

## **Subject: Tackling Organised Exploitation (TOEX) Capabilities Environment & TOEX Data Platform**

### **Originator:**

**D/C/Supt Kathryn Thacker- TOEX Director**

**DCI Patrick Thompson- TOEX Programme DCI**

**Decision no. 14/2026**

**Reason for submission: For Decision**

**Submitted to: Sarah Taylor - Police and Crime Commissioner for Norfolk**

### **Summary:**

The Tackling Organised Exploitation (TOEX) Programme operates two distinct technical workstreams.

One is referred to as the Capabilities Environment and is concerned with the delivery of applications which can be accessed by police officers and police staff (both internally and externally to TOEX) to complete specific policing tasks. Non-exhaustive examples include automated transcription of suspect interviews, the machine translation of mobile device extractions or the visualisation of network data across the Companies House dataset.

The other workstream is referred to as the Data Platform and is concerned with the storing, modelling, manipulation, visualisation, and holistic use of multiple policing data sets towards TOEX thematic work.

Both technical workstreams require ongoing technical expertise across architecture, development and testing alongside ongoing service management.

Whilst the TOEX Programme directly employs technically literate staff, supporting expertise has been provisioned through previous financial years from Simpson Associates who have provided expertise across both TOEX Programme technical workstreams.

This decision report requests approval to award a compliant G-Cloud contract to Simpson Associates to ensure continued technical support to both of the services outlined above.

### **Recommendation:**

Seeking approval/authorisation for the compliant award via G-Cloud 14 of 7F-2026-I679 to Simpson Associates to maintain and develop ongoing capabilities for the TOEX Capabilities Environment and the TOEX Data Platform, via compliant procurement process.

**Outcome/approval by: Sarah Taylor – Police and Crime Commissioner for Norfolk**

The recommendations as outlined above are approved.

Signature: 

Date: 11/03/2026

## Detail of the submission

### 1. Objective:

1.1 Approval for award of compliant G-Cloud 14 Contract to Simpson Associates.

### 2. Background:

A high-level overview of the associated work is noted below for each workstream.

#### 2.1 Capabilities Environment (CE):

The CE is a TOEX owned Microsoft Azure cloud environment. This cloud environment sits outside of established Constabulary infrastructure – accordingly, it is not aligned to a [@\[constabulary\].police.uk](mailto:@[constabulary].police.uk) domain.

This cloud environment acts as the platform upon which multiple developed applications are hosted. Each of these applications has a defined policing use case.

At the time of writing this submission, there are eleven deployed applications in the environment which are being accessed by over 5,000 registered officers and staff across 38 of the 43 English and Welsh Constabularies.

Cumulatively, these applications have been accessed over 43,250 times and have delivered evidenced savings opportunities to policing in excess of £54 million.

Qualitative feedback demonstrates the positive investigative feedback the use of these tools has realised in addition to an anecdotal saving of over 44,000 hours of officer and staff time saved.

As the CE is provisioned outside of existing policing ICT structures, and is expressly designed to process policing workloads, it requires high-level technical governance and a robust architecture and service management wrap-around to ensure that it can stand up the scrutiny of processing policing data up to and including 'OFFICIAL-SENSITIVE' level marking.

At the time of provisioning the CE, there was no functioning central national body which allowed for the delivery of such architecture, applications development and ongoing servicing of technical products as described and provided by the TOEX Programme through the CE.

Since the CE was provisioned, it is noted that the Police Digital Service (PDS) has created a similar environment, however, a period of engagement with PDS and the National Police Chiefs Council National Data and Analytics Office (NDAO) identified that the financial implications of merging the two platforms was not viable, whilst maintaining both platforms in parallel allowed for operational resilience and enhanced delivery options across policing. Following this engagement, PDS have agreed to peer review the TOEX CE assurance posture with a view to national system sign off.

To date, TOEX have contracted resources from Simpson Associates to assist in the delivery of the CE. Simpson Associates are a data transformation and data engineering company who are a Microsoft gold partner and experts in Azure delivery.

