



Creating a safer
Cambridgeshire

To: Business Coordination Board

From: Chief Constable

Date: 02 July 2020

POLICE AND CRIME PLAN OFFENDERS THEME – CAMBRIDGESHIRE CONSTABULARY WORK TO DELIVER ACTIONS

1. Purpose

- 1.1 The purpose of this paper is to provide an update to the Business Coordination Board (“the Board”) on the Constabulary’s performance against strategic themes identified in the Police and Crime Commissioner’s (“the Commissioner”) Police and Crime Plan (“the Plan”).

Background

- 2.1 The Force Performance Meeting held on 19th May 2020 reviewed performance up to the end of April 2020. This report reflects the updates provided to that meeting.
- 2.2 Alongside an overall review of performance, the report will also update on the priorities which sit under the Offenders pillar of the Commissioner’s Police and Crime Plan, and the ‘Combat Acquisitive Crime’ area of the new Corporate Plan. This month’s priorities were Burglary and Vehicle Crime.
- 2.3 Improving public satisfaction is a second operational priority monitored this month as per the forward agenda plan. Updates on public confidence, call handling, initial

response and communication with victims will be integrated. Where appropriate, into the relevant performance, department and priority updates.

2. Performance Meeting Updates

2.1 Strategic measures

- 2.1.1 The management information underlying the Offenders pillar is prosecution possible outcome rates for all recorded crime, burglary dwelling and domestic abuse.
- 2.1.2 The *all crime* prosecution possible outcome rate in April was 18.9; the highest single month figure for more than two years. The rolling 12-month rate increased to 11.5%, continuing the recent upward trend, with improvements seen across the majority of offence types. While North area continues to outperform South area, both are trending upwards. Higher numbers of Community Resolutions continue increase in the number of charges in recent months.
- 2.1.3 The long-term prosecution possible outcome rate for *burglary dwelling* (12.0%) has continued to improve, both at Constabulary and area level. The rolling 12-month prosecution possible outcome rate for *domestic abuse* has also continued to recover after trending downwards for much of the last financial year. It increased to 10.6%, with improved workflow and a higher number of charges in recent months remaining influential.

2.2 Performance Headlines and Department Updates

- 2.2.1 Since the onset of the COVID-19 pandemic and the implementation of nationwide social distancing measures, the pattern and nature of demand on policing has changed. While this makes it harder to identify abnormal variance, the daily demand tracker has helped to track changes in demand during lockdown, and identify any emerging trends.
- 2.2.2 The number of 999 and 101 calls received in April were lower than both last month and the same month last year. This had a positive impact on the grade of service; with average wait times for non-emergency calls also improved on recent months, and lower abandonment rates on secondary calls to crime and public lines. However, use of some online services has increased, particularly in relation to members of the public reporting COVID-19 breaches, and this is impacting on capacity within the Demand Hub.
- 2.2.3 Response performance improved last month, driven in part by an increase in those incident types where response times are typically lower (Anti-Social Behaviour, Concern/Welfare, Suspicious Circumstances), and a decrease in the number of incidents which would typically lead to a crime being raised, meaning officers can be released from scene more quickly. Reduced traffic during lockdown will also have been influential on travel times. However, there remain obvious discrepancies between call types, therefore response performance will continue to receive priority focus.
- 2.2.4 Results from two national YouGov polls commissioned last month by Crest Advisory, and comments from residents surveyed as part of Cambridgeshire's Local Engagement Survey, suggest that there is support for the approach police

are taking to handling the lockdown. However, there is evidence that this support should not be taken for granted; and recognition that maintaining this support will become more difficult the longer the lockdown continues, particularly when policing a variable lockdown.

