

Official

Agenda Item 8.1



**To:** Business Coordination Board

**From:** Chief Constable

**Date:** 11 June 2019

**POLICE & CRIME PLAN – UPDATE ON PERFORMANCE AND OFFENDERS THEME – CAMBRIDGESHIRE CONSTABULARY WORK TO DELIVER ACTIONS**

**1.0 Background**

- 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).
- 1.2 The most recent Operational Performance Meeting was held on 22<sup>nd</sup> May 2019 and reviewed performance up to the end of April 2019. This report reflects the updates provided to that meeting.
- 1.3 This report is the second in the new style, first giving an overall review of performance and updates provided to the OPM and then updates on the priorities. This month’s priority areas were Dwelling Burglary and Serious Street Based Violence under the PCC’s Offenders theme.

**2.0 Performance Meeting Updates**

**2.1 Performance Headlines and Department Updates**

- 2.1.1 While the recent trend in Cambridgeshire has been for reduction in recorded crime, the 12 month recorded crime total has increased for three consecutive months. Some of this increase is believed to be due to improvements in Crime Data Integrity compliance.
- 2.1.2 Some offence groups have seen increases over the 12 months to April 2019 such as possession of weapons offences (+4%) and Robbery (+21.5%), though the discrete monthly figure for Robbery was the lowest it has been in the last 12.

- 2.1.3 Rape offences peaked in the second half of 2018 but in 2019 so far have stabilised. A review of the RIT (Rape Investigation Team) has been produced by the Continuous Improvement Team. Key findings included that the RIT is now at full strength, (having recently been consistently below strength), recommending a review of the shift pattern to better align with supervisors and demand and that the Specially Trained Officer (STO) role should be considered for reintroduction.
- 2.1.4 The rolling 12 month all crime prosecution possible outcome rate has continued to decline and is now at 10.8%.
- 2.1.5 Investigation Management Unit (IMU) queues rose in April in part as a result of Athena downtime. Demand Hub staff were able to bring them down to normal levels without the need for a second Op Alcoa initiative.
- 2.1.6 Outcome 16 disposals (Victim does not support or has withdrawn from police action) are increasing nationally (21% of outcomes nationally, 12 months to March 2019) and in Cambridgeshire (14.8% of outcomes, 12 months to April 2019). The use / prevalence of Outcome 16 in Cambridgeshire is considerably lower than the national data. There is wide variation within offence types, the highest proportion of outcome 16 disposals was seen for Domestic Abuse cases where 53.1% of closures were outcome 16 in the 12 months to April 2019, up from 36.6% in the 12 months to April 2018 (however, this is still below the most recent national comparison data for DA).
- 2.1.7 A review of the use of Outcome 16 in Cambridgeshire found instances where the victim was completely supportive of police actions; but didn't support a formal prosecution. The implication is that the use of outcome 16 doesn't necessarily reflect a police failure.
- 2.1.8 Within Cambridgeshire there is area variation which is believed to be reflective of staff training needs in some areas. At times outcome 16 disposals are used when other outcomes may have been more appropriate, as the victim felt it was inappropriate to pursue formal prosecution but is not unsupportive of the police investigation. Action to improve officer understanding / use of O16 was commissioned at Operational Performance Meeting this month.
- 2.1.9 To improve Crime Data Integrity, more scrutiny is being given to incident response within the IMU. Interventions are happening at the point of incident write-up if it does not seem to match what was expected from the incident. This is to help ensure that all crimes that come to light during the police response to the incident are raised.
- 2.1.10 A proposal was discussed for a four Officer OCD hub (two North, two South) to provide oversight and assist with opportunities for out of court disposals for offences such as non-intimate Domestic Violence, when appropriate. Such an approach it is felt will be more proportional and eventually contribute to a reduction in demand.
- 2.1.11 The use of mobile phone examination kiosks at Thorpe Wood, Parkside and Huntingdon has helped divert some workload from the DFU. Funding has been carried forward from 18/19 to progress development of Kiosk use across the force.
- 2.1.12 ISD updated on the upcoming (1<sup>st</sup> July 2019) implementation of biometric capture from suspects who receive simple or conditional cautions or postal charge requisitions but have not been arrested or otherwise had forensic data captured during the investigation. This is in response to recent amendments to PACE. Appointments have been created at Thorpe Wood

and Parkside Custody Centres and suspects will be invited to one of those locations by letter sent by IMU staff.

