



ORIGINATOR: CHIEF CONSTABLE

PAPER NO. AP13/2

REASON FOR SUBMISSION: FOR INFORMATION

**SUBMITTED TO: ACCOUNTABILITY AND PERFORMANCE PANEL –
28 FEBRUARY 2013**

SUBJECT: PROTECTIVE SERVICES UPDATE

SUMMARY:

1. This report provides an update from each of the 6 Directorates within Protective Services Department and outlines:-

Current Priorities/Demand
Current Issues/Risk
Proposed Mitigation

RECOMMENDATION:

1. The Accountability and Performance Panel is asked to note the contents of this report.

KEY ISSUES FOR CONSIDERATION:

Department Overview

1. **Detective Chief Superintendent David Skevington – Head of Protective Services (Crime)**

- 1.1. The work to create a joint Protective Services department continues at a pace, with changes to the Major Investigation Team (MIT), Serious and Organised Crime and Forensic Services being completed structurally by the end of March 2012. The majority of the savings required have been realised and new structures implemented. A post implementation review will commence early on in the 13/14-business year to capture learning, fully understand cultural change and ensure newly created policies and procedures are fit for purpose. The focus is currently on the respective Intelligence Directorates (Level 1 and 2). The units became fully collaborated in January 2013. The necessary structural changes have been made reducing staff and officer establishments in line with the approved business case.
- 1.2. The main issues facing Protective Services (Crime) include the management of Registered Sex Offenders, the detection rates for Rape and Serious Sexual offences, Child Sexual Exploitation and the Management of Disclosure. The MIT workload has returned to more normal levels and the team are in addition to their investigations supporting a number of complex investigations 'owned' by the Public Protection and Vulnerable People Directorate as well as those within the County Policing Command.
- 1.3. As reported previously, the level of Registered Sex Offenders in both counties inevitably continues to rise. Measures are in place to manage the risks attached to this area of business. Initiatives such as training and deploying Special Constables to carry out joint visits alongside Public Protection Officers are in place in both counties and beginning to work well. There will, however, remain pressure on resource levels in this area.
- 1.4. Work continues in both forces to further improve the detection rates for Serious Sexual Offences. There has been a slight increase in the number of complainants willing to engage with the police, however, there has been an increase in historic reports of over one year. Specially trained staff have been seconded from other departments to ensure investigations continue to be thorough, timely and of a high quality.
- 1.5. Child Sexual Exploitation has become a strong focus of activity. The Children's Commissioner has made recommendations for improvement. Her Majesty's Inspectorate of Constabulary (HMIC) has produced an action plan and both have been used to create comprehensive bespoke plans for Norfolk and Suffolk.
- 1.6. Work is fairly advanced to further improve the way Missing Persons are managed across Norfolk and Suffolk. Both forces have clear policies ensuring that risks are properly identified and managed. A Missing Person Co-ordinator (Police Sergeant) will be appointed to oversee work to **Prevent** people going missing, **Protect** the most Vulnerable and **Provide** information to families.
- 1.7. The Major Investigation Team are creating a Joint Disclosure Unit to further improve and professionalise the way both Constabularies deal with material held by the police that may undermine the prosecution or assist the defence. This is a really important and complex area of business for Major and Serious Crime Investigations.

Recent cases have highlighted the need to strengthen our approach to dealing with skilled prosecution and defense counsel.

- 1.8. Performance remains strong. Work continues to ensure Protective Services continues to provide good support to local policing and the County Policing Commands. Protective Services (Crime) is also involved in cross border operations with the Eastern Region Special Operations Unit and work is well underway to prepare for the introduction of the National Crime Agency in Autumn 2013.

Directorate: Protecting Vulnerable People

2. Head – Detective Superintendent Alan Caton

2.1. Current Priorities/Demand

2.2. Operation Racecourse

- 2.3. This is an on-going investigation into allegations of sexual and physical abuse at St Georges School Finborough, Suffolk in the 1980's. Two offenders who both previously worked as teachers at the school have been sentenced to terms of imprisonment. A further suspect is being sought as a result of further allegations.

