the Humber region, chief constables have agreed their detailed plans for the further development of the regional organised crime unit. There are twice-weekly Humberside task-allocation meetings which agree on what is dealt with by the different levels of response, and there is a daily meeting that considers immediate requirements.

The regional organised crime unit manages how Humberside 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. These meetings identify opportunities for multi-agency working.

The force has reviewed its capability to deal with serious organised crime. Staff are trained to national standards and have appropriate equipment to fulfil their roles. Records of staff skills are kept and the force makes sure that it can maintain capability as staff move on.

Public order

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

The force has completed a self-assessment of its public order capability using the College of Policing capability framework. This involves assessing how the force meets ten capabilities that are sub-divided into 32 definitions. The force reported that it fully complies with 29 of the 32 definitions.

Humberside Police trains its staff in accordance with national standards, including the use of tactics to end incidents of disorder before they become worse.

Humberside Police has reviewed the number of officers with skills that it needs to perform specific roles and assessed that it has no gaps.

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 Humberside were not able to demonstrate effective ways of responding to the scenario given in the test.

We found that there was not an effective plan to establish command, control and communications support to respond to incidents.

To establish how many public order trained staff were on duty, the control room inspector had to make contact with the operational planning team who in turn

contacted each division. In the test it took 20 minutes for the control room inspector to be informed of the number of staff available. The number was provided as a total with no breakdown as to numbers of inspectors, sergeants or constables. The control room staff estimated that it would take a minimum of 55 minutes to deploy public order trained officers. There were plans to secure further serials from elsewhere in the force area within one to two hours.

Control room staff did not have access to information to identify senior officers or inspectors trained in commanding responses to public order incidents.

Staff in the control room were aware of standard operating procedures and the memorandum of understanding, included in the Yorkshire and Humberside regional protocol for cross-border mobilisation, that would be used to secure further assistance. Staff had access to contingency plans through the force's command and control systems and in hard copy that was available in the control room.

The force had not conducted mobilisation exercises within the previous two years to test its ability to deploy trained resources that could resolve incidents.

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

Humberside Police, like most forces, is not yet able to effectively 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.

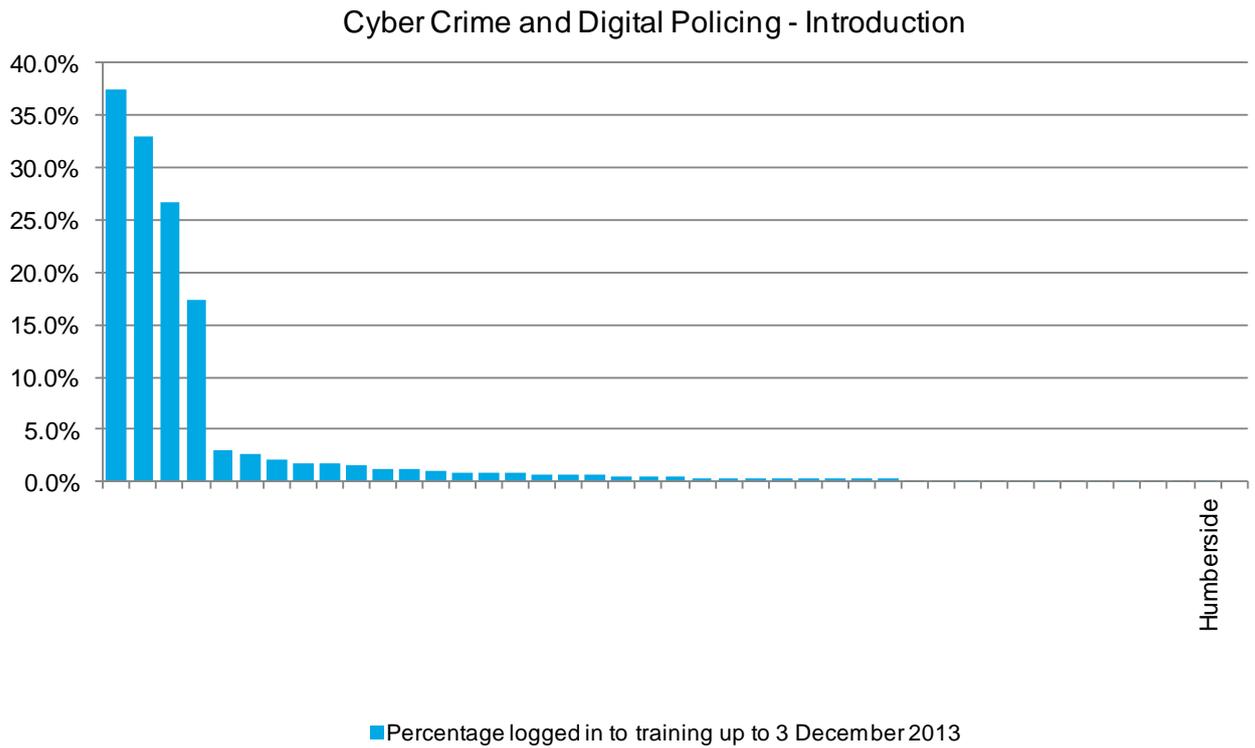
At the time of the inspection visit, the force was working to improve its understanding of cyber issues and its response to a cyber attack.

The force's capability to tackle cybercrime is predominantly located within the major crime and intelligence departments. There is no specific training for staff, including senior investigating officers, in the investigation of cybercrime. The force has not taken steps to improve its cyber skills profile by working with academic institutions and private industry, undertaking specific recruitment of people with information and communications technology skills or seeking the assistance of IT professionals as volunteers.

