



Home Office

THE SHADOW STRATEGIC POLICING REQUIREMENT

A non-statutory edition of the Strategic Policing Requirement
prepared in consultation with policing partners

November 2011

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Foreword by the Home Secretary



Organised criminals do not stop their activity where one police force ends and another begins; countering terrorism requires a seamless and integrated approach right from local communities through to foreign countries; public disorder can require police officers from across the country to work together to restore order; the police lead the response to major civil emergencies; and the police must play their part in countering the new and growing threat that exists not on our streets but in cyberspace.

These threats have national dimensions but they all cause harm locally as well. That means they must be tackled not only by local policing, strongly grounded in communities, but also by police forces and other agencies working collaboratively across force and institutional boundaries. For too long government focused on micro-managing local policing, while not paying enough attention to its proper role of supporting the response to national threats. The election next year of Police and Crime Commissioners will allow government to get out of the way of local policing, putting accountability, rightly, in the hands of local people. At the same time, this shadow Strategic Policing Requirement demonstrates our commitment to getting a better grip on the national threats we face.

Other vital reforms that we are taking forward, such as the establishment of the National Crime Agency, will also significantly improve our ability to tackle organised crime and economic crime, as well as helping to protect vulnerable children and secure our borders.

The shadow Strategic Policing Requirement sets out my view, as Home Secretary, of the national threats that the police must address and the appropriate national policing capabilities I believe are required to counter those threats. It respects the operational independence of the police, advising what, in strategic terms, they need to achieve but not how they should achieve it.

I am issuing this shadow Strategic Policing Requirement now to inform police forces' and police authorities' plans for 2012/13. Although it will not, at this stage, have statutory effect, it is my intention that it should help to drive improvements during the transition period to Police and Crime Commissioners. I will look to all forces and authorities to have regard to this shadow Strategic Policing Requirement when exercising their responsibilities.

From November 2012 the Strategic Policing Requirement will empower and enable Police and Crime Commissioners to deliver their important role of holding their Chief Constable to account for the totality of their policing – both local and national. They will be expected to drive collaboration between police forces and to ensure that forces can work effectively together and with their partners.

I would like to thank all of those in the police, police authorities and other agencies who have been involved in drafting this document. We will work closely with the police and other partners to learn from their experiences in using and implementing this shadow Strategic Policing Requirement. Our aim, and theirs, is to better address national threats, to cut crime and to protect the public.

A handwritten signature in black ink, appearing to read 'Theresa May'.

Theresa May
Home Secretary

1. Introduction

1.1. This shadow Strategic Policing Requirement has been issued in advance of the commencement of the Home Secretary's statutory duty to set out what are, in her view, the national threats at the time of writing and the appropriate national policing capabilities required to counter those threats¹.

It is intended that this shadow and non-statutory Strategic Policing Requirement will inform police forces' and authorities' planning arrangements for 2012/13.

1.2. Police forces in England and Wales carry the responsibility for tackling a wide range of harms, threats and hazards in order to cut crime and keep the public safe. Although many of these can be tackled by an individual police force within their own police force area, there are some that go beyond those boundaries. These national threats can require a coordinated or aggregated response in which resources are brought together from a number of police forces. Forces often need to work collaboratively, and with other partners, national agencies or national arrangements, to ensure such threats are tackled effectively.

1.3. The Strategic Policing Requirement supports Chief Constables and Police and Crime Commissioners² to ensure their force's national responsibilities are fulfilled. It:

- helps Police and Crime Commissioners, in consultation with their Chief Constable, to plan effectively for policing challenges that go beyond their force boundaries;
- guides Chief Constables in the exercise of these functions; and

1 This is in accordance with s37A Police Act (1996) as amended by s77 Police Reform and Social Responsibility Act (2011) (not yet in force).

2 The term 'Police and Crime Commissioners' is used as shorthand so as to make reference to Police and Crime Commissioners, the Mayor's Office for Policing and Crime in the Metropolitan Police District and the Common Council of the City of London. Reference in this document to a 'Chief Constable' is intended to apply to every Chief Constable in England and Wales, the Commissioner of Police of the Metropolis, and the Commissioner of the City of London Police.