Simpson Associates have worked with the TOEX Programme since 2021 and have been instrumental in the realisation of the CE and its smooth roll out to multiple constabularies and Regional Organised Crime Unit teams.

Resources from Simpson Associates have worked “hand in glove” with both the TOEX Programme technical resources and with TDCOM (contracted cyber assurance resource) to provision the architecture and Azure structures that make up the operational structures of the CE. They have also provisioned the full-time service desk and ongoing security monitoring and reporting structures which surround the CE and its hosted applications.

Simpson Associates have been a crucial part of delivering the legitimacy of the CE, ensuring that it remains objectively secure and updated to receive the latest Microsoft updates and thus, when taken together with the assurance work completed by TDCOM, can be accepted as a suitable environment to handling policing workloads.

To date, the skills brought by Simpson Associates to the TOEX Programme has enabled the Programme to deliver the first independently cloud hosted environment that offers secure access to operational applications which have, to date, saved UK policing over £54 million and deliver improved investigative and intelligence outcomes.

## 2.2 Data Platform:

The TOEX data platform resides within the wider Azure tenancy associated to Norfolk and Suffolk Constabularies.

Whilst the overarching delivery of Azure services to Norfolk and Suffolk remains the responsibility of Norfolk and Suffolk ICT, the bespoke data platform delivered by the TOEX Programme has benefitted greatly from the data engineering and Azure architecture specialists from Simpson Associates.

Staff from Simpson Associates have been appropriately vetted and have been given relevant administrator permissions to work and deliver support to the TOEX Programme’s data aspirations within the Norfolk and Suffolk Azure environment.

To date, the combined work of Simpson Associates resources alongside Programme technical staff has provisioned a UK first platform whereby multiple previously siloed data sets have been brought together, modelled, and the outputs shared in real time with nine Constabularies to provide strategic insight into Violence Against Women and Girls (VAWG) and missing persons thematic threat in addition to providing bespoke operational outcomes across county lines and Child Sexual Abuse and Exploitation risk areas.

In the last year, over 70 officers and staff from across the Athena consortium of forces have accessed the products hosted via the Data Platform with feedback aligned with “We have got Scan Assist. First time I used it I found a 13-year-old not on the Child Exploitation radar who clearly should have been.” (West Mercia Superintendent) being received.

Most recently, the Data Platform has been used in Norfolk to assist in the delivery of OP STEADFAST (the force’s review of its response towards missing children).

TOEX innovate regularly within the data platform, including experimenting with novel data science techniques and processes. An example of this saw the Data Platform being used to create the algorithm now deployed in the CE via the ICE application.

Simpson Associates engagement makes these work products successful due to their knowledge of contemporary architecture and ability to assist in experimentation in new techniques – many of which would not have been possible had the Programme relied solely on Norfolk & Suffolk ICT staff.

### **3. Areas for consideration:**

- 3.1 It is relevant to note that the entirety of the TOEX budget is grant funded centrally by the Home Office's Child Sexual Abuse and Exploitation Team.
- 3.2 Norfolk Constabulary's association to the TOEX Programme is one of hosting for functions such as payroll, Human Resources, systems access, and office space provision. Norfolk Constabulary acts as the conduit to hold the Home Office grant to then enable spending towards TOEX Programme costs.
- 3.3 The work noted above is entirely funded from the TOEX grant and is not a draw on Constabulary funds.

### **4. Other options considered:**

- 4.1 The technical work of the TOEX Programme has delivered over £54 million in savings to operational policing over the last 24 months with multiple operational workstreams "in train". This delivery, as noted above, is intrinsically linked to established relationships to both Simpson Associates and TDCOM.
- 4.2 As this funding settlement period covers a one-year period only, it is accepted that the ongoing delivery plan would be adversely affected in efforts to identify alternative delivery partners.
- 4.3 It is also relevant that the TOEX Programme will spend much of Financial Year 2026/27 delivering against commitments tasked to it by the national group-based Child Sexual Exploitation (CSE) enquiry.  
[Independent Inquiry into Grooming Gangs - GOV.UK](#). This work is of national significance and is a Governmental priority and is work against which planning with Simpson Associates is already in train.