### **Priority Updates**

#### **2.2 Dwelling Burglary**

- 2.2.1 The median response time for prompt graded dwelling burglary deteriorated. The 12 month prosecution possible outcome rate for Dwelling Burglary has dropped to 6.7%, with declines seen in both areas. Investigation Standards Department attribute the drop in burglary outcomes to the absence of dedicated burglary investigators and a drop in TIC outcomes. In an effort to improve prosecution possible outcome rates, both areas will be widening the remit of the priority crime DS from providing focus on Dwelling Burglary to also include Street Based Violence and spree offenders. Areas report that May has been a month for prosecution possible outcomes for dwelling burglary, so it is anticipated that the outcome rate will improve over coming months.
- 2.2.2 A national review of sentencing guidelines that are viewed as deterring suspects from accepting TICs is scheduled for June, if it results in a change in the guidelines, burglary TICs may see a resurgence, which would help strengthen the outcome rate for burglary (2.2.1). Until the results of that review are known, Cambridgeshire continues and is seeking to expand the use of conditional cautions to resolve outstanding burglary offences when it is deemed ethical and appropriate.
- 2.2.3 Op Aware in early 2018 refined Cambridgeshire's tactical response to dwelling burglary. Dedicated intelligence desks review performance and intelligence relating to dwelling burglary. The aims are: to identify emerging series early, disrupt or secure emerging high-harm nominals and to support/target high risk nominals on release from prison.
- 2.2.4 The national rollout of GPS tagging to monitor suspects released on court bail or offenders released from prison brings opportunities to secure additional intelligence or evidence on suspects. The opportunity mentioned in 2.1.12 above for additional forensic data from suspects interviewed outside of arrest/custody will be beneficial for burglary performance by (a) increasing the pool of forensic evidence of suspects and (b) a deterrent effect for potential first time burglary offenders.

#### **2.3 Serious Street Based Violence**

- 2.3.1 The rolling 12 month total of Violence with Injury offences remains stable, albeit there is variation between the two areas, increases on the South with reductions in the North. The 12 month prosecution possible outcome rate for violence with injury continues to gradually decline for the Constabulary and is currently at 16.7%. The number of robberies had been increasing over 2018 but has dropped in recent months, with April's discrete month figure the lowest seen over the past 12 months. The prosecution possible outcome rate for robbery offences has declined to 10.6% for the 12 months to April 2019. Possession of weapons offences increased 4% over the 12 months to April 2019 with rises seen on both Areas.
- 2.3.2 The SSBV offender profile in the county is split: on the North it is dominated by established families and OCGs with little influence from offenders from other areas. In the South, London based crime groups are dominant. Cambridge was recently reported by the National County Lines Coordination Centre as being the fourth highest city in the Country for active county lines.

- 2.3.3 Recent tactical activity has included: Op Dampen in the South of Cambridgeshire ‘to tackle an increasing threat amongst young offenders and knife possession’<sup>1</sup> and has seen good results. Deprivation of Liberty Orders for four prominent nominals have been obtained and this should help with on-going efforts to reduce SSBV offences. Two key nominals have been arrested under Human Trafficking Legislation after grooming boys to take part in county lines drug dealing.
- 2.3.4 SSBV is expected to increase over the summer months, patrol planning through the DMM is seen as crucial in preventing such incidents and dealing with any that occur.
- 2.3.5 A bid for National funding has been submitted, which if granted would allow diversionary work for 250 young people.
- 2.3.6 The first meeting of the new Delivery Board is scheduled for 23<sup>rd</sup> June with attendees from Community Safety Partnerships and other agencies.

### **3.0 Offender Updates**

#### **3.1 Police enforcement disrupts offenders and deters would-be offenders**

##### *3.1.1 ‘Develop integrated one team approach to disrupt offenders’*

The Force is currently conducting a review of its approach to Offender Management working with Probation as a principal partner in this. This review is looking at current Integrated Offender Management (IOM) arrangements but also wider practice nationally in leading Forces/partnerships. The terms of reference for the review were agreed at the Criminal Justice Board – Offender Management Sub-group.

