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## **Project CONTEST: The Government's Counter - Terrorism Strategy - Home Affairs Committee [Contents](#)**

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### **Memorandum submitted by Association of Chief Police Officers (ACPO)**

#### 1. EXECUTIVE SUMMARY

1.1 The Police Service has a strong record of CT delivery and a clear plan to build on this success by establishing a co-ordinating infrastructure that will ensure that the best and broadest use of national and local assets is secured.

1.2 This operational intention is echoed and confirmed at the strategic level—for example, ACPO's National CT Co-ordinators have been realigned from functional roles to reflect the CONTEST themes directly so that the service may benefit from comprehensive strategic coverage contiguous with the UK's overarching CT Strategy.

1.3. These significant changes are already in the process of realisation and beginning to yield dividends—a number of initiatives across the relevant CONTEST themes are highlighted below.

#### 2. INTRODUCTION

2.1 This note is provided to support the appearance of Robert F. Quick QPM before the Sub-committee. As Assistant Commissioner Specialist Operations in the Metropolitan Police Service (MPS) and head of the Association of Chief Police Officers' Terrorism and Allied Matters Business Area, Mr Quick is uniquely well-placed to represent the police service on matters relevant to counter-terrorism.

2.2 It may also be helpful to provide an outline introduction to a number of terms used regularly within the below submission:

### *The Association of Chief Police Officers (ACPO)*

The Association of Chief Police Officers is an independent, professionally led strategic body. In the public interest and, in equal and active partnership with Government and the Association of Police Authorities, ACPO leads and co-ordinates the direction and development of the police service in England, Wales and Northern Ireland. In times of national need ACPO, on behalf of all chief officers, coordinates the strategic policing response.

ACPO's 341 members are police officers of Assistant Chief Constable rank and above, and senior police staff managers, in the 44 forces in England, Wales and Northern Ireland, and other forces such as British Transport Police and States of Jersey Police.

### *The ACPO Terrorism and Allied Matters Business Area (ACPO (TAM))*

ACPO is comprised of a number of Business Areas that in aggregate provide oversight and direction across the breadth of policing themes.

The Terrorism and Allied Matters Business Area, ACPO (TAM), leads the development of the capability and supporting infrastructure within the police service to reduce the risk to the UK and its interests overseas from the threat of terrorism and domestic extremism.

### *Counter Terrorism Unit (CTU)*

CTUs are regionally located national assets whose personnel support the forces in their region (and beyond) in respect of counter-terrorism (CT) and Domestic Extremism (DE). These substantial Units are comprised of staff drawn from a number of disciplines including highly skilled detectives, community contact teams, financial investigators, intelligence analysts and high tech investigators.

The CTUs are largely "self-sufficient" and can effectively co-ordinate "routine" enquiries and operations without compromising the commitment of local forces to day to day policing.

## *Counter Terrorism Command (CTC)*

This Metropolitan Police Unit resulted from the merger of the MPS Anti-terrorist Branch and Special Branch in 2006. In effect, the CTC mirrors CTU functionality, but has additional capacity and capabilities to enable the Metropolitan Police Service to discharge its particular local, national and international CT responsibilities.

## *Counter Terrorism Intelligence Unit (CTIU)*

While still substantial, these regionally located national assets are smaller in scale than the CTUs and are focussed upon the development of CT intelligence rather than the investigation of relevant offences.

## *ACPO Counter Terrorism Network*

The CT Units outlined above represent the core of the "ACPO CT Network"—each of the nine ACPO regions across England and Wales is host either to a CTU (three regions, soon to be four once the conversion of the South East CTIU to CTU status is complete) or a CTIU (five regions, soon to be four through the conversion of the S.E. Unit), while the London region is covered by the CTC. The Units are coordinated nationally and managed locally by a "lead force".

The ACPO CT Network and the wider police service undertake the work to prevent and counter terrorism in full and active partnership with communities and a range of other partners including the Security Service, local authorities and CT policing structures in Scotland and Northern Ireland.

2.3 The remainder of this submission offers a brief rehearsal of current and anticipated developments in the police service's approach to Counter Terrorism, both in general and in respect of the CONTEST themes that the Sub-committee has indicated will be the focus of its Inquiry.

### 3. cONTEXT AND oVERVIEW

#### *Delivery of Capacity*

3.1 Historically, the great majority of the police service's CT personnel, experience and resources have been located within the MPS. In the last two years, there has been a considerable development of the resource base within and outside the capital. For example, the establishment of the CTU and CTIUs has resulted in the recruitment of more than 1,000 officers and staff. Taking the CTC into account, the core "ACPO CT Network" is currently comprised of more than 3,000 personnel.

