

Strategic Policing Requirement

Cambridgeshire Constabulary

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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 Cambridgeshire Constabulary 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 Cambridgeshire Constabulary had in place to meet the strategic policing requirement and follows the format of the first of the national reports listed above.

Cambridgeshire Constabulary has formed a strategic alliance with Hertfordshire and Bedfordshire Police. The strategic alliance has developed arrangements for providing joint protective services². These arrangements support the three forces' capabilities to meet the strategic policing requirement.

² The 2005 HMIC report 'Closing the gap' describes the term 'protective services' as police forces' capabilities to protect the public from threats of a serious nature like serious organised crime, terrorism, public order and civil emergencies. This is explained as being in contrast to local policing where the police work **with** the public at the neighbourhood level to tackle anti-social behaviour, or where the police work **for** the public in dealing with volume crime.

Capacity and contribution

Terrorism

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

In 2013 the constabulary recorded its assessment of threats and risks from domestic and international extremism within a comprehensive capability assessment. The national counter-terrorism network is formed of dedicated counter-terrorism policing units providing functions such as the gathering of intelligence and evidence to help prevent, disrupt and prosecute terrorist activities. The counter-terrorism and domestic extremism unit, within the joint protective services unit, deals with local counter-terrorism and domestic extremism enquiries on behalf of the three strategic alliance forces (Cambridgeshire, Bedfordshire and Hertfordshire) and provides a link with the national counter-terrorism network. Since July 2014 Bedfordshire has had the responsibility for oversight of the regional counter-terrorism intelligence unit, which provides the counter-terrorism network's Eastern region capability. The joint protective services unit, counter-terrorism intelligence unit and the counter-terrorism network provide most of the constabulary's specialist counter-terrorism capability.

The strategic alliance recognises the importance of preventing people from becoming radicalised for violent extremism and the joint protective services counter-terrorism and domestic extremism unit has produced a 'prevent' tactical delivery plan, which outlines how the forces will work to stop people becoming terrorists or supporting terrorism.

Civil emergencies

The constabulary, together with the Cambridgeshire and Peterborough Local Resilience Forum have the capacity to respond to local civil emergencies and to contribute to the response to national emergencies.

The chief constable chaired the local resilience forum until April 2014. There is currently an interim chair which will transfer to the Chief Fire Officer in October 2014. The fire service is responsible for the community risk register and the local authority maintains the document. Local resilience forum members, including the constabulary, consider the risks contained in the Cabinet Office national risk register and assess their severity. They then record their assessments on the local resilience forum community risk register.

The three force strategic alliance has a central, dedicated unit that produces all of its contingency plans. The central unit works with the joint protective services unit operations planning and support unit, which co-ordinates the mobilisation of the strategic alliance's resources.

The Eastern Region Information and Coordination Centre, which is based within Essex Police headquarters, co-ordinates cross-border mobilisation for public order and most specialist skills for the six police forces within the Eastern region, including those in the strategic alliance. The Eastern Region Information and Coordination Centre also support the National Police Coordination Centre, which mobilises resources across the country.

Eastern Region Information and Coordination Centre staff make sure that the six police forces jointly have sufficient trained staff to meet specialist requirements to respond to civil emergencies. These would include, for example, staff trained to deal with enquiries from concerned friends and relatives about people possibly involved in mass casualty incidents and staff trained to identify victims of accidents. Norfolk Constabulary manages chemical, biological, radiological and nuclear responses on behalf of the region.

Serious organised crime

Cambridgeshire Constabulary 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 the Eastern Region Special Operations Unit (ERSOU).

The constabulary has included an assessment of threats from serious organised crime within its capability assessment and applies nationally approved methods to disrupt organised crime groups³. It has a serious organised crime team that co-ordinate its activity with the regional organised crime unit.