2.4. Operation Garford

- 2.5. This operation relates to historic abuse allegations, which centred on Kesgrave Hall School, Suffolk in the 1980's and 1990's.

- 2.6. Suffolk Constabulary instigated an investigation in 1992 into a number of allegations of physical abuse. The Guardian newspaper reported further allegations of abuse at the school in December 2012 suggesting there were more victims of abuse. Dr Dan Poulter, MP wrote to the Chief Constable asking him to review the 1992 allegation and commence a fresh investigation given the new allegations.

- 2.7. The original investigation has now been reviewed. The Constabulary is satisfied that these original allegations were appropriately investigated and referred to the Crown Prosecution Service whose decision at that time was to advise that no further action should be taken. The statute of limitations means it is not possible to re-investigate some of these specific matters.

- 2.8. An investigation focussing upon 'new' allegations of sexual assault and serious physical assault has been commenced and is being led by the Public Protection Directorate. This remains at an early stage.

- 2.9. The Constabulary is working in partnership with Suffolk County Council to address safeguarding procedures in respect of this case.

2.10. Multi-Agency Safeguarding Hub (MASH) Development

- 2.11. The Constabulary is working with partner agencies to develop a Multi Agency Safeguarding Hub. The idea being that agencies co-locate, work together and share information to ensure that the most vulnerable children and adults are identified and kept safe. Where there are safeguarding concerns, the MASH will have all available information from all relevant agencies to ensure appropriate decision-making and service intervention. The MASH concept is identified as national best practice and being widely implemented.

- 2.12. This is in the early stages of development and it is hoped that the MASH will be rolled-out in Suffolk by September 2013.
- 2.13. **Current Issues/Concerns/Risks**
- 2.14. There is an issue surrounding the increasing number of Registered Sex Offenders (RSO's) that need to be managed by Public Protection Officers (PPO). Currently there are just in excess of 600 RSO's. Each PPO has a workload of just over 60 RSO's to manage which exceeds the suggested ratio of one PPO to 50 RSO's.
- 2.15. **Proposed Mitigation**
- 2.16. In order to mitigate the issue of increasing RSO's, a number of Special Constables have been trained to help and assist the PPO's. The visits to RSO's need to be conducted by two officers. The use of Specials enables more visits to be conducted by pairing up with skilled and trained PPOs.

Directorate: Major Investigation Team

3. Head – Detective Superintendent John Brocklebank

3.1. Current Priorities/Demand

3.2. Current priorities relate to on-going investigations –

3.3. Suffolk: Operations Barley (Luke Durbin), Ballard (Murder Chantry Park, Ipswich), Oxcombe (High Risk Missing Person in Thailand), 3 Work Related Deaths (Manslaughter), Medical negligence enquiry in addition to other ongoing investigations.

3.4. Norfolk: Operations Medway (Murder), 2 Work Related Deaths (Manslaughter), Quartz (Murder in Thailand 2008), Mychett (Murder) in addition to other ongoing investigations.

3.5. Cross County: Operations Challenge (Historical DNA Collection serious offenders), Bead (Human Tissue Act).

3.6. Cold Case: Operations Bullett (Murder Norfolk 2000), Camden (Norfolk 1984)

3.7. The MIT is currently supporting the Vulnerable People Directorate (VPD) in Norfolk and CPC Investigations in Suffolk, Operations Bramble, Oxenton and a trafficking/sexual offence investigation.

3.8. Current Issues/Concerns/Risks

3.9. The principal concern/risk relates to disclosure in criminal proceedings (Criminal Procedure and Investigations Act). The MIT management team are currently leading for both Forces in implementing improved structures and processes in respect of disclosure; this will include the establishment of a Joint Disclosure Unit.

3.10. Succession planning around accredited PIP Level 3 Senior Investigating Officers and HOLMES Managers. Work continues to develop Detective career pathways for the MIT and consideration about how to improve resilience in these posts.