3.2 In addition, the service was able to realise these crucial resource increases significantly ahead of schedule.

#### *Current Developments*

3.3 As identified in part by the "Co-ordinating Pursue" report produced by Her Majesty's Inspectorate of Constabulary in 2008, the challenge for ACPO (TAM) and the police service more widely is to ensure that the increase in CT resources yields as full and broad an increase in capability as practicable.

3.4 In October 2008, ACPO (TAM) provided a paper making a number of wide-ranging and significant proposals for the development of the ACPO CT Network to Chief Constables Council, the police service's "premier" executive decision-making body, whose membership includes the Chief Constable of each force in England and Wales. Council unequivocally endorsed TAM's proposals and this has provided a strong mandate for implementation.

3.5 In essence, the proposals seek to build on the successful establishment of the CTC, CTUs and CTIUs in order to draw together and fully "activate" a responsive CT policing Network that effectively connects endeavour across England and Wales (and the wider UK) in a way which is consonant with the core values and "constitution" of policing.

3.6 In particular, the proposals cover the following broad areas:

#### *Invigorated Co-ordination and Collaboration*

— The role of the National Co-ordinator Terrorism Investigations (NCTI) should be reframed to include an imperative to maintain a comprehensive overview of, and as necessary co-ordinate, significant operational CT activity across England and Wales.

In recognition of this broadening of role and remit, the post should be re-designated "Senior National Co-ordinator (Counter Terrorism)" (SNC (CT)).

— The creation of an ACPO CT Co-ordination Centre (from within existing resources) to assist the SNC (CT)'s work of day-to-day co-ordination by maintaining a comprehensive and current overview of relevant CT demands and corresponding activity.

In addition, the Centre will facilitate a collaborative approach to tasking and co-ordination at the national and regional levels across a wider tranche of priority intelligence/investigative work than at present and where relevant, provide for the co-ordinated progression of policing activity across the breadth of the CONTEST themes.

— Formally defining and, as a result strengthening, the relationship between Forces, CTU/CTIUs and national-level CT structures in order to ensure that each Force and in particular, each Special Branch unit, should take its place as an essential constituent within a fully "activated" and responsive police CT Network.

*Ensuring effective Strategic "fit" and oversight*

— Re-shaping the roles of the ACPO (TAM) Assistant Chief Constable ranked National Co-ordinators from a functional to a thematic basis that accords with the CONTEST strands of PURSUE, PROTECT, PREPARE and PREVENT to ensure that the police service benefits from comprehensive strategic coverage and leadership contiguous with the UK's overarching CT Strategy.

For example, the functionally designated "National Co-ordinator Ports Policing" has become the "National Co-ordinator PROTECT".

— Development of an ACPO (TAM) Business Improvement Unit to build and bolster business planning as well as "internal" police service performance monitoring and management.

between the regional CT units and local forces have been determined and in addition, relevant National Co-ordinators are establishing their revised, CONTEST-based portfolios and are working to define their future programmes.

3.8 In essence, the programme of change that is now underway is designed to achieve a more fully co-ordinated future for the Network of CT policing resources that will deliver enhanced coherence at national, regional and local levels and so enable the police service and its key operational partners to meet relevant threats in a fully joined up way that is consistent with the current and emergent CONTEST Strategy.

3.9 This wider work underpins and facilitates that being undertaken by the police service in respect of the individual CONTEST themes and those themes of particular interest to the Sub-committee are briefly reviewed below.

#### 4. "PURSUE"

4.1 Recognising the police service's need to enhance its capability at the earliest opportunity, ACPO (TAM) re-evaluated its budget planning and delivered the CTU and CTIU units in 2008, a year ahead of schedule.

4.2 This resulted in the early delivery of key capability and capacity in respect of CT investigations and corollary enhancements in the management of information/intelligence.

4.3 In summary, the number of police officers and staff dedicated to CT work across the service has risen by more than a third since October 2006 and a very broad indication of the success of subsequent police CT activity is given by a range of statistics including the comparatively high 83% conviction rate in respect of relevant offences that was achieved in 2008.

4.4 It has proved particularly important that the CTC/CTU/CTIU units include embedded Security Service (SyS) personnel as this allows for the collation of the most complete depiction of the threat and vulnerability within each region and in turn facilitates optimal management of the risk by police, SyS and other partners.

