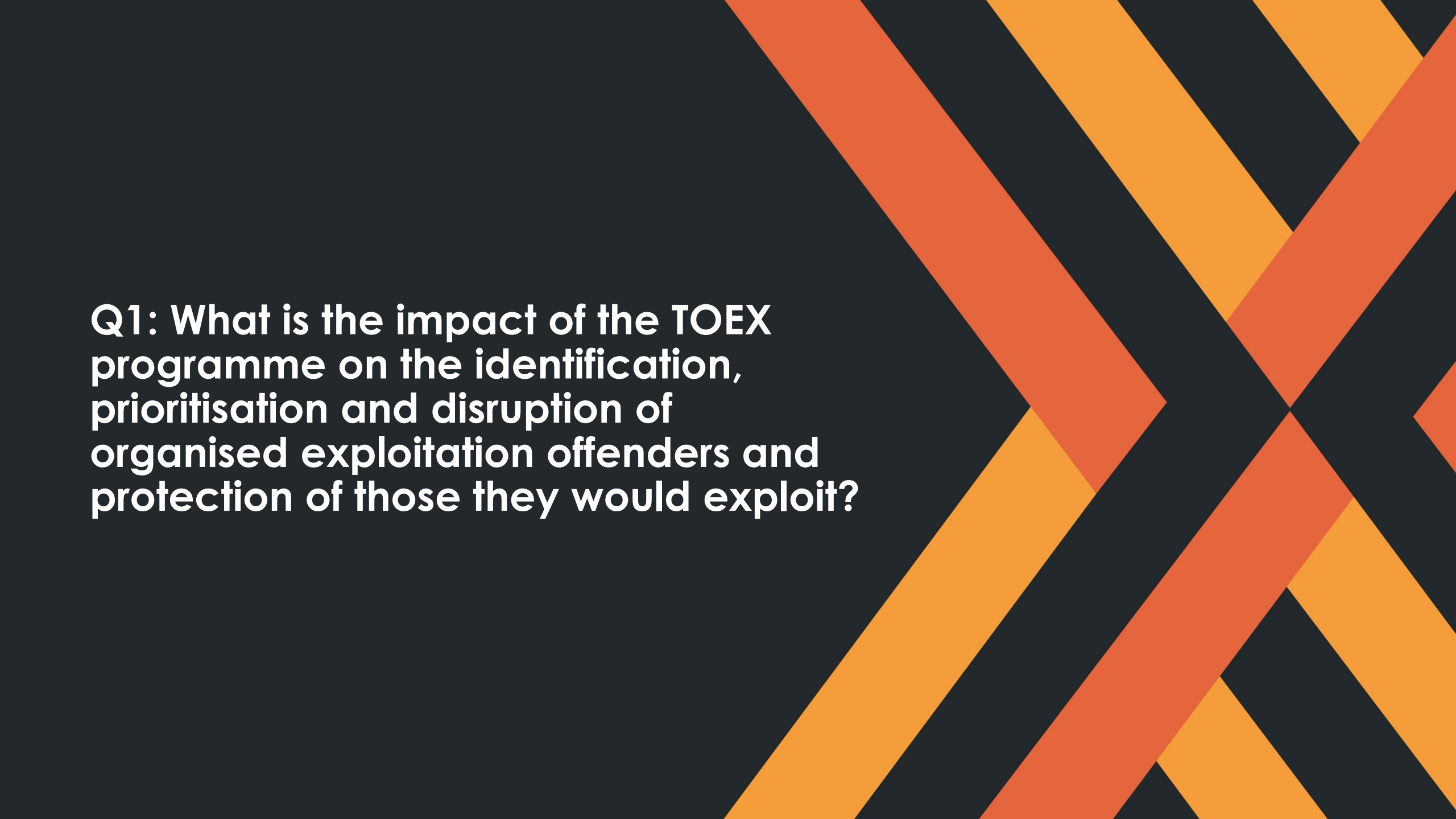# TACKLING ORGANISED
EXPLOITATION
PROGRAMME

Evaluation Pack

2023 – 24 Q3

KPIs designed to measure TOEX success against the strategic outcomes identified in the key research questions

Q.1	What is the impact of the TOEX programme on the identification, prioritisation and disruption of organised exploitation offenders and protection of those they would exploit?	**4** KPIs
Q.2	How effective is the centrally coordinated, regionally delivered TOEX model?	**5** KPIs
Q.3	How feasible, accessible and cost-effective is a centrally delivered *NPCC Capabilities Environment* for policing and wider UK Law Enforcement?	**3** KPIs
Q.4	How feasible, accessible and cost-effective is it to upscale the *TOEX Data Platform* architecture to deliver regionally-hosted data environments for operational and strategic application across the tiers of policing?	**3** KPIs
Q.5	What is the ongoing financial efficacy of the regional TOEX ops model, in terms of costs incurred and savings made?	**3** KPIs

For operational security reasons, sections Q3, Q4 and Q5 have been removed before publication.

Q1: What is the impact of the TOEX programme on the identification, prioritisation and disruption of organised exploitation offenders and protection of those they would exploit?

New vulnerabilities tracked over time across TOEX regional and national team taskings.

Verified Identifications Since Inception

Number of Safeguarding Referrals	Number of OCGs Identified
507	26
Number of Priority Individuals Identified	Number of Vulnerabilities Identified
20	13

Verified Identifications in 2023-24 Q3

Number of New Safeguarding Referrals	Number of New OCGs Identified
81	2
Number of New Priority Individuals Identified	Number of New Vulnerabilities Identified
3	1

TOEX identified two OCGs, three Priority Individuals and one Vulnerability in 2023-24 Q3 that had not been identified elsewhere.

