

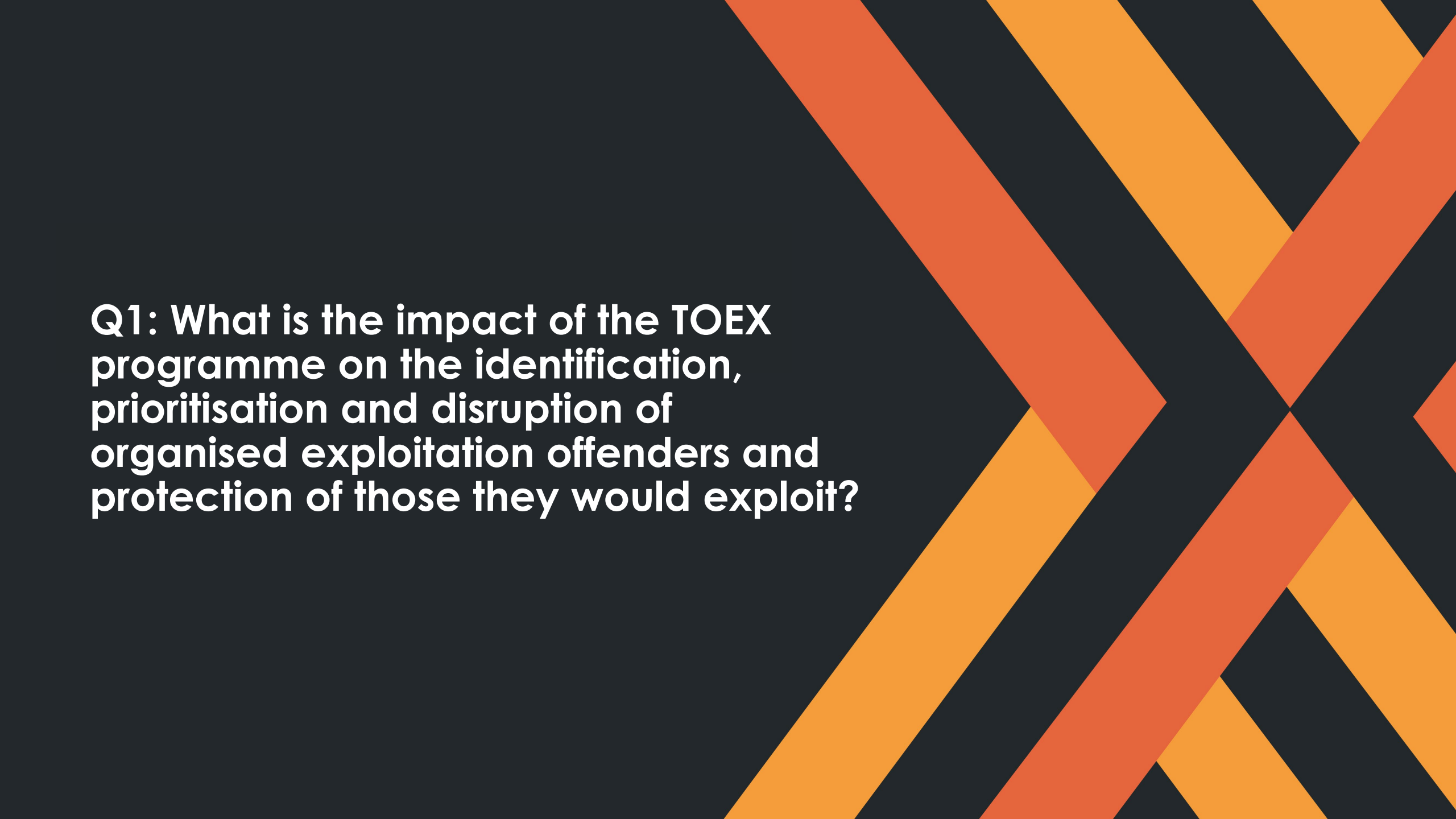


# Evaluation Pack

2023 – 24 Q4 Year End

# 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 <i>NPCC Capabilities Environment</i> for policing and wider UK Law Enforcement?	3 KPIs
Q.4	How feasible, accessible and cost-effective is it to upscale the <i>TOEX Data Platform</i> 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



**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?**

# Identification of new threats through APMIS vulnerability recording

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

## Verified Identifications Since Inception

Number of Safeguarding Referrals	Number of OCGs Identified
539	30
Number of Priority Individuals Identified	Number of Vulnerabilities Identified
26	14

## Verified Identifications in 2023-24 FY

Number of New Safeguarding Referrals	Number of New OCGs Identified
248	12
Number of New Priority Individuals Identified	Number of New Vulnerabilities Identified
15	4

## Verified Identifications in 2023-24 Q4

Number of New Safeguarding Referrals	Number of New OCGs Identified
30	4
Number of New Priority Individuals Identified	Number of New Vulnerabilities Identified
3	1

### Case Study

#### TARIAN Op 19

MOR-26108

Sexual exploitation of a sixteen-year-old child. The victim was trafficked to a location and paid for spending time with a male before being sent elsewhere in the country to stay in a hotel. Over a period of four days the child was advertised on an adult sex work website and investigations suggested that the victim, alongside an OCG member, were met by more than 25 men.

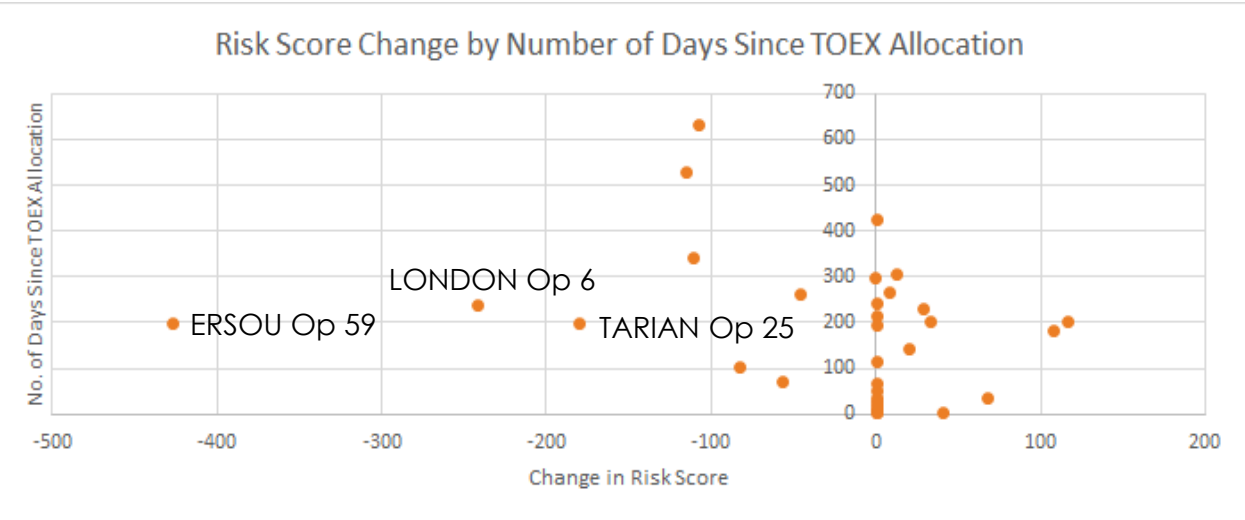
### Value Added

- ✂ Identified an OCG and supported the owning organisation and ROCTA team with scoring and mapping the threat
- ✂ Generated 37 intelligence reports to date for further interventions.
- ✂ Identified an event organised by a nominal: a themed disco for underage children, where children were encouraged to share their phone numbers to attend, via Facebook. TOEX flagged the event with local licensing, so it did not go ahead.
- ✂ Identified and located a nominal and helped facilitate their arrest, by WMP on behalf of South Wales, by coordinating with TOEX ROCUWM. They have admitted to the facilitation of sex offences.
- ✂ Identified that while on bail, one of the nominals had been successful in applying for a job with a law enforcement agency. TOEX made the agency aware of the situation.
- ✂ Supported South Wales with the escalation and transfer to Tarian, attended multiple handover meetings and provided a full handover of intel opportunities to the RTF in Tarian, including analytical products and subject profiles



# 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.



TOEX were involved in 33 assessments across 26 operations in 2023-24 Q4.