3.11. Reducing demand for homicide investigation.

3.12. **Proposed Mitigation**

- 3.13. Disclosure: Disclosure Working Group established which links to a joint working group with the CPS. Work streams will reform the structures and processes for disclosure for both Forces over the next 18 Months. The principle vehicle to achieve this will be through the establishment of the Joint Disclosure Unit.
- 3.14. Succession Planning: MIT Management team addressing the potential gap in knowledge and experience (PIP3) through structured mentoring of senior detectives and identification of other potential gaps which will be subject of priority recruitment and training.
- 3.15. High Demand: Analysis commissioned to examine current patterns of offending to inform a revised Homicide Reduction Strategy.

Directorate: Forensics

4. Head – Mr Alan Gilbert

4.1. Current Priorities/Demand

- 4.2. Forensic Services has been fully joint since April 2012 and considerable progress has been made in harmonising processes and policies and integrating the teams across both counties. All vacancies resulting from the change process have now been recruited to and training is almost complete for all staff. With effect from 1 April 2013 both forces will have equitable resources with the advent of the agreement to share 10 Volume Crime Scene Investigator (VCSI) posts.
- 4.3. 95% of activity is dedicated to supporting the County Policing Command (CPC) in addressing volume crime and a good level of support continues to be provided across both forces in terms of volume crime attendance rates and levels of victim satisfaction. Operation Miami (murder of Barry Reeve) involved significant forensic input to secure the conviction of the two defendants and is evidence of the level of support provided for serious and major crime.

4.4. Current Issues/Concerns/Risks

4.5. Protections of Freedoms Act – the removal of samples and records of those not convicted

- 4.6. This has now received Royal Assent although commencement orders are still awaited (estimated to be October 2013). The Act will be retrospectively applied to DNA and fingerprint samples (and associated records) and the scale of this nationally means that a technology led solution is an operational imperative. It is envisaged that the Police National Computer (PNC) will be the vehicle for this but, ahead of this, a considerable amount of record reconciliation has now been completed in both Forensic Services and the PNC Bureau of each force. This has ensured that full compliance will be achieved once the Act is commenced, however, there will still be a requirement for manual weeding of samples (particularly fingerprint forms). The Constabulary has continued to be challenged on destruction of records by a small number of individuals.

4.7. ISO 17025 – Quality accreditation for Fingerprint Development Laboratories

- 4.8. As a result of an EU Mandate, all fingerprint laboratories must achieve accreditation to the ISO 17025 standard by 2015. Both Norfolk and Suffolk are 'early adopters'

and a considerable amount of work has been completed towards satisfying the comprehensive requirements of the standard.

4.9. Proposed Mitigation

4.10. Consideration is being given to utilising volunteers in each force to weed records to avoid additional expense and/or a performance impact elsewhere.

4.11. The majority of forces have appointed dedicated Quality Managers to achieve the standard but in Norfolk and Suffolk this is being led by Mick House (Forensic Operations Manager) supported by other managers and colleagues. Whilst this involves additional burden to the individuals concerned, it increases 'buy-in' to the concept and avoids the need for additional investment in austere times.

Directorate: Intelligence

5. Level 1 INTELLIGENCE - Head – T/Detective Superintendent Peter Hornby

5.1. Current Priorities/Demand

5.2. The Level 1 aspect of the Collaborated Intelligence Directorate has now completed its collaboration, with this taking effect on 7 January 2013. This has seen the Area Intelligence Units and the Central Intelligence Bureaux delivering to both Norfolk and Suffolk. The priority for the units remains the prompt processing of intelligence and supporting CPC and others to deliver against the priorities.

5.3. Current Issues/Concerns/Risks

5.4. Current issues within the Directorate are the ongoing collaboration and monitoring its impact both internally and towards key partners.

5.5. Proposed Mitigation

5.6. A full review of the Area Intelligence Unit (AIU) and Crime Investigation Bureau (CIB) collaboration is currently being conducted and is due to be delivered at the end of the first quarter, around the middle of April 2013. This review will look at all aspects of the process including change of shifts, changes to the processes around intelligence dissemination and locations of staff.

