



To: Business Coordination Board

From: Chief Executive

Date: 19 July 2018

DELIVERY OF THE OFFENDERS SECTION OF THE POLICE AND CRIME PLAN

1. Purpose

1.1 The purpose of this report is to update the Business Coordination Board (“the Board”) on activity underway to deliver the priorities set out in the Offenders section of the Police and Crime Plan (“the Plan”).

2. Recommendation

2.1 The Board is recommended to note the contents of this report.

3. Background

3.1 Under the Police Reform and Social Responsibility Act 2011, the Police and Crime Commissioner (“the Commissioner”) is required to produce a Police and Crime Plan.

3.2 The Commissioner’s Plan became effective from the April 2017 and is structured around four key strategic themes: Victims, Offenders, Communities, and Transformation. Each theme has its own aim and has a framework through a series of shared outcomes to enable all agencies with a part to play in community safety and criminal justice, to strategically direct the future delivery of services through these common goals. Each theme is supported by key objectives and priorities for action.

3.3 There are strong mechanisms in place to scrutinise the overall performance of Cambridgeshire Constabulary (“the Constabulary”), including the priorities and outcomes set out in the Plan. Performance data is included within the Quarterly Performance report data pack and reported to the Board at three monthly intervals. Effective partnership working is also key to the delivery of the Plan. The delivery plan was shared at the May 2018 BCB Meeting.

4. Offenders context and overview

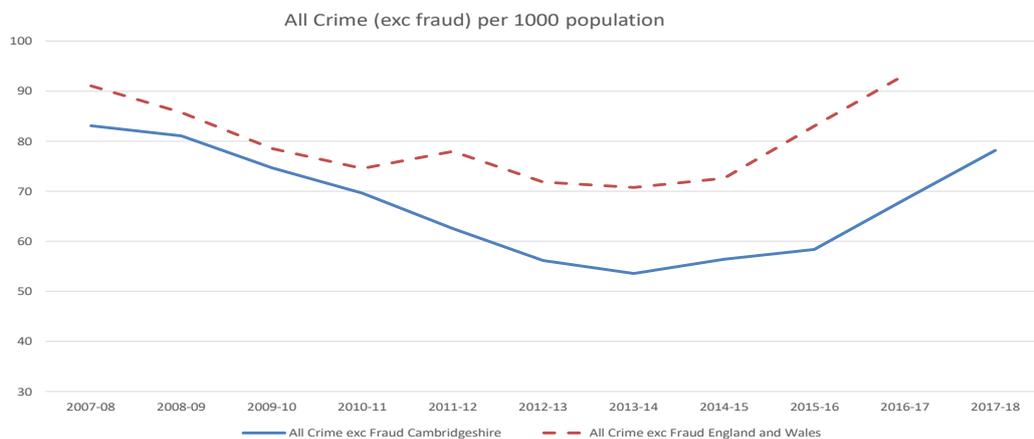
4.1 The Offenders element of the plan seeks to ensure offenders are brought to justice and are less likely to reoffend.

4.2 Nationally and locally, crime levels have fallen over the long term. However, the nature of crime has changed. Reflecting national trends and changes in recording practices there have been increases in recorded crime in recent years. This has particularly been the case in previously 'hidden' crimes such as domestic abuse, sexual violence, child sexual exploitation and cybercrime. More recently, there have been some genuine increases in categories such burglary and vehicle-related crime.

