



**ORIGINATOR: CHIEF CONSTABLE**

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**SUBMITTED TO: ACCOUNTABILITY AND PERFORMANCE PANEL –  
26 FEBRUARY 2016**

**SUBJECT: HIDDEN HARM – MONITORING REPORT**

**SUMMARY:**

1. This report provides an update from Protecting Vulnerable People Directorate & Cyber Crime Unit (Protective Services Directorate) in relation to an overview of the areas of business.

**RECOMMENDATION:**

1. The Accountability and Performance Panel is updated by the contents of this report.

## DETAIL OF THE SUBMISSION

### 1. INTRODUCTION

- 1.1 Within the Protecting Vulnerable People Directorate (PVP) police officers and police staff have a variety of specialist skills and knowledge, together with a specialised experience base that enables them to investigate complex and serious offences and to support, manage and safeguard some of the most vulnerable victims within Suffolk.
- 1.2 The Directorate is structured in such a way that recognises and supports this specialised approach. Many of the disciplines require the national accreditation of those officers and police staff carrying out the varied roles. The future intention is to move towards a position where 'safeguarding investigators' will be appropriately trained, accredited and equipped to investigate and deal with a range of offences and victims across the vulnerability and safeguarding arena. This will increase resilience and capacity whilst maintaining the requisite knowledge and experience.
- 1.3 The last two years has seen significant increases in all of the Directorate's business; allegations of serious sexual offences have risen by over 100% against the three year average; the number of sex offenders managed by the Constabulary has risen by over 10% in the last year alone and the number of referrals received by the Multi Agency Safeguarding Hub (MASH) currently stands at over 2000 each month.
- 1.4 The high profile investigation and national media focus on Jimmy Saville and associated celebrities (Operation Yewtree); the issues faced by Rotherham, Oxford and others in relation to Child Sexual Exploitation and the Government's response through the commissioning of the Goddard enquiry continue to contribute to the numbers of victims now coming forward to disclose abuse, in its various forms, that they have suffered. The current levels of demand show no sign of abating.
- 1.5 Protective Services Command as a whole exists to protect the public through rigorous, innovative and ethical management and investigation of threat and harm, whilst providing specialist support to local policing. In designing and delivering the response to cybercrime, consideration will be given to the four main objectives of the Cyber and Serious Crime Directorate:
- **Pursue** those individuals who engage in cyber and serious crime and seek criminal justice outcomes
  - **Prevent** those individuals from becoming and remaining in cyber and serious crime
  - **Protect** the public from becoming victims of cyber and serious crime
  - **Prepare** for the consequences of cyber and serious crime
- 1.6 The collaborated Cybercrime Unit sits within the Cyber & Serious Crime Directorate under the Protective Services Command, and is jointly funded. The unit was established 1<sup>st</sup> April 2015 as a result of a JCOT business case.

## 2. RESOURCING AND COSTS

- 2.1 The Protecting Vulnerable People Directorate has a Full Time Establishment (FTE) of 87 police officers and 47 police staff. The police officer posts are broken down as follows, and the full directorate structure is at **Appendix A**.

	<b>Protecting Vulnerable People (PVP)</b>
Detective Superintendent	1
Detective Chief Inspector	2
Detective Inspector	6
Detective Sergeant	12
Detective & Police Constable	66
Police Staff	47

- 2.2 Resourcing across the PVP Directorate has increased significantly since January 2015. Through the early work within the Suffolk Local Policing Model review, eight police officers were re-deployed from County Policing Command departments into child abuse investigation, rape and serious sex offence investigation and exploitation and trafficking investigations. As a result of the recognition of change in demand, a second Detective Chief Inspector post was moved from the Criminal Investigation Department (CID) into PVP, creating greater opportunity for senior manager oversight into PVP work and enhanced partnership working.

- 2.3 As a result of an increase to the precept funding a further twelve police staff posts were added to the Directorate; these posts were again strongly focussed on investigations within the areas of child abuse, vulnerable adult abuse, rape and serious sex offences and trafficking and exploitation. Part of this increase was used to enhance the capacity of the Domestic Abuse team. In August 2015 the County Policing Command deployed its Priority Crime Teams to support the work of the dedicated rape and serious sexual offences teams (Gemini).

### 2.4 Management Structure

- 2.5 The Protecting Vulnerable People Directorate is headed by a Detective Superintendent and supported by two Detective Chief Inspectors who assist in managing the extensive partnership landscape across safeguarding. Responsibility is shared between these two posts with one leading on investigations and the other on risk management, however the dynamic nature of the Directorate's work does require shared responsibility across all teams when necessary. There is also a risk in fragmenting investigations from safeguarding action, the two are intertwined and complement each other.

- 2.6 PVP resources account for just over 6% of the forces resource. Across the Most Similar Group (MSG) forces this figure is 10%.

### 2.7 Budget - PVP

	<b>FY15/16 Budget</b>
Police Officer	£4,566,720
Police Staff	£1,399,913
Full Year	£6,575,033

- 2.8 The Cyber & Serious Crime Directorate is led by a Detective Superintendent supported by a Detective Chief Inspector; the Cybercrime Unit is managed by a Detective Inspector with supervisory responsibility falling to a Detective Sergeant.

	<b>Cybercrime Unit</b>
Detective Inspector	1
Detective Sergeant	1
Detective & Police Constable	8
Police Staff	3

- 2.9 Budget – Cybercrime Unit

	<b>FY15/16 Budget</b>
Police Officer / Police Staff	£635,793
Suffolk Contribution @ 43.5%	£276,570
Norfolk Contribution @ 56.5%	£359,223

### 3. DEPARTMENTS

#### 3.1 Safeguarding Units

- 3.1.2 In 2005 the Constabulary opened three Victim Care Centres (VCCs). These were modern premises that afforded a degree of distance and privacy for victims from mainstream policing buildings and where examination and interview facilities were available under the same roof. Since then there have been a number of changes that have altered the nature of these three units and how they operate. The VCCs are now referred to as Safeguarding Units (SGUs) to reflect the wider remit and multi-agency approach to the work they undertake. The opening of the Sexual Assault Referral Centre (SARC) now provides a single, high quality, forensic examination. Examination facilities in the three SGUs have now been removed.

- 3.1.3 The three SGUs are located at Ipswich, Lowestoft and Bury St Edmunds. Each unit is managed by a Detective Inspector, reporting to the Detective Chief Inspector Investigations, a Detective Sergeant and now have additional support provided from precept funding of a Police Staff Supervisor post.

- 3.1.4 Commencing October 2015 and in the first of moves to bring about the desired omni-competence within safeguarding, the three geographic Gemini teams were placed under the line management of the three SGU Detective Inspectors. Prior to October 2015, the safeguarding units were made up of Child Abuse Investigators and Vulnerable Adult Officers only. In Lowestoft and Bury St Edmunds the Domestic Abuse Team resources also sit within the SGU premises. In Ipswich they are in an adjacent premises.

	<b>Safeguarding Units</b>
Detective Inspector	3
Detective Sergeant	3
Police Staff Supervisor	3
Detective Constables	18.5
Police Staff	5

## 3.2 Child Abuse Investigations

- 3.2.1 Child Abuse Investigation Officers investigate allegations of abuse against children where the offender is part of the family or in a position of trust. In addition to the above parameters they also investigate other offences that due to their complexity or sensitivity require a specialist approach.
- 3.2.2 Child Abuse Investigators are expected to have achieved full detective accreditation, completed the Specialist Child Abuse Investigation Development Programme (SCAIDIP) and be trained in interviewing victims in accordance with Achieving Best Evidence (ABE). There is a national register of accredited Child Abuse Investigators maintained by the College of Policing. Officers investigating child abuse work closely with counterparts from Health and Social Care.
- 3.2.3 There is a requirement for Safeguarding Unit staff to attend a variety of multi-agency case conferences in order to comply with both Local Safeguarding Children Board and other statutory obligations; this does impact on available resources. The additional police officer and police staff supervisors will, in time, ensure resilience in conference attendance.