- 2.2.5 Crime Data Integrity compliance rates deteriorated in April. This has been attributed to the impact of COVID-19, with teams who had previously been co-located and working together now working remotely. While it is recognised that it may take time to embed new ways of working, the direction is clear that steps will need to be taken to ensure this does not deteriorate any further¹.
- 2.2.6 Levels of recorded crime have fallen since the lockdown began. The number of crimes recorded in April was 21.4% lower than last month and 25.2% lower than the same month last year, with crime levels either stable or unchanged month on month across all main offence types. This is in line with the national pattern of recorded crime.
- 2.2.7 The number of incidents of domestic abuse and recorded domestic abuse crimes both remained stable month on month. However, there has been increased demand into support services, with anecdotally much of that demand being for advice. All support services continue to be maintained and advertised widely to raise confidence in reporting, but it is widely expected that reports of domestic abuse will rise as restrictions are lifted. There is also likely to be a spike in demand for Child Abuse Investigation and Safeguarding Units and Rape Investigation Team as lockdown measures are relaxed.
- 2.2.8 The fall in demand has had a positive impact on workflow across a number of different departments, with the number of investigations in Information Management Unit work trays and live crime workload both notably reduced in recent weeks. This has in turn had a positive impact on a number of key performance indicators, with notable improvements in Victims Care Contracts (VCC) compliance, greater supervisory oversight with a reduction in the proportion of overdue reviews, and lower levels of inactivity. Capitalising on what we are currently doing well, and maintaining this momentum while demand remains lower and we have capacity, will be key to ensuring we are in the best place possible going forward to cope with demand as restrictions begin to be lifted.
- 2.2.9 However, suspect categorisation remains a challenge, with a high number still incorrectly categorised under the generic 'suspect' status. All managers have been tasked with reducing this number, with supervisory reviews identified as the best way to task remedial action. Once compliance (admin) issues have been sorted, the organisation can better focus on the quality of the investigation and deal with the things that really are an issue. This includes providing people with the right skills and support so they know how to do the things that are being asked of them.
- 2.2.10 Outcome performance has improved, with officers having more capacity to progress investigations, and the Crown Prosecution Service working through their

¹ The Constabulary *Covid-19 Recovery and Learning Group* has been established to explore opportunities to transform Constabulary working practices. In part, it will seek evidence of where remote working arrangements have worked well, and where changes can be made to accommodate new practices without compromising effectiveness or efficiency.

backlogs and providing advice more quickly. However, there remains scope for additional referrals for Community Resolution intervention for low level offending, with daily reviews and wider audits suggesting some missed opportunities. Work is underway to ensure that out of court disposals are being routinely considered by officers and supervisors.

3. Priorities Updates

3.1 Burglary

- 3.1.1 The number of residential burglaries had already been trending downwards. There has been a more notable reduction since the start of the COVID-19 pandemic, with social distancing measures and more people now working from home or furloughed meaning that fewer residences are being left unattended during the day.
- 3.1.2 The same has been true for business and community burglaries, with a large number of businesses temporarily closed. However, businesses that currently have limited ability to manage their security while closed, or those which are open but with fewer staff on the premises, could provide greater opportunities not only for burglary, but also commercial theft and robbery.
- 3.1.3 In North policing area, the dedicated Burglary team have widened their remit and are now investigating commercial burglaries in order to manage any cross over of dwelling burglars into targeting commercial premises. They are also focusing on personal robbery.
- 3.1.4 In South policing area, the reduction in new offences has allowed officers to focus on more of the longer-term work. One case involving 26 offences has progressed to the Crown Prosecution Service, with a positive charging decision expected. A number of burglary suspects are currently in prison for other acquisitive crime related offences, but efforts to process them have been hampered by the current prison lockdown. This has also hampered to Take into Consideration opportunities, with some suspects likely to have been sentenced before they can be interviewed; this will impact on outcome performance.
- 3.1.5 Satisfaction rates for dwelling burglary victims remain high, but while North area continues to outperform South area, the rolling 12 months satisfaction rate in North has been trending downwards in recent months. However, with dedicated burglary teams now in place in both policing areas, and recent improvements in VCC compliance, we would expect to see satisfaction rates across all aspects of service delivery improve going forward.