4.3



Trends in overall recorded crime per 1000 population

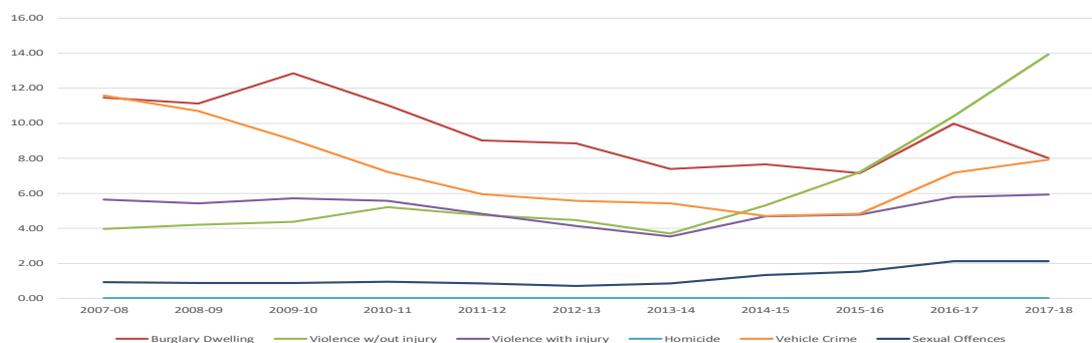


Source: Police Recorded Crime based on Cambridgeshire data submitted, rolling 12 month average at month 6 of financial year

4.4



Trends in recorded crimes by type per 1000 households/Population



Source: Police Recorded Crime based on Cambridgeshire data submitted, rolling 12 month average at month 6 of financial year

Note- burglary per 1000 household, all other offences per 1000 population

4.5 A partnership approach is needed which helps to prevent crime in the first place, and make people less likely to re-offend, so there are less victims in the future.

4.6 The Offenders section of the plan does not work in isolation from the rest of the plan. Bringing offenders to justice and making people less likely to reoffend is about ensuring the best outcomes for victims and that there are less victims in the future. Being a previous victim of crime can be a factor for some people for making them vulnerable to offending. Creating stronger, safer communities will help to prevent crime in the first place. Transformation of the way we deliver public services is key to providing the savings required to deliver the plan.

5. Police enforcement disrupts offenders and deters would-be offenders. Offenders are brought to justice while ensuring the best outcomes for victims

5.1 Tackling and investigating crime so that offenders are brought to justice, while ensuring the best outcomes for victims, is a core policing role.

5.2 On a typical day in Cambridgeshire there are:

- 349 calls to 999
- 886 calls to 101
- 448 incidents recorded
- 181 crimes reported
- 32 arrests made.

Amongst other crimes, officers will deal with:

- 8 dwelling burglaries
- 87 thefts
- 14 thefts from a motor vehicle
- 2 robberies
- 46 violent crimes
- 5 sexual offences
- 21 domestic abuse incidents.

As well as dealing with crime each day, officers will:

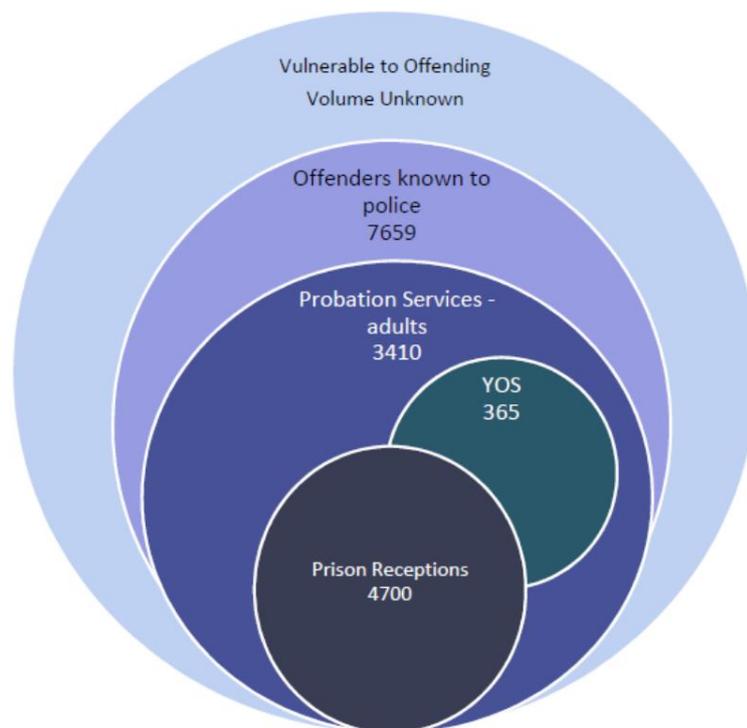
- Respond to 28 incidents flagged as being associated with people with mental health issues
- Respond to 7 missing person reports, each of which will take on average 10 hours police time
- Attend 6 road traffic collisions where there are casualties
- Undertake 17 breath tests
- Deal with 54 ASB incidents.