There is a clear way of making sure that appropriate measures are taken against organised crime groups in accordance with the constabulary's assessment of the potential threats, risks, harm and demands that these groups pose. There are task-allocation meetings, within the constabulary, to agree what is dealt with by central and local policing units to disrupt organised crime groups. The assistant chief constable who leads the joint protective services unit attends Cambridgeshire Constabulary's chief officer group meetings. This means that the joint protective services unit can co-ordinate its activity against organised crime groups with that of Cambridgeshire Constabulary.

³ 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 management by disruption, investigation and prosecution.

Agreements about the resources that are allocated against the most serious organised crime groups within the region are reached at the regional organised crime unit monthly task-allocation meetings attended by representatives from all six Eastern region forces.

Public order

The chief constable understands his role to provide police support units⁴ to deal with public order incidents across force boundaries. The constabulary has the capacity to make a contribution to the national requirement.

Cambridgeshire Constabulary did not provide HMIC with a public order strategic threat and risk assessment that had been completed in accordance with nationally issued guidance at the time of our inspection. Public order and public safety had been considered within the constabulary's self assessment capability framework and work was underway on a regional public order strategic threat and risk assessment. It is not clear how the constabulary decides the number of police support units that it needs to respond to local threats.

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 constabulary assessed that it needed five police support units to respond to local threats and it could provide eight. The constabulary can provide the five police support units that it has assessed it requires to contribute towards national mobilisation and also has sufficient specialist public order staff⁵ and senior officers to command responses to public order incidents.

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 Cambridgeshire was one of 12 forces that were net recipients of public order policing mutual aid.

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

⁵ 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

At the time of our inspection, the constabulary's plans to respond to the threat of a large-scale cyber incident were still under development.

Cybercrime is considered within the constabulary's capability assessment. Cambridgeshire Constabulary has completed a self-assessment of its capacity and capability to investigate cybercrime, which was issued by the police central e-crime unit⁶. The constabulary had not, at the time of our inspection, prepared a plan for development of its capacity and capability to tackle cyber threats, including ways to support victims and potential victims through prevention, preparing for recovery and protection of systems.

The constabulary's senior leaders were interviewed as part of the inspection and they cited a lack of clarity about both the cyber threats that the constabulary is facing, and expectations of national police leadership about what capability the constabulary should have, as reasons for not establishing comprehensive cybercrime plans. If the constabulary were to be faced with a significant cyber threat, it would rely upon the regional organised crime unit and national capabilities to assist in providing a response.

The constabulary has not assessed the threats or the potential impact of a denial of service attack⁷ on the force, but was aware of the risk owing to an incident of a denial of service attack on a neighbouring police force's website. Risks are minimised by daily monitoring of systems and there are key defence mechanisms in place. These mechanisms are regularly reviewed and penetration testing is undertaken. The constabulary is part of a three-force information and communication technology partnership. In the event of a loss of command and control capability, business continuity plans⁸ allow the constabulary to use one of the other forces' systems.

⁶ The police central e-crime unit led the national police response to the investigation of cybercrime prior to the establishment of the National Crime Agency in October 2013.

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

⁸ Business continuity plans set out how the force will operate following an incident and how it expects to return to business as usual in the quickest possible time afterwards.

Capability

Terrorism

Cambridgeshire Constabulary 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 head of the counter-terrorism and domestic extremism unit, together with analysts, contributes information to the strategic threat and risk assessments for each of the forces in the strategic alliance.

The regional 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.

Senior leaders of forces in the strategic alliance recognise the importance of preventing people from becoming radicalised for violent extremism and the joint protective services counter-terrorism and domestic extremism unit has produced a 'prevent' tactical delivery plan. This plan outlines how the forces will work to stop people becoming terrorists or supporting terrorism.

All four strands of the CONTEST⁹ strategy are co-ordinated by a strategic board chaired by the joint protective services unit assistant chief constable. The strategic board is supported by a tactical CONTEST group which implements the strategy.