## 3.3 Demand

- 3.3.1 The total number of contacts into the Multi Agency Safeguarding Hub (MASH) between September 2014 and August 2015 was 24,140. From this, the number of joint investigations passed to the safeguarding units over the same period was 873. No data was recorded in respect of police only investigations.
- 3.3.2 The Children's Act 2003 defines a child as a person less than 18 years of age. The various offences under statute concerning sexual activity with a child relate to either under the age of 13 or under the age of 16. The safeguarding units deal with all those under the age of 18. Data collection through legacy crime systems and now Athena relates to offence categorisation which makes it difficult to ascertain the exact level of demand through the units.
- 3.3.3 Between August 2014 and September 2015, 58 offences of rape of a child under the age of 13 and 95 offences for the rape of child under the age of 16 were recorded. 259 further offences of a sexual nature were recorded where the victim was under the age of 13.
- 3.3.4 The 2015 HMIC Rape Monitoring Group (RMG) data shows an increase of 65% in reported rape offences against children for Suffolk since 2010/11. Suffolk reports 91 rapes per 100,000 child population; this compares to the national average of 92.
- 3.3.5 Other sexual offences against children have increased by 150% in the twelve months prior to September 2014.
- 3.3.6 In 2014/15 Suffolk solved 22% of child rape offences; this compares to a national average of 23%. Both the national and Suffolk's performance has seen a reduction of 10% since 2010/11.
- 3.3.7 Research conducted by the National Society for the Prevention of Cruelty to Children (NSPCC) (Radford 2011), indicates that around 5% of UK children suffer contact sexual abuse at some point during childhood. It is likely that around 190,000 of these will fall victim to contact sexual abuse by a stranger or an adult relative (other than a parent or guardian) before turning 18. This represents an average of more than 10,000 new victims in the UK every year. In Suffolk this equates approximately 7,468 children.

3.3.8 The 'Jimmy Saville' effect has led to an increase in child rape and sexual offence reporting as it has done so with adult sexual offences. This is supported by the significant national focus on Child Sexual Exploitation and the building of trust and confidence in statutory organisations so that those who have suffered such abuse now come forward. In addition there has been enhanced focus on crime data integrity and adherence to Home Office crime recording standards. Prior to this focus, offences where the offender and victim were under the age of criminal responsibility were recorded on the Child Abuse Tracking System (CATS) as opposed to the forces crime recording system. All offences, regardless of age, are now recorded as crimes.

### 3.4 Vulnerable Adult Abuse Investigations

3.4.1 The investigation of abuse against vulnerable adults also requires a specialist and enhanced approach. The dedicated resource within PVP is currently confined to three Adult Abuse Officers, one at each SGU. These officers provide support to vulnerable victims and liaise closely with Health and Adult Care Services to maintain a multi-agency approach to investigations. Investigations can be undertaken jointly between Police and Adult Social care or either single agency can take the lead. Whilst Adult Abuse Officers will take on some investigations in their entirety they are mostly a supportive resource. The majority of these investigations are passed out of PVP to CID.

3.4.2 Where investigations are related to offences under the Mental Health Capacity Act or involve Deaths occurring in Health Care settings, PVP will take the lead.

### 3.5 Demand

3.5.1 The Multi Agency Safeguarding Hub (MASH) acts as the gatekeeper in the allocation of vulnerable adult abuse investigations. The vulnerable adult process within the MASH commenced sometime after the child processes so data is less complete. For the 8 month period between February 2015 and September 2015 there were 3,213 contacts received in the MASH.

3.5.2 There is a requirement for safeguarding unit staff to attend a variety of multi-agency case conferences relating to investigations which has an impact on available resources.

### 3.6 Domestic Abuse Team (DA)

3.6.1 The Domestic Abuse Team is a single unit operating out of three locations. In the East and West the team is co-located within the Safeguarding Unit, and in Ipswich from premises adjacent to the SGU.

3.6.2 As part of the ongoing re-structure of PVP, a dedicated Detective Inspector for Domestic Abuse and Honour Based Violence has been created from within existing resources. This has filled the previous gap that existed in terms of oversight and leadership of the Domestic Abuse Team and also ensures progress of action plans in these two significant areas. The team comprises of a mixture of police officers and police staff.

3.6.3 The team provides enhanced risk assessment to Domestic Abuse and Honour Based Abuse cases and develops a range of victim safety plans. Up until recently the team had focussed on High and Medium risk cases only but with the development of the County Independent Domestic Violence Advisory (IDVA) Service they have been able to apply greater scrutiny to those cases categorised as standard risk. Criminal investigation in relation to Domestic Abuse is undertaken outside of PVP.

3.6.4 The DA Team ensure appropriate referral to other agencies. The team also coordinates referrals to, and attends, the three county Multi-Agency Risk Assessment Conferences (MARACs). DA Team officers receive specific training on domestic abuse.

	DA Team
Detective Inspector	1
Detective Sergeant	0.5
Police Staff Supervisor	0.65
Police Constables	1
Police Staff	6.8
MARAC Staff	2

### 3.7 Demand

3.7.1 Whilst the number of incidents (crime and non-crime) has increased significantly from 2010/11 to 2014/15 the latter part of 2015 saw levels drop to that seen previously. There are no known reasons for this pattern of reporting. Domestic abuse remains vastly under-reported nationally so any increase in reporting should not be seen in the negative.

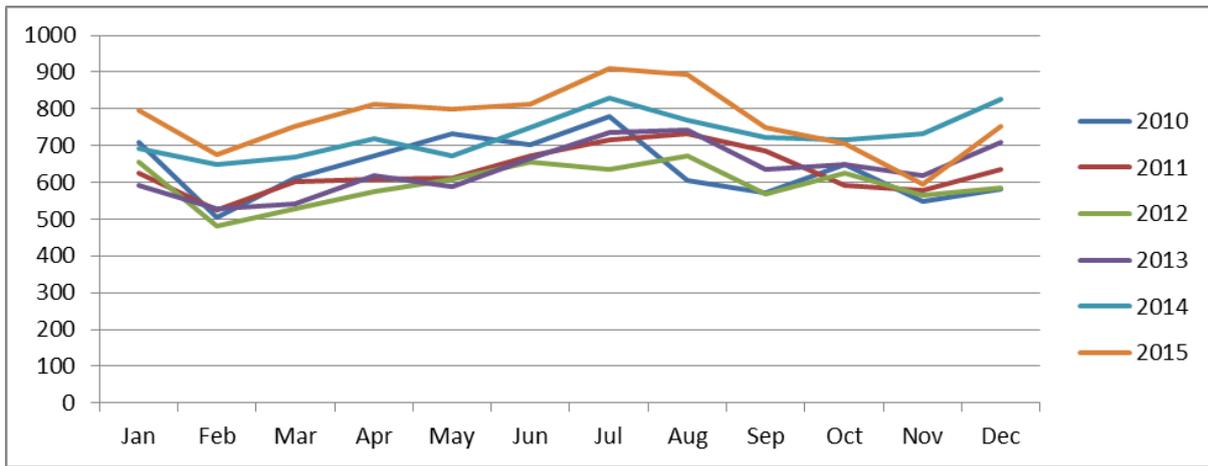
3.7.2 The table below shows the increase seen between 2014 and 2015; an increase of 5.8%.