##### *3.1.2 ‘Implement targeted Days of Action’*

The County lines week of action led to good results including 19 arrests, the seizure of significant amounts of crack, heroin and cannabis and safeguarding provisions made for 5 people at risk of exploitation by county lines criminals. Op Oculus 2 was a successful crime prevention operation which included giving crime prevention advice to members of the public, free tool-marking service, 400+ bicycles registered on immobilise.com and fitted with tamper proof labels and media appearances. Op Crimson in April was a multi-agency operation with gang masters, Labour Abuse Authority, HMRC, HSE and others to target modern slavery and human trafficking.

##### *3.1.3 ‘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 numbers had fallen in recent months, but improvement was seen in April with two of three DVPNs applied for to Superintendents being authorised and two DVPO’s granted at court. Recent internal communications aimed at raising awareness of the role DVPO’s can play in safeguarding victims should mean these numbers continue to improve. The Perpetrator Panel meets monthly to discuss Offenders who pose the greatest risk to victims and agree actions to manage that risk.

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<sup>1</sup> Strategic Update: Serious Street Based Violence, Supt J. Hutchinson (17/05/19)

### **3.1.4 ‘Strengthen local partnership disruption activity i.e. immigration/GLAA/HMRC’**

The partnership approach to Serious Street Based Violence has been strengthened in recent months. At the April Countywide Strategic Community Safety Board it was agreed that a fresh Delivery Group would be established to tackle the issue (working to the strategy set in HM Government’s Serious Violence Strategy). The Delivery Group will be jointly chaired by the Police Strategic Lead and a Community Safety Partnership Chair (acting on behalf of all six Community Safety Partnerships). This first meeting is scheduled for the 21<sup>st</sup> June.

### **3.1.5 ‘Target asset recovery’**

Cambridgeshire staff work closely alongside the Regional Economic Crime Unit (RECU) which is part of Eastern Region Specialist Operations Unit (ERSOU). The remit of the RECU is to undertake financial investigation and asset recovery work on behalf of BCH, Norfolk & Suffolk. The RECU consists of highly skilled and NCA accredited financial investigators with good knowledge of the force they support. They provide guidance and support to local officers when investigating any acquisitive crime or organised crime groups particularly when charged with such an offence.

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

### **3.2.1 ‘Reduce the number of first time entrants to the Criminal Justice System’**

Use of out of court disposals is declining, which may be due to the 2018 merger of the Offenders Hub into the Investigation Management Unit. Recommendations have been made to create an Out Of Court Disposal (OOCD) team made up of a Sgt and 5 Constables all trained as restorative practitioners who will work alongside partners to deliver a raft of therapeutic outcomes making best use of community remedy. This team will look at all crimes over a 24hr period and intervene with an OOCD or an outcome 22 where the investigation fits relevant criteria. The team will work with partners to ensure suspects are diverted along a suitable pathway to deal with criminal causation. As well as street offending the team would manage two new projects designed to deal with Child Sexual Exploitation (using civil legislation and Sex Offender Treatment Programmes) and Intimate Partner Violence (using conditional cautions and referral onto awareness programmes).

### **3.2.2 ‘Improve the quality of police investigations and police files for prosecution’**

Cambridgeshire has seen 7 months of continual improvement in quality of Court files (from an initial 52% error rate down to 21% last month), however there are ongoing challenges in the rejection rates for advice files to the CPS. A new casefile team is being formed to help address this. There has also been a significant increase in CPS performance in turnaround time for advice files – the average has now reduced from 60 days to 27 days.

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

Possibilities of permanent co-location have been explored but there is not strong CPS support for permanent co-location. However, engagement to secure co working at Chord Park is ongoing, updates will be provided when there are developments on this.

**3.2.4 ‘Ensure there is in place consistent and robust processes to trace offenders and bring them to justice.’**

Outstanding high risk suspects are actively managed and reviewed at shift handovers by a DI, with Officers challenged about actions taken or being taken to apprehend such suspects and a log is kept updated with those details to ensure oversight and continued efforts to trace those suspects. A new crime audit process in PVPD (Protecting Vulnerable People Department) reviews crimes and highlights good practise and ensures prompt actions are being taken to arrest suspect and safeguard victims.