A senior member of staff, responsible for training within the joint protective services unit, manages and analyses training requirements. Counter-terrorism staff are trained to national standards and the joint protective services unit head of training maintains a database that records all staff skills. Cambridgeshire Constabulary has access to sufficient trained staff to support all four strands of the counter-terrorism CONTEST strategy.

⁹ CONTEST – The government's counter-terrorism strategy. The four strands are: pursue, prevent, protect and prepare.

Civil emergencies

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

Events that could threaten human welfare are recorded in the local resilience forum community risk register. This document is used by the forum's resilience planning team to organise exercises and to identify requirements for additional resources. Local resilience forum methods are regularly tested by emergencies like flooding and interruptions to power supplies.

Approximately 20 percent of the country's critical national infrastructure¹⁰ sites are located within the constabulary area. Planning staff have strong links with the national counter-terrorism security office¹¹ and are confident that local resilience forum plans to respond to incidents at those locations are effective.

There are sufficient trained staff within the constabulary to deal with chemical, biological, radiological and nuclear incidents. It is accepted that the police response to a chemical, biological, radiological and nuclear incident would be co-ordinated regionally.

Serious organised crime

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

Constabulary leaders contribute to regional arrangements for tackling serious organised crime and attend governance meetings for the regional organised crime unit. HMIC found that, in the Eastern region, chief constables have agreed their detailed plans for the further development of the regional organised crime unit.

¹⁰ National infrastructure is defined by the government as: "*those facilities, systems, sites and networks necessary for the functioning of the country and the delivery of the essential services upon which daily life in the United Kingdom depends*". There are certain critical elements of infrastructure, the loss or compromise of which would have a major detrimental impact on the availability or integrity of essential services, leading to severe economic or social consequences or to loss of life. Explanations of critical national infrastructure are available at the following website - www.cpni.gov.uk/about/cni/

¹¹ The national counter-terrorism security office is a police unit, co-located within the centre for protection of national infrastructure, that supports the 'protect' and 'prepare' strands of the United Kingdom government's counter-terrorism strategy by advising on and monitoring plans for the protection of crowded places and protection of hazardous sites and dangerous substances, and also assists the centre for protection of national infrastructure to protect the critical national infrastructure.

Cambridgeshire Constabulary has a central intelligence bureau that manages information about serious organised crime across the constabulary. A series of internal meetings ensures that local policing and central units are aware of intelligence about levels of threat, risk and harm posed by organised crime groups. These are used to make sure that the most appropriate resources are deployed against organised crime groups. Partner agencies are involved in discussions about serious organised crime threats so that multi-agency responses can be agreed.

The linking of local task allocation processes with those of the regional organised crime unit enables tactics and resources to be used that would otherwise be beyond the capability of the constabulary. The constabulary has provided resources to the regional organised crime unit to assist in some major operations against the most serious organised crime groups.

Public order

Cambridgeshire Constabulary has the capabilities required to respond to public order threats.

The constabulary's public order capability is shared within the strategic alliance. Each force has its own public order resources which is co-ordinated through the operations team on behalf of the strategic alliance. An assistant chief constable, who leads the joint protective services unit, represents the three forces at the Association of Chief Police Officers¹² Eastern region public order and public safety working group.

The constabulary has not provided HMIC with a self-assessment of its public order capability using the College of Policing capability framework. Joint protective services unit public order trainers, who are accredited to national standards, provide public order training for the three strategic alliance forces. A memorandum of understanding has been agreed that formalises arrangements for the provision of public order training between the six Eastern region police forces. This agreement specifically provides for the delivery of command and specialist courses, and the sharing of accredited trainers.

HMIC tested, without notice, the constabulary's capability to mobilise and conduct mutual support across boundaries to outbreaks of public disorder. Control room staff in Cambridgeshire demonstrated fully effective ways of responding to the scenario given in the test. We found that the constabulary was able to deploy sufficient resources to immediately respond to incidents. Information about the number of officers and their skills was available within the constabulary's command and control system. Control room staff also had access to information about the availability of

¹² The Association of Chief Police Officers is the professional body that coordinates the leadership of the police service, develops policy and establishes standards.

trained senior leaders who could lead the police response to public order incidents. Should incidents require the deployment of resources that exceeded the constabulary's capability, control room staff were aware of arrangements that had been agreed for the mobilisation of strategic alliance and regional resources¹³. Contingency plans were readily available to staff within the command and control system for them to co-ordinate police responses.