	2014	2015
DA Crime	3588	3888
DA Non-Crime	5036	5310
Total DA	8749	9258

3.7.3 Whilst increases were seen in all Domestic Abuse, Stalking and Harassment (DASH)<sup>1</sup> risk categories the greatest increases were seen in both High and Standard risk crimes.

3.7.4 The graph below shows the monthly number of domestic abuse incidents across the county, highlighting the typical reduction after the December holiday period through to March.

<sup>1</sup> DASH is the Domestic Abuse, Stalking and Harassment risk assessment model and risks are categorised as High, Medium or Standard



3.7.5 The DA Team also provide the same support to victims of Honour Based Abuse. These investigations require very sensitive management and are predominantly overseen by the Domestic Abuse Detective Inspector.

3.7.6 Management Information on the number of Honour Based Abuse investigations is not readily available. As the allegations are recorded under their substantive offences e.g. assault, there were no available flag within the legacy crime system to indicate the offences was related to honour based issues. Within Athena the facility exists to add this secondary classification and so moving forward more accurate information will be available.

3.7.7 The number of cases of Honour Based Abuse has remained relatively consistent over the last two years with between 25 and 30 allegations each year.

### 3.8 Gemini

3.8.1 The Gemini teams are the dedicated investigative response to rape and penetrative sexual offences. The three teams are based at Lowestoft, Ipswich and Bury St Edmunds. The teams are under the line management of the three SGU Detective Inspectors.

3.8.2 Each team is led by a Detective Sergeant who in addition to overseeing all investigations provides the gatekeeping role for all serious sexual offences. They review each new allegation ensuring appropriate guidance and allocation.

	<b>Ipswich</b>
Detective Inspector	3 (Shared SGU)
Detective Sergeant (DS)	3
Detective Constables (DC) / SOIT Officers *	26
PCT seconded officers	2 x DS and 8 x DC

\* SOIT Officers – Sexual Offences Investigation Trained Officers

### 3.9 Demand

3.9.1 The number of reported rapes and serious sexual offences has increased significantly in the last 12 months. From period April 2015 to January 2016, compared to the three year average, has seen an increase of over 100%. This has had a significant impact on the demand placed upon the Gemini Teams.

- 3.9.2 A previously submitted paper on Serious Sexual Offences (AP15/80) provides full details of the Constabulary's response to this area of crime.
- 3.9.3 Gemini officers are expected to have achieved full detective accreditation and to have completed the Specialist Sexual Abuse Investigators Development Programme (SSAIDP). There is a national register of accredited rape investigators maintained by the College of Policing. In addition to this, Gemini investigators are encouraged to undertake specialist victim interview training.
- 3.9.4 As a result of the additional demands placed on the Gemini Teams a decision was made by the County Policing Command Commander to re-focus the Priority Command Teams away from serious acquisitive crime to rape and serious sexual offences. This has led to an increase in resources at both Ipswich and Bury St Edmunds. The longevity of this arrangement has yet to be finalised. Demand in the East of the county has risen but not to the extent seen at both Ipswich and Bury St Edmunds. These officers do not have the special skills or experience but have been able to provide additional support to the Gemini teams. With the Gemini teams now managed by the Safeguarding Unit Detective Inspector there is greater flexibility to allocate the resources from across a wider work-force on a daily basis to match incoming daily demand.

### 3.10 Sexual Assault Referral Centre (SARC)

- 3.10.1 The SARC is jointly funded by the Constabulary and the NHS. This unit provides a holistic service to victims of rape where forensic examinations can take place and appropriate support can be provided. Victims can attend either as part of a police led investigation, as a result of referral from other partners or by self-referral. There are effective pathways to access specialist counselling and health services in place.
- 3.10.2 In January 2015 a specialist suite dedicated to child victims was added to the SARC providing a more child-friendly environment and includes the facility to provide court evidence remotely. This has greatly enhanced the service that can be afforded to the most vulnerable victims.
- 3.10.3 The SARC is managed by a member of Police Staff. The facility is supported by a cadre of Crisis Workers employed on a zero hour's contract basis. They respond to out of hours call for service in order to facilitate forensic examinations of victims. In office hours this service is provided by the SARC Manager and Assistant. Three Independent Sexual Violence Advisors (ISVAs) provide ongoing support to victims of sexual offences.

	<b>SARC</b>
SARC Manager	1
SARC Assistant	1
ISVA	3
Crisis Workers	5

- 3.10.4 The SARC also offers victims, who do not wish to involve the police, a route to report and undergo a forensic examination if they so wish and the ability to access all the support that is available to victims choosing the 'police route'. Where victims self-report then there is no police involvement unless they change their desire this.

### 3.11 Demand

- 3.11.1 The SARC has seen a steady increase in referrals since its inception. The figures below indicate the numbers of victims undergoing examinations. The numbers referred for support and ISVA services is higher than this figure.

	Sept 13 – Aug 14	Sept 14 – Aug 15
Female children	59	89
Male children	6	3
Female adults	198	251
Male adults	14	15
Total cases	277	358

### 3.12 Multi-Agency Safeguarding Hub (MASH)

3.12.1 The Constabulary plays a principle part within the Multi-Agency Safeguarding Hub (MASH), based at Landmark House. The police MASH team is led by a Detective Inspector, who has the added responsibility for the Missing Person Coordinator and Child Sexual Exploitation Coordinator. The Detective Inspector is supported by a Detective Sergeant, two Detective Constables and 10 Police Staff.

	MASH
Detective Inspector	1
Detective Sergeant	1
Detective Constables	2
Police Staff	10

3.12.2 The MASH is the single point of referral for child and vulnerable adult safeguarding in Suffolk. Referrals from the public and all agencies both statutory and voluntary are reviewed and risk assessed leading to multi-agency decision making on how each should be managed. Depending on the results of these discussions then investigations may be allocated to SGUs or to another appropriate investigative team.

3.12.3 MASH staff undertake a number of roles but are predominantly split into two. The researcher post undertakes research of police databases of named children and adults as requested through MASH processes. This information is then overlaid with other agency information to allow the MASH decision makers to make appropriate decisions on the risk level associated with a referral.

### 3.13 Demand

3.13.1 For the period September 2014 to August 2015 the MASH dealt with 24,140 child related referrals compared to 13,650 referrals in the preceding 12 months. This represents a significant increase of 77%. Approximately 40% of all referrals relating to children are generated by the police.

3.13.2 For the period June 2013 to May 2014 there were 618 joint investigations (Police and Social Care) resulting from MASH referrals. For the period September 2014 to July 2015 this increased to 873, representing a rise of 41%.

3.13.3 The longer term trend remains one of increased referrals. The period post the 'Baby P' Serious Case Review has seen a marked increase in referrals. It was believed that the introduction of the MASH might lead to long-term reduction in referrals; this has not been observed although the MASH is still in its infancy. Increased focus on child sexual exploitation, the wider subject of child sexual abuse and the forthcoming focus on child neglect will, in all likelihood, lead to further increases in child based referrals. This does however mean that well informed decision making can lead to early intervention opportunities.

3.13.4 Figures relating to Vulnerable Adult referrals are not so readily available but there are on average 450 to 500 per month.

