



Creating a safer  
**Cambridgeshire**

**To:** Business Coordination Board

**From:** Chief Constable

**Date:** 19<sup>th</sup> December 2019

## **Police and Crime Plan Priority Update: Offenders**

### **1.0 Purpose**

1.1 The purpose of this paper is to provide an update to the Business Coordination Board ("the Board") on the actions taken against the Offenders pillar of the Police and Crime Plan (PCP)

### **2.0 Recommendations**

2.1 The Board is invited to note the contents of the report

### **3.0 Background**

3.1 The most recent Operational Performance Meeting was held on 27<sup>th</sup> November 2019 and reviewed performance up to the end of October 2019. This report reflects the updates provided to that meeting.

3.2 Alongside an overall review of performance, the report will also update on the priorities which sit under the Offenders pillar of the PCC's Police and Crime Plan. This month's priority areas were Street Based Violence and Dwelling Burglary.

### **4.0 Performance Meeting Updates**

#### **4.1 Strategic measures**

- 4.1.1 The management information underlying the Offenders pillar is prosecution possible outcome rates: overall and for dwelling burglary and Domestic Abuse.
- 4.1.2 The all crime 12 month prosecution possible outcome rate continued to decline in October with another incremental decrease leaving the rate now at 9.7%.
- 4.1.3 The 12 month prosecution possible outcome rate for dwelling burglary offences increased to 8.5% in October and is now significantly higher than the long-term benchmark. The increase was caused by a high number of dwelling burglary detections on the South Area (23 in October, the monthly average over the last 12 month on the South is 11)
- 4.1.4 The 12 month prosecution possible outcome rate for Domestic Abuse continues to decline, falling to 10.8%. Declines were seen in both Areas.

## 4.2 Performance Headlines and Department Updates

- 4.2.1 999 and 101 call volumes fell month on month. The long term trends remain for increase in the proportion of calls graded immediate and a decrease in the proportion of prompts. Over the 12 months to October there has been a 3.9% increase in the proportion of incidents graded immediate deployment, and a 3.9% decrease in prompt. This shift is likely to put a strain on resources and the ability of units to attend calls in a timely manner
- 4.2.2 Recorded crime levels remained consistent month on month, the October 2019 total being almost identical to the September total, and the long term trend continues upwards. Recorded crime in the North remains stable while it has increased in the South. Comparing the 12 month recorded crime totals to October 2019 with those for the 2018/19 financial year, three districts in particular are showing increases: Cambridge City (+10%), East Cambridgeshire (+5.6%) and Fenland (+3.3%)
- 4.2.3 A recent Freedom of Information (FOI) request revealed some substantial increases in recent months in theft from motor vehicle offences relating to catalytic converters, particularly in Cambridge City. Theft from motor vehicle or relevant criminal damage offences related to catalytic converters in Cambs City went from single figure numbers in every year from 2014-2017, to 16 in 2018, jumping to 118 for 2019 to 1<sup>st</sup> November. Huntingdonshire, Peterborough and South Cambs have also seen far higher levels of Catalytic converter related offences in 2019 (to 1<sup>st</sup> November) compared to any of the last 5 years. The Serious Acquisitive Crime update provided to the 1<sup>st</sup> November TTCG stated that two suspects for catalytic converter theft were arrested on 22<sup>nd</sup> October. There have been some offences since then, but initial indications are that numbers may be lower since the arrest.
- 4.2.4 Op Alcoa was implemented in the IMU at the start of November as QA/Linking queue volumes were substantially in excess of 500. The steady increase of queue volumes indicates insufficient staff numbers working on QA/Linking – making regular Op Alcoa implementations seem inevitable under the current IMU setup.
- 4.2.5 Last month a high volume of crimes with ‘Requires Allocation’ status were noted (crimes that are on Area awaiting allocation to a specific OIC), work to reduce these volumes appears to be working. At the start of October there were a total of 786 investigations (crime and non-crime) requiring allocation. By the start of November the total was 636 and by 26<sup>th</sup> November the total was 214, 66% lower than the start of November.