The Risk Score increased in nine instances, with an average increase of 48 points, and decreased in ten instances, with an average decrease of 137 points. In fourteen of the assessments, the Risk Score did not change.

Three Risk Score decreases larger than 150 points were recorded in 2023-24 Q4:

✂ **ERSOU Op 59** decreased from 780 to 353 [-427] following members of the OCG returning to their country of origin.

✂ **LONDON Op 6** decreased from 242 to 0 [-242] TOEX development identified more appropriate ownership and risk transfer to another organisation completed. A reactive investigation is now being conducted resulting from the TOEX proactive intel development

✂ **TARIAN Op 25** decreased from 231 to 51 [-180] following the arrest of a Priority Individual.

## Days to Risk Reduction Activity

The figures below have been calculated based on the time-to-event analysis initially introduced by Crest Advisory in their economic evaluation of TOEX.

**Assumption:** A drop by at least 50 points is assumed to be due to disruption activity, with 50 points seen as a substantial enough drop to imply the threat has been significantly reduced.

The following calculations are based on exploitation threat assessments conducted in the 2023-24 FY with a Risk Score decrease of more than 50 points.

Average Days from First MoRiLE Assessment to First Disruption Activity for **Non TOEX** Ops:  
**230.4**

Average Days from First MoRiLE Assessment to First Disruption Activity for **TOEX** Ops:  
**215.2**

Operations with TOEX support are 1.7 times (7%) faster to reach the **first** Risk Score decrease of more than 50 points than operations without TOEX support.

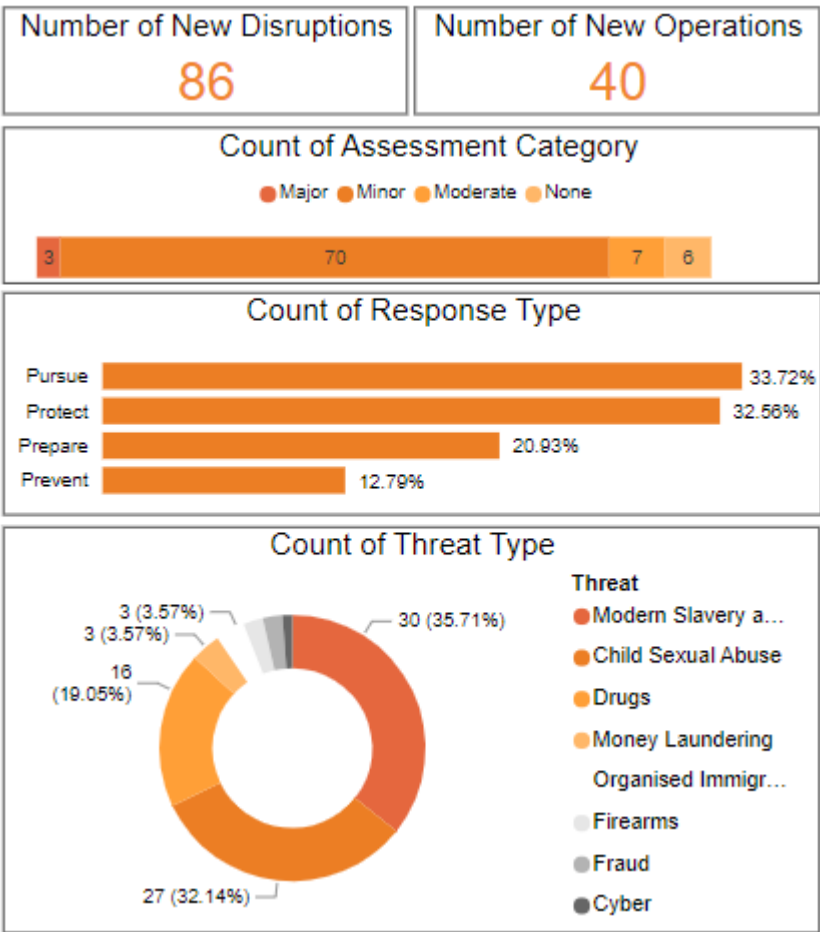
In addition to being faster to reach disruption activity, the average Risk Score decrease is larger during TOEX's involvement than for organised exploitation (MSHT, CSA and OIC) operations not currently being supported by TOEX, highlighting the high harm nature of the operations supported and the intelligence development leading to a more comprehensive understanding of the threat.

Average of First Risk Score Decrease for **Non TOEX** Ops:  
**126.7**

Average of First Risk Score Decrease for **TOEX** Ops:  
**202.7**

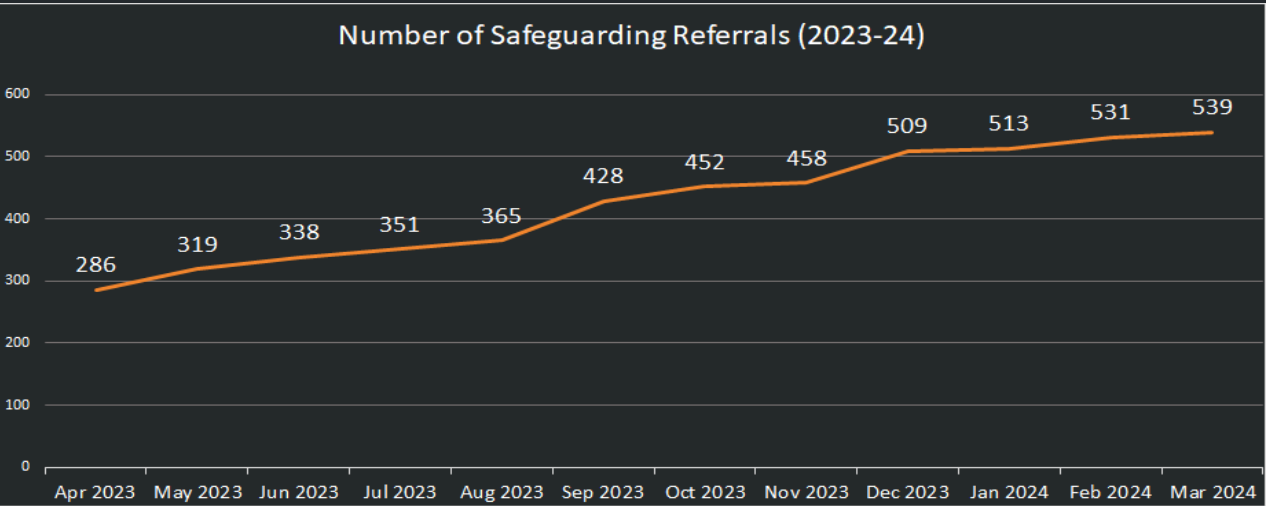
# Disruptions informed by TOEX products

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?



# The number of individuals safeguarded as a result of TOEX work

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



TOEX submitted 30 safeguarding referrals in 2023-24 Q4 bringing the total to 272 in the 2023-24 FY and 539 since programme inception.

Since inception, operations with an aspect of child exploitation, either sexual or criminal, account for 30% (n. 153) of TOEX's supported jobs and 29% (n. 154) of safeguarding referral submissions. The proportion of TOEX supported operations featuring an aspect of child exploitation has remained consistently between 27% and 30% over the past year.

There is minimal difference between the average number of safeguarding referrals submitted on operations with/without child exploitation. The average number of safeguarding referrals on an operation featuring child exploitation is 5.7 compared to 6.0 for operations without child exploitation\*

\*One operation that does not feature child exploitation has been removed from the calculation due to an unusually large number of referrals being submitted (108)

Case Study

EMSOU Op 38

MOR-22022

Investigation into conspiracy to supply Class A drugs and offences of Modern Slavery, specifically Child Criminal Exploitation. It was agreed that a TOEX analyst would work alongside an RIU analyst to identify and present the exploitation of juveniles by the OCG. This would also include production of exhibits for the Crown Prosecution Service.