### 3.14 Missing Person and Child Sexual Exploitation Coordinators

- 3.14.1 A Detective Sergeant Missing Person Coordinator (MPC) and Police Constable Child Sexual Exploitation Coordinator are also based within the MASH.
- 3.14.2 The Missing Person Coordinator ensures that best practice in relation to missing persons is developed across the Constabulary and provides monthly management reports on missing persons. This post has been responsible for developing Memorandum of Understandings with all Suffolk Children's homes and provides advice and support for high risk or complex missing person investigations.
- 3.14.3 The MPC role has had some notable success in managing a number of high risk missing children believed to be at risk of child sexual exploitation. The MPC works closely with partners and across the County Policing Command and represents the Constabulary at the Multi-Agency Tasking and Coordination Group.
- 3.14.4 The Child Sexual Exploitation (CSE) Coordinator works closely with the MPC due to the high correlation between child sexual exploitation and missing person episodes. This role links together analytical work, operational response and MASH. The coordinator provides the link to the regional CSE lead.
- 3.14.5 Accurate management information in respect of CSE related crimes and incidents have proved problematic due to the limited functionality within the legacy crime reporting system. Flagging was possible but not user friendly and so CSE recording levels could not be relied upon for accuracy. With Athena the functionality to register a secondary crime classification such as CSE exists and processes have been put in place to ensure there are multiple levels of audit to ensure these flags are applied. Work is ongoing with the Joint Performance and Analytical Department (JPAD) to build the appropriate processes to obtain management information.
- 3.14.6 The use of multi-agency Tasking and Coordination group has been held up as good practice both regionally and nationally as a process to identify and manage high risk CSE issues.

### 3.15 Demand

- 3.15.1 For the year 2015, 803 children were reported missing. As a number of these went missing more than once the total number of missing episodes is significantly higher. One regular missing child has been recorded as missing on over 60 occasions. For the preceding year there were 687 children reported missing. The increase is partly as a result of the better understanding between children's homes and the police as a result of the work undertaken by the Missing Person Coordinator. There has also been a reduction in the use of the 'absent' category as better consideration of risk factors makes this definition less appropriate. There are a number of forces who have withdrawn this definition from their operational practices.
- 3.15.2 For the year 2015, 1626 adults were reported as missing, and for 2014 this figure was 1511.
- 3.15.3 There has been a reduction in the number of missing persons assessed as High risk and an increase in those assessed as Medium. This is as a consequence of additional guidance provided to officers and supervisors in relation to risk assessments. This has brought Suffolk more in line with the national position. The introduction of a new Joint force Missing Person policy has further strengthened the constabulary response to missing persons.

### 3.16 **Public Protection Unit (PPU)**

3.16.1 The Public Protection Unit has responsibility for the management of Registered Sex Offenders (RSOs) and other Potentially Dangerous Offenders. These teams are based at Ipswich, Lowestoft and Bury St Edmunds police stations.

3.16.2 Multi-Agency Public Protection Arrangements (MAPPA) guidance provides the framework as to how offenders are managed. Offenders are risk assessed and categorised in MAPPA from Level 1 to 3; 3 being the highest risk. In addition they are the further assessed as to their propensity to re-offend. The outcome of these risk assessments determines the management plan put in place.

3.16.3 The Constabulary is an active player in MAPPA processes across the County and the PPU DI attends all MAPPA meetings. Where Level 3 offenders are discussed the Detective Superintendent PVP represents the Constabulary. The number of Level 3 MAPPA offenders fluctuates but on the whole is a small number of individuals at any one time.

### 3.17 **Demand**

3.17.1 With increased focus on allegations of sexual offences and in particular the significantly enhanced response to those viewing and sharing indecent images of children the number of defendants going through the criminal justice system and ultimately being convicted has risen steadily. This has a consequential effect on the numbers of offenders managed by the PPU.

3.17.2 In 2015 the number of RSOs has increased by 10% and this equates to currently 702 Registered Sex Offenders being managed by the PPU.

3.17.3 There are approximately 185 RSOs who are in prison and are managed by Suffolk currently dormant pending release. The number of offenders categorised as very High or High Risk has remained relatively consistent over the last 12 months.

	<b>PPU</b>
Detective Inspector	1
Detective Sergeant	2
Police Officer Offender Managers	10.5
Police Staff Offender Managers	3

3.17.4 All of the PPU Offenders Managers are nationally trained in the 'Management of Sexual and Violent Offenders' and additionally in the use of the two risk assessment frameworks that are used in determining their risk. Each Offender Manager manages approximately 60 cases. There is no national best practice at this time in respect of offender / manager ratio.

### 3.18 **Human Trafficking and Exploitation Team (HTE)**

3.18.1 The Human Trafficking and Exploitation Team (HTE) was created in 2015, provides the lead on child sexual exploitation, human trafficking allegations, prostitution based investigations, the Constabulary's response to those sharing Indecent Images of Children (IIOC) and allegations of forced labour. The team is led by a Detective Inspector and highly experienced officers within this team deal with extremely vulnerable victims and link with the national structures that are in place to support these areas of policing.

3.18.2 The team is currently led by the West SGU Detective Inspector but is soon to be placed under the line management of a dedicated Detective Inspector as part of the

ongoing PVP re-structure. This will provide an opportunity to bring this team, the MASH and the Missing Person and Child Sexual Exploitation Coordinators together in a more joined up and coordinated approach.

3.18.3 The team is split into two areas of business; the first focusses on the investigation of trafficking, forced labour and CSE and the second on investigations involving indecent images of children.

	Trafficking and Exploitation	IIOC
Detective Inspector		1
Detective Sergeant		1
Police Constables	3	6

3.18.4 Child Sexual Exploitation does not exist as a specific offence in law; however principle offences such as rape, assault and harassment may have exploitative factors which would result in crimes being flagged as CSE. An audit of cases where it might be considered CSE would be one of high risk was undertaken by the Local Safeguarding Children Board (LSCB). The results were that of the 60 cases audited 10% were found to have had exploitative factors attached to them. As the Constabulary has raised awareness across its workforce in relation to CSE the volume of cases linked to exploitation has increased.

3.18.5 In respect of targeting those offenders who make, possess, share or distribute Indecent Images of Children, Suffolk Constabulary has taken one of the most proactive approaches nationally. The provision of technical capabilities has been fully exploited by the Constabulary. Intelligence in relation to these offences is either generated internally or passed to the Constabulary from the National Crime Agency (NCA). Suffolk has developed a robust risk based approach to managing this intelligence. There is strong joint working with the Cyber & Serious Crime Directorate in managing these investigations but safeguarding considerations remain the priority focus of the team. The addition of Child Protection specialists to the team has continued to develop the safeguarding agenda.

### 3.19 Demand

3.19.1 From 1 January to the 15 December 2015 the team had taken action against 106 individuals. 23 of these cases had been assessed as High or Very High risk. The vast majority of these investigations will result in an additional Registered Sex Offender to be managed.

