**Performance and Resources Scrutiny Programme 2017/18**

**Report to: the Office of the Police, Fire and Crime Commissioner for Essex**

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| **Title of Report:** | **Vulnerable Groups Quarterly Report** |
| **Agenda Number** | **4** |
| **Chief Officer** | **ACC Andy Prophet** |
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| **Report from:**  | **Essex Police** |
| **Date of Meeting:** | **30th August 2018** |
| **Author on behalf of Chief Officer:** | **DI Alison Hooper** |
| **Date of Approval:** |  |

1. **Purpose of Report**

This report provides exception reporting for the Crime and Public Protection Command.

1. **Recommendations**

There are no recommendations to be considered within this report.

1. **Executive Summary**

This report covers four areas within the Crime and Public Protection Command:

1. Rape Review Plan
2. Reactive Management of Sex Offenders
3. Joint Targeted Area Inspection Multi-Agency Action Plan
4. Resourcing

The report will provide the current position and progress made in these areas for Q1 of 2018/19. 1st April 2018 – 30th June 2018.

**4.0 Introduction/Background**

4.1 The rape outcomes continues to be a priority for the Command with regular updates provided to the Chief Officer Group.

4.2 Since 2017 Essex Police have been identifying Registered Sex Offenders (RSOs) who are suitable for the nationally approved new practice of Reactive Management. Essex Police has extended those eligible for assessment for reactive management beyond national guidelines and this report provides an update on how Reactive Management is working within Essex.

4.3 Following the Joint Targeted Area Inspection (JTAI) in Southend in March 2018 a multi-agency action plan has been implemented and an update for the awareness of the Office of Police, Fire and Crime Commissioner (OPFCC) is included in this paper.

4.4 Resourcing within the Crime and Public Protection Command has been identified as an area of risk due to the vacancies rates and increase in demand that is being experienced.

**5.0 Current Work and Performance**

5.1 Rape Review Plan

5.1.1 Data Analysis

Total rape (adult and child)

* 414 offences of rape were recorded compared to 340 in Q1 2017/18. An increase of 74 offences or 21.8%.
* Of these 122 are classed as non-recent offences.[[1]](#footnote-1)
* 22 offences were solved which is an increase from the 16 offences solved in Q1 2017/18 (5.3% compared to 4.7%).

5.1.2 This can be broken down into adult and child offences as follows:

Child Rape (victim aged 0-17yrs)

* 180 offences of adult rapes were recorded in Q1 compared to 147 in Q1 2017/18. An increase of 33 offences or 22.4%.
* 10 offences were solved which is an increase from the 8 offences solved in Q1 2017/18 (5.4% to 5.5%).
* 8 offences were resolved[[2]](#footnote-2) compared to 6 offences resolved in Q1 2017/18 (4% to 4.4%).

 Adult Rape (victim aged 18+)

* 234 offences of adult rape were recorded in comparison to 193 in Q1 2017/18. An increase of 21.2%.
* 12 offences were solved an increase from 8 offences solved in Q1 2017/18 (4.1% to 5.1%).
* 2 offences were resolved equal to 2 offences resolved in Q1 2017/18 (1% 2017/18 to 1% 2018/19)

5.1.3 Essex Police sit 9th out of 42 forces nationally for their rape solved rate for Q1 2018/19 with a solved rate of 5.51%. Essex have the highest solved rate of their Most Similar Force Group in Q1. For Q1 2017/18 Essex were 32nd out of 42 forces with a solved rate of 4.69%, and 7th out of 8 in our Most Similar Force Group.

5.1.4 Rape Review Plan – updates:

5.1.4.1Detective Superintendent Hendy continues to oversee the progress of the Rape Review Plan.

5.1.4.2Following the success of the Detective Sergeant embedded within the Rape and Serious Sexual Offences (RASSO) team at the Crown Prosecution Service (CPS) a further Detective Sergeant has now been trained up to provide cover when necessary preventing any delays in the consideration of files by CPS.

5.1.4.3There is now a Regional Rape Conference where learning and good practice is shared. The work of the embedded RASSO Detective Sergeant has been presented by Essex Police at this conference.

5.1.4.4Work continues with the RASSO department with monthly meetings being conducted to review performance and address any identified issues.