EMSOU identified the potential exploitation at a relatively early stage of the investigation and TOEX support was of high importance due to the team's expertise in understanding exploitation operations.

### Value Added

- Produced entity chains for each victim, showing the number of times they were involved in a chain of communication which started with a drugs customer, through a drug line and ended with the victim being tasked. This highlighted that many of the victims had been involved in these chains of communication hundreds of times over weeks and/or months.
- Location analysis for several victims and a suspected driver working for the OCG, showing several days where it is suspected the victims were transported around by the adult, in order to deliver to customers.
- The development undertaken by TOEX led to conclusive/reasonable grounds decisions in the NRM for 5 of the 6 victims, ensuring they will be entitled to continued aid beyond the age of 18.
- The exploited children's families were welcoming of police support and an ongoing communication plan has been set.





**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.

## 2023-24 Q4 Outcomes

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

✂ **EMSOU Op 78:** Partner referral of concern around potential trafficking offences, developed in conjunction with YHROCU TOEX team. EMSOU region identified as hosting the nexus and adopted the TOEX intel package which identified potential victims and links to an OCG. Force enforcement and safeguarding activity has since taken place.

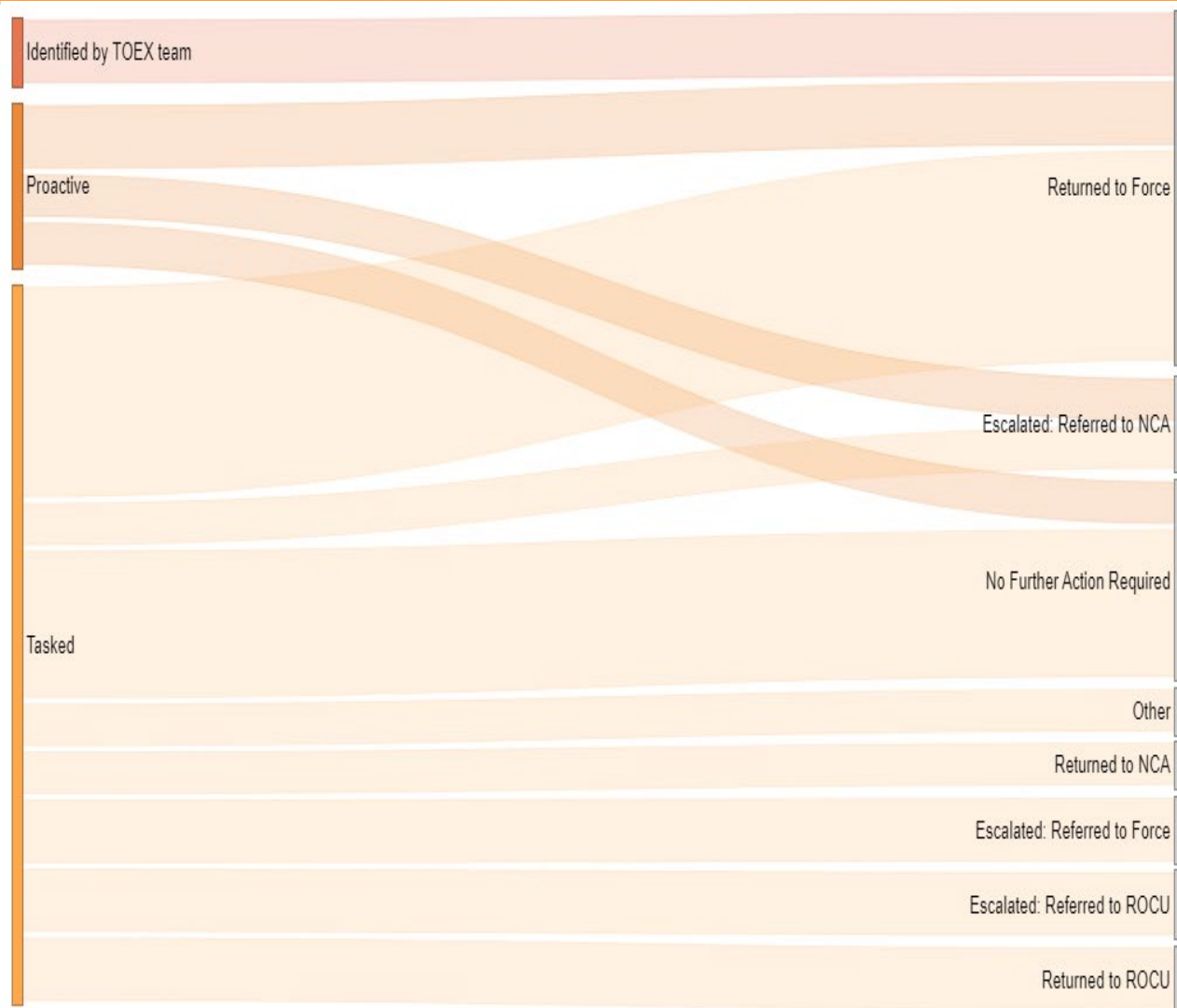
✂ **NEROCU Op 24:** Nominal identified via proactive data exploitation techniques as controlling sex workers for financial gain. Data and intelligence enrichment enabled force adoption and enforcement, as well as the production of an evidential package for onward use.

✂ **NEROCU Op 36:** Identification of an incorrectly recorded “public order offence” by an officer in the TOEX team led to appropriate development, safeguarding and crime recording of a modern slavery offence and NRM referral of a school child. Investigation is now being more appropriately managed in CID teams.

✂ **NEROCU Op 37:** Vulnerable person identified via TOEX data-washing techniques. Liaison with BTP and local forces progressed strategy meetings with Multi Agency Child Exploitation team, and Social Services. Visits have been conducted, the child safeguarded and a plan for ongoing care with the Local Authority agreed.

✂ **SWROCU Op 49:** Identification of similar MO to large national OIC job exploiting juveniles warranted proactive intelligence development for exploration of links. Reassurance given by TOEX that the events were not linked.

✂ **YHROCU Op 34:** Identification of a location vulnerable to poly-criminality including exploitation (MSHT) offences. Learning points shared with NCA for wider consideration of prevention.



# 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.



100% (n. 31) of respondents have answered 'Yes' to 'Would you recommend TOEX to a colleague?' since the survey was published.

## Operational Feedback Survey Results

"As a group they conducted extensive work to capture a Child Sex Offender who had been outstanding for a while in conjunction with the LPA intelligence team and Investigator - I cannot recommend them highly enough. They also provided advice and guidance which assisted in locating other potential child victims."

- Thames Valley, **SEROCU Op 31**

"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**

"Analysis provided in relation to linked phones of a Prison inmate, in the support of Prison Act offences being identified and external enablers being linked to the nominal" [...] "All within SE TOEX are helpful and supportive"

- SEROCU DS, **SEROCU Op 34**

"[Value was added through] intel development but also support on the strike day." [...] "we discussed about providing the intelligence product in an evidential format as they had secured the evidence. This was provided and was excellent."

- Lancashire DS, **NWROCU Op 17**

# 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 ERSOU Op 51

**MOR-27137**

Research into a number of migrants who had been located in the rear of a lorry. Intelligence suggested one of the nominals is part of an OCG with control of a significant petrol station/lorry stop. The group use covert tactics to gain entry into the lorries without driver knowledge, then the victims are put into the back of the lorry and transported through Europe into the UK.