3.2 Vehicle Crime

- 3.2.1 Under the new Corporate Plan, vehicle crime is a priority area.
- 3.2.2 Vehicle crime has been trending downwards in recent months, albeit with district variation, but levels of recorded crime saw a notable reduction following lockdown; a pattern mirrored nationally. April saw the lowest number of offences recorded in a single month since December 2014, driven by a reduction in the number of theft from vehicle offences. The reduction in vehicle taking and vehicle interference offences was smaller.

- 3.2.3 The rolling 12 month prosecution possible outcome rate for vehicle crime rose to 2.8% in April, with the recent trend upwards. However, it remains low compared to other crime types, with greater reliance on forensic hits to identify offenders; and lower than the national average (4.2%).

4. Offender Updates

4.1 Police enforcement disrupts offenders and deters would-be offenders

4.1.1 *“Develop integrated one team approach to disrupt offenders”*

High Harm Offenders are identified through the use of the Crime Harm Index and their activity is disrupted through prevention initiatives. Established statutory arrangements such as Multi Agency Public Protection Arrangements (MAPPA) 2 and 3 and the Integrated Offender Management (IOM) schemes are other methods of where offenders and would-be offenders are identified. The Force Daily Management Meeting prioritises the activity around high risk offenders.

5.1.2 *‘Implement targeted Days of Action’*

Days of Action have continued across the county, but have been more limited due to COVID-19. In East Cambridgeshire, for example, laser gun speed checks in rural villages resulted in numerous motoring offences, arrests for possession with intent to supply class A drugs, and drivers being given words of advice; while two recent S23 drugs warrants resulted in the seizure of £14,000 cash, drugs, weapons, expensive watches and thousands of pounds worth of designer clothing. All these were instigated by local Neighbourhood Policing teams, supported by the Special Constabulary and the wider police family.

5.1.3 *‘Exploit civil powers and new legislation to restrict offenders and reduce harm (i.e. CAWNs and use of Sexual Harm Prevention Orders and Domestic Violence Protection Orders)’*

The Missing Exploited Trafficked (MET) Hub are working closely with districts to embed the use of Child Abduction Warning Notices (CAWNs), and have delivered further training following a recent amendment to the policy.

There have been two successful investigations of note. An offender issued with a CAWN was arrested and charged with Child Abduction after making contact with a female and breaching the order. A second offender issued with a CAWN was arrested and charged with 2 x Child Abductions after he was found to be in breach of that order soon after with two females.

Op Burbage is a complex investigation involving multiple suspects and vulnerable child victims of exploitation. Methods of investigation/disruption are being used to bring the offenders to justice and safeguard the vulnerable victims.

The Force has seen the first Stalking Protection Order successfully applied in April 2020. This is a really positive tool to safeguard vulnerable victims of stalking.

5.1.4 *'Strengthen local partnership disruption activity i.e. immigration/Gangmasters and Labour Abuse Authority/Her Majesty's Revenue and Customs'*

Falling demand during the COVID-19 lockdown has generated capacity for Neighbourhood teams to develop drugs related intelligence and take a proactive approach. Since the start of lockdown, 113 arrests have been made for drugs supply and drugs production. Over the same period, drug seizures exceeded a street value of £5 million.

Year to date, 324 drugs seizures have been booked into crime property systems; this compares to 229 drugs seizures for the whole of 2019, an increase of 41.5%.

The 2019 Drugs Strategy is currently under review and will inform a new 2020 Drugs Strategy in the 4Ps model (Prepare, Prevent, Protect, Pursue).

5.1.5 *'Target asset recovery'*

The Regional Asset Confiscation Enforcement and Recovery Team, working closely with specialist and local policing teams, continues to make good and effective use of Confiscation, Forfeiture and Account Freezing Orders. The total amount of assets currently under restraint has grown considerably during this reporting period to £12,670,727.69, Account Freezing Orders to £2,210,512.85 and Confiscation Orders to £3,002,551.07. Just over a quarter of this is attributable to a cross border organised crime group (Cambridgeshire-led prosecution) around which POCA (Proceeds of Crime Act) proceedings remain ongoing.