3.19.2 Data in relation to CSE has, before the introduction of Athena, been difficult to ascertain.

### 3.20 Cybercrime Unit

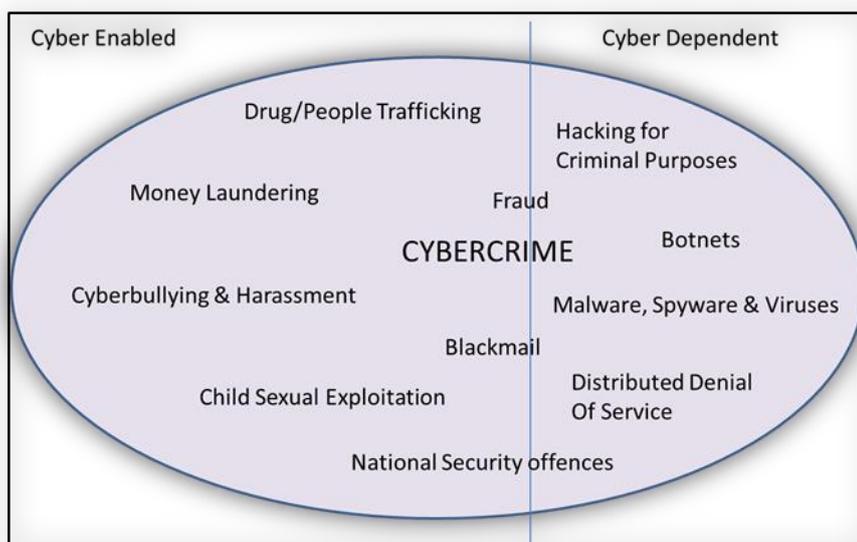
3.20.1 The Norfolk and Suffolk Cybercrime Unit is based at Halesworth. Dedicated Cybercrime teams/units are one of the Core requirements for Forces to effectively respond to Cybercrime and build effective digital intelligence and investigation (DII) capabilities. DII encompasses the policing capabilities needed in response to four challenges posed by the digital revolution.

- Cyber dependant
- Cyber enabled
- Internet facilitated
- Digital footprint

3.20.2 The Home Office definition of Cybercrime is:

- Cyber Dependent Crimes; where a digital system is the target as well as the means of attack. These include attacks on computer systems to disrupt IT infrastructure, and stealing data over a network using malware (the purpose of the data theft is usually to commit further crime). Also referred to as 'pure cybercrime' as such offences did not exist prior to the creation of the internet.
- Cyber Enabled Crime; existing crimes that have been transformed in scale or form by use of the internet. The growth of the internet has allowed these crimes to be carried out on an industrial scale.
- The use of the internet to facilitate drug dealing, people smuggling and many other 'traditional' crime types.

3.20.3 Below is a visual representation of some examples of Cyber Crime and how they can overlap between cyber enabled and cyber dependent categories.



3.20.4 The cyber spectrum has been designed to assist in the understanding of crime containing cyber elements, and where the investigative responsibility lies.

Cyber Spectrum				
	Digital Footprint	Internet Facilitated	Cyber Enabled	Cyber Dependent
	Traditional Crime with Cyber elements		Cyber Crime	
Definition	The trail of data left behind by users of digital services both through device signatures and online activity	Traditional Crimes where the internet and digital devices are a component in the facilitation of crime	Existing crime types transformed in scale, speed or reach by the use of computers and the internet	Committed using computers, computer networks or other information communication technology (ICT). Other digital systems are typically the targets of these attacks
Offences	Any Offence (Where a digital footprint could have significance for an investigation)	Any Offence (that can be committed in an online environment or where the internet has played a role in planning and co-ordination of offences)	Any Offence (where the online environment is used in its commission and is a key element in the scale or extent of the offence)	Computer Misuse Act 1990 Offences (other offences may also be committed as a consequence or be the motivation behind CMA Offences)
Typical Crime Types	Homicide Burglary Robbery Fraud	Harassment Malicious Communications Stalking Purchasing illegal items Commercial Burglary	Fraud Child Sexual Exploitation Distribution of Indecent Images Blackmail/Extortion	Malware Viruses Computer/Online Compromise Denial Of Service Attack (DOS)
Investigative Opportunities	Email Headers IP Address resolution Web site enquiries Service provider requests Financial enquiries RF & Wifi Surveys Victim digital devices Offender digital devices			Malicious software sandboxing and reverse engineering Server log interpretation Advances open source and Dark Web research Data Analytics Live Computer exam
Departments	Local Teams Telecoms SPOC Financial Investigator HTCU			Force Cyber Crime Unit
Investigation	Local - DMI Support			Force Cyber Crime Unit: (DC's, DMI's, Analyst) with support from Regional Cyber Crime Unit National Cyber Crime Unit

3.20.5 All referrals to the Cybercrime Unit should be populated within Athena to be further allocated and considered for adoption. The normal Force Tasking process applies.

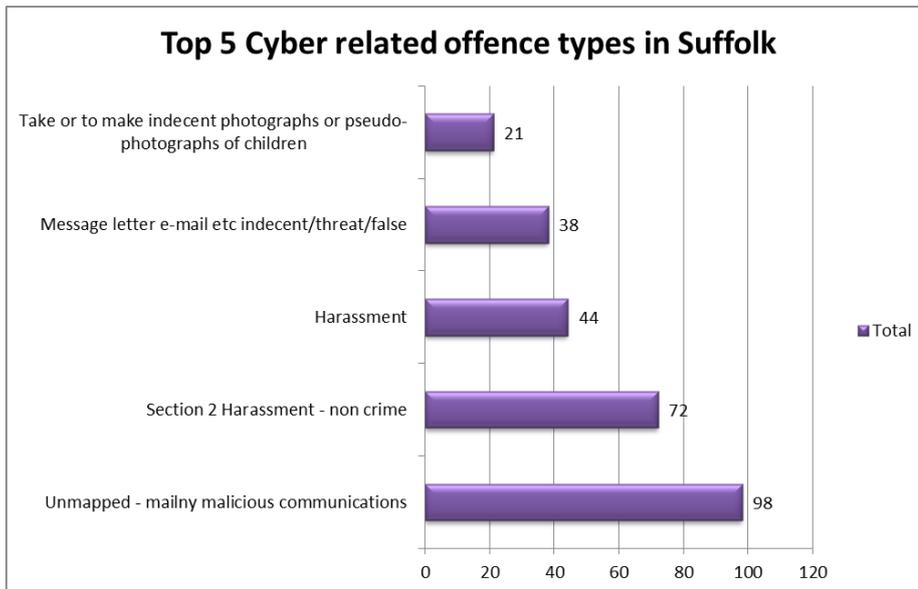
3.20.6 The unit's remit will be to proactively and reactively investigate serious incidents of cyber dependant crime including:

- Malware (including BOTNET creation/exploitation)
- Denial of Service/DDOS attacks
- Web defacements
- Data Exfiltration
- Computer and Network Intrusions/compromise (Hacking)
- Phishing, Vishing and other forms of Social Engineering

3.20.7 Demand

3.20.8 From January to August 2015 there have been a total of 358 crimes tagged as 'cyber', averaging 45 reports per month. Of these recorded offences, 313 (87%) were classed as undetected, 24 (6%) were detected, 7 were no crimed, 9 are pending and 5 were transferred to another force.

3.20.9 A breakdown of the offence descriptions featuring most frequently in the data are:

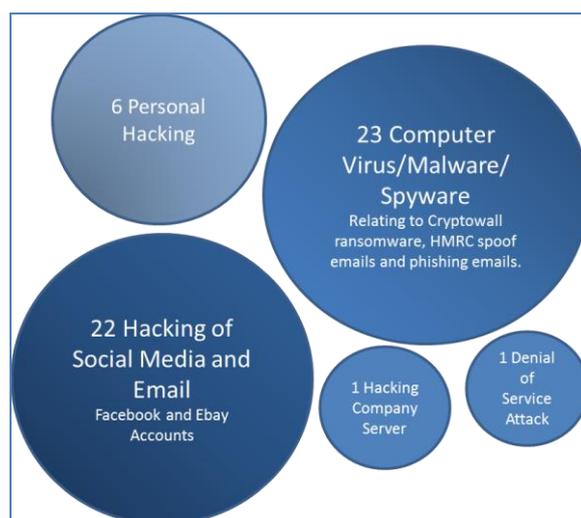


3.20.10 Recorded offences fell into the cyber enabled category characterised by Harassment (Section 2) and Malicious Communications offences. These were facilitated by the internet and websites such as Facebook and usually preceded by a domestic incident/argument.