## Value Added

- ✂ Worked with four foreign Law Enforcement agencies across Europe and two other continents through partnership with the NCA Multi Agency Hub and International Liaison Officers to understand the full scale of the threat.
- ✂ Identified links between ERSOU Op 51 and another TOEX operation in the South West of England, SWROCU Op 45, leading to collaborative working across the network to develop the upstream intelligence picture. TOEX's MPS team also provided support following the identification of a footprint in London.
- ✂ Identified three other UK operations which are being developed to identify further facilitators and upstream criminal networks.
- ✂ 23 individuals safeguarded and referred into the NRM.
- ✂ 17 intelligence reports submitted, enhancing understanding of the threat.
- ✂ Created a briefing document which was shared with the NCA and International Law Enforcement Partners who now own the operation.

"The team's research has enabled seed/local intelligence to develop into an international cross cutting operation, the team have developed joint working across local, regional, national and international partners"

- NCA Gateway Multi Agency Hub

"Whilst I noted the sheer number of internal partner enquiries undertaken and the assistance provided, I would like to record my appreciation and admiration for the work of [TOEX ERSOU DI] and his team in Eastern TOEX."

- ERSOU ACC

"I think its fair to say that the collaboration and joint working between ourselves in the NCA, and TOEX has been absolutely exceptional. Given the initial intelligence that commenced [ERSOU Op 51], and comparing that with where we are now is quite remarkable – and entirely down to the tireless efforts of the teams that we have worked with.

Having hosted a number of members of the ERSOU team in [European Country], namely [TOEX ERSOU DI], [Intelligence Development Officer] and [Intelligence Analyst] for an operational meeting, I can comment first hand on TOEX's ability to influence international operations. From experience and speaking candidly, the [Country's] Federal Police are a highly professional organisation and hard to impress, yet the TOEX team from [ERSOU Op 51] did just that. In fact, it has been commented on at very senior levels of the [Country's] Federal Police since during our regular liaison meetings with them.

The intelligence that TOEX generated in relation to [ERSOU Op 51] has started a multi-national investigation spanning 5 countries, and looks likely to expand further. From ourselves here in [European Country], and on behalf of the NCA's International Department network, I'd like to express my gratitude for the excellent work undertaken, and we look forward to working closely with TOEX in the future"

- NCA International Liaison Officer

# 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 NEROCU Op 28

MOR-27910

County Lines activity identified through telecoms analysis where bulk text messages are being sent from a mobile number to known drug users, with cocaine and unknown pills being supplied. Intelligence suggested the exploitation of children in the area to facilitate the county lines drug activities.

### Value Added

- ✂ Completed an attribution report which identified direct links to the nominal in control of the deal line, in addition to identifying contact with vulnerable persons who were suspected of being exploited by them.
- ✂ Following dissemination of the attribution report, the High Harm Investigation Team conducted a search warrant on the nominal's home address and recovered some cash, Class A drugs, a crossbow, and a high-powered air rifle. TOEX had identified the intelligence linked to firearms before the strike day and circulated this to the local intelligence teams to have it assessed and actioned due to the potential risk.
- ✂ Despite the deal line phone not being recovered during the search, the strength of the attribution document meant the CPS had no hesitation in charging and remanding the nominal.
- ✂ The analyst produced a comprehensive exploitation report which was shared with the three local forces. All local exploitation teams then conducted safeguarding visits and engagements with the young persons and offered safeguarding support. Six victims were identified in total.
- ✂ Over 30 items of self-generated intelligence were submitted to the three forces over the course of the investigation. TOEX uncovered some unrelated threat intelligence regarding one of the victims around some threats they had received from persons unconnected with NEROCU Op 28. The team created a live time incident log to have the youth visited by response officers who attended and spoke with them and safeguarded them from the immediate threat.

## External Feedback

TOEX NE received external feedback for NEROCU Op 28 from a DS involved in the investigation. The results were extremely positive, with the respondent answering 'Strongly Agree' to each of the questions on [Slide 10](#).

The DS also left additional feedback. In answer to the question: "Which aspects of the service and/or product provided by TOEX added the most value?":

"Analytical product; excellent communication throughout and engagement"

In response to "If you found a specific member or members of the team particularly helpful, please leave their name below and a brief description of what they did to help you":

"[Intelligence Analyst] - excellent attribution report"  
"[Researcher] – research and subject profiles"

# 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

## Support Provided and Unmet Demand

TOEX accepted 100% (n. 49) of tasked requests in 2023-24 Q4 in addition to supporting 15 proactively identified jobs.

Since inception, TOEX have supported 93.8% (n. 364) of tasked requests and an additional 148 proactively identified jobs.

Support has been provided to the following:

- ✘ Every Force in England and Wales
- ✘ Every ROCU in England and Wales
- ✘ External agencies (NCA, PSNI, DWP, Trading Standards)

## SOC Master List Operations (MoRiLE)

Since inception, TOEX have provided support on 166 operations on the SOC Master List to date, including 24 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. The figures below show the number of operations supported by TOEX while in the Top 10 Highest Risk operations for each exploitation threat type.

### Child Sexual Abuse

There were 503 MoRiLE assessments across 222 operations with CSA as a threat type in 2023-24.

23 of these operations entered the Top 10 Highest Risk operations and **35% (n. 8)** were supported by TOEX during this time.

### Modern Slavery and Human Trafficking

There were 2075 MoRiLE assessments across 786 operations with MSHT as a threat type in 2023-24.

34 of these operations entered the Top 10 Highest Risk operations and **35% (n. 12)** were supported by TOEX during this time.

### Organised Immigration Crime

There were 316 MoRiLE assessments across 143 operations with MSHT as a threat type in 2023-24.

26 of these operations entered the Top 10 Highest Risk operations and **31% (n. 8)** were supported by TOEX during this time.

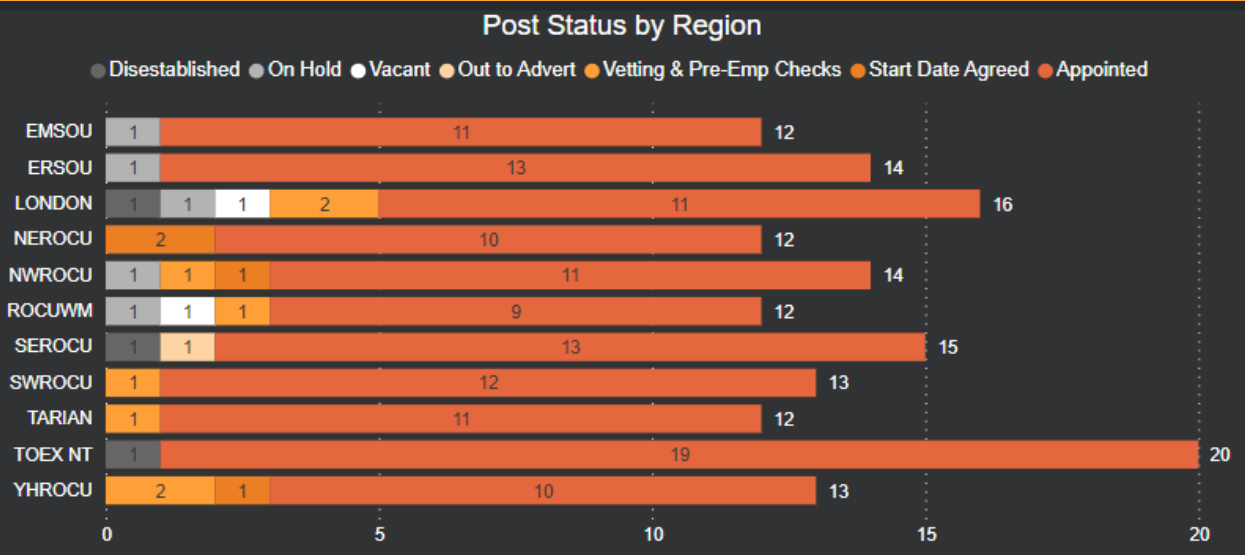
The top highest risk operations not supported by TOEX are either no longer in the intelligence development phase, have sufficient capacity and capability to deal with the threat or are not indicative of exploitation.