A further six OCGs and two Priority Individuals identified in previous quarters were reconciled against the SOC Master List.

Occasional delays between identification and reconciliation occur due to the following reasons:

⚒ Different operation names/MoRiLE IDs
⚒ Discrepancies over assessment category
⚒ OCG/PI referred to a different region for scoring

Of the 26 OCGs identified by TOEX since inception, 21 were identified in relation to Modern Slavery and Human Trafficking offences, three of the operations also involve an aspect of Organised Immigration Crime.

Adult Sexual Exploitation appears in 70% (n. 16) of operations in which an OCG has been identified and Adult Criminal Exploitation in 28% (n. 26). Adult Labour Exploitation is present in one operation resulting in an OCG identification.
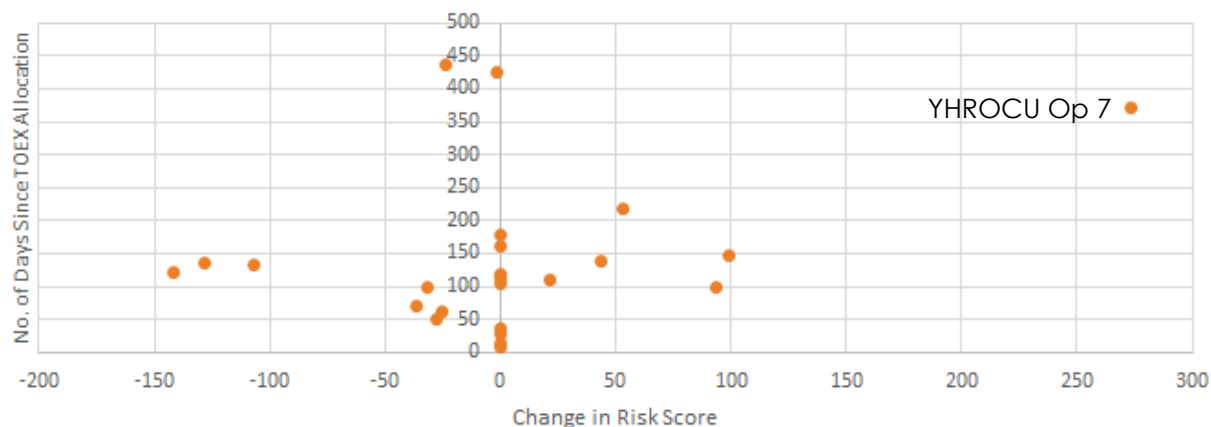
Three OCG identifications relate to Child Criminal Exploitation offences and two in relation to Child Sexual Exploitation offences.

Changes in Risk Scores

MoRiLE score changes across both TOEX and non-TOEX operations compared using statistical similarity measures to identify if TOEX involvement leads to earlier identification of risk and risk reduction activity.

Risk Score Change by Number of Days Since TOEX Allocation

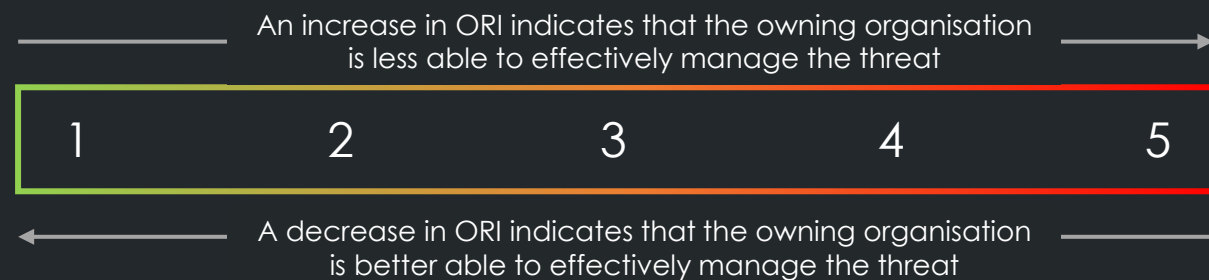TOEX were involved in 25 assessments across 21 operations in 2023-24 Q3.

The Risk Score increased in six instances, with an average increase of 97 points, and decreased in ten instances, with an average decrease of 73 points. In nine of the assessments, the Risk Score did not change.

YHROCU Op 7 increased from 237 to 510 [+273) after decreasing by 503 points in Q2 following the arrest of a primary perpetrator. The increase is due to the identification of further offences and the number of victims awaiting identification.

TOEX support is reflected in both increases and decreases in Risk Score as intelligence development can identify additional risk and intelligence gaps, resulting in an increase, as well as opportunities for disruption, resulting in a decrease.

Organisational Risk Indicator Changes

The Organisational Position section of a MoRiLE assessment generates an Organisational Risk Indicator (ORI), which is a colour coded (RAG) numerical indicator from 1 through 5, which describes how effectively the organisation is currently placed to effectively tackle the threat.

