



## STRATEGIC POLICING AND CRIME BOARD 4 March 2014

### Review of Public Protection Unit (PPU)

#### PURPOSE OF REPORT

1. The purpose of this report is to provide members of the Strategic Policing and Crime Board with an overview of the review of the WMP Public Protection Department under the Service Transformation Programme.

#### BACKGROUND

2. The Public Protection Department (PPD) is a locally based but centrally managed department within WMP. Its areas of responsibility include child abuse investigation and safeguarding, child sexual exploitation including online activity, the investigation of all rape and serious sexual offences, aspects of human trafficking, high risk domestic abuse investigation and safeguarding as well as vulnerable adult abuse investigation and safeguarding. The department is also responsible for the management of registered sex offenders as well as the preparation of Internal Management Reviews as part of the Serious Case Review/Domestic Homicide Review processes.

#### OVERVIEW OF THE PPU AND PREVIOUS CHANGES SINCE (AND INCLUDING) PROGRAMME PARAGON

3. Prior to Programme Paragon in 2010 there was a Public Protection Unit (PPU) at each Operational Command Unit (OCU) operating under the leadership and direction of the OCU Senior Leadership Team.
4. Within Crime Support there was a Public Protection Headquarters Unit who had a policy and oversight function, but no operational control.
5. Programme Paragon saw the creation of the PPD as an operational command in its own right, with the intent of removing complexity from local policing, as well as raising standards and achieving a consistent and corporate approach. PPU's whilst within a central department remained locally based in terms of their service delivery.

6. The model was further refined and developed in 2011 in order to enhance the department's ability to respond to risk and threat and recognising certain functions, such as Safeguarding, as specialisms in their own right which addressed partner feedback.
7. PPU's remained locally based but with greater capability to move resource to demand.
8. A key development in late 2012 was the introduction of the Central Referral Unit (CRU) based at Sandwell, providing a West Midlands wide capability to receive all child abuse, domestic abuse and vulnerable adult abuse notifications from partner agencies through a single contact point, thereby ensuring a consistency in risk assessment and response.
9. In November 2013 the Multi Agency Safeguarding Hub (MASH) was developed, operating within the Sandwell Local Authority area. It involves the co-location of West Midlands Police, Children Social Care, Adult Social Care, Housing and Neighbourhood Services, Probation, Health, Education Welfare and Women's Aid, It is intended to raise the quality of information sharing and therefore better informed risk assessment and decision making.
10. Both Birmingham and Coventry are in the process of designing their own MASH capabilities with an intended aim of being operational by the summer of 2014.

#### **SERVICE TRANSFORMATION REVIEW**

11. Following the completion of the roll out of the Service Transformation programme (previously Continuous Improvement) across all territorial Local Policing Units (LPU) it was determined within Force Command Team that this methodology would also be applied to central departments.
12. Given the scale of the risk and threat, as well as the increased demand, within the areas of responsibility of the PPD, alongside the opportunities to review the Force's approach to Investigation across the Force Criminal Investigation Department (FCID), PPD and LPU Investigation, it was determined that these areas would be the first to be engaged in the Service Transformation programme.

#### **BUSINESS CASE OPTION**

13. The programme commenced in April 2013 and following an initial 'Scoping' and then 'Opportunity Assessment' phase, which included extensive internal and external engagement and consultation, as well as practitioner involvement in service redesign, a number of business case options were presented to the Strategic Programme Board, chaired by T/DCC Rowe, in September 2013.
14. The option decided upon will see a significant investment in the capability of WMP in the arena of Public Protection and has a planned programme of roll out across the Force commencing in June 2014.

#### **Key Changes to the Child Abuse Teams**

15. Delivery will comprise of 8 teams based locally and managed centrally. The teams will be located at Birmingham South, Birmingham West, Dudley, Sandwell, Walsall, Wolverhampton, Birmingham East and Birmingham North LPUs and will co locate as will Coventry and Solihull.
16. The CRU will have longer operating hours to receive all referrals from partner agencies and those primary investigations commenced by LPU response staff.

17. Child Abuse Investigation Team (CAIT) will be responsible for the investigation of familial abuse and neglect as well as any sexual allegation where the victim is a child at the time of reporting, regardless of who the suspect is. They will also operate longer working hours until 10pm every day, including weekends, in order to facilitate Specially Trained Officer (STO) assistance for serious sexual offences and provide advice to LPU colleagues, where necessary.
18. Safeguarding will remain a key responsibility of the officers within the department, however tasks such as third party disclosure, case conference attendance and information requests will become the responsibility of the CRU, allowing the officers more time to dedicate to investigation and better offender management.
19. Child deaths identified as suspicious or murder will be investigated by the FCID Homicide Team. This team will have the resilience, experience and skills for such an investigation but will also draw upon Detectives from CAITs to work alongside the investigation utilising their specialist skills.

### **Key Changes to the Child Sexual Exploitation Team**

20. The Child Sexual Exploitation (CSE) Team will consist of specialist officers within a central team focused on the protection of victims and the investigation of offenders in support to the local Child Abuse Teams. The team will also consist of 8 locally based CSE & Missing Children Coordinators. They will review all absent and missing children incidents for CSE trigger factors and signposting if other concerns come to light. They will liaise with local partners to safeguard children and develop intelligence around victims, locations and suspects. They will develop trigger plans in order to disrupt and prevent CSE activity utilising a range of police resources and local partners.