5.2 Offenders are brought to justice while ensuring the best outcomes for victims

5.2.3 *'Reduce the number of first-time entrants to the Criminal Justice System'*

The Constabulary's Out of Court Disposals (OoCD) team began work in December 2019, and within the first four months, 886 offenders had been diverted away from the Criminal Justice System. Many of these investigations would previously have resulted in No Further Action (NFA) by police, due to insufficient evidence or the victim not supporting prosecution, and work remains ongoing to ensure opportunities are not missed. Providing a meaningful intervention for those who are at the early stages of their criminal behaviour is particularly important for juvenile offenders who may benefit from support through CASUS (Cambridgeshire Child and Adolescent Substance Use Service) if they are engaged in family violence at home.

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

Following the Sergeant and Inspector development events in February and March, the supervisor's e-Book went live on 2nd March 2020. This guidance is designed to support officers with a comprehensive and consolidated product which is easy to access and covers critical investigative functions. The Out of Court Disposals Team went live in December 2019 and with over 80 diversionary pathways now in place, is providing proportionate and effective resolutions to better support victims of crime and tackle the root causes of criminal behaviour to reduce further offending.

The Casefile Standards and Support Unit continues to support front line officers, the Administration of Justice Unit, Crown Prosecution Service and the Courts. Key performance areas continue to improve month on month. The most recent data shows error rates for Magistrate Court files to be 8% (the lowest on record) and pre-charge failure rates since inception have reduced significantly from a high of 78% in 2019 to 20.5% in April 2020 (the lowest on record). These improvements have reduced failure demand for officers and improved the time taken to get cases to Court for victims of crime.

5.2.5 *'Further progress collaborative working between the Crown Prosecution Service/Police by exploring opportunities to co-locate within the police estate'*

The Constabulary enjoys close working relationships with the Crown Prosecution Service. However, in light of current working arrangements, with many police and Crown Prosecution Service staff working from home, the co-location of resources has been suspended, with enhanced video conferencing arrangements now in place.

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

Over the past year, the Protecting Vulnerable People (PVP) department has continued to focus on bringing offenders to justice. With renewed emphasis on the consistent early arrest of offenders and the use of bail to safeguard victims, we are seeing increased outcome rates with more offenders being prosecuted. This is also linked to a reduction in victim disengagement. The emphasis on victim care from the start of the investigation is getting better victim engagement leading to better identification of suspects as well as encouraging victims to support prosecution through the entirety of what can be a lengthy process. We have worked hard with Crown Prosecution Service colleagues to improve processes and communication and are successfully challenging more Crown Prosecution Service No Further Action decisions leading to a greater number of charges being brought. We have brought to conclusion some complex high-profile child abuse cases (e.g. Op Bura) which have taken large amounts of determination and dedication from the officers to ensure we get a conviction. We continue to press forward other large and complex investigations (e.g. Op Elkins).

5.3 All agencies coming into contact with offenders ensure they address the causes of criminality

5.3.3 *'Develop and highlight the work of Safer Schools Partnership'*

An evidence-based assessment of threat, harm and risk at the County's 11-16 education providers has been completed to help ensure appropriate policing provision. This tool will be used to agree levels of Police/schools liaison and activity and will be an important part of pursuing the National Police Chiefs' Council Child Centred Policy Strategy locally, as well as other partnership arrangements focussed on children and young people through our Safer Schools Partnership.

5.3.4 *'Review and refresh Integrated Offender Management arrangements'*

Integrated Offender Management arrangements are currently being benchmarked across other forces within our policing region and changes are being considered through our Strategic Threat and Risk Assessment (STRA) process. In addition, the Force activity engages in dialogue about the national future direction of Integrated Offender Management and emerging best practice.