An increase in ORI indicates that the owning organisation is less able to effectively manage the threat

| 1 | 2 | 3 | 4 | 5 |

A decrease in ORI indicates that the owning organisation is better able to effectively manage the threat
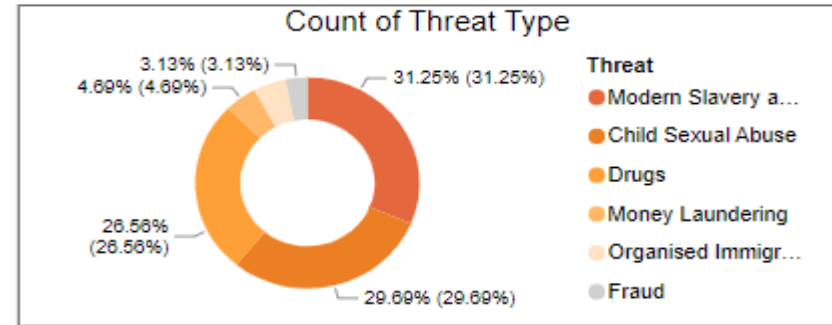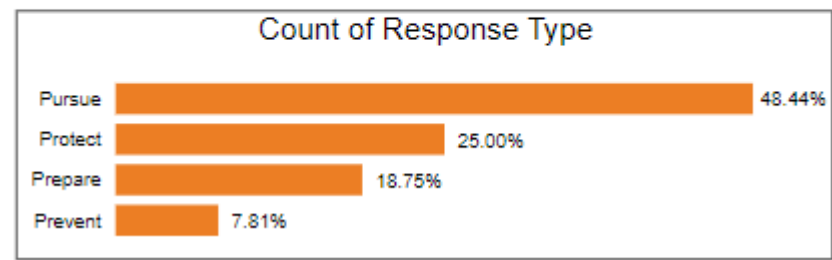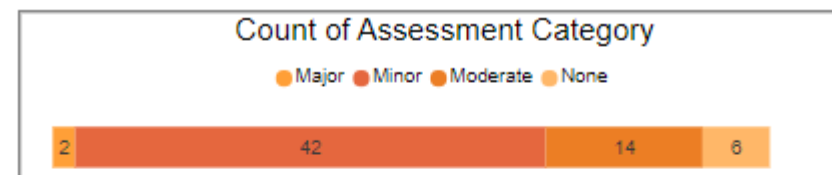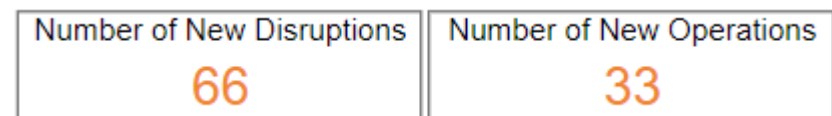
Decreases in ORI are usually indicative of more appropriate ownership of a threat and/or the commencement of support by specialist capabilities.

Since inception, TOEX have been involved in 279 MoRiLE assessments across 117 operations. The ORI has been updated on 30% of these with a decrease in organisational risk occurring more than twice as frequently as an increase.

Half of the assessments involving a decrease in ORI were the first assessment after TOEX support commenced. While it is not possible to isolate the impact of TOEX from other factors included in the assessment, it suggests that TOEX involvement is a contributing factor in reducing the organisational risk posed by a threat to the owning agency.

Disruptions informed by TOEX products

Disruptions in APMIS used to quantify the effect of TOEX involvement in an operation compared to non-TOEX involved operations. Qualitative info used to contextualise disruption activities. What would have happened without TOEX?

Number of New Disruptions	Number of New Operations
66	33

Count of Assessment Category
● Major ● Minor ● Moderate ● None

2	42	14	6

Count of Response Type

- Pursue — 48.44%
- Protect — 25.00%
- Prepare — 18.75%
- Prevent — 7.81%

Count of Threat Type

3.13% (3.13%)
4.69% (4.69%)
31.25% (31.25%)
26.56% (26.56%)
29.69% (29.69%)

Threat
● Modern Slavery a…
● Child Sexual Abuse
● Drugs
● Money Laundering
● Organised Immigr…
● Fraud

The threats recorded as 'Drugs' on APMIS relate to County Lines and Adult Criminal Exploitation.

The threats recorded as 'Money Laundering' relate to asset denial following financial intelligence development.

TOEX recorded 66 disruptions against 33 operations in 2023-24 Q3, 11 more operations disrupted than in Q2. There are a further 30 disruptions currently awaiting moderation.

There have been 351 disruptions against 116 operations since programme inception of which 5% (n. 19) relate to the use of TOEX's technical tools. Disruptions against TOEX's technical tools first started being assessed in September 2023 and they are recorded against a single operation as to not inflate figures.

CASE STUDY:
TARIAN Op 18   **MOR-27182**

TOEX facilitated links between SWP officers and the Met Gangs Unit and assisted by collecting phones from the Met officers to expedite their downloads. Once the data was acquired, TOEX stripped out pertinent information and carried out CDR analytical work to show connections between key subjects and the movements of subjects via Cell-site and ANPR.