- 4.2.6 There was a month on month increase in the number of people arrested, to 858, consistent with the October 2018 figure. The 12 month total remained stable - which is the first time since April 2017 that the 12 month total has not fallen month on month (having fallen for 29 consecutive months).
- 4.2.7 Satisfaction levels of dwelling burglary victims remains consistent, at 84.3% overall satisfaction with the whole experience for the 12 months to October 2019, higher than satisfaction levels for all crime victims.

## **5.0 Priority Updates**

### **5.1 Serious Street Based Violence**

- 5.1.1 Serious Street Based Violence (SSBV) is not a specific offence type, therefore a range of measures are used as proxies to understand the level of serious violence across Cambridgeshire. While none of these are considered complete, they do give us an indication of the scale of offending.
- 5.1.2 The number of Violence with Injury offences recorded in the 12 months ending October 2019 remained stable year on year, with October's discrete month figure comparable to the same month in each of the last two years. Nevertheless, the rolling 12 month indicator is now significantly higher than the year end benchmark for the second time this financial year; and there is area variation, with offence levels in North area down 3.0% year on year, but up 4.8% in South area.
- 5.1.3 The long term indicator for Possession of Weapons offences continues on an upward trajectory, with offence levels in 11 of the last 12 months higher than the same month in each of the previous 2 years. The long term trend for prosecution possible outcomes continues to decline, to 39.1% for the 12 months to October 2019, compared to 48.5% for the 2018/19 financial year.
- 5.1.4 Stop Search remains an important tool in the fight against serious violence. 330 stop searches for offensive weapons were carried out in the 12 months ending October 2019; this compares to 231 times in the 12 months to October 2018. Offensive weapons were found on 22 occasions.
- 5.1.5 There were various SSBV related arrests, including an incident in Peterborough where 6 suspects were arrested for violent disorder and various weapons were seized. On the South two young males were arrested after members of a gang threatened a female with a knife. A suspect for assaulting an emergency worker and possession with intent to supply cannabis was jailed.
- 5.1.6 Victim satisfaction for Violent Crime remains slightly below overall satisfaction levels of all victims. For the 12 months to October 2019, 73% of victims of violent crime reported feeling at least fairly satisfied with their whole experience with Cambridgeshire (compared to 78.1% for all victims over the same period). Satisfaction levels were consistent across both Areas.

## 5.2 Dwelling Burglary

- 5.2.1 There were 236 dwelling burglary incidents recorded in October; higher than September but lower than the same month last year. Peterborough was a clear outlier, with incident volumes up on both last month and October 2018.
- 5.2.2 Just under half of all prompt graded incidents (86) were subject to response times in excess of 4 hours last month. However, on 41 occasions, data indicates that a CSI resource had either already attended the scene, or was in attendance when the officer arrived. While this may offer some reassurance, the number of victims who saw no-one within that time frame remains a concern.
- 5.2.3 184 dwelling burglary crimes were recorded in October; higher than last month but lower than the same month in each of the last two years. While district variation is noted, offence levels in Peterborough stand out as being high, resulting in a month on month increase in Local Policing North's live workload. This is in contrast to Local Policing South where live workload continues to fall.
- 5.2.4 The rolling 12 month dwelling burglary prosecution possible outcome rate improved to 8.5%; it is now significantly higher than the long term benchmark, with the discrete month rate also higher than both the one and three year averages. South area continues to outperform North area, but both have seen improvements on the year end position. The high number of prosecution possible outcomes this month is due in part to one male charged with 16 'lock snap' offences in July of this year, linked to offences which had previously been finalised as outcome 18 investigation complete with no further lines of enquiry, but were subsequently changed to prosecution possible outcomes in August, which were then processed in October.
- 5.2.5 Satisfaction levels of dwelling burglary victims remain consistent, at 84.3% satisfaction with the whole experience for the 12 months to October 2019, higher than the overall satisfaction level for all crime victims

## 6.0 Offender Updates

### 6.1 Police enforcement disrupts offenders and deters would-be offenders

#### 6.1.1 *'Develop integrated one team approach to disrupt offenders'*

The second cohort of additional Neighbourhood officers secured from the precept increase in 19/20 will start their duties in the first week of Jan 20.