# How effective is the TOEX HR Strategy and Capability Strategy in meeting its objectives?

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



## HR Onboarding Update

- 15 new members of staff have started
- 8 members of staff have left
  - 5 have been promoted within their Force or ROCU
  - 1 is returning to Force for alternative reasons
  - 2 have left to go travelling

84% (n. 130) of positions are currently filled, 10% (n. 16) are in progress (shortlisting and interview, vetting and pre-emp checks and start date agreed), three positions are vacant or out to advert (2%) and five are on hold (3%)

The average length of service across the programme is 482 days or just over one year and three months.

## Staff Progression

Since inception, ten members of staff have been promoted internally, one is currently seconded to a senior role and a further two have changed roles to something that better suits their career aspirations.

- Seven researchers have been promoted – two to Intelligence Development Officer and five to Intelligence Analyst
- One Intelligence Analyst has been promoted to Senior Intelligence Analyst and another is currently seconded to Senior Intelligence Analyst
- One Data Insight Analyst has been promoted to Developer
- One Intelligence Manager has been promoted from Detective Sergeant to Detective Inspector

In addition to this, several members of staff have been promoted externally.

- Four Detective Inspectors have been promoted to Detective Chief Inspector
- Two Detective Sergeants have been promoted to Detective Inspector
- Two Intelligence Analysts, four Intelligence Development Officers and two Researchers have been promoted within their Forces or ROCUs.

# How effective is the TOEX HR Strategy and Capability Strategy in meeting its objectives?

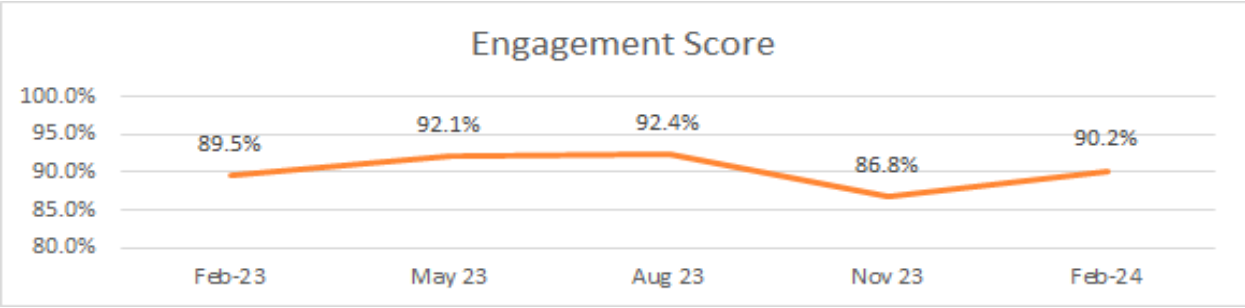
Number vacancies / leavers / av. length service, learning pathway attainment/training/ licences, periodic & systemic employee surveys and stay interviews to track engagement.

## TOEX Citizen Survey Results

Question	Yes	Not Sure	No
I understand the aims and objectives of the TOEX programme	98.4%	1.6%	0.0%
I know how the work I do helps our programme achieve its aims and objectives	98.4%	1.6%	0.0%
I can access the training and development I need to do my job	90.2%	4.9%	4.9%
I know how well our programme is performing	73.8%	16.4%	9.8%
The aims and objectives of our programme make me feel good about my work	93.4%	4.9%	1.6%
I can access the systems I need to do my work properly	80.3%	11.5%	8.2%
At TOEX we always look for ways to improve	91.8%	8.2%	0.0%
I am empowered to share my opinion on decisions that affect my work	90.2%	6.6%	3.3%
I feel valued and recognised for the work I do	86.9%	8.2%	4.9%
My career aspirations at TOEX are being met	75.4%	18.0%	6.6%
The national leadership team provide a clear vision of the overall direction of TOEX	85.2%	13.1%	1.6%
Senior Leaders in my team, demonstrate effective decision making	88.5%	11.5%	0.0%
I am proud to work for the TOEX Programme	91.8%	8.2%	0.0%
I actively promote TOEX as a good place to work	88.5%	8.2%	3.3%

The engagement score for the most recent survey, calculated using the questions highlight above, is 90.2%. This is an increase of 3.4% on the results of the last survey conducted in November 2023.

The average engagement score since the surveys started is also 90.2%.



## 'You Said, We Did' Response

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. TOEX aim to provide colleagues with a clear action plan to address any concerns based on the common themes identified from the survey results.

Comments showed colleagues want to develop their understanding of the programme's performance

1) Signposted performance resources on our website  
2) Provided an overview of four weekly Performance Meetings chaired by our Operations and Performance Coordinator  
3) Updated colleagues on the creation of a new Regional Highlight Pack, designed to provide regional teams with a product that can be used to assist in ROCU tasking meetings

Comments highlighted concerns around career aspirations and development

1) Provided an overview of the career progression that has been observed within the programme since inception (included on previous page)  
2) Included reminders about upcoming development opportunities and training available to colleagues  
3) Included examples of collaborative opportunities across the programme used to enhance learning

Colleagues requested a list of systems that could be beneficial in their role

1) Provided a list of systems that colleagues should have access to based on their role type (Intelligence Analysts, Intelligence Development Officers and Researchers)  
2) Reminded colleagues of the appropriate process for raising concerns and system access requests



# How effective is the communications strategy & activity in meeting programme's stakeholder requirements?

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 **eighth edition of the e-mag being published**, which focuses on the 'big data challenge' faced by law enforcement and how TOEX's technical teams are delivering innovative and tangible solutions. As we head into the next quarter, work continues in **supporting the implementation of the national CSE Taskforce**, marking the one-year anniversary since the launch, alongside Hydrant Programme and VKPP colleagues."

## Digital Media Engagement

✂ X (Twitter) link click-throughs: January: 44, February: 8, March: 10

✂ Linked in page views: January: 644, February: 431, March: 635

The average number of page views for 2023-24 Q4 is 570. The average has increased each quarter with Q3's average at 491, Q2s average at 313 and Q1s average at 209.

✂ 1.4K website users in 2023-24 Q4. The most viewed page was the home page followed by the vacancies page which is consistent with previous quarters.

✂ 32.2% of engaged sessions in 2023-24 Q4 came from organic searches, a decrease of 5% on 2023-24 Q3.

✂ There were over 1300 new website visitors and over 400 returning users in 2023-24 Q4, an increase on Q3 of both new and returning visitors.

## TOEX E-Magazine

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

[New E-Magazine Published | TOEX \(toexprogramme.co.uk\)](https://toexprogramme.co.uk)

## Vulnerability and Exploitation Conference

The first Vulnerability and Exploitation Conference was held in March and saw delegates from across law enforcement and third-sector organisations attend in person and/or online, hearing from a number of key speakers highlighting what work is being done across the vulnerability space to further protect victims and survivors and bring those to justice, who seek to abuse and exploit them.

The conference was jointly hosted by TOEX, Hydrant Programme, and the Vulnerability Knowledge and Practice Programme (VKPP), and included sessions looking at what 'justice' looks like through the voices of victims and survivors as well as hearing examples of promising practice that have resulted in better and quicker identification, prioritisation and disruption of exploitation and vulnerability related harm. Delegates also heard from those with lived-experience through a number of victim and survivor testimonies, including a panel of former footballers from the Football Association. Read more here: <https://www.toexprogramme.co.uk/news-and-events/latest-news/vulnerability-and-exploitation-conference-2024/>



# How effective is the communications strategy & activity in meeting programme's stakeholder requirements?

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

## Vulnerability and Exploitation Conference

A number of colleagues in the TOEX National Team presented at the Vulnerability and Exploitation Conference 2024. In addition to presenting on the main stage, TOEX hosted two different workshops: 'Leveraging Technology to Tackle Organised Exploitation' and 'Using Intelligence and Analytics to Disrupt and Prevent High Harm Threats'.