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

**3.3.1 ‘Develop & highlight the work of Safer Schools Partnership’**

The Safer Schools Officers in the North have completed a review of all the schools in the policing area, something which is being replicated in the south for consistency. This gives them the opportunity to identify those schools that require an enhanced level of service. The safer schools team have also highlighted those individuals who are most vulnerable due to involvement in Serious Street Based Violence, Child Criminal Exploitation or Child Sexual Exploitation. These are then considered through local structures for enhanced offender and victim work.

**3.3.2 ‘Review and refresh Integrated Offender Management arrangements’**

As in 3.1.1, the Force is currently conducting a review into its approach to Offender Management working in partnership with Probation Services.

**3.3.3 ‘Continue to work with partners to offer appropriate Out of Court Disposals which address the causes of criminality.’**

As in 3.2.1 the use of Out Of Court Disposals has declined recently but proposals to increase their usage are being considered. Update 2.1.10 above is also relevant to plans to increase the use of OOCD’s when appropriate.

**3.3.4 ‘Ensure partnership approach with probation to prevent hate crime re-offending’**

Partnership & Operational Support actively encourage partnership working with YOS/probation. An example of this was with a Hate Crime offender in a housing situation, where the victim was a neighbour. Offender served prison time and on release would be served eviction notice. The Hate Crime Coordinator assisted with housing and has been in touch with Probation & L&D services regarding possible reoffending. Work continues. Some Officers work exclusively on Hate Crime, but such considerations form part of every officers safeguarding responsibilities.

**3.3.5 ‘Embed a culture of sharing best practice across agencies’**

The County’s Southern Area command has just completed a six month evaluation of work proactively identifying offenders who have had their offending behaviour profiled through the Cambridge Harm Index (CHI) – which is a method of assessing the harm that various offences do rather than looking purely at the number of offences. The offenders have then been case

managed by local Neighbourhood Officers and partners. The County's Northern Area is also now engaged in this work for consistency. Also as in 3.1.1 the ongoing review into Integrated Offender Management is being conducted in partnership with Probation services.

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

Starting in June, the force will be piloting a Child Sexual Exploitation (CSE) rehabilitation programme for which Anglia Ruskin University are conducting the evaluation. In October the force is also planning to pilot the use of out of court disposal for Domestic Abuse.

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

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

Following the Policing precept uplift in 19/20 and the completion of a Neighbourhood policing review, the Northern and Southern Areas will both receive an uplift of 2 x Constables in their Public Protection Units (PPU) within Offender Management Teams to increase the case management capacity for RSO, MAPPA and Violent Offenders by circa. 50%. The updates in 3.3.5 are also relevant here.

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

See 3.1.4 for the update on partnership approach to SSBV.

### **3.4.3 'Ensure effective & efficient partnership work around MAPPA nominals'**

The increase in Officers working in Public Protection units and Offender Management teams will be of benefit here (see 3.4.1). The ongoing review into Integrated Offender Management (3.1.1) is being conducted in partnership with Probation Services.

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

BCH has signed up for a further two years use of electronic monitoring services provided by 'Buddi'. An update on the partnership review of Offenders is expected in June.

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

Working with other agencies to best prevent reoffending. Partnership & Operational Support's work to tackle this is mostly educational. They are currently targeting schools where youths have been offending in or out of school. Education around what hate crime is and encouraging the understanding of the harms of hate is the message and the work is being rolled out to all schools/colleges around Cambs. The department also works closely with L&D services & probation, plus monitoring whether an offender may respond to Restorative Justice (if the victim consents) – via close work with the V&W hub.

## **4.0 Highlighted Good Practice**

### **4.1 The focus of this month's report will be around Serious Street Based Violence and in particular the work of the Southern Impact team.**