#### 3.20.11 Action Fraud Data

3.20.12 From January 2015 to August 2015, a total of 232 investigations relating to fraud and cybercrime were recorded for the county. Of these 196 (or 84%) were generated by Suffolk Constabulary, including 81 requiring a call for service. A further 36 cases originated from Action Fraud and National Fraud Intelligence Bureau (NFIB). Of these 67 resulted in convictions, 1 was disrupted, 8 were cautioned and 81 were filed.

3.20.13 Action Fraud's Home Office counting rules include some pure cybercrime offence types. Action Fraud reports the following;

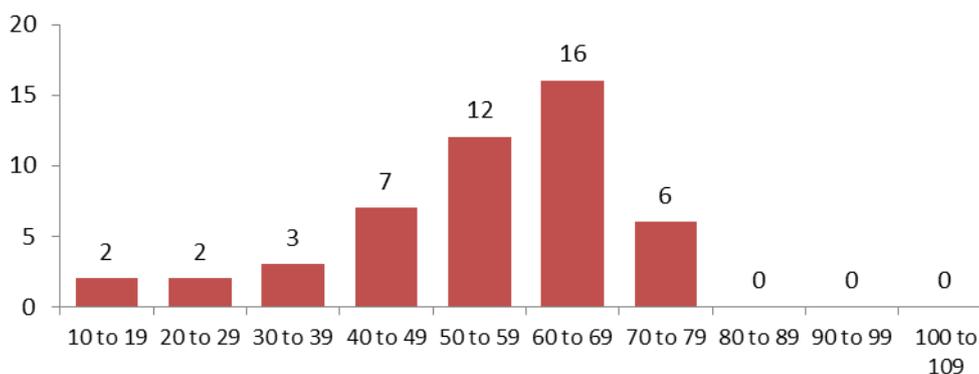


#### 3.21 Cyber Enabled

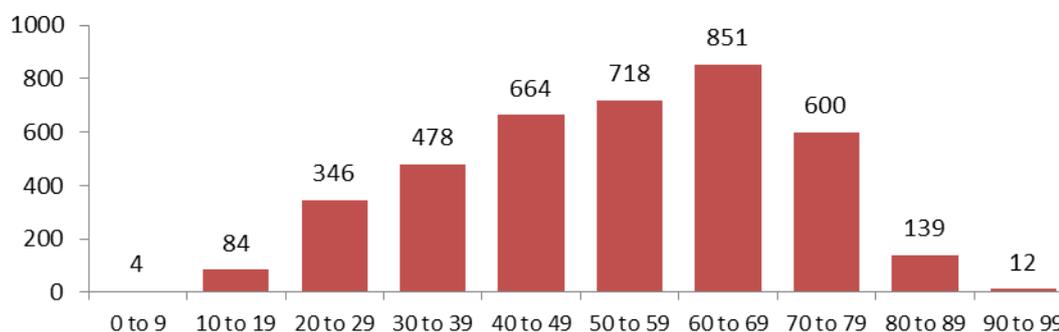
3.21.1 October 2015 to January 2016 recorded within Athena 66 cyber enabled crimes mainly consisting of volume type offences such as online harassment/malicious communications and indecent images of children, reflecting current trends. Within

the top four categories of cyber enabled crimes were 4 non crime investigations also known as 'Action Fraud – Call for Service'. These crimes consisted of eBay fraud and timeshare scams. There were also 3 cyber enabled blackmail offences relating to romance fraud. When compared with the recent Cybercrime Baseline Assessment, the Suffolk legacy crime system reported an average of 45 cybercrimes per month.

### VICTIMS OF CYBER ENABLED CRIME BY AGE IN SUFFOLK



### VICTIMS OF CYBER ENABLED CRIME BY AGE NATIONALLY



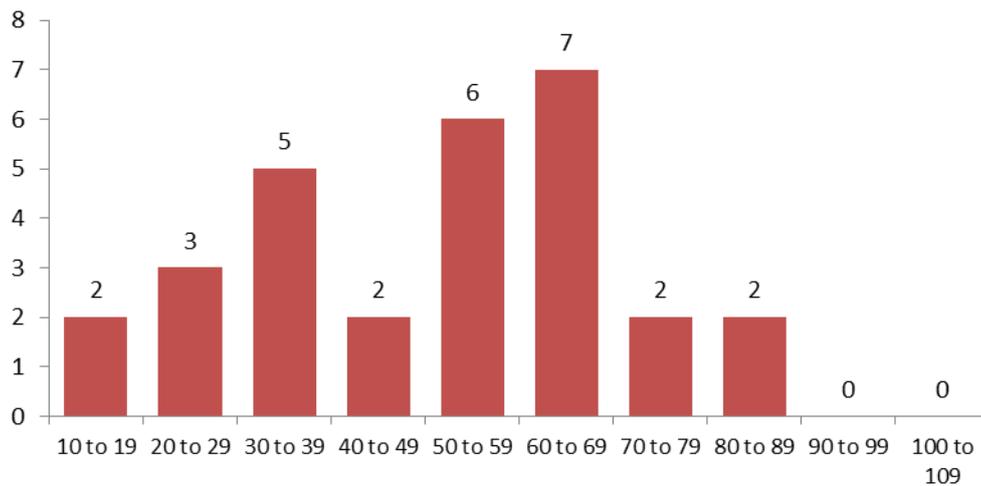
#### 3.21.2 Operation METRO

3.21.3 An investigation into a £1.1 million business fraud using remote access software claimed to be bank staff and enquiring into the victim's banking accounts. This has now been linked to a significant organised crime group who were operating nationally.

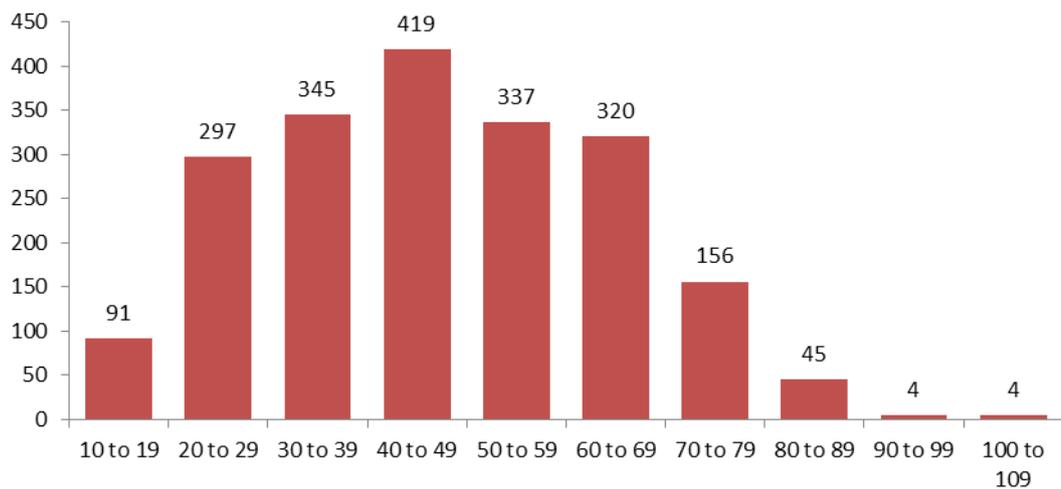
#### 3.22 Cyber Dependent

3.22.1 In contrast to the rest of the country according to reported crime figures, victims of cyber dependent crimes are most likely to be aged 60 to 69 (24%) and 50 to 59 (21%), closely followed by 30 to 39 year olds (17%), differing to the overall national picture.