## Workshop Satisfaction Scores

Conference attendees were asked to score the workshops they attended based on the following criteria: 'The content of the workshop was relevant to my professional responsibilities or learning goals', 'The speaker(s) effectively engaged the audience', 'The workshop provided a good understanding of the key takeaways noted in the e-agenda' and 'The amount of information shared was appropriate for the length of the workshop'.

Both workshops achieved higher than average scores for each of the criteria and positive feedback comments.

### Leveraging Technology in Tackling Organised Exploitation

Content Average	Engagement Average	E-Agenda Average	Information Average
7.8/10	8.9/10	8.4/10	8.6/10

### Using Intelligence and Analytics to Disrupt and Prevent High Harm Threats

Content Average	Engagement Average	E-Agenda Average	Information Average
9.1/10	9.5/10	9.4/10	9.5/10

"The take aways from TOEX were excellent .How policing needs to be informed by those that we serve"

"Really helpful input around the bigger picture which will emanate from TOEX. Very informative and thought provoking."

"The TOEX talk is the main reason I wanted to attend the conference and it was really informative."

"Understanding the benefits TOEX and challenges to rolling it out more widely"

"Very well presented"

"Very knowledgeable presenters."

"Knowledge of the TOEX Platforms"

"Didn't know much about TOEX, really impressive"

"Better understanding of the work"

"The TOEX presentation was very informative."

"Learning about how to apply TOEX to my role"

"The example of the work they've done really demonstrates how their tools can assist investigations"

"Well made and interesting presentation"

"I thought the first talk was very insightful and engaging. The work that TOEX can do is really interesting and it increased my knowledge of who they are and the help they can provide"

"Understanding of TOEX and its capabilities having only had limited previous knowledge"

"Understanding of technology to support investigations"

"Clear explanation of the technical tools, explaining complex technical solutions simply"

"I found the images and examples of the kind of products they can produce really interesting"

"It provided a good overview"



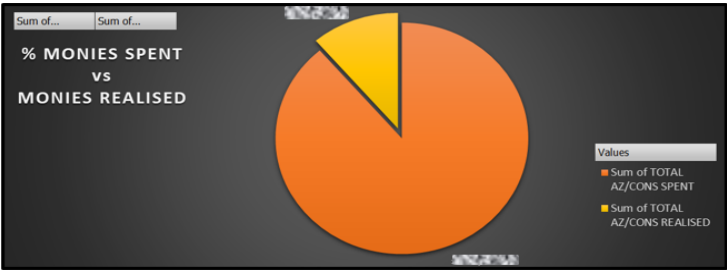
**Q3: How feasible, accessible and cost-effective is a centrally delivered NPCC Capabilities Environment (CE) for policing and wider UK Law Enforcement?**

# Build and operationalise a Capabilities Environment

Tracked and reported via programme management processes.  
Measures to include timeliness, cost (build + care/feed), accessibility, user experience surveys, outcomes.

## DI Pat Thompson, Technical Lead:

- ❖ The TOEX Capabilities Environment is now live with 93 registered users who were onboarded throughout February '24 and March '24. This is a “first” for UK policing allowing TOEX teams from across the ROCU network to access TOEX developed tools in a single, centralised location. These tools, developed by policing, have been operationalised without the overheads associated with licence costs or third-party supply chains
- ❖ The assurance process which has been wrapped around the platform was briefed to 67 Force Information Security and Data Protection officers before “go live”. No challenges were received as to the assurance process. This was followed by a CHECK IT Health Check which signed the Capabilities Environment off as assured for use.
- ❖ The first tool deployed to the TOEX Capabilities Environment was the TOEX Translation tool. Throughout March '24, TOEX teams translated 22,946,680 characters across 22 submissions. This represents a significant increase in volume over a monthly average volume of 9,133,619 characters for the Norfolk hosted tool which was accessible solely by the DIA network leveraging the Norfolk & Suffolk hosted version of the translation tool.
- ❖ Development and deployment timeline of future TOEX developed applications will be onboarded and made accessible to the TOEX network throughout 2024 (see next slide). Further CHECK IT Health Checks are scheduled for each of these applications as onboarded.
- ❖ Cost realisation of monies allocated to the Capabilities Environment against product delivery is on track and is tracking to achieve full value realisation by the end of FY '24 / '25.



- ❖ Since “go-live”, TOEX have received requests from non-TOEX staff, departments and programmes seeking access to the Translate tools (and planned future tools) in addition to seeking a method to host their own innovation.

# TOEX development and implementation of new data tools/capabilities

Tracked via the Programme's Technical Design Authority (TDA) process. Maps maturity from 'idea', through business need, development testing, assurance and finally deployment.

Number of capabilities deployed nationally and number of users / reach of application

## TOEX Translate

Local deployment (Norfolk & Suffolk) has seen 313,393,150 characters translated at a cost of £2,541.31 (15 March '24). 22,946,680 further characters have been translated in the TOEX Capabilities Environment. Version 2 encompassing entity extraction and key word upload is scheduled for release in May '24

## TOEX Transcribe

Live and being used to test on various audio and video files. Average of 98% accuracy in English transcription achieved. Operational use in Suffolk commencing on 22<sup>nd</sup> April 2024 with the tool being deployed to the Capabilities Environment in May 2024.

## Companies House Tool

Delivery of the Companies House network tool allowing network analysis of Companies House entities by degrees of separation – Deployment into the TOEX Capabilities Environment 1<sup>st</sup> July 2024

## Google Maps Tool

Delivery of the Google Maps tool allowing the capture of open source geographic and review data for businesses registered on Google Maps – Deployment into the TOEX Capabilities Environment 1<sup>st</sup> September 2024

## TOEX Wing It

Delivery of TOEX Wing It, a tool which facilitates the historic review of flight data into and out of the UK – Deployment into the TOEX Capabilities Environment 1<sup>st</sup> November 2024

## DART

Delivery of rapid entity extraction from digital forensic captures Deployment into the TOEX Capabilities Environment in early 2025.



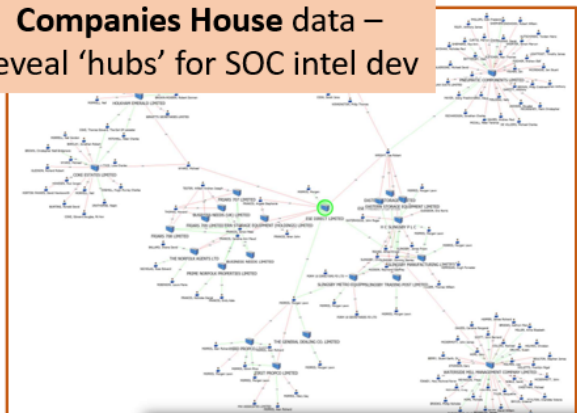


# TOEX development and implementation of new data tools/capabilities

Tracked via the Programme's Technical Design Authority (TDA) process. Maps maturity from 'idea', through business need, development testing, assurance and finally deployment.