A Force event looking at the use of, and future opportunities to use, the Cambridge Crime Harm Index (CHI) in Cambs was held on the 29th October. Northern and Southern teams have now harmonised their approach to using the CHI to identify and case manage high harm offenders, building on Southern's established system. Both Areas are now working on harm prevention, using the CHI tool to identify and engage young people who are on the cusp of entering serious violence/knife crime/vulnerability to County Lines; cohorts who can potentially be offender, victim or both.

#### 6.1.2 *'Implement targeted Days of Action'*

Section 5 below details the results of a burglary day of action which took place on the 26<sup>th</sup> November. The operation focused both on arresting outstanding burglary suspects and providing crime-prevention advice and reassurance to the public. Nine suspects were arrested, of which five have already been charged, investigations into the other four continue.

Staff held a live Q&A session on Facebook to answer questions from members of the public about how to better protect their homes and property. Officers and staff were also out in the community providing advice and equipment to help the public increase the security of their homes.

6.1.3 *'Exploit civil powers and new legislation to restrict offenders & reduce harm (i.e. CAWNs and see victims section and use of SHPOs and DVPOs)'*

DVPN/DVPO use remains low and further internal communications have been disseminated regarding these. In this quarter four were applied for and only one granted.

The Perpetrator Panel which meets monthly to discuss the offenders who pose the greatest risk to victims and agree actions to manage that risk is being reviewed. It was felt the membership at the meeting was not correct and too many offenders were on the cohort making it difficult to manage effectively. It has been agreed that only the top 15 offenders will appear on the cohort and leave space for another five to be referred in from partner agencies. This will ensure a greater emphasis is placed on the highest risk offending behaviours and actions agreed to disrupt it continuing.

The use of CAWNs (Child Abduction Warning Notice) is now being tracked from the Met Hub and further support and guidance provided to Districts on the use of CAWNs.

Operation Makesafe is also under review with greater emphasis on the offenders and locations. In partnership with other agencies we are actively seeking civil orders and disruption tactics to prevent offending. Liaison with ISCD is taking place in order to identify a potential scoring mechanism for offenders and locations so the highest risk can be discussed and actions agreed. Membership of the meeting has also been revised. This will mean police tactics can be discussed and agreed where appropriate.

The Out of Court Disposal (OOC) Unit (see 4.2.1) have now started using Out of Court Disposals for DA Family related violence with those officers trained in OOC identifying opportunities where its use would be appropriate and beneficial. This is being actioned with the support of ISD in the lead up to the formal OOC team starting early next month

6.1.4 *'Strengthen local partnership disruption activity i.e. immigration/GLAA/HMRC'*

Work to prevent and divert young people from Serious Crime remains a high priority for the police alongside strategic partners. A key element of prevention has been the development of Op Rockledge. Here, those young offenders most at risk of entering drugs supply networks are identified and a multi-agency action plan established to reduce the risk to them. Where young people have not been able to be diverted, a harder edged approach has been adopted. Three young men are now subject to Cambridgeshire's first Gang Injunction. This prevents these individuals from associating as well as placing some geographic exclusion zones. The impact and reduction on their offending has been significant.

6.1.5 *'Target asset recovery'*

The Regional Asset Confiscation Enforcement and Recovery Team continues to identify opportunities and provide support to a range of investigations across the force area. The total amount of assets under restraint has grown considerably during this reporting period to almost 7,000,000 which is notably higher than the other 5 forces in the region that are supported by the Regional Economic Crime Team. This is in part attributable to an operation against a cross border organised crime group responsible for a large number dwelling burglaries and those specifically convicted of handling stolen goods. There is also good, effective and continued use of confiscation, forfeiture and account freezing orders.

## **6.2 Offenders are brought to justice while ensuring the best outcomes for victims**

### **6.2.1 *'Reduce the number of first time entrants to the Criminal Justice System'***

The Constabulary has now recruited 4 members of staff into the OOCU Unit with a further two board passed, and there is a formal training process taking place between the 2-6<sup>th</sup> of December. The training will be conducted by the Constabulary and partners from each of the statutory providers. The unit will go live from the 9<sup>th</sup> of December 2019 and staff will sit alongside front line colleagues in all departments influencing decisions. The team will also attend all staff briefings and deliver an input into what they can deliver. Work is taking place with the CPS to allow them to refer back cases which may have slipped through the net, and there will be a mechanism to allow the case file quality team to refer in summons files etc that meet the criteria, in particular cases with a statutory time limit.

