

# THE STRATEGIC POLICING REQUIREMENT



Home Office

July 2012



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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 of police and crime commissioners allows Government to get out of the way of local policing, putting accountability, rightly, in the hands of local people. At the same time, this 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 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 will look to all forces and their local policing bodies to have regard to this Strategic Policing Requirement when exercising their responsibilities, as set out in the Police Reform and Social Responsibility Act (2011) and the Police Protocol.

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 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', written in a cursive style.

**Theresa May**  
Home Secretary

# 1. Introduction

- 1.1. This Strategic Policing Requirement has been issued in execution 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 threats<sup>1</sup>.
- 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 commissioners<sup>2</sup> to ensure they fulfil forces' national responsibilities. 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
  - 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 parts – considering threats and response respectively.
- 1.5. Part A articulates the risks of criminal or terrorist **threats** and **harms** or other civil emergencies that require a cross-boundary policing response – for which chief constables and police and crime commissioners are expected to plan and prepare together or in support of national arrangements, recognising that the police response to cyber-related threats needs to develop further. The police service should have the capability at very short notice to mobilise and conduct mutual support across force boundaries, including the ability to easily deploy and receive reinforcements. This includes the ability to operate effectively under the overall strategic direction of the Government's crisis management 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 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 publically 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;

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<sup>1</sup> This is in accordance with s37A Police Act (1996) as amended by s77 Police Reform and Social Responsibility Act (2011)

<sup>2</sup> 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.

- 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 those of other agencies – such as the Security Service and, from 2013, the National Crime Agency<sup>3</sup>. 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. It is not uncommon for legislation to require public bodies to “have regard to” guidance, codes of practice or other material. The effect is that the police and crime commissioner and chief constable should follow the Strategic Policing Requirement unless they are satisfied that, in the particular circumstances, there are good reasons not to. It does not mean that either the police and crime commissioner or the chief constable has to follow the Requirement blindly, but they should not depart from it without good reason (and should be prepared to be able to justify any departure from it on a case by case basis).
- 1.10. When having regard to the Strategic Policing Requirement police and crime commissioners and chief constables are advised to consider other professional assessments made by the police and other law enforcement organisations. These assessments should be formed by the Police Service and Police Professional Body and subject to challenge by police and crime commissioners and discussion with the Home Office. These assessments should provide national planning assumptions that set out the appropriate policing capacity to respond to the threats described in part A of this document. The Strategic Policing Requirement will be reviewed from time to time and in doing so the Home Secretary will seek advice from policing partners, as set out in the Police Reform and Social Responsibility Act 2011.
- 1.11. 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 will hold them to account for doing so.
- 1.12. Further detail regarding specific roles and responsibilities for the Home Secretary, chief constables, police and crime commissioners and police and crime panels is contained within the Policing Protocol Order 2011.
- 1.13. This Strategic Policing Requirement will be available for adoption by 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).

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<sup>3</sup> As reflected in the 2012 Crime and Courts Bill, subject to the will of Parliament.

- 1.14. The Strategic Policing Requirement applies to police forces in England and Wales only; however, many of the risks set out in the Strategic Policing Requirement affect all parts of the United Kingdom. Nothing in the Strategic Policing Requirement is intended to impact on the current arrangements for provision of mutual aid between police forces, including those outside of England and Wales<sup>4</sup>.
- 1.15. As set out in the Policing Protocol Order 2011, the Home Secretary remains legally accountable for national security and the role that the police service plays within the delivery of any national response. It is expected that Her Majesty's Inspectorate of Constabulary will provide assurance that the preparation and delivery of those requirements set out within the Strategic Policing Requirement have been subject to a proportionate and risk-based testing and inspection regime.
- 1.16. In preparing this 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.

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<sup>4</sup> As provided for in sections 24 and 98 of the Police Act 1996

# Part A

**Part A sets out threats to national security, public safety, public order, and public confidence that are of such gravity as to be of national importance or to 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.<sup>5</sup> While treated separately, many of these threats 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
- 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. It includes the response to a failure of technology on which communities depend and which may also be considered a civil emergency.

2.3. Major events may impact upon the threat assessments, or tolerance of risk, in relation to these threats. For example, the 2012 Olympic and Paralympic Games will have implications for crime and policing before and during the Games.

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<sup>5</sup> 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, is required nationally to counter the threats set out in Part A, together with other national agencies, in terms of capacity and contribution, capability, consistency and connectivity. Police and crime commissioners should hold chief constables to account for each of these five areas and must have regard to the requirement for each when setting their local Police and Crime Plans.**

**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.**

**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.**

## 3. CAPACITY AND CONTRIBUTION

**This section, outlines, wherever possible, what outcomes are expected of the police service in managing each of the threats included in Section A. These reflect the relevant national Government strategies (for example the Organised Crime Strategy, ‘local to global’). Police and crime commissioners and chief constables must have regard to these expected outcomes when considering how they will ensure they are able to fulfil their force’s contributions to this national capacity. In doing so, police and crime commissioners and chief constables may find it useful to consider other professional assessments made by the police.**

- 3.1. Together, police and crime commissioners and chief constables must consider the areas set out in this Strategic Policing Requirement. Together, police and crime commissioners and chief constables 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.
  