TOEX provided intelligence packs to show the movements of key nominals and identified that the victim had been moved from South Wales to London and that the flat they were found in belonged to the suspect. TOEX found that the suspect's phone was in contact with other victims from South Wales who have been arrested for drug supply in the past and that there is a high level of contact between their number and other significant nominals in the investigation.
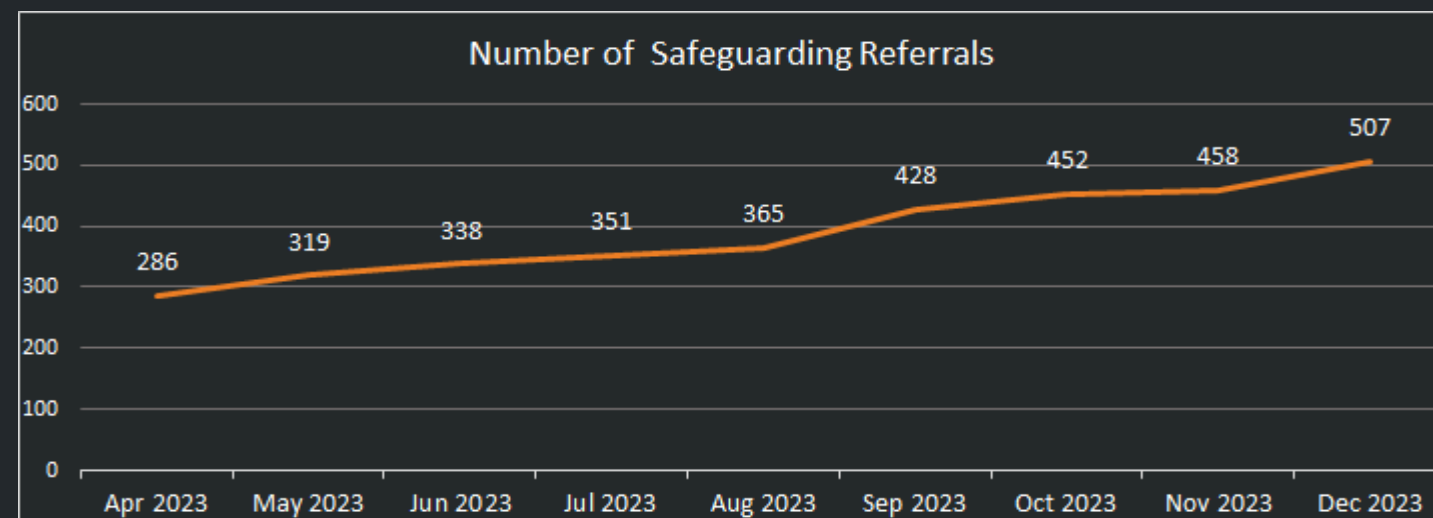
In early December, a warrant was executed by Metropolitan Police Officers at the suspect's home address, and they were arrested for trafficking offences against the victim. TOEX attended to support Met and Exploitation team officers.

"A stand-alone team would not be able to deal with this SOC threat without the support of TOEX and the involvement of the officer within MET police" – MoRiLE Assessing Officer (Non TOEX Personnel)

"The data analysis/intelligence gathering carried out by TOEX was instrumental in the forwarding of this investigation and has led to the warrants being obtained and the eventual arrest of [the suspect]." – Disruption Moderator (Non TOEX Personnel)

The number of individuals recommended for a safeguarding visit or other safeguarding activity by the TOEX team working on the threat

Number of Safeguarding Referrals

TOEX submitted 81 safeguarding referrals in 2023-24 Q3 bringing the total to 507 since programme inception.

42 safeguarding referrals were submitted in relation to a Tarian investigation into a priority individual. These safeguarding referrals relate to 42 previously unidentified children that TOEX were able to identify on behalf of the owning force. The priority individual, a former police officer, was found in possession of thousands of Category A-C images. The former police officer had contacted children, threatening, and blackmailing them to send sexual images and videos.

Q2: How effective is the centrally coordinated, regionally delivered TOEX model?

TOEX-generated product which enriches intelligence products through proactive realisation of hidden harm

Count of self-generated taskings and analysis of what happens with development, forward ownership, and prioritisation within relevant tasking processes.

CASE STUDY:
ROCUWM Op 70   **MOR-27249**

ROCUWM Op 70 is the proactively identified child operation of ROCUWM Op 38, an operation triggered to establish the hierarchy of an OCG and the links to exploitation. It was recommended that WMP request TOEX support to understand the Thematic Vulnerability of Asian Sexual Exploitation in the West Midlands. The subject/s of interest for ROCUWM Op 70 were believed to be involved in the trafficking of females for the purposes of sexual exploitation, cannabis cultivation and the employment and exploitation of illegal immigrants.
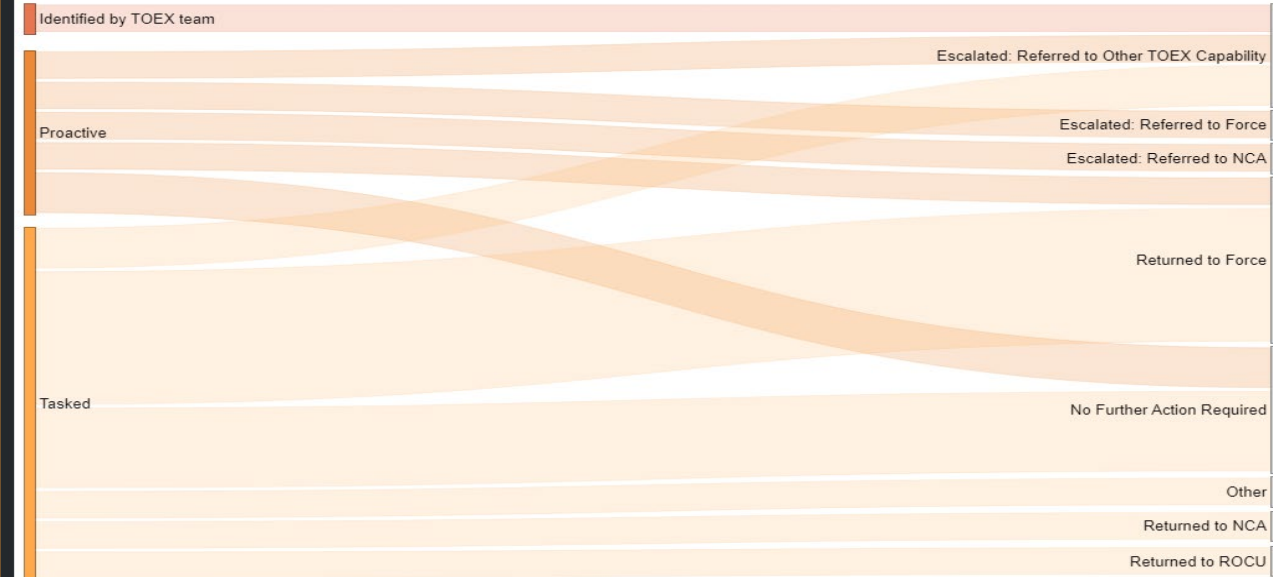
Value Added:

※ TOEX provided enhanced intelligence development around mobile numbers linked to a subject of interest being used to advertise sex work. This led to the locations of active brothels being identified that were not previously known.
※ Enforcement on one of the locations identified by TOEX led to the arrest of a subject with previous links to human trafficking.
※ TOEX identified the personal nature of the initial subjects of interest's relationship. Both nominals were arrested for human trafficking offences, with handwritten and typed letters found at the nominals' address indicating that the individual writing them was being exploited and trafficked.
※ Identification of an OCG which was previously unknown.

"The quality of the TOEX assessment meant I could identify evidential opportunities around existing Investigations and set a clearly defined covert strategy"

"The Intelligence assessment was excellent with detailed intelligence/analysis and hypothesis which allowed the operational teams to hit the ground running" – ROCUWM DI, **ROCUWM Op 70**

2023-24 Q3 Outcomes

2023-24 Q3 Proactive Job Closure Reasons:

Six proactively identified jobs were closed within the reporting period with the following outcomes:

※ No further action required following completion of intelligence reports.
※ Package sent to Force with potential for further development in the future.
※ Research completed and referred into NCA for a linked job.
※ Research integrated into MoRiLE scoring for related operation.
※ No further action required following prison debrief.
※ Research completed and passed on to another TOEX team for further development in their region.

Quarterly survey of TOEX clients/closure reports used to measure how TOEX products improve threat picture & inform decisions. Value added to National Assessment Centre product.

The referral process was clear, easy to follow and the same as the referral process for any other capability within the ROCU.

- 1 (16.67%)
- 1 (16.67%)
- 4 (66.67%)
- Strongly Agree
- Slightly Agree
- Neither Agree...

The TOEX team were easily accessible. I knew who my points of contact were and how I could reach them.

- Strongly Agree
- 6 (100%)

The TOEX team delivered in line with the timescales agreed at the initial discussion and I was made aware of any delays

- 1 (16.67%)
- 5 (83.33%)
- Strongly Agree
- Slightly Agree

There was an initial terms of reference agreed by all parties and the TOEX team delivered against this initial terms of reference

- Strongly Agree
- 6 (100%)

I was contacted with updates when developments had been made and received helpful responses to any questions I had

- Strongly Agree
- 6 (100%)

The final product was easy to understand and provided useful insight which added value to my intelligence investigation.

- 1 (16.67%)
- 5 (83.33%)
- Strongly Agree
- Slightly Agree

100% (n. 19) of respondents have answered 'Yes' to 'Would you recommend TOEX to a colleague?' since the survey was published.

Operational Feedback Survey Results

"I was impressed with the turnaround time and volume of work carried out within the timeframe. Excellent communication with teams meeting to discuss findings and to ensure that all aspects were covered. "

"[Senior Intelligence Analyst] and [Intelligence Analyst] have been excellent. Great communication and product produced."

- South Wales PC, **TARIAN Op 29**

"[TOEX] Gathered an in-depth intelligence picture which significantly assisted our ability to assess threat/ risk. […] the team went above and beyond."

- Northumbria PC, **NEROCU Op 21**

"A fantastic piece of work that I had no idea how we could have progressed without the technical expertise of the TOEX."

"[…]the product they provided was of the highest quality and greatly enhanced our investigation"

- Dyfed-Powys, **TARIAN Op 23**

"Thank you again, the MSHT/TOEX network is impressive in its effectiveness"

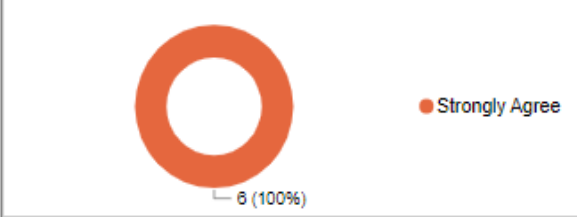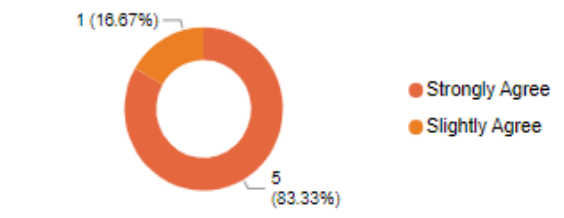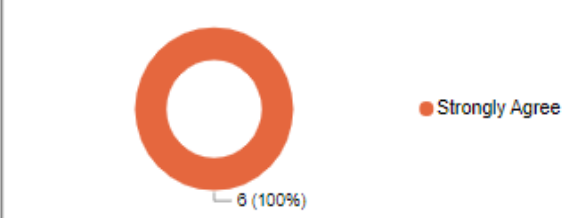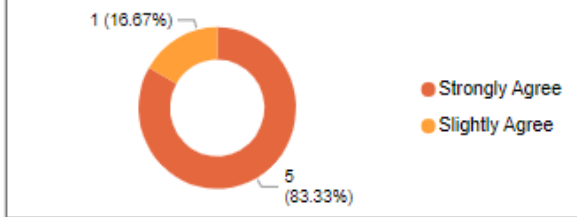- NCA International Liaison Officer, **National Team Op 7**

TOEX products generated improve the threat picture and inform decision making

Quarterly survey of TOEX clients/closure reports used to measure how TOEX products improve threat picture & inform decisions. Value added to National Assessment Centre product.