- 5.3 Dealing with these demands is resource intensive and has an impact on policing, including on police investigative workloads.
- 5.4 Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services ("HMICFRS") 2017 effectiveness inspection concluded that Cambridgeshire Constabulary requires improvement in its approach to keeping people safe and reducing crime. It recognised these areas had been identified prior to inspection and were being addressed through the new operating model as a result of the local policing review. It also recognised the exceptional demand faced by the force in summer 2017. The local policing review and council tax rise enable increased officer numbers and better use of resources to tackle crime and bring offenders to justice. There is an ongoing programme to improve the quality of investigations.
- 5.5 In response to crime trends, the Constabulary instigated a series of monthly days of action from January 2018 in order to tackle specific issues – crime prevention, outstanding suspects and burglary. During these days of action 750 bikes were tagged, 5 community crime prevention workshops took place and 50 outstanding suspects were tackled in 24 hours. The last quarter of 2017-18 saw a dramatic reduction in the number of burglaries.
- 6. All agencies coming into contact with offenders ensure they address the causes of criminality**
- 6.1 The Commissioner recognises the need to put a foot in the so-called 'revolving door' of offending by intervening with targeted support to divert individuals away from criminal behaviour. A multi-agency approach is needed to prevent crime in the first place. The causes of criminality must be addressed to make people less likely to re-offend so that there are less victims in the future. The Commissioner chairs the Criminal Justice Board and the Countywide Community Safety Strategic Board to ensure a countywide strategic overview and co-ordinated multi-agency response.
- 6.2 The Constabulary has been an early adopter of the new national Out of Court Disposal approach. We received Home Office innovation funding to support the offender hub project which is designed to tackle the roots causes of early offending behaviour. This new approach to conditional cautions, with conditions designed to tackle the causes of an individual's criminality at an early stage, has now been mainstreamed. Conditions are agreed on an individual basis to reflect the assessment of need. Examples of the issues which have been addressed include housing issues, anger management, drugs or alcohol misuse, mental health, employment, education and training and support for debt management. Over 600 people received conditional cautions between September 2016 and February 2018, with high levels of compliance (84%) and over 500 people diverted from prosecution. An evaluation focussing on the first 140 cases under the new arrangements shows that reoffending was in line with expectations but lower than expected for offenders at high risk of reoffending, and with potentially reduced severity of reoffending. The project was shortlisted for a Howard League for Penal Reform Community Award. A grant has been made to the Outside Links service in Peterborough to enable the service to continue to operate on a mobile basis across Cambridgeshire and Peterborough in support of this work. It is clear from this work

that even at an early stage of low-level offending there are a range of complex issues for individuals which need to be addressed.

6.3 The Home Office innovation funding also enabled the Commissioner to commission a needs assessment on offending prevention and management. This highlighted the scale of complex needs, especially in relation to housing, employment and skills, drug and alcohol misuse, and mental health. The priority issues identified by the needs assessment are being addressed through the appropriate partnership governance mechanisms.

6.4 *Figure 3: Snapshot of number of offenders in contact with criminal justice services in Cambridgeshire and Peterborough in 2016¹*



Source: Cambridge Research Group, Strategic Needs Assessment: Managing Offenders; Preventing Offending - 2016

6.5 Housing has been an early priority issue, focussed on the need to improve pathways. Homeless offenders entering prison have a much higher reconviction rate in a year (79% vs. 47%). Key issues include the need to improve co-ordination between housing and criminal justice services; the fact that current policies can limit access to housing – which impacts on offending; and demand for appropriate housing outstrips supply. The introduction of the Homelessness Reduction Act 2017 provides an opportunity to improve co-ordination. The Cambridgeshire and Peterborough Homelessness

¹ Persons that committed an offence is data recorded in the police nominals database in 2016. Probation data was provided by BeNCH CRC and NPS, identifying individuals on probation on 6th February 2017. All individuals sentenced now receive at least 1 year of probation. Young offenders data was provided by Peterborough City Council and Cambridgeshire County Council covering the caseload of the whole of 2016. Prison receptions for 2016 were provided by Sodexo HMP Peterborough. This includes individuals not resident in Cambridgeshire and Peterborough. A prison reception is each time a person starts a new sentence. This includes prison recalls where an offender in the community breaches the terms of their licence and is recalled to prison. At any one time HMP Peterborough has approximately 1200 prisoners.