5.1.4.5There has been two successful challenges, under Victim’s Right to Review scheme, to the Crown Prosecution Service regarding their decision not to charge. The challenges led to the cases being reviewed by an out of area RASSO and resulted in charges.

5.1.4.6Day one of the CPD event is provisionally booked for the end of September 2018 with external speakers to upskill investigators in various aspects of investigations including digital investigations and understanding the psychology of victims.

5.1.4.7The pilot in West Public Protection Investigations Unit (PPIU) to reduce attrition rates of victim support identified that early referral to an Independent Sexual Violence Advisor (ISVA) led to better engagement with the criminal justice process. Funding has now been agreed with the OPFCC to increase capacity allowing all victims of rape to be referred to an ISVA at the start of an investigation.

5.1.4.8The Serious Crime Directorate Review Team have completed their review of rape cases and the learning identified will be captured and monitored through the Rape Review Plan. Key themes identified included the impact of officers workloads on their ability to progress investigations, ensuring the correct level of supervision around decision making, additional training for certain investigative strategies and appropriate quality assurance of unsolved cases.

5.2 Reactive Management of Sex Offenders

5.2.1 In the Her Majesty’s Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS) Police Effectiveness 2017 report (Published in March 2018) the following comments were made:

*Of concern is the decision taken by the force to step outside national guidelines for the management of low-risk registered sex offenders. The force has stopped all mandatory visits to these offenders, instead it will only visit and assess a low risk offender if the offender comes to notice by some other means, such as intelligence or a complaint. HMICFRS has concerns regarding this approach and will revisit this area in future inspections.*

*The numbers of registered sex offenders (RSOs) continues to increase, and in response the force in 2016 took part in a National Police Chiefs’ Council pilot. This sought to base visits to registered sex offenders on an assessment of threat and risk, rather than a strict schedule of visiting all offenders at regular intervals. This means that the force does not visit low-risk RSOs who have not committed a crime, or about whom it has not received adverse intelligence in the previous year. Offenders are subject to regular intelligence checks, and if there is any suggestion that they are becoming a higher risk the force conducts a full reassessment of the offender, and takes whatever action is necessary to manage the risk to the public. At the time of inspection, the force was managing 112 low-risk RSOs in this way, and it reported that none of these offenders had become a cause of concern. The impact of this approach for the force is that its RSO managers are now better able to ensure effective management of very high-risk and high-risk offenders. Nonetheless, the approach is not without risk and HMICFRS will continue to review the process while the force awaits the outcome of a post-implementation review of the pilot.*

5.2.2 Essex Police deviates from National Guidance in the following way:

NPCC - Phase 1 – National Guidance.

*To qualify for consideration of this option a RSO must be currently at* ***low risk*** *on ARMS (Active Risk Management System) and have been so consistently (Consistently, generally their level of risk has been low throughout the period) for at least three years and have been offence free (same definition as Risk Matrix 2000) for 3 years.*

Phase 2 – Essex Police Policy – B 1410

*A RSO must be currently at* ***low risk*** *on ARMS having been assessed within the last month and have been offence (same definition as Risk Matrix 2000) and adverse intelligence free for 3 years having been managed in the community for this period.*

*Both of the above exclude RSO’s jointly managed with the National Probation Service.*

5.2.3 During Q1 2018/19 a review was commissioned by Detective Superintendent Judge into the use of Reactive Management (RM) within Essex Police.

5.2.4 In the Q1 review there were 1287 Registered Sex Offenders being managed in the Community in Essex.

 Very High Risk – 2 – 0.2%

 High Risk – 99 – 8%

 Medium Risk – 558 – 43%

 Low Risk – 628 – 48.8%

5.2.5 313 low risk offenders (49.8%) were in Reactive Management; 198 were Phase 1 offenders (eligible under NPPC guidelines) and 115 Phase 2 offenders (including 50 offenders who were known to be abroad).

5.2.6 The review concluded:

The processes followed by Essex Police, with the inclusion of two dedicated staff to manage the RM cohort is in fact very proactive opposed to reactive and perhaps generating more activity and focus on RM cohort offender. A high level of scrutiny is put in place for each offender to actively manage their daily risk through Athena flagging, PND, searches and tags.

It is recognised nationally that the recidivism rate for low risk RSOs is minimal. It is likely that within Essex, RM achieves more activity with low risk offenders than previously witnessed in Essex over the years (based on a threat harm and risk approach and focus on high and very high risk offenders). The RM deviation in practice within Essex has generated positive recognition by numerous other forces as a likely improvement in practice in the management of risk, by a limited Management of Serious and Other Violent Offenders (MOSOVO) resource.