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

Large-scale cyber incident

Cambridgeshire Constabulary, like most forces, is not yet able to identify or understand fully the threats, risks and harms posed by cybercrime. The constabulary 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 constabulary was working to improve its understanding of cyber issues and its response to a cyber attack. The constabulary had not defined what constituted a serious cyber incident. A Cambridgeshire senior officer had only very recently (during the week of the inspection visit) been appointed as the lead officer to co-ordinate police cyber capability across the six Eastern region police forces.

Cambridgeshire Constabulary's has hi-tech crime investigators. These are staff who investigate cybercrime and who have been trained to nationally agreed standards. The constabulary is co-operating with Leicester's De Montfort University and is providing students with opportunities to develop their knowledge and assist the constabulary. This demonstrates that the constabulary has considered how to improve specialist cyber skills by using flexible approaches to recruitment.

The constabulary recognises that it would probably not have the capability, in terms of skills and equipment, to deal with large-scale cyber incidents, but would rely upon the regional organised crime unit or the national crime agency to provide those capabilities.

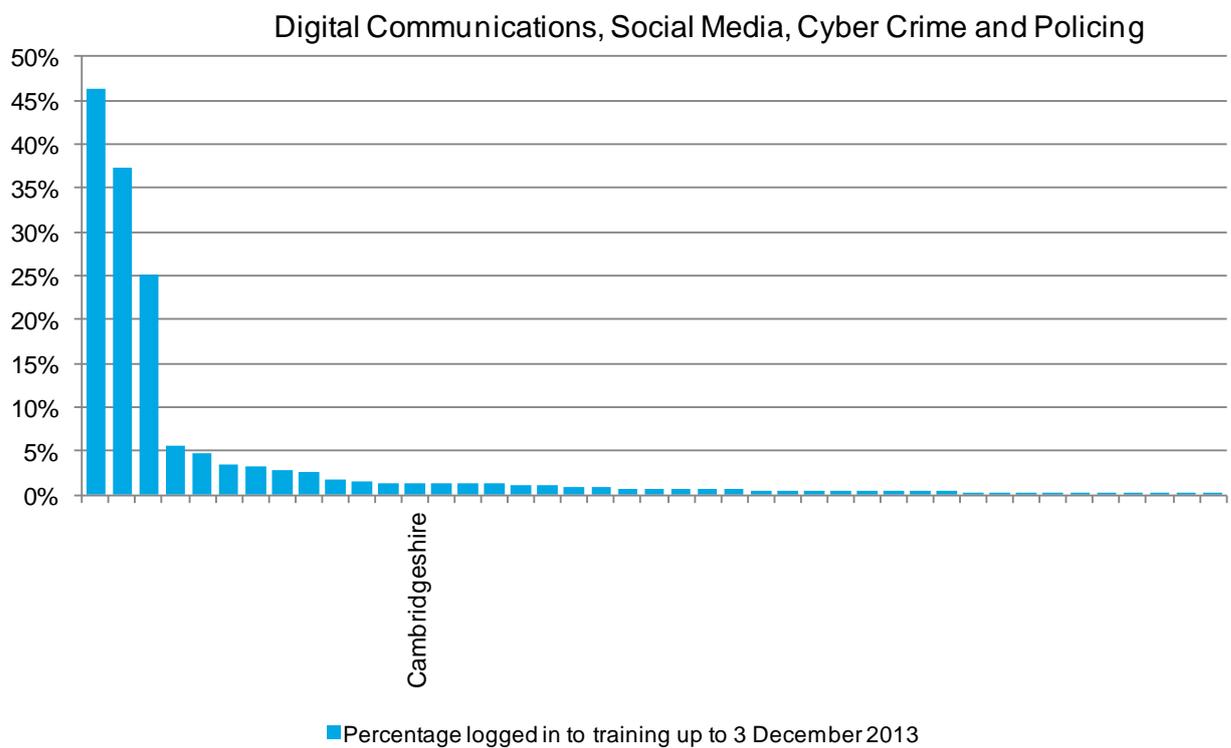
The College of Policing has developed eight computer-based training courses to improve the knowledge and skills of officers and staff to deal effectively with cybercrime. Data have been provided and analysed to understand the proportion of workforce who have sought the training up to the beginning of December 2013.¹⁴