- enables and empowers Police and Crime Commissioners to hold their Chief Constable to account for the delivery of these functions.

1.4. The Strategic Policing Requirement is focused on **what**, in strategic terms, the police need to achieve rather than **how** they should achieve it. It is structured in two halves – considering threats and response respectively.

1.5. Part A articulates the risks of criminal or terrorist **threats** or other civil emergencies that require a cross-boundary policing response – for which police forces and Police and Crime Commissioners are expected to plan and prepare together or in support of national arrangements.

1.6. Part B outlines the policing response that is required nationally, in concert with other national agencies, to counter these threats in terms of:

- the aggregate **capacity** of response nationally of all police forces expressed as the outcomes sought – these are drawn, wherever possible, from 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 coordinated or mobilised, together and with 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.

1.7. The implementation of this Strategic Policing Requirement will be the responsibility of the Chief Constables in England and Wales and Police and Crime Commissioners.

1.8. Police and Crime Commissioners will be required to have regard to this Strategic Policing Requirement when issuing or varying their Police and Crime Plans. They must keep the Police and Crime Plan under review in light of any changes made to the Strategic Policing Requirement by the Home Secretary.

1.9. Chief Constables must have regard to both the Police and Crime Plan and the Strategic Policing Requirement when exercising their functions. Their Police and Crime Commissioners are required to hold them to account for doing so.

1.10. Further detail regarding specific roles and responsibilities both in relation to the Strategic Policing Requirement and wider policing functions is contained within the Policing Protocol.

1.11. This Strategic Policing Requirement will be available for adoption by other non-Home Office police forces in England and Wales. In order to meet interoperability challenges across the UK, other forces are encouraged to have regard to the Strategic Policing Requirement's assessed threats insofar as they are applicable to their jurisdictions. The Strategic Policing Requirement will underpin the relationship between police forces in England and Wales and the proposed National Crime Agency (from 2013).

1.12. The Strategic Policing Requirement will be updated annually where necessary.

1.13. In preparing this shadow Strategic Policing Requirement, the Home Secretary has obtained the advice of ACPO, the APA and APACE. She has also consulted HMIC, SOCA and the Security Service.

Part A

Part A sets out threats, actual and prospective, to national security, public safety, public order, and public confidence that are of such gravity as to be of national importance or which can be countered effectively or efficiently only by national policing capabilities. Chief Constables and Police and Crime Commissioners are expected to plan and prepare, together or in support of national arrangements, to address these threats.

2. National threats

- 2.1. For the purposes of this Strategic Policing Requirement, threats have been assessed and selected from the National Security Risk Assessment and other assessments of threat and risk on the basis that they either affect multiple police force areas, or may require resources to be brought together from multiple police force areas in order to be countered efficiently or effectively.³ While treated separately, many of these overlap.
- 2.2. These threats are:
- **Terrorism**, which the National Security Risk Assessment identifies as a Tier One risk.
 - Other **civil emergencies** that are defined as a Tier One risk in the National Security Risk Assessment and require an aggregated response across police force boundaries.
 - **Organised crime** which the National Security Risk Assessment identifies as a Tier Two risk. The UK Threat Assessment of Organised Crime identifies that offending is mostly motivated by financial profit, but there are exceptions, such as child sexual exploitation. Large scale cyber crime, border security, and economic crime may have an organised crime dimension.
 - Threats to **public order** or public safety that cannot be managed by a single police force acting alone – police forces need to ensure they can keep the peace by managing public disorder and both facilitate peaceful protest and protect the rights and safety of wider communities when responding to large scale public protests.
- **A large-scale cyber incident**, which the National Security Risk Assessment identifies as a Tier One risk (together with the risk of a hostile attack upon Cyber space by other states). The crime threat at the national level may be a major incident, such as a criminal attack on a financial institution to gather data or money, or it may be an aggregated threat, where many people or businesses across the UK are targeted.
- 2.3. Major events may impact upon the risk assessment, or tolerance of risk, of these threats. For example, the 2012 Olympic and Paralympic Games will have implications for crime and policing before and during the Games.