### **6.2.2 *'Improve the quality of police investigations and police files for prosecution'***

The Cambridgeshire Casefile Standards and Support Unit went live on the 2nd September 2019. Working centrally, this team has assumed supervisory responsibility for the submission of all prosecution files to the Administration of Justice Unit (post charge) and Crown Prosecution Service (remands and pre-charge advice). The team is also instrumental in delivery of the force wide roll out of evidence.com to facilitate the transfer of digital evidence across all Criminal Justice partners (for pre-charge submissions) and leads on force delivery of training, support and development for front line officers and staff.

Immediate performance improvements have been achieved as a consequence. Pre-charge rejection rates have dropped significantly and overall prosecution file (both Magistrates and Crown files) have dropped to a 12 month low since implementation. Future workstreams include action plan tracking (to reduce overall time take for cases to reach court) and full roll out to include PVP pre-charge file submission.

The effective supervision of live investigations is a priority for the force and is subject of intrusive monthly performance reporting. The revised standards for effective supervision went live on 1<sup>st</sup> May 2019, and whilst there has been some progress, there remains scope for improvement and greater consistency. Sergeant and Inspector development days are scheduled for January/February 2019 and the effective supervision of investigations will be at the forefront of this development activity.

### **6.2.3 *'Further progress collaborative working between CPS/Police by exploring opportunities to co-locate within the police estate'***

Co-location of both police and CPS lawyers has - to a limited degree, been delivered since 2nd September, and there remains scope for closer integrated working through the new arrangements detailed in 4.2.2 above.

### **6.2.4 *'Ensure there is in place consistent and robust processes to trace offenders and bring them to justice.'***

Police and CPS leads have implemented a rape and sexual violence scrutiny panel. This panel will review a range of cases on a quarterly basis in order to identify any learning as a single agency or across a number of agencies. This panel will consist of representatives from Police, CPS, rape crisis, health plus children's and adult social care.

### **6.3 All agencies coming into contact with offenders ensure they address the causes of criminality**

#### *6.3.1 'Develop & highlight the work of Safer Schools Partnership'*

Following the Neighbourhood resource increase, two full-time officers are now reviewing and developing the Force's tactical approach to education providers, notably at 11-16. In support of the multi-agency Safer Schools approach, the Constabulary is also looking at national best practice to help identify and classify risks in schools to help ensure the right level and volume of input in schools, recognising a need to differentiate service based on threat, harm and risk.

Clearer guidelines on who leads on schools engagement within the service and in concert with partners are being laid out to ensure consistency and quality.

#### *6.3.2 'Review and refresh Integrated Offender Management arrangements'*

The on-going development of the IOM scheme remains under the control of the Criminal Justice Offender Management Subgroup.

#### *6.3.3 'Continue to work with partners to offer appropriate Out of Court Disposals which address the causes of criminality.'*

Cambridgeshire has worked with YOS (Youth Offending Service), CGL (Change Grow Live), OSL, ASPIRE, LaDS (Liaison and Diversion Services) and others to generate meaningful pathways. Whilst the team is not up and running yet, the Constabulary has diverted over 52 cases into treatment over the last few weeks which would have either been a summons file or an NFA. The CARA project offers a diversionary educational route for suitable DA offenders. Cambridgeshire has liaised with the CPS and will be building in additional safeguards to ensure the participants are both eligible and suitable to attend. There is a substantial amount of work to complete prior to the go live of CARA which will significantly improve DA performance.

#### *6.3.4 'Ensure partnership approach with probation to prevent hate crime re-offending'*

Partnership and Operational Support continue to encourage partnership working with YOS/probation. See 4.4.5 for general hate crime prevention update.