Prevention Trailblazer project has been working with partners in the criminal justice system to improve these pathways. In May 2018 the Commissioner co-hosted an event attended by 60 practitioners across housing and criminal justice services. Work is underway to develop a protocol and action plan to address the key issues.

6.6 Earlier this year the Commissioner co-hosted an event to bring together colleagues from across local government, education, police, health and the voluntary sector. Expert speakers presented the latest research evidence on adverse childhood experiences and early intervention, and shared example of local practice in developing trauma-informed services.

6.7 Almost 400 people have been assessed since the Multi-agency Restorative Justice Hub was launched in the Constabulary. 20 conferences have been held, often with multiple victims and offenders and 11 indirect interventions. Restorative Justice is now used in a broad range of environments, including neighbourhood and ASB issues, prison and a range of policing interactions.

7. A partnership approach will be taken that protects local communities from crime and manages the most complex offenders

7.1 The Constabulary works with a wide range of partners. The Rural Crime Action Team continues to tackle all forms of rural crime. The fight against hare coursers saw a number of successful prosecutions over the year.

7.2 The Constabulary's specialist cybercrime capability includes a dedicated investigation unit to deal with more serious and complex cases, a Cyber Security Advisor and prevent officers linked into regional and international issues.

7.3 HMICFRS 2017 effectiveness inspection confirmed that the Constabulary has the necessary arrangements in place to ensure that it can fulfil its national policing responsibilities as set out in the strategic policing requirement, including counter-terrorism, serious and organised crime, cyber security, public order, civil emergencies and child sexual abuse. Counter-terrorism capabilities for the Eastern Region were brought under single command under the Eastern Region Special Operations Unit in July 2017. Demands for mutual aid were high last year in light of incidents and periods of critical threat level.

7.4 The Countywide Community Safety Strategic Board is working with partners to address countywide issues. Community Safety Partnerships set priorities to tackle local issues of crime and disorder.

7.5 The Commissioner awards almost £1.2m of grants to organisations who he believes will secure or contribute to securing crime and disorder reduction in the area. A full list of the grants aligned to the offender section of the Police and Crime Plan is attached at Appendix 1.

7.6 The contribution to the Peterborough Substance Misuse Innovation Fund supports the Intensive Recovery Outreach Project to reduce re-offending among a small cohort of individuals who are frequent attendees of police custody. The model of working is highly intensive outreach work, addressing the factors that influence their frequent offending. The project has also been able to second a Mental Health Practitioner and undertake a housing pilot. The contribution to the Cambridgeshire substance misuse

pooled budget supports partners in the criminal justice system in identifying the most effective and efficient referral pathways into treatment, this includes prison in-reach work.

- 7.7 Contributions to the Cambridgeshire and Peterborough Youth Offending Services supports work on preventing re-offending and reducing the number of first time entrants to the criminal justice system. Prevention workers are able to carry out detailed assessments with young people and provide a plan for future work. The joint Youth Justice Board across Cambridgeshire and Peterborough is now well established. Data on first time entrants to the criminal justice system indicates a falling trend over the last five years but with recent rises which need to be understood.
- 7.8 Partnership arrangements for protecting local communities from those people who present a risk of serious harm are well established. A grant contribution is made to the Multi-Agency Public Protection Arrangements (“MAPPA”) which manage the risk posed by the most serious sexual and violent offenders. These arrangements bring together police, probation and prisons. The aim of MAPPA is to create a robust risk management plan, ensuring that known victims are protected and that restrictive measures are in place to reduce the likelihood of further serious harm occurring. Funding is also provided for an Integrated Offender Management co-ordinator post to work with offenders who cause the public most harm through the volume of offences they commit. Cambridgeshire participated in the Ministry of Justice GPS tagging pilot which concluded earlier this year and will inform the national rollout of the electronic monitoring programme.
- 7.9 A contribution is made to Crimestoppers to enable people to report information anonymously.