- 4.2 The Southern Impact Team is made up of 1 Sergeant and 10 Constables and they report to the local Neighbourhood Inspector. Their core role is to target and disrupt drug dealers within the Southern areas of the county and in particular County Lines dealers
- 4.3 Since being formed in May 2018 the Southern Impact Team have had some impressive results. In March of 2019 they released figures showing that in that 10 Month Period they have arrested 154 suspected drug dealers, seized £47,033 in cash, seized £53,605 worth of drugs and at court, secured convictions totalling 63 years and 7 months.
- 4.4 6 days after releasing these figures the Strategic Lead Superintendent Hutchinson was out for a jog and noticing a local IOM and London Drug Dealer together he contacted the team and with their assistance both males were detained and a bundle of Class A drugs were recovered.
- 4.5 In late April the team stopped a car containing 2 males whose stories were not believable. Following a search of the persons and the vehicle it became clear these males had gone to extreme lengths to hide their supply. They were taken back to the station and put under observations where one of the males produced a bundle containing 72 wraps of crack cocaine and heroin. Both males were charged and remanded to court the following day.
- 4.6 The same week a visit to the house of a vulnerable female located 3 males taking advantage of her. One was in possession of the drugs phone, one in possession of crack cocaine and over £1100 in cash and one was wanted for a burglary in Bedfordshire. 2 of the males were charged with drugs offences and the 3<sup>rd</sup> returned to Bedfordshire custody for them to interview over the Burglary. Safeguarding measures have been put in place to protect the vulnerable female.
- 4.7 In early May a visit was paid to a different address. In total 59 wraps of crack cocaine were recovered and 3 persons arrested from the address. A second house down the street which was linked to this address was visited and a further 42 wraps and £465 in cash were recovered there. 3 of the 4 were charged and remanded with the 4<sup>th</sup> being bailed.
- 4.8 Later that week a visit to an address in St Neots resulted in 25 wraps of Crack Cocaine and Heroin a bundle of cash and a missing person from Birmingham were located. 2 persons were arrested.
- 4.9 In the middle of May a local PCSO recognised someone acting suspiciously and after a foot chase from the Impact team a male was arrested and found in possession of a large quantity of cash. The male is already on bail for similar county lines offences.
- 4.10 The same day another known drug dealer was chased and arrested in possession of large quantities of cash. This male has a large history as a drug dealer having previously served a 7 year sentence for the offence.
- 4.11 Only 3 days later one of the Southern Impact team was out jogging off duty when he noticed 3 males openly dealing drugs. Contacting his colleagues he had to continue his jog and exercising for over an hour in order to keep an eye on the males whilst the team moved in. Before they could arrive the males began to move into the City Centre and the officer followed directing the rest of his team in. The result was 3 males in custody, each had a bundle of Class A drugs and between them over £1500 in cash.
- 4.12 2 Days later the team were out again and this time despite not locating their original target they spotted another male who seemed out of place. Having detained the male he was found

to have a large amount of cannabis, £515 in cash and a phone riddled with messages around drugs. Despite not being whom they were initially after, the day still turned into a success.

- 4.13 As they moved into late May the team visited a flat in Huntingdon. There they located a dealer who was already on bail for offences in Peterborough, in possession of Class A drugs and cash. The homeowner was also in possession of drugs and cash and both were arrested.
- 4.14 4 days later and whilst patrolling Cambridge a drug dealer made off from them on a pedal cycle. Following a foot chase the male was detained and found in possession of 92 wraps of crack cocaine, £920 worth of Heroin, £385 in cash and a lock knife. Male was charged and remanded and will be going back to prison as he was out on Licence for possession of a knife.
- 4.15 Over the late May Bank Holiday weekend the team were out again in Huntingdon the team came across a drug deal taking place from a car. 2 males in the car were detained and searched and located with large amounts of cocaine and cash.
- 4.16 Whilst officers were travelling to interview the 2 males detained above, they saw a vehicle and chasing the driver who had run from the car they detained him, finding several hundred pounds and a bundle of wraps in his possession. This male and the 2 they were on the way to interview were all charged and remanded to court.
- 4.17 Their results continued into the first weekend in June. Whilst patrolling they were spotted by a known male who took off on foot. After being detained he was found to be in possession of a bundle of cash, a list of drug users and 3 phones. Not locating the drugs officers believed he had secreted them elsewhere. Taking him to hospital he produced a wrap containing Heroin and Crack cocaine. At the time of writing this the male is in custody however a charge and remand are looking likely, based on the fact that he has 3 pending offences. One for drug dealing and one for robbery.
- 4.18 The Southern Impact Team is still only just over a year old. However it is producing some fantastic results to combat Serious Street Based Violence and County Lines Drug Dealers. Following the precept increase and the ability this gives the Constabulary to recruit further officers the Southern Impact team will receive a raise in their numbers.

## **5.0 Recommendation**

- 5.1 It is recommended that the Board note the contents of this report.

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