Number of capabilities deployed nationally and number of users / reach of application

Networking charts using  
**Companies House** data –  
reveal 'hubs' for SOC intel dev



**TOEX Data Analyser & Review Tool (DART)** – bulk research of comms data. Entity recognition & extraction

**TOEX Transcribe** £0.28/hr  
I/V, ABE, CCR, BWV etc.  
32k test words:  
98.6% accurate, total cost £1.13

## Opportunity value

- Key word searches
- Entity extraction
- Investigator focused on more productive tasks
- Review to confirm true/accurate record & make minor alterations.
- Assists in understanding of challenging recordings
- Top band PC/DC £46k £22.12/hr
- Typist resource saving potential



**TOEX Wing-It** efficient  
research of UK  
in/outbound flight listings



**Google Maps tool**  
locations/reviews of premises in  
specified area e.g. all car washes

**App delivery 2024:**

Capabilities development in response to business need



**Q4: 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?**



- Scope a feasible, cost-effective data network, capable of delivering against the NPCC Data Strategy
- Propose a business case for incremental phased delivery
- Map and report anticipated accessibility, cost & usage

- Cross-reference to NPCC Data & Analytics Strategy, agree governance & accountability, demonstrate Tier 1-3 interoperability, identify phased delivery opportunities and identify funding streams (seed, build, maintenance)

- Phased delivery plan – prioritising ‘gateway’ forces, costed (resources / care & feed / usage), incremental timeline and key milestones, commercial considerations (HO Commissioning support), resourcing requirements (NPCC & commercial)

- Track number, nature and reach of platform users – now & intended, operational use case outputs: E.g. Force Profiles, report platform costs/usage (storage & transactional)

TOEX houses a scalable Data Solution – combining many critical datasets into one solution – creating a Blueprint for Policing to tackle data siloes, regardless of threat. This real-world scaled data solution, known as the **TOEX Data Platform** (hosted by Norfolk & Suffolk ICT) and has been deployed operationally by the national TOEX team since May 2021 against OE threats in the 9 contributing forces. **N.B.** *This solution draws from Athena records but would be suitable for configuration updates so that it is equally compatible with Niche and other force primary systems.*

It is cost-effective and fully scalable (costing approx. 11k/month). It enables data to be shared with TOEX by forces within the 9 force Athena collaboration, conflates force source data (intel/crime/custody) against OE relevant datasets sourced by TOEX, e.g. Organised Crime Group Mapping (OCGM), County Lines Intelligence Collection Matrix (CLICM), Missing Persons, Open-Source Intelligence (OSINT) and enables cloud-based analytical modelling of the total *enriched* dataset.

Ultimately, this is used to enhance collaboration, evidence-based decision making, contributes to the safeguarding of vulnerable people and helps pursue those causing harm. This is first for UK policing and is already creating efficiencies in time and resourcing. The three TOEX Force Profiles - Violence Against Women & Girls (VAWG); Missing Persons; Violence & Sex Offender Register (ViSOR) - use cloud-based analytical tools to conflate the full crime, intelligence and custody data held by nine forces against the information in the TOEX Data Platform to produce strategic and tactical products for safeguarding activity and the pursuit of offenders. An external policing review (Accelerated Capability Environment, Home Office, February 2022) acknowledged that the TOEX Programme has delivered an integrated Policing data solution more efficiently and at a much quicker pace, with tangible outcomes, compared to any data programme that has come before it within Policing. Being able to deliver this locally, at speed, backed by initial funding and using datasets from multiple forces has been vital in its success.

### Next Steps:

Multi-agency discussions are ongoing as to NPCC requirements and direction of travel for data platforms and solutions going forwards. DDaTCC (CC Rob Carden) commissioned the Centre for Data Analytics in Policing (CDAP) to coordinate national discussion regarding the uplift of capabilities and clarity regarding the future data strategy. An initial paper was submitted by CDAP to the Chair of the Strategic Steering Group (NCCC) on 10th April, outlining proposals to generate effective funding, governance and tasking lines for TOEX into national tech delivery. This will feed into the ‘TOEX Project’ due to report in Oct 2024



**Q5: What is the ongoing financial efficacy of the regional TOEX ops model, in terms of costs incurred and savings made?**

# Cost efficiency of the TOEX Ops model

Using hazard-modelling to compare TOEX-involved operations to matched OE operations to understand if TOEX involvement shortens the time to outcomes being achieved.

## Overview

The cost efficiency of the TOEX model is assessed using Cox proportional hazard modelling, a method endorsed in the Magenta Book on HM Treasury guidance on what to consider when designing an evaluation. TOEX supported operations are compared against operations without TOEX support using time-to-event analysis, the benefit being that "it explicitly assumes that there are unobserved factors influencing selection, and allows for that in the estimation."

The statistical modelling is based on a year period from 1<sup>st</sup> April 2023 – 31<sup>st</sup> March 2024 following the decision to produce the Economic Evaluation based on financial year. The 2022-23 comparison is based on a year period from 1<sup>st</sup> October 2022 – 31<sup>st</sup> September 2023 as this was produced to replicate the Crest Advisory's original report based on TOEX's pilot year using data from 1<sup>st</sup> October 2021 – 30<sup>th</sup> November 2022. This means there is a crossover of operations identified and assessed between 1<sup>st</sup> April 2023 – 31<sup>st</sup> September 2023.

## Methodology Notes:

✂ The calculations have been updated to reflect the change to the year reporting period and identifications are counted from 1<sup>st</sup> April 2023 instead of the 1<sup>st</sup> October as in Crest Advisory's original economic evaluation and the 2022-23 replication.

✂ The annual cost figures used in the calculations for 2022-23 reflect financial year (April – April), whereas the efficiency savings are based on the 1<sup>st</sup> October 2022 – 30<sup>th</sup> September 2023 to allow for comparison against the time period covered in Crest Advisory's evaluation (1<sup>st</sup> October 2021 – 30<sup>th</sup> November 2022) in a previous iteration of the Economic Evaluation.

✂ The total cost for each year includes PUP Officer Pay figures that assume a fully staffed model (DI x 10, DS x 8, DC x 28)

✂ The cost reductions used in Crest Advisory's original evaluation have been replicated.

# Cost efficiency of the TOEX Ops model (Continued)

Using hazard-modelling to compare TOEX-involved operations to matched OE operations to understand if TOEX involvement shortens the time to outcomes being achieved.

## Identification

What effect does TOEX have on the speed at which previously unknown organised exploitation (OE) threats are first identified?

**Measure:** The time taken for an operation to be MoRiLE scored for the first time

2022 - 23

2023 - 24

1.98 times (98%) faster



1.62 times (62%) faster

358 days saved



226 days saved

£6.59m/year saved



£5.07m/year saved

**In 2023-24, a total saving of £5.07 million per year (the equivalent of £63,427 per threat) has been realised to date in identifying threats faster.** This is a decrease on 22-23's total saving of £6.59 million per year (the equivalent of £67,286 per threat.) Assuming that each threat has equal resourcing assigned to it, **TOEX has saved 226 days of resourcing** that would otherwise have been needed to identify them. The resourcing 'days' is based on the allocation of an IDO/Analyst and Researcher on each case.

The total cost of the programme has increased from £6,728,571 in 2022-23 to £8,184,188 in 2023-23 due to the 7% pay increase and additional technical capability costs. The saving is based on the total running cost of the programme.

( [days saved] / [days in year] \* [annual cost of TOEX] ) = [total cost saving] )

## Prioritisation

What effect does TOEX have on how quickly OE threats, once identified, are prioritised by the agency than owns them?

**Measure:** The time between a threat's first MoRiLE score to the point it enters the threat owner's 10 highest risk threats

2022 - 23

2023 - 24

1.78 times (78%) faster



1.92 times (92%) faster

£747,619 saved per year  
(10% Deloitte Median)



£909,354 saved per year  
(10% Deloitte Median)

Analysis by Deloitte in 2010 (Delivering Value for Money through Collaboration) assessed that specialist crime teams across forces yield an annual saving on spend ranging from 3% to 40%, with a median saving of 10% per annum (£909k)

In 2022-23, a cost saving of £747,619 was calculated based on the 10% median. The same median amounts to **an annual saving of £909,354 in 2023-24 through the use of the TOEX model** to provide focussed resourcing against the organised exploitation threat.

## Disruption

What effect does TOEX have on how quickly OE threats are disrupted?