CASE STUDY:

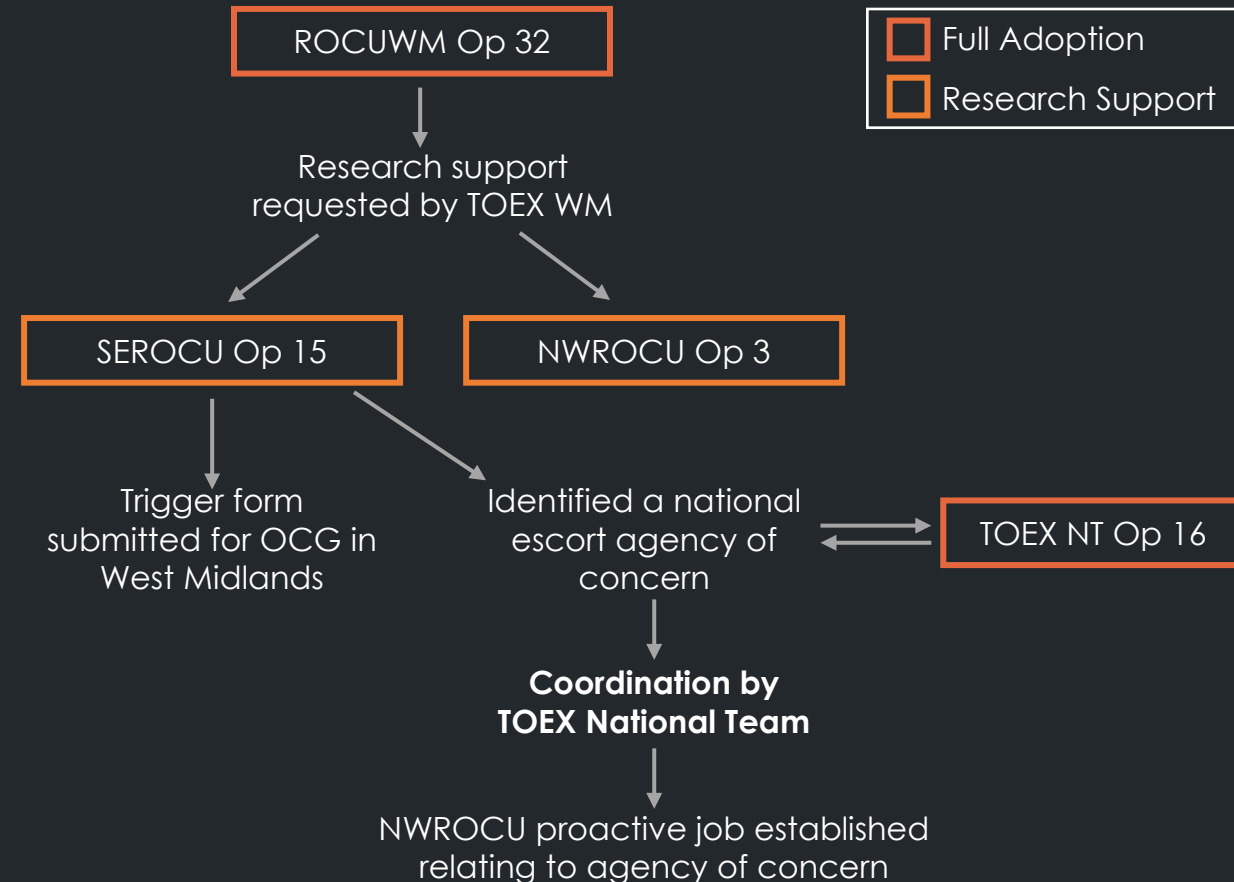**SEROCU Op 15**   **MOR-20162**

Intel development by ROCUWM TOEX into a Child Criminal Exploitation job revealed a potential footprint in the SEROCU area. SEROCU TOEX team supported with additional research and development and discovered a significant footprint of adult sexual exploitation in the Southeast area which was taken forward under SEROCU Op 15.

Value Added:

※ All intelligence submitted to national databases (23 intel reports in total) to ensure capture of intelligence which may be significant to other forces.

※ Brothels with potential sexual exploitation risk indicators were identified in an area of the Southeast. Safeguarding of the persons within was only possible following SEROCU TOEX resolving the location of the brothel and facilitating a welfare check with local officers.

※ TOEX's investigation into linked operations identified a link between SEROCU Op 15 and an Op within national TOEX (TOEX NT Op 16). This enriched intelligence and meant the national picture could be explored, saving forces duplication and driving efficiency.

※ Development identified an agency of concern involved in sexual exploitation on a national scale. TOEX coordination led to the creation of a new operation in Northwest TOEX to explore this nationally, and to identify disruption opportunities within policing and partner agencies, preventing further exploitation of victims.

※ Identified and scored an OCG - trigger form currently being reviewed in the ROCUWM region.

This operation demonstrates the effectiveness of the TOEX model. Collaboration between multiple teams has led to the identification of a potential OCG, highlighted links between operations in other regions and developed into a new proactive job.

