



Police and Crime Panel

June 2025

Collaboration

Report Date	May 2025
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Security Classification	Official

Purpose of Report

1. As set out in the Police and Social Reform Act 2012, in his role as Police and Crime Commissioner, the Commissioner can enter into collaborations where they are of benefit of Leicester, Leicestershire and Rutland.
2. The Commissioner enters into a number of collaborations, with the support of the Chief Constable, where it is beneficial to do so. This report aims to provide the Police and Crime Panel with assurance around the collaboration: EMSOU.

Request of the Panel

3. In their role to scrutinise the actions and decisions of the PCC, the Commissioner requests that the panel examines the contents of this report.

Background

4. The East Midlands Special Operations Unit (EMSOU), utilises specialist skills and capabilities to tackle the most serious, organised and violent crime, including terrorism. Established in 2001, the unit is a collaboration of specially trained officers and staff from the police forces of Derbyshire, Lincolnshire, Leicestershire, Northamptonshire and Nottinghamshire in the East Midlands.
5. EMSOU aims to identify, disrupt and prosecute those individuals or groups causing the most harm to our communities.
6. They also, by working with other agencies, seek to prepare the public in the event of a major incident, equip them with the knowledge to protect against crime and prevent people from being drawn into crime.
7. In March 2023, HMICFRS found EMSOU's activity to on tackling serious and organised crime to be inadequate. With that report they highlighted a number of areas of improvement and development. These included:
 - a. EMSOU is overly focused on traditional SOC threats.
 - b. EMSOU isn't releasing intelligence gathered during investigations early enough.
 - c. The current regional sensitive intelligence unit arrangement isn't effectively informing regional threat assessment.
 - d. EMSOU isn't using undercover tactics effectively.
 - e. EMSOU is tackling SOC offenders in prison but needs more support from partners and constituent forces.
8. It is also of note that, within the same report, HMICFRS rates Leicestershire Police as 'outstanding' at tackling serious and organised crime, praising its integrated approach to tackling serious and organised crime, exploitation and violent crime. It focuses on these three problems with a whole-system approach.

9. Throughout 2023 a series of workshops were held with all forces, including T/DCC Michaela Kerr representing Leicestershire, following which all forces have agreed to the funding proposals and organisation of EMSOU capabilities from April 2024 onwards. This includes standing up an ongoing cross-force working group that will develop a longer-term financial plan around sustainable savings and funding agreements.
10. These proposals were presented to the PCC as part of the budget setting process and approved.
11. In January 2024, it was agreed that a full review of all EMSOU capabilities, including the intelligence functions highlighted in the HMIC report would take place, under the leadership of an identified Chief Constable Senior Responsible Officer. Chief Constable Nixon has been appointed to undertake that role and has stood up a programme of work to deliver the required improved operating model.
12. This work took place during 2024 and reviewed the entire EMSOU operating model.
13. In response to the HMI recommendations for improvement the response to SOC was proposed to move into delivery via four pillars; intelligence, financial, SOC and homicide. With the model recognising the increasing digital capability of criminality.
14. This enables some efficiency to be realised while also enabling investment in Prison Intelligence, Digital Forensics and Technical Services and Surveillance. The areas outlined in the HMICFRS report.
15. The new operating model has been signed off and is being brought into effect. The change will bring about £1.5m of savings, some of which will be offset by investment into the priority areas above.
16. A Quarterly 5 force management oversight board has been stood up which provides support, consistency and assurance around the performance, value for money and service delivery of the new operating model – this is Chaired by Leicestershire's Deputy Chief Constable (T/DCC Michaela Kerr) on behalf of the East Midland Forces and is attended by T/ACC James Avery in his role as the Leicestershire Chief Officer lead for Crime
17. The EMSOU Tasking and Prioritisation processes have also been strengthened since the previous report, with an improved Tactical and Strategic Tasking model introduced. T/ACC Avery represents Leicestershire Police in the Strategic Tasking process, with Det Supt Drummond (Head of

Leicestershire Police Force Intelligence Department) representing the force in the Tactical meeting.

18. EMSOU has successfully implemented the nationally agreed system for recording and evaluating SOC disruptions and now provides regular updates to forces on performance and impact.
19. The recommendation to better reflect the nationally recognised '4P' approach to delivery plans (Protect, Prepare, Prevent and Pursue) has been adopted, and better supports Leicestershire Police aligned 4P Plans which are overseen via the Layer 3 (Crime) Oversight Board, Chaired by T/ACC Avery
20. The Commissioner and Chief Constable have been able to fully review the proposals within the Regional Police and Crime Commissioner and Chief Constable Board meetings.
21. The new Section 22 agreement was signed in Spring 2025 by the PCC.

Conclusion

22. Both the Chief Constable and Commissioner are content that the areas for improvement identified by HMICFRS have been addressed and that EMSOU still provides the most effective and efficient way for this area of policing.

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