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

The use of Out of Court Disposals remains key to tackling the cause, rather than the symptoms, of criminality. The Constabulary's dedicated Out of Court Disposals team continues to work in partnership with local agencies to maximise potential for meaningful interventions, and identify additional pathways for various offences that can be used to effectively address issues underlying criminal behaviours. More than 80 diversionary pathways are now available, with a 96% attendance rate by those who are referred for engagement. While partners have commented on the increased workload, none have refused to take on further work.

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

The new Hate Crime Strategic Plan has been written which emphasises the close working relationship the organisation has with both Youth Offender Service and probation. In the Prevent strand, there is a partnership approach that allows the sharing of information and trends on hate crime offending, giving the opportunity to adopt preventative measures that educate and rehabilitate perpetrators.

5.3.7 *'Embed a culture of sharing best practice across agencies'*

Through existing Multi-Agency Public Protection Arrangements and Integrated Offender Management arrangements tactical best practice is discussed and shared. Emerging strategic best practice from reviews or national circulations are discussed at the Criminal Justice Offender Management Sub Group and elevated to the Criminal Justice Board as required.

5.3.8 *'Ensuring work with academic networks to provide a sound evidence-based approach'*

An evaluation of the work and the impact of the Out of Court Disposals team will be carried out in 2020/21; with the expectation that the diversionary (crime control) benefits of out of court disposals will be evidenced in recorded crime figures. In the meantime, the Constabulary continues to watch with interest pilots in other areas using Out of Court Disposals as a means for tackling other crime types such as Hate Crime and certain types of Youth related Knife crimes. Such pilots require ministerial approval, and the evaluations provide a sound academic evidence basis for decision making.

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

5.4.1 *'Co-ordinate partners' activity against highest threat and harm offenders i.e. County Lines/Child Sexual Exploitation/gang members/Domestic Abuse perpetrators'*

The Constabulary continues to use the Cambridge Crime Harm Index (CHI) each month to identify and assess both offenders and victims who cause/experience the greatest harm. Using this data, the Force works to engage and case manage persons (where appropriate) in partnership. Specific cohorts (notably among young people) are also identified in order to mitigate risks of County Lines/Child Sexual Exploitation/Gangs and serious street-based violence.

5.4.2 *'Ensure effective partnership approach to tackling serious street-based violence'*

The Crime Harm Index (CHI) has been used to identify those offenders who are causing the most harm. The Community Action Team in South policing area continues to review this list and adopt offenders onto the programme with a view to reducing harm. However, they are now also working with a new cohort of offenders from the existing list; those who are committing the most offences. To date, they have worked with 12 individuals, some of whom have committed 15 offences in a 3-month period, and are impacting on recorded crime figures. This remains a work in progress, with a view to determining if this is something the area wants to take forward.

5.4.3 *'Ensure effective & efficient partnership work around MAPPA nominals'*

The Multi Agency Public Protection Arrangements (MAPPA) are fully supported by Neighbourhood Policing Teams. Regular meetings identify those that pose the greatest risk and a partnership problem solving approach is taken to keeping communities safe.

5.4.4 *'Consider response to roll-out of national electronic monitoring programme'*

Our Intelligence and Specialist Crime Department (ISCD) is responsible for ensuring that local checks are carried out ahead of any placement or housing decisions.

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

The new Hate Crime Strategic Plan is written in such a way that Communities is one of its four pillars. In its Prepare strand, it focuses on working with the community to deliver on projects that both understand and tackle hate crime. This can be demonstrated with the focus from the Out of Court Disposals team who are working on delivering an awareness-focused course for suitable candidates. Awareness/education has been recommended as the most effective method of reduction of hate.

6 Recommendation

6.1 The Board is recommended to note the contents of this report

BIBLIOGRAPHY

Source Document(s)	
Contact Officer(s)	