- 3.2. In doing so, they must demonstrate that they have taken into account the need for:
  - appropriate capacity to contribute to the Government’s counter-terrorism strategy (“CONTEST”) by :
    - identifying, disrupting, and investigating terrorist activity, and prosecuting terrorist suspects;
    - identifying and diverting those involved in or vulnerable to radicalisation;
    - protecting the UK border, the critical national infrastructure, civil nuclear sites, transport systems, and the public; and
    - leading the immediate response after or during a terrorist attack, including responding to incidents involving chemical, biological, radiological, nuclear, firearms and explosive material.

- appropriate capacity to contribute to the Government’s organised crime strategy – by working with partners to:

work with communities to stop people being drawn into organised criminality.

strengthen enforcement against organised criminals, including through the Integrated Operating Model.

raise awareness of organised crime and work with private sector and civil society partners to develop safeguards from organised crime.

- appropriate capacity to respond adequately to a spontaneous or planned event, or other incident, that requires a mobilised response in order to keep the peace, protect people and property, and uphold the law. Police and crime commissioners and chief constables need to ensure they can keep the peace by preventing and managing public disorder and both facilitate peaceful protest and protect the rights and safety of wider communities when responding to large scale public protests.
- appropriate capacity to respond adequately 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 2004. This should include incidents causing mass fatalities on a significant scale, and chemical, biological and radiological incidents.
- appropriate capacity to respond adequately to a major cyber incident through the maintenance of public order and supporting the overall incident management and response, recognising that the police response to cyber-related threats needs to develop further.

3.3. Police and crime commissioners and chief constables are advised to consider other professional assessments made by the police, including national planning assumptions, when considering the appropriate policing capacity to respond to the threats outlined above.

3.4. 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 a duty on chief constables in local resilience forums and strategic coordination groups.

## 4. CAPABILITY

**This section sets out what the police will need to be capable of doing in order to achieve the outcomes described in section 3.2. Chief constables and police and crime commissioners will need to consider the skills and training required to ensure that each force's contribution to the National Requirement is effective. 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 through collaborative arrangements between forces or with other partners. In some instances, these capabilities will operate in support of, or be coordinated by, a national organisation or arrangement (for example the National Crime Agency).**

4.1. Police and crime commissioners must hold chief constables to account 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 may include the provision and maintenance of training, in relation to a range of specialist skills (for example in relation to cyber crime) and equipment (for example in relation to public order). The capabilities are those needed 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.<sup>6</sup>
- conduct complex investigations (including proactive or cyber investigations) – including the capability to do so across force boundaries.
- respond to critical incidents, emergencies and other complex or high impact threats, including cyber, 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.
- 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.

4.2. Forces should have the knowledge, skills and supporting equipment to operate effectively at the specialist levels required in respect of the capabilities outlined in paragraph 4.1 above. The police service should maintain a clear understanding of the location and availability of specialist policing assets in order to maintain the capability at very short notice to mobilise and conduct mutual support across boundaries. Where mobilisation or coordination of assets is required, these capabilities should be tested.

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<sup>6</sup> This capability, in respect of counter-terrorism, currently resides with Special Branch.(2011)

# 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. For example, police officers responding to an emergency should be able to work effectively with ambulance and fire officers just as riot police from one force should be able to work effectively with officers from any other police force.**

- 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. Consideration should also be given to developing functions such as cyber. This consistency should be reflected in common standards of operating and leadership disciplines, acknowledged by the Police Professional Body from 2013.
- 5.3. Consistency requires police forces to be able to operate effectively together, for example, in ensuring officers can operate to acknowledged standards to ‘go forward’ and restore peace using a graduated range of tactics.
- 5.4. Consistency requires chief constables to fully consider the consistency of their capabilities as part of work to improve interoperability between the Police and other ‘blue-light’ emergency services as well as with other partners, for example in responding to CBRN incidents or other significant emergencies.

## 6. CONNECTIVITY

**This section sets out the requirement for policing capabilities to be effectively joined up. There are two elements to this. Firstly, policing resources need to be effectively connected together across force-boundaries and through national arrangements. Secondly, policing capabilities should be able to connect effectively with key partners when planning for and responding to civil emergencies. For example in counter-terrorism, police forces need to be able to share information effectively with other police forces, national policing structures and with the Security Service.**

- 6.1. In response to the threats from terrorism, cyber 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. This should include the ability to communicate securely, access intelligence mechanisms relevant to the threat and link effectively with national co-ordinating mechanisms.
- 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 regionally located 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 its introduction chief constables must cooperate with the national coordination and tasking arrangements led by the National Crime Agency (2013) in accordance with the provisions for cooperation, tasking and assistance that will be provided for by the NCA's legislation.
- 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 effective 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. This should be supported through work to improve interoperability between the police and other 'blue-light' emergency services, for example sharing information to enable an effective joint response to civil emergencies.
- 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.



**Home Office**

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