8. Conclusion

- 8.1 The overarching outcome of the work outlined in this report is that offenders are brought to justice are less likely to re-offend. This is against a backdrop of increased and increasingly complex demand, alongside reducing resources across public services.
- 8.2 The Constabulary’s focus remains on protecting the most vulnerable victims in our community and targeting the most dangerous offenders. The Constabulary’s new operating model is intended to enable optimum use of resources.
- 8.3 This reinforces the need to work in partnership across the criminal justice system and beyond to tackle crime and address the causes of criminality and reoffending. There is a need to develop stronger pathways through these systems. The partnership governance mechanisms including the Countywide Community Safety Strategic Board and the Criminal Justice Board, chaired by the Commissioner, are being reviewed to ensure the system leadership required to keep Cambridgeshire safe is as effective and efficient as possible.

9. Recommendation

- 9.1 The Board is recommended to note the contents of this report.

BIBLIOGRAPHY

<p>Source Document(s)</p>	<p>Police and Crime Plan http://www.cambridgeshire-pcc.gov.uk/police-crime-plan</p> <p>‘Performance Update – 12 months to March 2018’, Business Coordination Board, 10th May 2018 http://www.cambridgeshire-pcc.gov.uk/wp-content/uploads/2018/04/18-05-10-BCB-Agenda-Item-5.0-Quarterly-Performance-Report-12-months-to-March-2018-FINAL.pdf</p> <p>http://www.cambridgeshire-pcc.gov.uk/wp-content/uploads/2018/04/18-05-10-BCB-Agenda-Item-5.1-Performance-Update-March-2018.pdf</p> <p>‘Operation Sherlock Update’, Business Coordination Board, 9th November 2017 http://www.cambridgeshire-pcc.gov.uk/wp-content/uploads/2017/11/17-11-09-BCB-Agenda-Item-12.0-Sherlock-update-paper.pdf</p> <p>‘Innovation Fund – Tackling re-offending through deferred prosecution’, Business Coordination Board, 1st March 2018 http://www.cambridgeshire-pcc.gov.uk/wp-content/uploads/2018/01/18-03-01-BCB-Agenda-Item-7.0-Tackling-re-offending-through-deferred-prosecution-V2.pdf</p> <p>Strategic Needs Assessment: Managing Offenders; Preventing Offending - 2016 https://cambridgeshireinsight.org.uk/wp-content/uploads/2017/09/OffenderNA-2017_final_FullReport.pdf</p> <p>Countywide Community Safety Agreement 2017-20 http://www.cambridgeshire-pcc.gov.uk/work/cambridgeshire-peterborough-countywide-community-safety-strategic-board/</p>
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Crime and Disorder Reduction Grants 2018/19

Offenders	Attacking criminality and reducing re-offending		
	<p>Peterborough Substance Misuse Innovation Fund</p> <p>Funds intensive case management approach to reduce demand on custody by frequent flyers.</p>	<p>Innovation fund sitting on top of main contract held by Peterborough City Council with Aspire</p>	140,000
	<p>Cambridgeshire Substance Misuse</p> <p>Supports partners in Criminal Justice in identifying most effective and efficient referral pathways into treatment.</p>	<p>Contribution to pooled budget to wider contract currently with Inclusion</p>	94,000
	<p>Cambridgeshire Youth Offending Service</p> <p>Contribution to the YOS to fund preventative and restorative work</p>	<p>Cambridgeshire County Council</p>	127,000
	<p>Peterborough Youth Offending Service</p> <p>Contribution to the YOS to fund preventative and restorative work</p>	<p>Peterborough City Council</p>	136,000
	<p>County-Wide Integrated Offender Management</p> <p>Funding for a co-ordinator post to work with offenders who cause the public the most harm through the volume of offences they commit.</p>	<p>Cambridgeshire Constabulary</p>	45,000
	<p>Multi-Agency Public Protection Agency (MAPPA)</p> <p>Contribution to the partnership arrangement to manage the risk posed by the most serious sexual and violent offenders.</p>	<p>National Probation Service</p>	50,000

	Offender Hub – Outside Links supporting the development of conditional cautions	Sodexo	30,000
	Crimestoppers - Contribution to the running of the national call centre where people can report information anonymously and an Eastern Region Manager post	Crimestoppers National Charity	24,000