³ This is in accordance with section 37A of the Police Act (1996) as amended by the Police Reform and Social Responsibility Act (2011)

Part B

Part B outlines the national policing requirement that, in concert with other national agencies, is required nationally to counter the threats set out in Part A, in terms of capacity and contribution, capability, consistency and connectivity.

3. Capacity and Contribution

This section sets out the combined capacity of response that is required at the national level to counter the threats identified in the previous section. This is done, wherever possible, by reiterating the outcomes expected of the police service that are set in the relevant national Government strategies. Police and Crime Commissioners and Chief Constables must have regard to this when considering their respective contributions to this national capacity.

3.1. Police forces and Police and Crime

Commissioners must work collaboratively and with other partners, in order to respond effectively to the threats outlined in Part A of the Strategic Policing Requirement in a way that is proportionate and affordable.

3.2. In doing so, they must take into account the need to:

- have sufficient capacity to contribute to the Government's counter-terrorism strategy ('CONTEST') – to reduce the risk to the UK and its interests overseas from terrorism – so that people can go about their lives freely and with confidence, by working with partners to:
 - identify, disrupt, and investigate terrorist activity, and prosecute terrorist suspects;
 - work with communities and local authorities to identify and divert those involved in or vulnerable to radicalisation;
 - protect the UK border, the critical national infrastructure, civil nuclear sites, transport systems, and the public; and
 - lead the immediate response after or during a terrorist attack, including responding to incidents involving chemical, biological, radiological, nuclear, and explosive material.
- have sufficient capacity to contribute to the Government's organised crime strategy ('Local to Global, Reducing the Risk from Organised Crime') – to reduce the risk to the UK and its interests from organised crime by reducing the threat from organised criminals and reducing vulnerabilities and criminal opportunities – by working with partners to:
 - stem the opportunities for organised crime to take root by working with communities and relevant partners to stop people being drawn into organised criminality.
 - strengthen enforcement against organised criminals by identifying the threats, harms and risks posed by organised criminals and prioritising activity against them, including through the Integrated Operating Model.
 - safeguard communities, businesses and the State by raising awareness of organised crime, helping the public and business to protect themselves and working with private sector and civil society partners to develop safeguards from organised crime.
- have sufficient capacity to respond adequately to a spontaneous or a planned event that requires a mobilised response in order to keep the peace, protect people and property, and uphold the law.
- have sufficient capacity to respond to civil emergencies requiring a national response as set out in the National Resilience Planning Assumptions for events threatening serious damage to human welfare as defined in the Civil Contingencies Act. This should include incidents causing mass fatalities on a significant scale, and chemical, biological and radiological incidents.
- have sufficient capacity to respond to a major cyber incident through the maintenance of public order and supporting the overall incident management and response.

3.3. Police and Crime Commissioners and Chief

Constables must fully consider the areas set out in this Strategic Policing Requirement. In particular, they must satisfy themselves that they:

- understand their respective roles in preparing for and tackling shared threats, risks and harm;
- agree, where appropriate in agreement and collaboration with other forces or partners, the contribution that is expected of them; and
- have the capacity and capability to meet that expectation, taking properly into account the remit and contribution of other bodies (particularly national agencies) with responsibilities in the areas set out in the Strategic Policing Requirement.

3.4. In having regard to the Strategic Policing Requirement, Police and Crime Commissioners and Chief Constables are expected to work collaboratively to determine the most effective and cost-efficient manner of implementation in order to maintain sufficient levels of appropriate resource to meet operational need including through the training, assessment and accreditation of key specialist roles.

3.5. In doing so, they are reminded of their duties to enter into collaboration agreements that improve the efficiency or effectiveness of policing for one or more police forces.⁴

3.6. Police and Crime Commissioners are also reminded of the responsibilities of their Chief Constable as a category 1 responder under the Civil Contingencies Act 2004 and the duties this confers, including of Chief Constables in local resilience forums and strategic coordination groups.

⁴ Sections 22B and 22C of the Police Act (1996) as introduced by s89 Police Reform and Social Responsibility Act (2011) (not yet in force).