#### *6.3.5 'Embed a culture of sharing best practice across agencies'*

The Constabulary continues to hold current information-sharing agreements tailored to the needs of partnership arrangements and pursuing a strategy of maximising the share of information legally and carefully. An executive briefing has also been given recently on the Partnership sharing opportunities and case management uses of additional parts of the Athena platform which are being developed. This will be trialled in Essex, but Cambs are keen to explore this opportunity in early 2020.

#### *6.3.6 'Ensuring work with academic networks to provide a sound evidence based approach'*

An Inspector has been working with the Social Research Team to design a structure that will capture both quantitative and qualitative data from the new Out of Court Disposal (OCD) Unit to assess its impact. Three main measures (CJS diversions, changes in the prosecution possible outcome rate and reductions in repeat offending) will be assessed and a full academic review produced in June next year with partners.

#### **6.4 A partnership approach will be taken that protects local communities from crime and manages the most complex offenders**

##### *6.4.1 'Co-ordinate partners' activity against highest threat & harm offenders i.e. County Lines/CSE/gang members/DA perpetrators'*

See 4.1.1 concerning Northern and Southern adoption of cohorts of offenders who have been identified from the applications of the CHI tool. This sits in addition to existing public protection arrangements, now well embedded.

##### *6.4.2 'Ensure effective partnership approach to tackling serious street based violence'*

See 4.1.4 detailing Op Rockledge work to divert young offenders from entering drugs supply networks, and gang injunctions where diversion work is not successful.

##### *6.4.3 'Ensure effective & efficient partnership work around MAPPAs nominals'*

MAPPAs arrangements remain fit for purpose, with the greatest concentration of higher level cases being in the North of the County; notably due to approved premises being sited there.

##### *6.4.4 'Consider response to roll-out of national electronic monitoring programme.'*

No further update to give on Monitoring roll-out at this time, Cambridgeshire continues with GPS tagging of offenders as outlined in the September update to the Offenders Pillar.

##### *6.4.5 'Ensure partnership approach to prevent hate crime re-offending'*

Educational packages are being developed for secondary schools and the results of a recent partnership collaboration are being analysed. This collaboration was with 'Why Me?' who were working with Cambs police and other forces to ultimately enhance uptake for Restorative Justice (RJ) for victims & perpetrators of hate. RJ has proven to be an effective method of reduction in offending behaviour.

#### **7.0 Highlighted Good Practice**

7.1 The focus of this month's report is the burglary day of action which took place on the 26<sup>th</sup> November 2019

7.2 The day of action to place across Cambridgeshire. This focused on both arresting outstanding burglary suspects and also giving support to the local communities to attempt to deter criminals and prevent further incidents.

7.3 November was chosen for the day of action as there is typically a nationwide spike in burglary offences in November.

7.4 Staff took part in live Facebook Q&A sessions to provide members of the public with the knowledge to better protect their homes and property.

7.5 Officers and staff were out in the communities providing advice and equipment for members of the public to better protect their homes.

7.6 Officers from across the county focused on outstanding suspects and in total made nine arrests.

7.7 51-year-old man in Cambridge, on suspicion of burglary. He has since been charged with burglary and is due at court early next year.

- 7.8 36-year-old man in St Neots, on suspicion of robbery, fraud, blackmail and theft. He has since been charged with theft and is due at court next month, while investigations continue for the robbery, fraud and blackmail offences.
- 7.9 41-year-old man in Cambridge, on suspicion of burglary. He has since been released under investigation while inquiries continue.
- 7.10 25-year-old man in Cottenham, on suspicion of burglary. He has since been released under investigation while inquiries continue.
- 7.11 27-year-old man in Cambridge on suspicion of theft. He has since been released under investigations while inquiries continue.
- 7.12 41-year-old man in Cambridge, on suspicion of theft, burglary and breaching a court order. He is due to appear at court 28<sup>th</sup> November.
- 7.13 Two men, aged 35 and 46 in Cambridge on suspicion of burglary. They have both been charged and are set to appear in court in January next year.
- 7.14 A man in his 30s in Peterborough, on suspicion of burglary. He is currently in police custody

## **8.0 Recommendation**

- 8.1 The Board is invited to note the contents of the report