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 2013.⁸

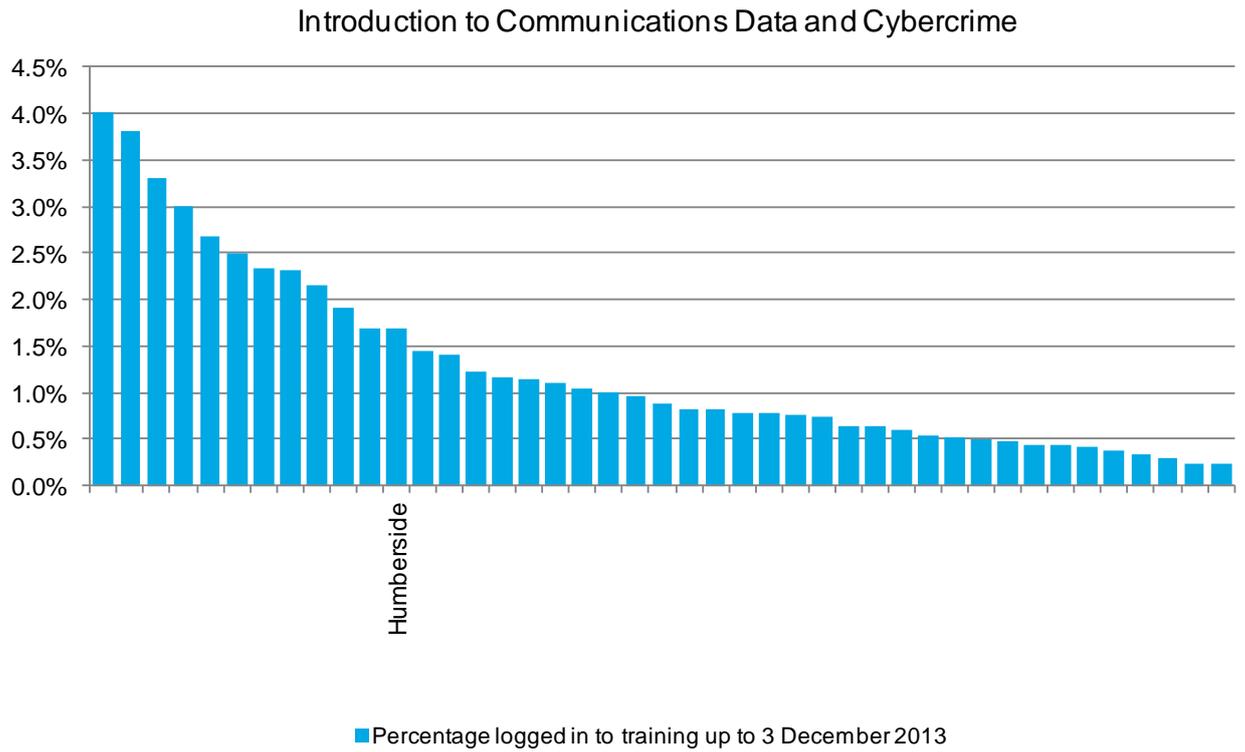
⁸ Information provided by the College of Policing dated 10 February 2014 – completion figures for communication data and cyber crime modules (period ending 31 January 2014).

Figure 2: Cybercrime and Digital Policing – Introduction¹⁰



¹⁰ This course is designed for all police officers, special constables and other individuals within 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 Cybercrime¹¹



¹¹ 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

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

Public order equipment is purchased through regional procurement arrangements and is compatible with the other forces in the region. The force applies national procurement standards for its public order protective shields, and its procurement staff take part in national and regional discussions about standards of public order equipment. Public order trained 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 staff.

All public order training for forces in the region is organised by South Yorkshire Police and forces within the region train together. An exercise in which all four regional forces practised their public order tactics together took place in the last two years.

Responding to chemical biological radioactive and nuclear incidents

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

The force works with the fire and ambulance services locally and staff are trained to use equipment for chemical, biological and radioactive incidents. The force staff train with fire and rescue services in the region and chemical, biological radioactive and nuclear equipment complies with national specifications.

Connectivity

Terrorism

The force and its neighbouring forces in the Yorkshire and the Humber 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.

Humberside 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 intelligence unit co-ordinates daily regional meetings where representatives from forces within the region discuss threat developments and agree actions to respond to those threats. There are clear arrangements for obtaining 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 has been involved in two regional counter-terrorism exercises in the last year.

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

Civil emergencies

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

Emergency services in the Humberside area work with the national joint emergency services interoperability programme and the force works effectively with other emergency services.

Serious organised crime

The force communicates effectively with other forces in the region and with the regional organised crime unit about the mobilisation of resources, sharing of equipment and tactics, and communication with other partners.

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 crime groups.

Equipment used in operations to tackle organised crime groups is obtained through collaboration in the Yorkshire and Humber four-force procurement team to ensure that all equipment can be shared.

The force has conducted a number of operations with other forces' resources. These are reviewed, which enables Humberside Police to assess the extent to which its resources are interoperable.

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

Public Order

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

In 2013 Humberside Police took responsibility as lead force for the co-ordination of the regional mobilisation of public order resources. Forces have a previously agreed regional mobilisation protocol that was under review at the time of HMIC's visit.

In the past two years the force has not received assistance from other forces in the form of police support units but has in turn, provided ten¹² police support units to others.

Cyber connectivity

Humberside 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.

Humberside Police has not had to investigate or deal with the consequences of a serious malware attack. Senior management in the force recognise that, if they were faced with such a challenge, they would seek access to national expertise through the National Cyber Crime Unit of the National Crime Agency.

¹² 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.