Flow diagram:

- ROCUWM Op 32
  - → Research support requested by TOEX WM
    - → SEROCU Op 15
      - → Trigger form submitted for OCG in West Midlands
      - → Identified a national escort agency of concern
    - → NWROCU Op 3
      - → Identified a national escort agency of concern

- Full Adoption (☐)
- Research Support (☐)

- Identified a national escort agency of concern ⇄ TOEX NT Op 16
  - → Coordination by TOEX National Team
    - → NWROCU proactive job established relating to agency of concern

TOEX triage of ROCU gateway submissions

TOEX workload tracker & APMIS data used to provide monthly reporting, outcomes to date, evidence whether TOEX is providing capacity to SOC system focussed on high-harm threats

Recording Unmet Demand

The Federated Tasking Team (FTT) released new guidance on recording unmet demand in November 2023.

Definition: "Unmet demand occurs when a SOC threat cannot be appropriately tackled due to a shortfall in capacity or capability."
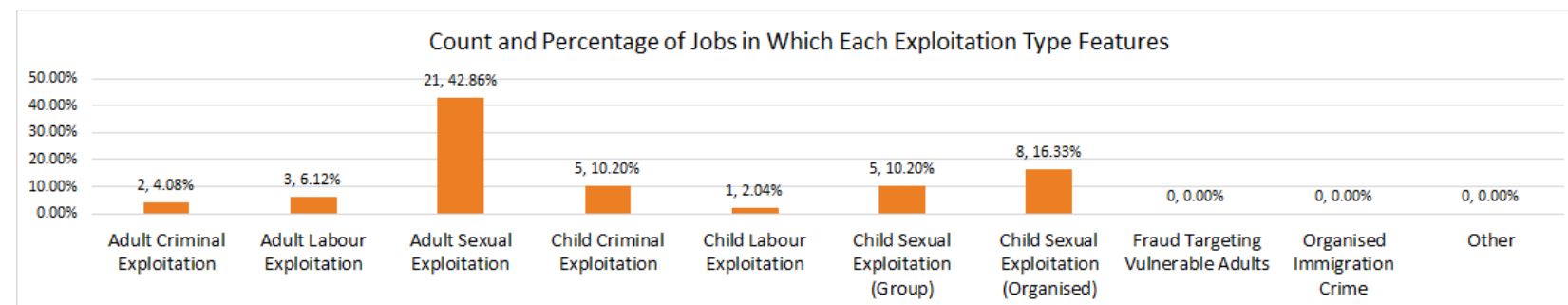
The purpose of recording unmet demand is to improve our understanding of system-wide demand, regardless of whether there is currently the necessary capacity/capability do deal with it, support tasking forums to ensure resources are focused on tackling the highest priority threats and enhance objective prioritisation and risk ownership opportunities.

What does this mean for TOEX?

※ Continue identifying proactive opportunities to support jobs that might otherwise be considered unmet demand.
※ Record instances of TOEX completing intelligence development and no resources being available for operational tasking.
※ Record requests for TOEX support regardless of whether they are adopted or not.
※ Continue developing technical tools that can help provide additional capability.

Support Provided and Unmet Demand

TOEX accepted 95% (n. 41) of tasked requests in 2023-24 Q3 in addition to supporting eight proactively identified jobs.

Count and Percentage of Jobs in Which Each Exploitation Type Features

Three of the jobs allocated within 2023-24 Q3 involved more than one aspect of exploitation.

※ Two Child Sexual Exploitation jobs including both Group Based and Organised CSE

※ One Child Sexual Exploitation job also featuring an aspect of Child Labour Exploitation

TOEX triage of ROCU gateway submissions

TOEX workload tracker & APMIS data used to provide monthly reporting, outcomes to date, evidence whether TOEX is providing capacity to SOC system focussed on high-harm threats

Requests for Support

Every four weeks, a review of new SOC Master List exploitation assessments is undertaken to proactively identify operations that could be enhanced by TOEX development. The following quotes have been extracted from the MoRiLE assessment capability and capacity sections for operations not supported by TOEX at the time of the assessment:

"We have a lack of financial skills to progress; however, we would look to use the TOEX team to fill these gaps" – **NWROCU MOR-27553**

"Also highly recommend linking in with TOEX to discuss ways to prevent further exploitation of children" – **ERSOU MOR-26677**

Both operations were raised in TOEX's internal performance meetings with an action to reach out to the owning organisation to see whether support can be provided. ERSOU are subsequently supporting **MOR-26677 (ERSOU Op 64)**, the highest scoring operation owned by the force, investigating county lines. NWROCU are still in the process of finding out more information about **MOR-27553.**

SOC Master List Operations (MoRiLE)

TOEX have provided support on 143 operations on the SOC Master List to date, including 13 new operations in 2023-24 Q3.

High Risk operations on the SOC master list are often static and remain in the top 10 for several months. Current support and completed support on the Top 10 for each threat have been included to reflect this.

Child Sexual Abuse

TOEX are currently supporting **3/10** of the top highest risk operations on the SOC Master List.

TOEX support has been completed on a further **1/10** of the top highest risk operations.

Modern Slavery and Human Trafficking

TOEX are currently supporting **3/10** of the top highest risk operations on the SOC Master List.

TOEX support has been completed on a further **5/10** of the top highest risk operations.