### VICTIMS OF CYBER DEPENDENT CRIMES BY AGE RANGE IN SUFFOLK



### VICTIMS OF CYBER DEPENDENT CRIMES BY AGE RANGE NATIONALLY



#### 3.23 High Tech Crime Unit (HTCU) Demand

##### 3.23.1 HTCU figures link into the On-Line Investigation Team (OLIT):

Figures 1 <sup>st</sup> April 2015 to 15 <sup>th</sup> Jan 2016	
TOTAL SUBMISSIONS *	606
MOBILE DEVICES *	1372
COMPUTERS (INC REMOVABLE DEVICES) *	2498
TERRABYTES PROCESSED *	557

\* Joint Norfolk / Suffolk Data

## **4. PARTNERSHIP WORKING**

### **4.1 Risks & Influencing Factors**

#### **4.1.1 Safeguarding**

4.1.2 The Local Safeguarding Children Board (LSCB) provides the multi-agency governance and accountability in respect of child safeguarding and the Constabulary plays an active part in the Board's activity. The Safeguarding Adult Board (SAB) performs the same governance and accountability in respect of adults. Partnership arrangements also exist for Domestic Abuse and E-Safety.

4.1.3 Opportunities for co-location and close working between Police and Social Care Services is constantly being reviewed. Co-working with other partner agencies is also under consideration and in February 2016 the IDVA Services will co-locate in police premises.

4.1.4 The Independent Chair of the Safeguarding Adult Board has voiced concerns as to the disparity between the approach taken in respect of child abuse investigation and that of vulnerable adult allegations and the lack of specialist resources to address these investigations. The move to the larger safeguarding team structure will go some way to ensuring that the most complex cases can be subsumed within PVP. As with all other areas of safeguarding allegations involving vulnerable adult victims has seen an increase. There are significant restrictions in respect of obtaining data in this area but this is work in progress with JPAD through the Athena platform.

#### **4.1.5 Domestic Abuse Team (DAT)**

4.1.6 Development work in relation to Domestic Abuse and Honour Based Abuse is through HMIC Action Plans and the University Campus Suffolk report Action Plan. The Detective Inspector Domestic Abuse is charged with progression of these plans. The current focus is on integrating the Domestic Abuse process into the MASH and co-locating the Domestic Abuse Team and IDVA service. Both of these are expected to occur in early February 2016.

4.1.7 A further national requirement will be imposed on all forces this year to collect victim feedback in relation to domestic abuse. The Joint Performance and Analysis Department (JPAD) are taking the lead on this work and have been in liaison with the Home Office.

4.1.8 In March 2015 JPAD published the Strategic Profile on Domestic Abuse. The recommended next steps are being used to further focus on specific areas of work.

4.1.9 The investigation of Honour Based Abuse allegations requires a covert approach. It is often said that the 'secret to investigating Honour Based Abuse is to investigate in secret'. The recording of these offences has been subject to much consideration to ensure that knowledge of, and access to, the investigation is limited to a very minimal number of officers and staff actively involved in the investigation. The Constabulary has developed a good level of expertise on this area and is assisted by a nationally recognised expert on this issue.

#### **4.1.10 Gemini**

4.1.11 In April 2016 the Crown Prosecution Service will introduce a new operating model for working with the police on rape offences. This will see greater accessibility to early investigative advice and should lead to more effective use of investigative resources. This model is in consultation at this time.

NOT RESTRICTIVELY MARKED

- 4.1.12 The Constabulary is reviewing the role of the Sexual Offences Investigation Trained Officers (SOIT). Traditionally SOIT officers have been trained to assist in the forensic examination of victims, undertake the victim interview and then provide a degree of ongoing support to victims. With the development of the Crisis Worker role within the SARC and recent procedural changes the SOIT does not now take part in the forensic examination. There is also much benefit to be had in the investigating detective undertaking the interview of the victim; this ensures the most knowledgeable account when interviewing the offender. Whilst this remains work in progress it is likely that the Constabulary will look to convert SOIT posts to additional investigator posts further increasing capacity and resilience.
- 4.1.13 The Constabulary has asked the Metropolitan Police Service (MPS) to undertake a peer review of its investigation quality and this is likely to occur in early March 2016. In addition the Constabulary will be looking at the MPS performance and scrutiny process with a view to introducing these into Suffolk as soon as possible.
- 4.1.14 The Detective Superintendent PVP represents the Eastern Region Police Forces at the national rape investigation meetings and also represents the police service on the HMIC Rape Monitoring Group performance sub-group.
- 4.1.15 SARC
- 4.1.16 There is a continuing discussion as to the future commissioning responsibilities for SARC and whether this will pass to NHS England. This will not affect the service provision.
- 4.1.17 With the ongoing increase in reporting of serious sexual offences it is highly likely that the number of victims seen by the SARC will continue to grow. This will place increased pressure on the capacity of the current ISVA provision. Consideration is being given by the PCC to the commissioning of an ISVA focussed on male victims.
- 4.1.18 The ISVAs are part funded by the Home Office and this funding is agreed on a yearly basis. The longevity of the funding is not guaranteed and as such may require alternative funding should Home Office funding cease. This position is reviewed annually.
- 4.1.19 Human Trafficking & Exploitation team
- 4.1.20 The operating remit of this team is under review in order that greater focus can be given to the increasing number of allegations involving complex sexual abuse involving more than one offender or more than one victim. These allegations benefit from a concerted and dedicated response with appropriately trained and experienced officers. The Constabulary has led the setting up of a multi-agency oversight group to ensure strategic focus on complex child exploitation investigations
- 4.1.21 The Constabulary has met, and exceeded, all the national requirements in relation to how forces should respond to intelligence relating to Indecent Images of Children.
- 4.1.22 The Detective Superintendent PVP chairs the Local Safeguarding Children Board Exploited Children sub-group and represents the Eastern Region police forces at the national Child Protection and Abuse Investigation meetings.
- 4.1.23 The Constabulary has started to see increasing referrals of child sexual exploitation allegations arising from the Independent Enquiry into Child Sexual Abuse led by

Hon. Lowell Goddard. This, together with allegations being referred back to the force by the National Child Abuse panel, has created additional work-load. To date six allegations have been referred to Suffolk through the national coordinating operation, Operation Hydrant.