4. Capability

This section sets out the requirement for certain policing **capabilities** that are needed to achieve the outcomes that are described above. Some of these capabilities will be delivered locally by police forces but may need to be brought together when the threat or risk demand it. Many of these will be most efficiently and effectively put in place by Chief Constables and Police and Crime Commissioners working collaboratively with those of other forces, and with other partners. In some instances, the capabilities will operate in support of, or be coordinated by, a national organisation or arrangement.

- protect covert tactics, witnesses and resources.
- provide armed support, where necessary, to an operation through the use of firearms and less lethal weapons.
- provide police support to major events, such as the Olympic Games.

4.1. Chief Constables must be held to account by Police and Crime Commissioners for having, or having access to, the following capabilities that have been identified as critical to the planning for, mitigation of, and efficient, effective and proportionate response to the national threats identified in Part A. These are the capabilities to:

- identify and understand threats, risks and harms and ensure a proportionate and effective response (including at times of elevated or exceptional demand).
- gather, assess and (where appropriate) report intelligence – including the capability to do so across force boundaries and with national agencies.⁵
- conduct complex investigations (including proactive investigations) – including the capability to do so across force boundaries.
- respond to critical incidents, emergencies and other complex or high impact threats in the National Risk Assessment
- provide trained and competent command and control of major operations, including the coordination of joint multi-agency responses to emergencies (where appropriate).

⁵ This capability, in respect of **counter-terrorism**, currently resides with Special Branch.

5. Consistency

This section sets out the requirement for certain key specialist policing capabilities to be delivered in a **consistent** way across all police forces or, in some cases, with other partners such as other 'blue light' emergency services or national agencies. This is necessary where those capabilities need to be brought together to operate effectively alongside one another without significant obstacle.

5.1. Chief Constables and Police and Crime

Commissioners must have regard to the need for consistency in the way that their forces specify, procure, implement and operate in respect of the following policing functions:

- Public order
- Police use of firearms
- Surveillance
- Technical surveillance
- Response to Chemical, Biological, Radioactive and Nuclear (CBRN) incidents

5.2. These are the areas of policing in which the need for consistency (or as a basis for 'interoperability') has been adjudged to be the most critical, at this time, by the Association of Chief Police Officers. Although these primarily require consistency between police forces, in the case of responding to CBRN incidents and other significant emergencies, there is a need for police forces to fully consider their consistency with other emergency services and other partners.

5.3. Police and Crime Commissioners should hold Chief Constables to account for this and must have regard to the requirement for consistency in these areas when setting their local Police and Crime Plans.

6. Connectivity

This section sets out the requirement for policing capabilities to be effectively **connected** together. There are two elements to this. Firstly, the need for policing resources to be effectively connected together across force-boundaries and through national arrangements. Secondly, for policing capabilities to be able to connect effectively with key partners when planning for and responding to civil emergencies.

- 6.1. In response to the threats from terrorism and organised crime, Chief Constables must have regard to the requirement for resources to be connected together locally, between forces, and nationally (including with national agencies) in order to deliver an integrated and comprehensive response.
- 6.2. Chief Constables must have regard to the role of the Security Service and the national police coordination arrangements for countering terrorism. These include the regional assets, role of the senior national coordinator and the national coordination centre, and coordination mechanisms for the allocation of Security Service and police assets for countering terrorism.
- 6.3. From the point of the introduction of the proposed National Crime Agency (2013), Chief Constables must cooperate with the national coordination and tasking arrangements led by the National Crime Agency.
- 6.4. In response to incidents of public disorder, large-scale public protests and civil emergencies Chief Constables must cooperate with arrangements that enable the cross-boundary mobilisation of force resources.
- 6.5. Chief Constables must, in particular, have regard to the requirement for consistency and connectivity with other Category 1 responders and key partners in order to meet their responsibilities under the Civil Contingencies Act 2004 for coordinating the joint response to civil emergencies and otherwise for the management of major incidents.
- 6.6. Chief Constables must have regard to the need to collect and maintain, in a secure manner, accurate and timely policing information in order that it can be shared with other forces and other national agencies for the prevention and detection of crime.
- 6.7. Police and Crime Commissioners are required to hold Chief Constables to account for having regard to this section of the Strategic Policing Requirement and support them in its delivery.



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