¹³ Eastern region mobilisation protocol - March 2013.

¹⁴ Information provided by the College of Policing dated 10th February 2014 – completion figures for communication data and cybercrime modules (period ending 31 January 2014).

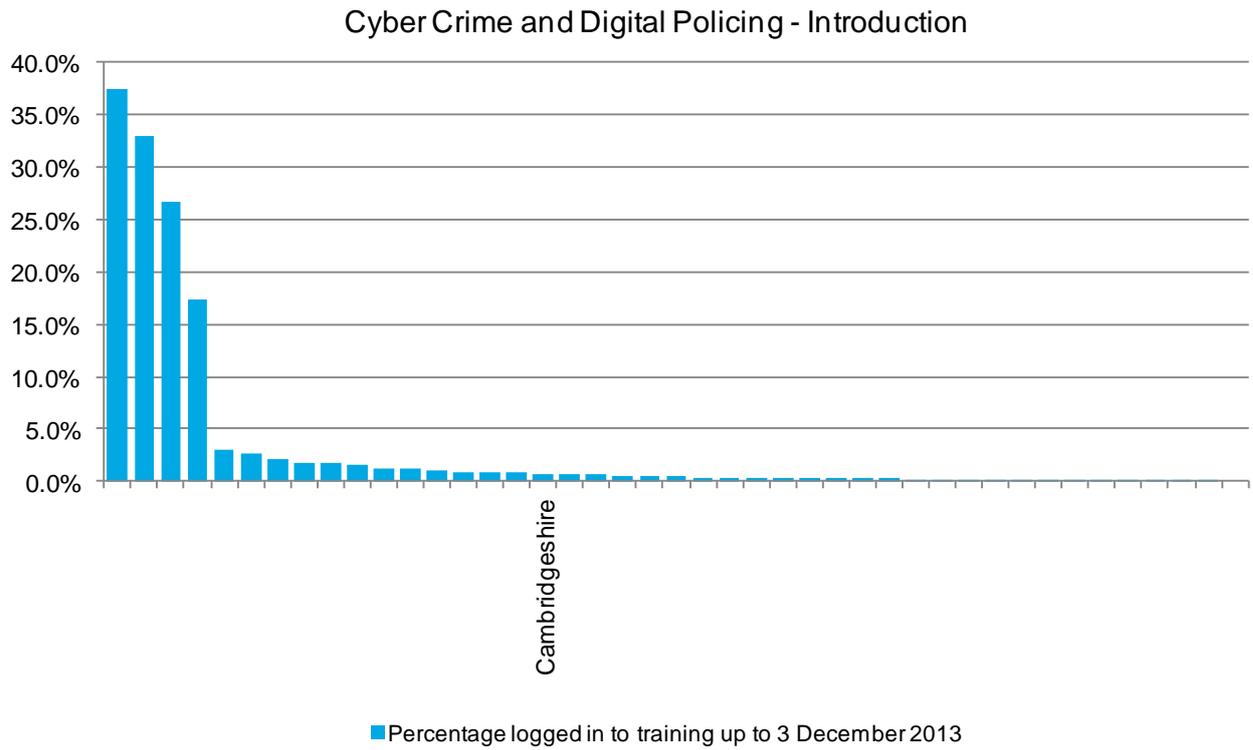
Tables that show the proportion of staff, for each force, who have signed in for the training are included in our national report on the police service’s response to cyber threats. The following charts demonstrate how many of Cambridgeshire’s workforce enrolled for three of the eight e-learning courses designed to improve awareness. The courses were selected to be representative of the constabulary’s commitment to this aim for both general front-line policing (Digital Communications, Social Media, Cybercrime and Policing introduced in April 2013 and Cyber- Crime and Digital Policing – an 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 Policing¹⁵