5.7. Level 2 INTELLIGENCE – Head – T/Detective Superintendent David Cutler

5.8. Current Priorities/Demand

5.9. Confidential Unit

5.10. The accreditation of the Confidential Unit sites at Martlesham and Wymondham has progressed well and is close to completion. The last phase of building work to ensure security compliance will soon be finished and formal accreditation will be signed off. This will allow the unit to handle the most sensitive of intelligence and interact with other law Enforcement Agencies operating at this level.

5.11. Crime in Action Suite

5.12. The development of a Crime in Action control suite continues and the physical design of the room has been completed. The IT and hardware support will be in place by the end of the financial year.

5.13. Communication Data

5.14. The development of the capability of the Single Point of Contact for Communication Data loss continues with Home Office support. The arrival of a shared IT system for both Suffolk and Norfolk will increase the ability to meet demand and deal with historic capacity issues. The professional development of those working within the unit continues to ensure the continuing provision of a highly professional service to the Constabulary.

5.15. Automatic Number Plate Recognition (ANPR)

5.16. Work has begun to identify the options for a joint ANPR operating hub and to better align the tasking and operations of the two counties' ANPR intercept teams.

5.17. **Current Issues/Concerns/Risks**

5.18. Compliance and Authorities Bureau (CAB)

5.19. There is limited resilience within the joint unit to meet the increasing demands placed upon it. The use of communication data and tactics requiring appropriate authorities at all levels of operation continues to increase in an area that requires robust risk management. This will be mitigated by the current business case to increase resources both within the Communication and Regulation of Investigatory Powers Act (RIPA) sides of the bureau and by the arrival of the shared IT system.

5.20. Charter

5.21. Charter is the shared IT system on which requests for communication data and activity under the Regulation of Investigatory Powers Act 2000 will be managed. This will allow greater integration across the two counties and a more effective workflow making the best use of available resources. The change from the previous system brings with it significant data-handling issues in ensuring this legacy system data is retained in a searchable and integral way.

5.22. This is subject of discussion with ICT as to how best to overcome this issue and there are a number of options that remain at this time. By close consultation between the CAB manager, ICT and the two system manufacturers it is hoped that an effective solution will be reached.

Directorate: Serious Organised Crime

6. Head – Detective Superintendent Alan McCullough

6.1. Current Priorities/Demand

6.2. The Joint Serious and Organised Crime Directorate (SOCD) are preparing for the new financial and performance year, agreeing priorities and budgets taking into consideration the recent HMIC report 'Street to Strategic – Tackling Organised Crime'.

6.3. The Directorate have implemented the Integrated Operating Model, the national process for the identification, assessment and management of organised crime groups and will continue to focus on those groups identified through that process.

6.4. The working relationship with the Eastern Region Special Operations Unit (ERSOU) continues to develop and the Directorate will be mindful of the creation of the

National Crime Agency to ensure that our capacity and capabilities are able to support the local, regional and national structures due to be implemented in 2013.

- 6.5. The Directorate are operationally busy leading a number of investigations against those involved in serious acquisitive crime, drug supply and fraud, and when opportunities arise recovering the assets of those involved in this criminality. Support for other Directorates is ongoing using specialist staff deployed through the two forces and regional tasking and coordinating meetings with particular focus upon force action plans to reduce and detect offences of burglary, prostitution and sexual exploitation.
- 6.6. Managers within the department have taken the lead and introduced new work streams, including Action Fraud, Metal Theft and Human Trafficking coordination. The SOCD Directorate leads also own the Drugs Portfolio for both forces ensuring policy and procedure are followed as well as enforcing against those involved in supply and trafficking.
- 6.7. The Technical Support Unit (TSU) manager is working alongside colleagues in both forces developing the digitalisation of evidence and progressing real time access to CCTV systems that reduces custody and judicial costs.
- 6.8. Over the next few months the Directorate will produce a business case setting out plans to join the Norfolk and Suffolk Hi Tech Crime Units. This will identify how best to manage this growing area of work now and in the future, aligning our current structures to ensure we have the capacity to forensically recover evidence from communication and computer devices.
- 6.9. At present we are acquiring new software to allow the Economic Crime Unit to be more efficient in the management and examination of documents relating to fraud, money laundering and other financial crime. This was agreed as part of the ECU collaboration business case to increase the efficiency of investigators as part of our costs savings plan.