- 4.1.24 The Constabulary was subject to a peer inspection by the College of Policing in respect of Child Sexual Exploitation and a number of considerations have been taken forward.
- 4.1.25 MASH
- 4.1.26 The Constabulary continues to account for approximately half of all referrals into the MASH. Only a small percentage of these referrals result in formal safeguarding action through the MASH. This high referral rate has attracted criticism from partners and from the Local Safeguarding Children Board. Unlike other agencies the police do not attribute any risk threshold before making the decision to refer a concern for a child. The force policy requires an officer to make a referral should they have a concern in relation to a child.
- 4.1.27 The introduction of Athena offers the opportunity to reduce the volume of referrals without any compromise to child safety; processes that were not available through the legacy crime reporting system. December 2015 has already seen a reduction in police referrals going through the MASH. This is a positive step.
- 4.1.28 A longer term trend remains one of increased referrals. The period post the 'Baby P' Serious Case Review' has seen a marked increase in referrals. It has been believed that the introduction of the MASH might lead to the long-term reduction in referrals; this has not been observed though the MASH is still in its infancy. Increased focus on child sexual exploitation, the wider subject of child sexual abuse and the forthcoming focus on child neglect will, in all likelihood, lead to further increases in child based referrals.
- 4.1.29 The MASH ICT system, Guardian, now allows for meaningful management information to be added from the MASH. This is subject to monthly scrutiny through the MASH Strategic Board.
- 4.1.30 The MASH formed part of the recent Ofsted inspection of the Local Authority Children Services and the Local Safeguarding Children Board. No formal assessment has been received.
- 4.1.31 Work is underway to explore the analytical opportunities within the MASH.
- 4.1.32 Public Protection Unit (PPU)
- 4.1.33 There are two 'Approved Premises' in Suffolk, both located in Ipswich. These are Probation managed facilities to provide residential accommodation to those who pose a risk of sexual and/or violent offending as part of their re-introduction to society following imprisonment. Suffolk is the only county in the region to have two such premises. This creates additional demand on the PPU and results in additional High and Very High risk offenders being located in Suffolk.
- 4.1.34 Work is ongoing at this time to look at the remit and process of the PPU to build additional capacity in order that those individuals who pose a risk through violent behaviour that fall outside of the MAPPA procedures can be managed by the specialist officers within the PPU. A review of how low risk offenders are managed is likely to provide this additional capacity.

4.1.35 In June 2015 JPAD published the Strategic Profile on Registered Sex Offenders. The recommendations within this document are now informing the second draft of the profile and the additional analytical work that will assist in better managing demand.

#### 4.1.36 Cybercrime Unit

4.1.37 It is a common trend for cybercrime to be under reported. Therefore the Cybercrime Unit is working in partnership with Eastern Region Specialist Operations Unit (ERSOU) through the Cyber Regional User Group (CRUG) to address this issue.

4.1.38 The Cybercrime Security Advisor's terms of reference include strategies in line with Protect and Prepare to deliver a partnership approach to reduce cyber enabled and dependant crime. Examples of this are:

- Working with e-safety Group
- Business communities within Suffolk including Suffolk Chamber of Commerce
- University Suffolk Campus (UCS)
- Cyber Regional User Group (CRUG)
- Eastern Region Specialist Operations Unit (ERSOU)
- National Cyber Crime Unit (NCCU) (part of the National Crime Agency)
- Action Fraud and National Fraud Intelligence Bureau (NFIB)
- Development of media opportunities
- Development of cyber champions to enhance partnership working within the Suffolk Local Policing Model

## 5. **ATHENA**

5.1 A solution has been identified to address the absence of an accurate classification of cyber dependent crime on Athena. This enables 'cyber dependent' to be selected on a drop down box on the key word selection and managed through the Athena Implementation Working Group and will be monitored through the Cybercrime Unit.

## 6. **VICTIM SATISFACTION**

6.1 There is no formal victim feedback collected in respect of child abuse investigations. The 'voice of the child' is an important are of any child safeguarding investigation and this is documented within the investigation. Engagement with children and seeking their views forms part of the work of the LSCB. A number of opportunities are being explored through the LSCB.

6.2 In July 2014 the JPAD Strategic Profile on Child Safeguarding made a number of recommendations that have been used to take forward development work in relation to child abuse and its related areas of business.

6.3 Under the Prepare strand, the Cybercrime Unit recognises the importance of victim satisfaction and applies the Victim's Code to all investigations which are held within the unit. The Detective Sergeant reviews and sets the investigation strategy inclusive of the Victim's Code. Under the Prepare strand the Unit is developing a victim orientated product which can be delivered on line to all victims of cybercrime. This will also include a feedback mechanism in order to monitor satisfaction levels.

6.4 To protect the public from becoming victims of cyber and serious crime the unit proactively signposts businesses and the public into recognised on-line self-help services including:

- [www.ceop.police.uk](http://www.ceop.police.uk)
- [www.getsafeonline.org](http://www.getsafeonline.org)
- [www.internetmatters.org](http://www.internetmatters.org)
- [www.kidpower.org](http://www.kidpower.org)
- [www.ikeepsafe.org](http://www.ikeepsafe.org)
- [www.parentsprotect.co.uk](http://www.parentsprotect.co.uk)
- [www.cyberstreetwise.com](http://www.cyberstreetwise.com)

## 7. TRENDS AND CHALLENGES

- 7.1 Demand into PVP across its teams has increased in the last 12 to 18 months and this increase continues with little, if any, sign of abating. Raising awareness across the Constabulary in relation to risk areas such as CSE, Honour Based Abuse, Vulnerable Adults and externally with partner agencies and the public is added to the media coverage of PVP related areas the result is increased allegations of crime and safeguarding referrals.
- 7.2 Intrusion and inspection by Her Majesty's Inspectorate of Constabularies, Ofsted, the Office of the Children's Commissioner and other internal and external organisations has led to increased focus on all aspects of PVP work. The Constabulary has responded to this and worked hard to improve its response across all areas. Changes in process, greater understanding of risk and expectations both from the public, victims and Government has added to the demand on PVP.
- 7.3 The additional resources that have been made available throughout 2015 through the Suffolk Local Policing Model review and the precept increase afforded by the PCC, together with the recent deployment of the County Policing Command Priority Crime Teams to assist rape and serious sexual offence in both Bury St Edmunds and Ipswich, have all contributed to the ability to manage this additional demand and to ensure that victims are provided the very best service. This however remains an ongoing challenge.
- 7.4 Emerging cyber trends include:
- Threat from mobile malware
  - Threat to Government and public services
  - Targeted intrusion attacks
- 7.5 A general trend within Sexual Offences is the sending of nude photos or sexually explicit videos by teenagers to other teenagers via the App Snapchat. The nature of this app means that media content is automatically deleted after it's been viewed, which could be why it is used frequently for 'sexting'.
- 7.6 Offences within the Non Counting Fraud Investigations (NCFI) include more cyber dependent trends such as the hacking of company websites using a phishing email to send invoices requesting payment.
- 7.7 Organised crime groups are constantly evolving and in the realm of cybercrime present a significant intelligence gap. A challenge in itself, online organised crime is difficult to identify as relationships between cyber criminals tend to be more transient than in 'traditional' networks.
- 7.8 The growing development of 'cybercrime as a service' also presents challenges for law enforcement. Ready-made malware and hacking tools can be bought and sold

online, allowing cybercrime to become more accessible to potential criminals and their networks.

- 7.9 The digital underground described as the Dark Web is a continually evolving and complex concept that is notoriously used by criminals.

## **8. FINANCIAL IMPLICATIONS**

- 8.1 There are no financial implications to note in this report.

## **9. OTHER IMPLICATIONS AND RISKS**

- 9.1 There are no associated risks to note in this report.

<b>ORIGINATOR CHECKLIST (MUST BE COMPLETED)</b>	<b>PLEASE STATE 'YES' OR 'NO'</b>
Has legal advice been sought on this submission?	N/A
Has the PCC's Chief Finance Officer been consulted?	N/A
Have equality, diversity and human rights implications been considered including equality analysis, as appropriate?	YES
Have human resource implications been considered?	YES
Is the recommendation consistent with the objectives in the Police and Crime Plan?	YES
Has consultation been undertaken with people or agencies likely to be affected by the recommendation?	YES
Has communications advice been sought on areas of likely media interest and how they might be managed?	N/A
Have all relevant ethical factors been taken into consideration in developing this submission?	YES

In relation to the above, please ensure that all relevant issues have been highlighted in the 'other implications and risks' section of the submission.