¹⁵ This course, designed for all staff, aims to develop awareness of digital communications technology and its impact on different areas of cybercrime, social media, law enforcement and policing.

Figure 2: Cybercrime and Digital Policing – an Introduction¹⁶



¹⁶ 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.

Consistency

Public order

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

The constabulary purchases public order protective equipment in accordance with national standards. There is consistency in the equipment used by all three forces. A strategic alliance joint procurement unit purchases public order equipment for all three forces. Public order specialists from the three forces agree the specification for equipment that is procured by the joint procurement unit.

Officers from strategic alliance of Bedfordshire, Cambridgeshire and Hertfordshire train and exercise their skills and tactics together. In the event of mobilisation, staff from the three forces will respond jointly and can operate as mixed units. Those responsible for commanding police responses to public disorder also train and exercise with units from the other forces and take responsibility for leading aspects of public order policing in other force areas.

Responding to chemical, biological, radiological and nuclear incidents

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

The constabulary's chemical, biological, radiological and nuclear equipment is compliant with national standards and is consistent with that used by other UK forces. Interoperability has proven effective when the force's chemical, biological, radiological and nuclear resources have been deployed with those from other forces.

Connectivity

Terrorism

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

There are effective methods, supported by secure information and technology and radio communications, for the co-ordination and mobilisation of counter-terrorism resources in the Eastern region. Cambridgeshire Constabulary is able to share information securely with the joint protective services unit, the counter-terrorism intelligence unit, other forces in the region and the Security Service. There is effective communication using the Airwave radio system between police forces in the region and with the counter-terrorism intelligence unit. The joint protective services unit can access intelligence systems across all of the three strategic alliance forces.

The constabulary has daily counter-terrorism management meetings where information about counter-terrorism and domestic extremism activity is discussed and measures agreed to deal with them. These meetings link with joint protective services unit and counter-terrorism intelligence unit daily management meetings. There is also an effective task-allocation structure that co-ordinates the use of resources between forces, the strategic alliance, the Eastern region and the rest of the counter-terrorism network.

Civil emergencies

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

The constabulary contingency plans are readily available to local resilience forum members. Consideration is being given to developing a single emergency planning unit for all of the Cambridgeshire and Peterborough Local Resilience Forum partners, which could improve shared understanding and consistent planning.

The strategic alliance forces work with the national joint emergency services interoperability programme that has been established to improve joint operating procedures for emergency services. The local resilience forum resilience team, supported by the county council, organised a training presentation aimed at improving the skills of senior leaders, and their consistency, in dealing with civil emergencies.

Serious organised crime

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

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

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

Public order

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

The Eastern regional mobilisation protocol provides arrangements for Essex Police to mobilise Eastern region public order resources in response to national or regional mobilisation. Contact would be made with the operational planning and support unit within the joint protective services unit should resources be required from Bedfordshire, Cambridgeshire or Hertfordshire.

In the past two years, the constabulary has received assistance from other forces in the form of 16 police support units¹⁸ and, in turn, has provided ten police support units to others.

¹⁸ 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

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

The constabulary has not had to investigate or deal with the consequences of a serious malware¹⁹ attack. Constabulary leaders recognise that, if they were faced with such a challenge, they would seek access to national expertise through the National Crime Agency or regional organised crime unit.

¹⁹ A computer program designed specifically to damage or disrupt a computer, mobile device, computer systems or computer network and can include programs designed to gain unauthorised access to data held on these devices