4.5 In respect of enhanced working with local partners, ACPO (TAM) has recently been instrumental in producing national guidance to assist the appropriate sharing of sensitive material between the CT community and key agencies such as local authorities to assist in preventing people from becoming terrorists or supporting violent extremism—work to enhance the synergy between PURSUE and PREVENT is a particular focus for the respective National Co-ordinators.

#### 5. "PROTECT"

5.1 A number of key themes are briefly rehearsed below.

##### *Crowded places*

5.2 The National Counter Terrorism Security Office (NaCTSO) works to raise awareness of the terrorist threat and measures that can be taken to reduce risk and mitigate the effects of an attack.

5.3 NaCTSO co-ordinates, trains and "tasks" the network of around 240 local police Counter Terrorism Security Advisors (CTSAs) located across the UK. Crowded Place risk assessments are carried out by CTSAs.

5.4 NaCTSO also enhances Crowded Places activity through its production and targeted distribution of tailored guidance on counter terrorist protective security for specific sectors. This is supplemented by a scenario-based training exercise aimed at providing businesses with counter terrorism advice on protective security, resilience and hostile reconnaissance. NaCTSO is progressing variants of the exercise aimed at night-time economy businesses, as well as planners, architects and property developers.

##### *Hazardous Sites and Dangerous Substances*

5.5 A new Hazardous Sites and Dangerous Substances work stream has been established to take forward the recommendations of the relevant West review and co-ordinate the various security initiatives in this area.

5.6 In addition, NaCTSO liaises with industry to provide specialist advice on the security of hazardous substances and the sites which handle them. The "Know Your Customer" campaigns raise awareness about the "dual-use" of certain products and encourage suppliers to be more enquiring of new customers and to report suspicious enquiries.

5.7 Through its network of CTSAs, NaCTSO has, as at January 2009, delivered bespoke security advice to nearly 2,000 sites storing hazardous material. Of these, 77% have implemented improvements and CTSAs continue to work with the remainder to improve security—no sites are currently assessed as "unsatisfactory".

##### *Border Security*

5.8 This issue is a particular current focus for the National Co-ordinator and work is ongoing to develop proposals for the "active enhancement" of Border Policing to ensure that, for example, SB Ports activity is connected with the wider ACPO CT Network in an explicit and thoroughgoing way so that the effective flow of CT information to and from Ports is guaranteed and enhanced in the future.

5.9 More broadly, PROTECT colleagues will be engaged in the first phases of the "roll out" of the e-Borders programme that will increase the number of passengers screened as they cross the UK border to 190 million by December 2009 as well as other developmental work, such as the production of refreshed guidance for Ports officers in their use of Schedule 7 Terrorism Act powers.

#### 6. "PREPARE"

6.1 The developing police PREPARE programme includes within its scope ACPO (TAM)'s engagement with the 2012 Olympics as well as an increasing emphasis on the management (as opposed to investigation) of terrorist "crimes in action" and, as a corollary, the development of the interoperability between forces and partners that will enable an effective response to significant incidents.

6.2 In support of the current and anticipated CONTEST priorities, ACPO will lead work to:

— Continue to build capabilities and determine the level of readiness to ensure that the policing response to an attack

should be comprehensive and co-ordinated.

— Establish Organisational Learning and Development processes that will effectively deliver Organisational Learning and Knowledge Management in a Networked CT Community.

— Provide an integrated CT training programme for police CT professionals, the wider service and delivery partners.

— Review the wider police exercise programme to ensure its relevance to the National Resilience Planning Assumptions (NRPA) and that learning from exercises is validated.

— Examine police business functions and processes to ensure "internal" and "external" interoperability.

— Develop multi-agency CT networks with "Cat 2" and other resilience partners.

## 7. cONCLUSION

7.1 ACPO (TAM) and the police service as a whole have a strong record of delivery in respect of Counter Terrorism and a strong plan for the future that seeks to consolidate and significantly enhance the gains in capacity and capability already made by ensuring that the opportunity and appetite to collaborate in a co-ordinated fashion is fully seized.

7.2 The intention, which is already in the process of realisation, is to move from an effective, "PURSUE-oriented", series of dedicated Units to a fully articulated Network that co-ordinates and informs the breadth of significant CT endeavour from the national to the local, with the ability to connect Strategy with "the street".

7.3 This approach will not only maximise the police service's capacity to deliver across the full breadth of "CONTEST 2", but most importantly, will help to ensure that, in line with the public's legitimate expectations, police CT work should be broad and preventative in scope and fully integrated across the police service.

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