### **Online CSE Team**

21. The Online CSE Team (OCSET) will be centrally based and will deal with all online child sexual exploitation. They will also deal with all CEOP referrals and those from other law enforcement agencies. OCSET will also retain their own Intelligence capability in order to prioritise their work which has been recognised nationally as best practise.

### **Key changes relating to Domestic Abuse**

22. A new capability will be the creation of Domestic Abuse Teams (DAT) which will be based locally but centrally managed. They will be responsible for working with local partners in the prevention of domestic abuse, the investigation of all domestic abuse incidents regardless of crime type or risk grading as well as the management of offenders. Each LPU will continue to provide an initial response and conduct the primary investigation and initial safeguarding. The DAT will sit alongside the local Child Abuse Team so there is a greater synergy and holistic assessment of risk where children are involved.

### **Key changes relating to Vulnerable Adults**

23. There will be a central specialist Vulnerable Adult Team providing the capability to both safeguard and investigate incidents of vulnerable adult abuse. This builds upon the existing team by ensuring they are stronger and more capable by being able to conduct both safeguarding activity but will also now undertake and see investigations through to conclusion, without the need to hand to separate investigation teams as is currently the case. The new structure will bring consistency and enable better partnership working to provide interventions, solutions and investigations.

### **Key changes to the Sexual Offences Team (SOTS)**

24. The teams will undertake secondary investigation of all sexual offences committed against victims aged 18 or over which are not classified as being domestic abuse (DA) or vulnerable adult abuse (VA). This will include voyeurism and exposure through to rape, and historic reports of child abuse where the victim is now an adult. They will also deal with Human Trafficking offences where the purpose is for sexual exploitation.
25. SOTs will have STOs to respond to reports on a 24/7 basis.
26. Three SOTs will be located across the Force, in the Western, Central and Eastern areas.

### **Key changes to Sex Offender Management**

27. The teams will be strengthened and located across 3 hubs, in the Western, Central and Eastern area of the Force. The teams will offer resilience across the Force from 7am to 8pm, along with coverage over the weekend between 8am and 5pm. They will be aligned to the SOTs to ensure synergy in relation to identifying offenders and the risk they pose.

### **Key functions of the Force Review Team**

28. A joint Force Review Team will be established between FCID and PPD, accountable to ACC Crime and will provide the capability for both Murder, Missing Person and Cold Case Review as well as completion of Internal Management Reviews for Serious Case Review, Domestic Homicide Review and will be the focus for identifying organisational learning.

### **29. PPU Establishment as at 05/03/13**

Chief Superintendent	1
Superintendent	2
Chief Inspector	7
Inspector	21
Sergeant	65
Constable	350

### **30. PPU Establishment upon STT implementation**

Chief Superintendent	1
Superintendent	3
Chief Inspector	8
Inspector	26
Sergeant	105
Constable	552
Police Staff	25

## **PARTNER ENGAGEMENT WITHIN THE REVIEW**

31. There has been extensive partner consultation and engagement throughout the review. This has included an open invitation at the Strategic Programme Board for Local Authority Chief Executive representation and the attendance of a Local Authority Director of Children's Services.
32. At the inception of the review the Force provided the opportunity to Local Authorities for the secondment of a partner operational service manager into the full time Service Transformation Team however this was not taken up.
33. During the opportunity assessment phase and into process solution design there have been multiple workshops, questionnaires and interviews with key stakeholders across a full range of partners from Local Authority Chief Executives, Safeguarding Chairs, Directors of Children and Adult Services, Social Care practitioners, Health, Probation, Third Sector providers, Police and Crime Panel representatives and Victims Services. There has also been engagement with external inspectorates as well as other Forces.
34. An extensive list of external partners have also been subject of regular and ongoing email and newsletter circulations and updates for their information and dissemination within their respective service areas facilitated by the Service Transformation Team and Corporate Communications. There have also been physical briefings held with Safeguarding Chairs and Local Authority Chief Executives.
35. The new operating model designed as a result of the Service Transformation Review will enable improved partnership working both through the increased capacity given that teams will be built to demand but equally through the greater capacity there will be at Senior Leadership Team level within the department enabling closer integration with local partnerships.

## **FUTURE CHALLENGES**

36. There will remain a challenge as to integration with different partner operating models across the West Midlands area. Through the Service Transformation Review the option chosen has needed to be sufficiently flexible in design to be able to deliver a service across those different operating models.
37. Risks in regard to the new Force operating model for the Public Protection Department have been mitigated by the commitment to formal Post Implementation Review.

## **FINANCIAL IMPLICATIONS**

38. The financial implications of the Service Transformation programme is in the process of being finalised and can be updated at a future Board meeting.

## **LEGAL IMPLICATIONS**

39. There are no identified legal implications.

## **RECOMMENDATIONS**

40. The Board is asked to note the contents of this report.

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Head of Public Protection Department