5.2.7 Two offenders have been removed from Reactive Management. One offender called MOSOVO to admit he had committed an offence of viewing indecent images although the investigation so far has not been able to corroborate this. The second was identified by the support team having been named as a suspect in a harassment allegation against his neighbour whereby he made inappropriate comments.

5.2.8 There has been a significant reduction in the number of outstanding visits to be conducted by MOSOVO since the inception of Reactive Management. At the end of Q1 2018/19 there were 236 outstanding medium, high and very-high risk visits, compared to 608 at the end August 2017. Operation Union has been established, based upon realignment of visits and overtime, to reduce the number of outstanding visits further. A target has been set to reduce the number of outstanding visits to 150 by the end of August 2018. The aspiration is to reduce the number of outstanding visits as close as possible to zero in the coming months. [[3]](#footnote-3)

5.2.9 There were 9 recommendations made within the review to improve Reactive Management further, all of which have been implemented. Ongoing work continues under the headings of compliance, quality assurance and intelligence to effectively manage offenders in order to best protect our local communities.

5.2.10 IT opportunities are being explored to improve the sharing of intelligence between MOSOVO teams and local officers, including through Athena. A request has been sent to all Athena forces intelligence representatives to scope options.

5.2.11 A further peer review of the Reactive Management process has been commissioned with Kent Police and will be completed in August 2018.

5.3 Joint Targeted Area Inspection (JTAI) Multi-Agency Action Plan

5.3.1 Between 19 and 23 March 2018, 16 inspectors from Ofsted, the Care Quality Commission (CQC), HMICFRS and HMI Probation (HMIP) undertook a joint inspection over five days of the multi-agency response to child sexual exploitation, children at risk from gangs and exploitation and children missing from home, care and education. Ofsted were the lead inspection agency. They inspected children’s services, Essex Police, the National Probation Service, the Community Rehabilitation Company, Youth Offending Services and Health providers.

5.3.2 Following receipt of the inspection report senior leaders across each of the agencies involved, including the independent chair of the Local Safeguarding Children’s Board (LSCB), prepared a single multi-agency action plan in response.

5.3.3 The report showed the positive partnership working that is taking place within Southend including the multi-agency safeguarding hub (MASH+) and a clear demonstration that Essex Police is committed to protecting children from harm with well-focused intelligence work and strong leadership.

5.3.4 Essex Police have been allocated three actions within that action plan (see Appendix A), these relate to the sharing of information with partner and timely access to information for officers. These actions will be overseen by Detective Superintendent Hendy and reported back via the Southend Local Safeguarding Children’s Board (LSCB).

5.4 Resourcing

5.4.1 During Q1 Temporary Detective Superintendent Elliott Judge was successful in his promotion board and will remain in post within the command.

5.4.2 Mrs Megan Hiscock took up her post as Head of the Strategic Centre leaving two vacancies at Detective Chief Inspector within the command team, both filled by Detective Inspectors temporarily. The Chief Inspector promotion process concluded just after the end of Q1, one of these posts was filled as a result of this process.

5.4.3 Within the Investigations Hubs at Detective Inspector level there are 3 vacancies being covered by Detective Sergeants temporarily. The Inspector promotion process is currently waiting posting results.

5.4.4 At Detective Sergeant level there are 1.5 vacancies being covered by detective constables.

5.4.5 At Detective Constable level there are 14.5 vacancies, the highest level of vacancies within the West Investigations Hub. In addition, due to the vacancies at supervisory and management ranks, there is additional impact on the constable rank where vacancies cannot always be advertised due to posts having to be retained for officers to revert back to their substantive rank.

5.4.6 There are currently 7.78 Investigation Support Officer (ISO) police staff posts vacant. The Force are undertaking pre-employment checks for 3 candidates prior to start dates being confirmed. The remaining posts will be held pending the outcome of the post implementation review.

5.4.7 There are currently 6 transferees in consideration for Investigation Hub roles. 2 are at pre-interview stage, 4 are currently awaiting the outcome of pre-transferee checks. Corporate Recruitment remain focussed on directing suitable transferees for Investigation Hub posts both in ASAIT and CAIT.