### **5. Strategic aims/objective supported:**

- 5.1 Having noted that the TOEX Programme is a national policing provision, kindly hosted by Norfolk Constabulary, it is also noted that the operational and technical workstreams of the TOEX Programme align to Norfolk's 2025-2029 Police and Crime Plan.
- 5.2 Priorities including: reducing serious violence (especially in the VAWG space), bringing offenders to justice, enhancing policing through technology, and improving conviction rates are all positively impacted by Programme delivery.

5.3 At a national level, in addition to the work linked to the national group-based CSE enquiry, the Programme is part of the government’s child sexual exploitation taskforce, it operates a cross border/cross region response to organised exploitation thematic investigations and provides the first (and only) cloud platform hosting applications to multiple police forces.

## 6. Financial and other resource implications:

6.1 Cost of new contract:

Year 1: 1 April 2025 – 31 March 2026 - £2,048,600.

Year 2 (Optional Extension): 1 April 2026 – 31 March 2027 - £2,390,600.

## 7. Carbon Emissions and Other Environmental Implications:

### Carbon Emissions

7.1 The estimated impact on our carbon emissions that must be reported under current statute from this proposal is:

Emission Categories:	Increase in tCO2	Saving in tCO2
Scope 1 – Fuel – Building Heating	0	0
Scope 1 – Fuel – Transport	0	0
Scope 2 – Electricity	0	0

### Environmental Implications

7.2 No material implications

## 8. Other implications and risks:

8.1 All financial risks for Programme spending are held by the Home Office CSE team, to whom the TOEX Programme are accountable.

8.2 Chief Constable Paul Sanford remains the TOEX Data Controller, however, this position is considered to be finite and will cease when the Programme leaves Norfolk Constabulary hosting to NPCC hosting. The Programme is being considered for inclusion in the initial movements associated to the police reform programme.

<b>Originator checklist (must be completed)</b>	<b>Please state 'yes' or 'no'</b>
Has legal advice been sought on this submission?	<b>No</b>
Has the PCC's Chief Finance Officer been consulted?	<b>No</b>
Have equality, diversity and human rights implications been considered including equality analysis, as appropriate?	<b>Yes</b>
Have human resource implications been considered?	<b>Yes</b>
Is the recommendation consistent with the objectives in the Police and Crime Plan?	<b>Yes</b>
Has consultation been undertaken with people or agencies likely to be affected by the recommendation?	<b>Yes</b>
Has communications advice been sought on areas of likely media interest and how they might be managed?	<b>Yes</b>
Have sustainability and environmental factors been considered? (e.g. biodiversity, employee commuting, business travel, waste and recycling, water, air quality, food and catering and estates construction)	<b>N/A</b>
In relation to the above, have all relevant issues been highlighted in the 'other implications and risks' section of the submission?	<b>Yes</b>

**Is this report a Confidential Decision?**

**No**

If Yes, please state reasons below having referred to the [PCC Decision Making Policy](#)

**Approval to submit to the decision-maker** (this approval is required only for submissions to the PCC).

## Authorisation on behalf of the Chief Executive

I am satisfied that relevant advice has been taken into account in the preparation of the report, that the recommendations have been reviewed and that this is an appropriate request to be submitted to the PCC.

Signature:



Date: 17/03/2026

## Chief Finance Officer (Section 151 Officer)

I certify that:

- a) there are no financial consequences as a result of this decision,  
Or
- b) the costs identified in this report can be met from existing revenue or capital budgets,  
Or
- c) the costs identified in this report can be financed from reserves  
And
- c) the decision can be taken on the basis of my assurance that Financial Regulations have been complied with.

Signature:



Date: 11/03/2026

**Public access to information:** Information contained within this submission is subject to the Freedom of Information Act 2000 and wherever possible will be made available on the OPCC website. Submissions should be labelled as 'Not Protectively Marked' unless any of the material is 'restricted' or 'confidential.' Where information contained within the submission is 'restricted' or 'confidential' it should be highlighted, along with the reason why.