**Measure:** The time between first assessment and the first disruption that reduces the threat by at least 50 points on the risk score

2022 - 23

2023 - 24

TOEX and Non TOEX same average speed



1.07 times (7%) faster

48% larger Risk Score drop on average



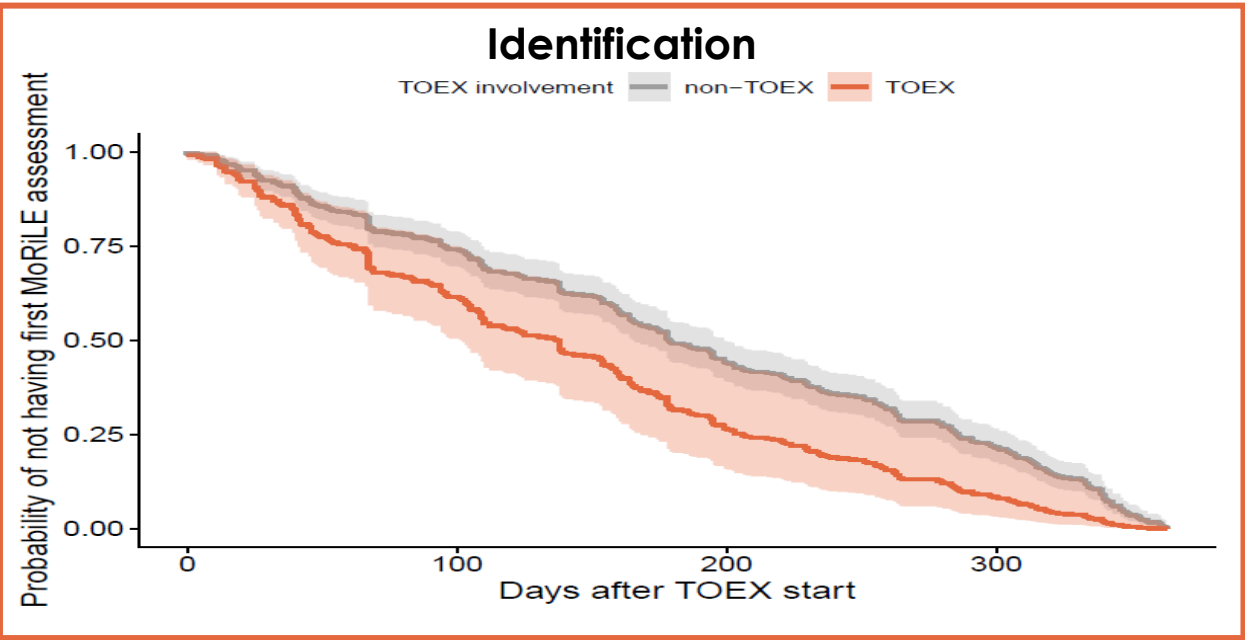
58% larger Risk Score drop on average

**Operations supported by TOEX are 7% faster to reach first disruption activity (a decrease of more than 50 points) than operations not supported by TOEX when controlling for exploitation threats only.** It takes 202 days on average for a TOEX supported operation to see a decrease of at least 50 Risk Score points compared to 238 days on average for operations not supported by TOEX.

The average Risk Score decrease constituting disruption activity (a decrease of more than 50 points) is **204 for TOEX supported operations** and **129 for operations not supported by TOEX** when controlling for exploitation threats only.

# Cost efficiency of the TOEX Ops model (Continued)

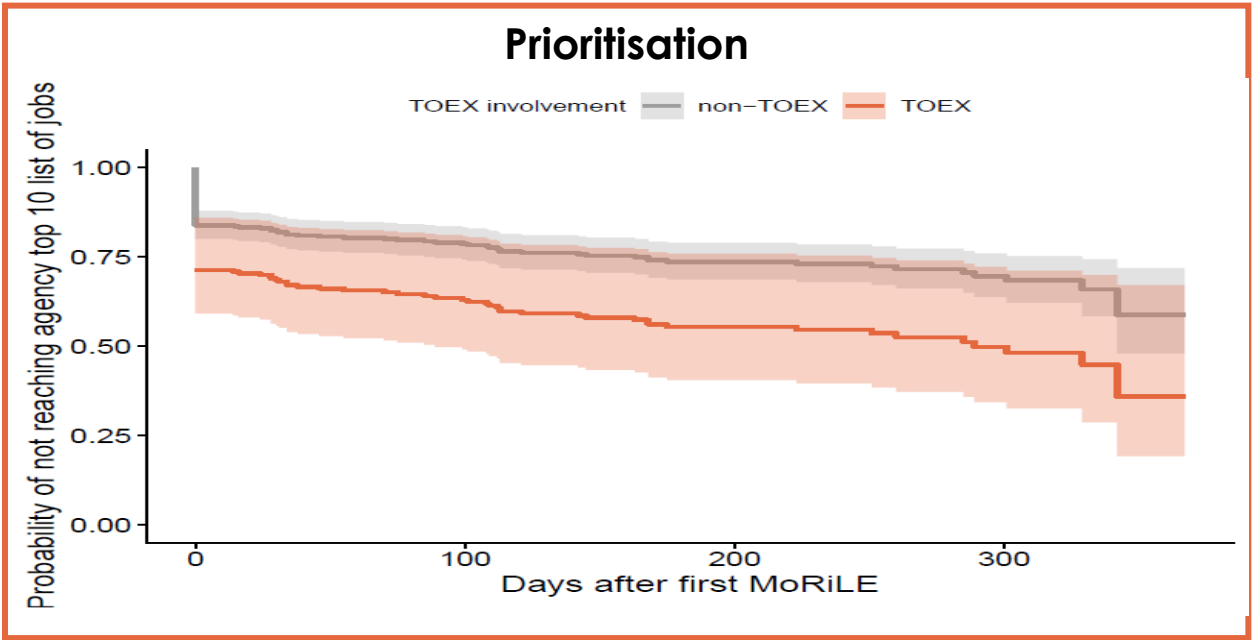
Using hazard-modelling to compare TOEX-involved operations to matched OE operations to understand if TOEX involvement shortens the time to outcomes being achieved.



**Measure:** The time taken for an operation to be MoRiLE scored for the first time

For TOEX supported operations, 50% of all the threats that were identified during the period had been identified by approximately day 140 whereas under the scenario for operations not supported by TOEX, the same number of threats would be identified by approximately day 180. Both TOEX and Non TOEX operations were identified slower in 2023-24 than in 2022-23 with 50% of threats being identified by day 90 for TOEX operations and by day 170 for non TOEX.

**Assumption:** The relatively small number of identifications in each period combined with operations being nuanced leads to differences in identification speed year on year. Since inception, over half (56.2%) of TOEX's MoRiLE assessed operations were assessed before TOEX support commenced, as MoRiLE scoring is often a requirement of an official TOEX tasking through a ROCU's gateway.



**Measure:** The time between a threat's first MoRiLE score to the point it enters the threat owner's 10 highest risk threats

Approximately 15% of all threats without TOEX support immediately enter an agency's Top 10 once they are MoRiLE scored. When TOEX support is provided this increases to approximately 30% of threats immediately entering a Top 10. By the end of the period being analysed, roughly 35% of TOEX supported threats remain in their owner's top 10 compared to around 55% of non-supported threats.

**Assumption:** TOEX supported threats are more likely to reach disruption activity (a Risk Score decrease of 50 points or more) than non TOEX threats and are therefore less likely to appear in the Top 10 High Risk operations by the end of the period.

# Cost efficiency of the NPCC Capabilities Environment

Operational use and outputs will be tracked for each tool (i.e. cost vs realised saving); disruptions recorded on APMIS by tool; and mapped against resource/consultancy/infrastructure costs.

## TOEX Translate

**Pat Thompson, Technical Lead**

*The TOEX Translate web application was initially hosted in Norfolk & Suffolk Constabularies however it has been superseded in 2024 by the TOEX Capabilities Environment hosted version of the application which is now accessible by TOEX teams across the UK.*

*Cumulatively between the two hosted applications, **TOEX has translated 367,652,382 characters** (14 May '24) with over 51 million of these occurring in the last three months via the TOEX Capabilities Environment and spread across nine TOEX teams nationally.*

*This has enabled the TOEX network to triage and develop intelligence products on voluminous material which would not have been possible previously, including making "insider" information on how OCGs operate accessible to English speaking analysts.*

**This has cost TOEX £2,991 in transactional costs.** An equivalent human translation would have cost just under £6 million.