5.4.8 The vacancy rates combined with the increase in demand, as set out in section 5.1, puts increased pressure on the Investigative Teams to manage investigations.

5.4.9 It is acknowledged that the shortage of detectives is not unique to Essex and is a national issue. ACC Downing (SCD) is working with the National Lead for Detectives to identify solutions. Work to identify and post suitable candidates into the current vacancies continues.

**6.0 Implications (Issues)**

 Included in Section 5.

**6.1 Links to Police and Crime Plan Priorities**

The investigation of rape and resourcing link to the following priorities of the Police and Crime Plan: Breaking the cycle of domestic abuse, Tackling gangs and organised crime and Protecting children and vulnerable people as offences of rape and serious sexual assault can occur within all of these situations, therefore improving the outcomes achieved will contribute towards these priorities.

Reactive Management links to: Protecting children and vulnerable people.

The JTAI action plans links to: Tackle gangs and organised crime, Protecting children and vulnerable people, Crack down on anti-social behaviour and Reverse the trend in serious violence.

**6.2 Demand**

As set out in section 5, increased demand within the area of rape investigation similar to previous quarters creates additional demand on the investigations teams. The below table shows the number of rape offences recorded by Essex Police since May 2013. The rate of increase in record rape in Essex mirrors the national trend.



Reactive Management is creating the capacity to allow MOSOVO teams to more effectively manage those offenders who pose the highest risks to our local communities.

**6.3 Risks/Mitigation**

Entry 1635 on the Risk Register:

C&PP Command Recruitment Challenges: The Command are suffering from recruitment challenges including the inability to attract the appropriate staff/officers with the required skills set and then retain them, the low number of transferees from other Forces and delays within the recruitment process. The actions to mitigate this risk are:

* Create a mentoring programme to identify officers who have the potential to perform a detective role. Provide them with a dedicated mentor who will offer regular support & guidance with the view to applying for a vacancy within the command.

**Update: Debriefs are now being held with Neptune officers at the end of their PPU attachment to identify future detectives and provide a point of contact for advice.**

* Hold monthly ‘outreach’ events throughout the force where officers in the Command will provide insight into their roles. Success rate of these events to be tracked over a 6 month period and reported to the Public Protection Programme Board.

**Update: Good work continues to be highlighted. Recent CPD events have been well attended and feedback has been positive.**

* Explore the option for a ‘fast track’ process for officers who have passed the NIE exam and suitability interview into a position within the Command.

**Update: This forms part of a proposal current underway for presentation to Chief Officer Group.**

* “Back to the shop floor” for the Command Team.

**Update: Command Team continue to visit hubs and engage with staff. The recent awards event allowed engagement across the command.**

* Transferee campaign to be targeted towards Metropolitan Police Service officers.

**Update: completed. There have been 12 applicants from the Metropolitan Police Service in the last 12 months, 2 have been recruited, 4 are going through the recruitment process and 6 were been rejected.**

**6.4 Equality and/or Human Rights Implications**

There are no identified issues in relation to Equality of Human Rights.

**6.5 Health and Safety Implications**

There are no identified issues in relation to Health and Safety.

**7.0 Consultation/Engagement**

This paper has been completed in consultation with the Crime and Public Protection Command and with data provided by the Performance Information Unit and Human Resources Department.

**8.0 Actions for Improvement**

 Public Protection Command will continue to progress the Rape Review Plan with oversight by the Public Protection Programme Board chaired by ACC Prophet.

 Reactive Management remains under review and will be subject to HMICFRS inspection in early September 2018. The peer review requested from Kent Police will help to identify any improvements that are required.

The JTAI actions will be progressed and monitored against the overall action plan via Community Safety Partnerships and the quarterly Southend Local Safeguarding Children’s Board.

 Work continues to improve the resource issues identified in the command as per the mitigating action detailed in Section 6.3.

**9.0 Future Work/Development**

 Please see Section 8.0

**10.0 Decisions Required by the Police, Fire and Crime Commissioner**

There are no decisions sought in relation to this report.

1. Non-recent offences are those reported more than a year after they took place. [↑](#footnote-ref-1)
2. Resolved is defined as outcome 9,11 and 20 of NCRS. [↑](#footnote-ref-2)
3. As of 17 August the number of outstanding visits has been reduced to 129. [↑](#footnote-ref-3)