Directorate: Specialist Operations

7. Head – Chief Superintendent Bob Scully

7.1. Specialist Operations is now a fully joint command and covers the following functions:-

- Firearms Licensing Services
- Operational Support
- Dog Section
- Firearms Training and Operations
- Road Policing and Firearms Operation Unit
- Operations Planning

7.2. This report highlights the service delivery in Firearms Licensing and Road Policing.

7.3. Current Priorities/Demand

7.4. Firearms Licensing Services

The Joint Firearms Licensing Unit has performed strongly against the challenges of high workload particularly in relation to certificate renewals. The renewal demand will reduce as we leave the peak demand period and the Unit will begin to undertake home visits that were deferred at time of renewal.

7.5. Current performance:

Firearms Licensing – Joint	Sep 2012	Oct 2012	Nov 2012	Dec
No. Certificate Grant Applications Finalised in Period	120	210	249	204
New Cert Grants average turnaround days (target< 35 days)	37	31	29	27
No. Certificate Renewal Applications Finalised in Period	599	1081	1023	560
% Cert renewed before expiry of existing cert (target 85%)	91	87	91	87
Applications refused	2	6	2	4
Certificates Revoked	5	6	3	4

7.6. Road Policing and Firearms Operations Unit (RPF OU)

7.7. Norfolk and Suffolk Roads Policing is undertaken in line with the ACPO 5-year Roads Policing Strategy 2011-2015. This strategy has 5 strands, which are: Patrolling the Roads, Disrupting Criminality, Reducing Road Casualties, Counter Terrorism and Anti-Social Driving.

7.8. Patrolling the Roads

7.9. The focus of the Unit is to ensure a visible presence on the strategic road network of A11, A14 and parts of the A12 in Suffolk together with A47 and A11 in Norfolk. The unit achieved over 90% of its allocated Strategic Road Patrol activity over the last quarter.

7.10. Disrupting Criminality:

7.11. The RPF OU was the first unit to benefit from the new Joint Tasking and Briefing system that has proved to be very beneficial in ensuring flow of intelligence and information throughout the unit

7.12. The number of Intelligence reports submitted, and the number of uninsured vehicles seized are recorded to demonstrate activity towards disrupting criminality.

7.13. Reducing Road Casualties: (KSI)

7.14. The Norfolk figure for 'Killed and Serious Injury' collisions for the period from 1 January to 31 December 2012 is 302 collisions. There were 34 collisions with fatal consequences over the same period.

7.15. Norfolk is showing a 14% reduction against the Proportionate Police Authority target for 1 April to 31 December 2012

7.16. The Suffolk Figure for 'Killed and Serious Injury' collisions for the period from 1 January to 31 December 2012 is 338 collisions. There is no Suffolk Police Authority target for KSI figures, however this is very close to the figure at this point last year being just 6 collisions over which is an increase of 2%. There were 23 collisions with fatal consequences over the same period.

7.17. Fatal statistics for both counties shows reductions to last year and both Norfolk and Suffolk are showing very slight variations in the overall KSI figures.