Organised Immigration Crime

TOEX are currently supporting **2/10** of the top highest risk operations on the SOC Master List.
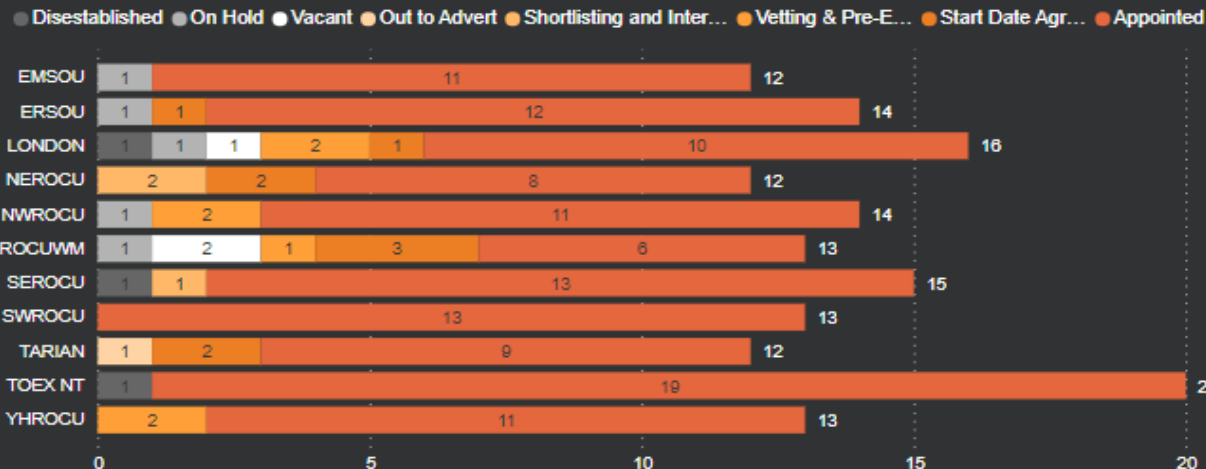
TOEX support has been completed on a further **1/10** of the top highest risk operations

The top highest risk operations not supported by TOEX are either no longer in the intelligence development phase, have sufficient capacity and capability to deal with the threat or are not indicative of exploitation.

Number vacancies / leavers / av. length service, learning pathway attainment/training/ licences, periodic & systemic employee surveys and stay interviews to track engagement.

Post Status by Region

HR Onboarding Update

⚒ 14 new members of staff have started

⚒ 2 individuals have received an internal promotion

⚒ 10 members of staff have left for alternative employment
  - 9 moves within policing (including 3 promotions)
  - 1 move out of policing

80% (n. 123) of positions are currently filled, 13% (n. 21) are in progress (shortlisting and interview, vetting and pre-emp checks and start date agreed), four positions are vacant and five are on hold.

TOEX Citizen Survey Results

Question	Yes	Not Sure	No
I understand the aims and objectives of the TOEX programme	98.5%	1.5%	0.0%
I know how the work I do helps our programme achieve its aims and objectives	92.3%	6.2%	1.5%
I know how well our programme is performing	92.3%	6.2%	1.5%
The aims and objectives of our programme make me feel good about my work	86.2%	10.8%	3.1%
I can access the training a development I need to do my job	96.9%	3.1%	0.0%
I can access the systems I need to do my work properly	83.1%	4.6%	12.3%
At TOEX we always look for ways to improve	87.7%	9.2%	3.1%
My opinion is sought on decisions that affect my work	75.4%	15.4%	9.2%
I feel valued and recognised for the work I do	83.1%	10.8%	6.2%
My career aspirations at TOEX are being met	70.8%	16.9%	12.3%
The national leadership team provide a clear vision of the overall direction of TOEX	89.2%	9.2%	1.5%
Senior Leaders in my team, demonstrate effective decision making	78.5%	16.9%	4.6%
I am proud to work for the TOEX Programme	98.5%	1.5%	0.0%
I actively promote TOEX as a good place to work	90.8%	7.7%	1.5%

The engagement score for the most recent survey, calculated using the questions highlight above, is 86.8%. This is a decrease of 5.6% on the last survey conducted in August 2023 and the lowest engagement score to date.

Issues raised in the survey results were addressed in the most recent TOEX All Hands call, an open invitation call used to provide programme updates and give staff an opportunity to raise questions and concerns with the national team.

Key audiences informed, updated & engaged. Statistical analysis of comms delivery. Creative, innovative & relevant content. Objectives, milestones & outcomes identified / mapped

Communications Update
Natalie Reed, Communications Lead:

"This quarter has seen the **seventh edition of the e-mag being published**, which focuses on the TOEX technical work stream by announcing the launch of our Capabilities Environment as well as featuring a case study highlighting how our in-house tools are supporting investigations. As we head into the next quarter, work continues in **supporting the implementation of the national CSE Taskforce**, alongside Hydrant Programme and VKPP colleagues, as well as extensive planning for the **Vulnerability and Exploitation Conference** in March."

Digital Media Engagement

※ X (Twitter) link click-throughs: October: 29, November: 9, December: 13

※ Linked in page views: October: 554, November: 515, December: 404
The average number of page views for the 2023-24 Q3 is 491, an increase on 2023-24 Q2s average of 313 and Q1s average of 209.

※1.1K website users in 2023-24 Q3. The most viewed page was the home page followed by the vacancies page which is consistent with Q1 and Q2.

※ 37.2% of engaged sessions in 2023-24 Q3 came from organic searches, an increase of 7.4% on 2023-24 Q2 and 3.1% on 2023-24 Q1.

※ There were over 1000 new website visitors and over 300 returning users in 2023-24 Q3

TOEX E-Magazine

The most recent publication of our e-magazine can be found on our website:

https://www.toexprogramme.co.uk/news-and-events/latest-news/seventh-e-magazine-published/

TOEX Infographics

Our new infographics were published in November 2023, which detail significant progress and key highlights of the TOEX Programme in response to tackling serious and organised exploitative crime.

The documents focus on the two key work streams of TOEX – the operational outcomes and technical enablers highlighting activity undertaken since the inception of the programme and the additional capacity and capability the TOEX approach has provided policing across the vulnerability landscape.

Both infographics can be viewed here: New TOEX Infographic Published | TOEX (toexprogramme.co.uk)