KSI COLLISIONS & CASUALTIES FOR NORFOLK				
COLLISIONS	FATAL	SERIOUS	TOTAL	Collisions are down by 1%
1.1.2011 - 31.12.2011	41	263	304	
1.1.2012 - 31.12.2012	34	268	302	
CASUALTIES	DEATHS	SERIOUS INJ.	TOTAL	Casualties are down by 1%
1.1.2011 - 31.12.2011	43	312	355	
1.1.2012 - 31.12.2012	39	312	351	
KSI COLLISIONS & CASUALTIES FOR SUFFOLK				
COLLISIONS	FATAL	SERIOUS	TOTAL	Collisions are up by 2%
1.1.2011 - 31.12.2011	32	300	332	
1.1.2012 - 31.12.2012	23	315	338	
CASUALTIES	DEATHS	SERIOUS INJ.	TOTAL	Casualties are up by 5%
1.1.2011 - 31.12.2011	34	330	364	
1.1.2012 - 31.12.2012	24	357	381	

7.18. The RPFOW works to a performance year of April to April for statistics recording and analysis.

7.19. The "Fatal Four" offences are the recognised major contributors to KSI Collisions.

7.20. These are:

- (1) Drink/Driving
- (2) Mobile Phone Use
- (3) Speeding
- (4) Seat Belt usage

7.21. The Christmas Drink Drive Campaign

7.22. During the period of 1 December 2012 to 1 January 2013, RPFOW Officers supported by County Policing Command colleagues carried out this campaign with the aim being to deter drivers from drinking and driving over the Festive period and to educate them to plan their journeys including those undertaken the "morning after". The objective was to test as many people thus fostering a belief that if they did drink and drive they stood a very good chance of getting stopped and caught. As a unit the RPFOW carried out 6140 tests with 44 positive results. This was a considerable increase in tests administered as against previous year's campaigns.

7.23. **Current Issues / Concerns / Risks**

7.24. Firearms Licensing Services

7.25. On 22 January HMIC conducted an Inspection of the National Ballistics Intelligence Service (NABIS) function within Suffolk. NABIS delivers a national database of all recovered firearms and ballistic material coming into police possession. This includes items such as complete rounds of ammunition, cartridge cases and

projectiles. The database also links these ballistics items to tactical intelligence recorded by police forces and other UK Law enforcement agencies. NABIS also provides a police governed forensic capability to link firearms incidents. Four regional facilities have been created allowing the test fire, analysis and linking of firearms and ballistic material to items submitted from other incidents across the UK. The Firearms Licensing Unit coordinates the recovery of all ballistic items within Norfolk & Suffolk ensuring the NABIS database is maintained. The HMIC Inspection is part of a thematic inspection nationally and it is expected that HMIC will report on their findings in early March 2013.

7.26. Operations Support – Contingency Planning

7.27. Following events at Fukushima the government has introduced a requirement that the area around nuclear facilities within which detailed contingency planning and preparations are made has been extended. The Contingency Planning Section is working with the Local Resilience Forum on the extension of the emergency planning zone for Sizewell. This will be a long term and resource intensive activity.

7.28. Road Policing and Firearms Operations Unit (RPF OU) – Borderless Working

7.29. The current 'Interoperability Project' covering both forces is leading to the introduction of a common Command and Control system. A significant benefit of the project is the ability for the RPF OU to operate 'borderless' patrol and response arrangements, increasing operational resilience and service delivery. The current technical delays in the project have slowed the delivery of these benefits.

7.30. **Proposed Mitigation**

7.31. RPF OU – Borderless Working

7.32. The unit was created as a joint resource for both counties and the ability for borderless working is the basis for the resourcing model for the unit. The patrol and response arrangements have been adapted recognising that the unit will have to serve both forces separately for the present.

8. FINANCIAL IMPLICATIONS:

N/A

9. OTHER IMPLICATIONS AND RISKS:

9.1. Risks and implications are detailed in the main body of the report.

ORIGINATOR CHECKLIST (MUST BE COMPLETED)	PLEASE STATE 'YES' OR 'NO'
Has legal advice been sought on this submission?	No
Has the PCC's Chief Finance Officer been consulted?	No
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?	N/A
Has consultation been undertaken with people or agencies likely to be affected by the recommendation?	N/A
Has communications advice been sought on areas of likely media interest and how they might be managed?	Yes
In relation to the above, have all relevant issues been highlighted in the 'other implications and risks' section of the submission?	No – risks are identified within the report.