

## **AVON AND SOMERSET POLICE AND CRIME PANEL**

**20 SEPTEMBER 2016**

### **SCRUTINY OF DELIVERY AGAINST THE POLICE AND CRIME PLAN – BURGLARY**

#### **PURPOSE**

This report sets out performance headlines and examples of initiatives under this priority to enable members of the Police and Crime Panel to scrutinise delivery against the Police and Crime Plan, focusing on the priority: *Preventing and reducing burglary and the fear of burglary.*

#### **BACKGROUND**

At their meeting in March 2015, the Police and Crime Panel agreed to dedicate agenda time during the 2015/16 meeting cycle to support and scrutinise delivery against the Police and Crime Plan during the Commissioner's first term of office. It was agreed to scrutinise the Police and Crime Plan priorities in turn with a focus on performance, success in delivery and remaining areas for improvement in each area. Panel Members identified key lines of enquiry for each priority during the PCP Training Day held on 2 September 2015. Scrutiny against delivery of the Burglary priority was carried over to the PCP Work Programme for 2016/17.

#### **OVERVIEW**

The Commissioner's Police and Crime Plan 2015-17 sets out that the PCC will hold the Chief Constable to account for delivering the following objectives, working alongside residents and local agencies:

- Prevent burglary by tackling long term priority locations and protecting vulnerable people and property from victimisation
- Improve investigation and criminal justice outcomes for burglary, particularly by improving the use of technology, community intelligence and analytical processes
- Improve the quality of service provided to burglary victims and those vulnerable to victimisation
- Deliver continued improvements in the 'IMPACT' Integrated Offender Management approach to tackling the complex needs of prolific offenders – particularly in managing changes to offender management and organisational processes.

The intended outcomes were:

- Reduce the level of burglary
- Improve the proportion of burglary investigations fully resolved, with suspects identified and dealt with effectively
- Improve the quality and consistency of service provided to burglary victims, particularly our most vulnerable victims supported by the Safer Homes scheme.

## NATIONAL CONTEXT

- National policy is set out in the Home Office Modern Crime Prevention Strategy published in March 2016.
- Changes in Crime Recording classification were introduced in April 2016.
- Significant changes in the approach to managing offenders through the government's Transforming Rehabilitation agenda took effect in February 2015, with transfer of ownership to new Community Rehabilitation Companies and implementation of the Offender Rehabilitation Act.

## LOCAL CONTEXT

**Implementation of new Operating Model CONVICT Units** – During the term of office of the PCC, a new Operating Model was implemented in response to financial challenges. The investigation of burglary offences became the responsibility of an integrated Investigation Unit, supported by a force-wide Intelligence hub. The Investigations Unit comprises of staff from:

- Protect – dangerous and sexual offenders
- Solve – serious and organised crime
- Convict – offences that IMPACT offenders or potential cohort members commit

The increase in demand following an increase in reporting of Serious Sexual Offences, Domestic Abuse and Child Sexual Exploitation work has necessitated the utilisation of investigators within 'Convict' for work falling into 'Protect', and this has contributed to burglary performance.

## PERFORMANCE

Nationally, the level of recorded burglary offences has fallen steadily over the last 12 years. The results of the Crime Survey for England and Wales (CSEW) for the year ending March 2016 (published in July 16) shows a reduction of 11% for dwelling Burglary (for the 12 month period to March 2016) across England and Wales.<sup>1</sup>

In Avon and Somerset, reduction in recorded burglary levelled off at the beginning of 2013, and since early 2015 the trend has reversed and reports of burglary have been increasing, notably in relation to dwelling burglary. This rise in reported burglary is also being seen across the South West region.

The end of financial year position was that there had been 11,826 burglaries. This equated to an increase of 18.9% for Dwelling burglary and an increase of 4.1% for non Dwelling burglary. At the end of August 2016, Avon and Somerset has recorded an increase of 28.7%

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<sup>1</sup> CSEW:

<http://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/crimeinenglandandwalesappendixtables/current>

for Dwelling Burglary, an increase of 2.9% for Non Dwelling burglary, giving an overall increase of 13.7% for Total Burglary (for a rolling 12 month period).

The percentage of burglary investigations fully resolved had fallen to 6% at the end of the financial year. At the end of August 2016, the national position has increased from 41/43 at the end of the financial year to 39/43.

Satisfaction amongst victims of burglary continued to be higher than satisfaction of victims of other crimes, standing at 88%. However, it was on a downward trajectory. At the end of August 2016 there has been a marginal increase in satisfaction rates and a noticeable improvement in terms of national comparisons (moving from 34/43 to 28/43).

## **COMMISSIONED SERVICES, INITIATIVES AND GRANTS IN SUPPORT OF THIS PRIORITY**

### **To support victims and/or reduce victimisation**

**Lighthouse** – supports all ‘enhanced’ victims eligible under the Victims Code of Practice and therefore all vulnerable victims of burglary.

**Bobby Van** - The Bobby Van service carries out repair work, fits safety chains and provides reassurance to victims of burglary. The OPCC conducted a review of the Constabulary Bobby Van scheme in considering development of its role in supporting vulnerable victims. Further work has been carried out by the Constabulary Local Policing Directorate to implement recommendations and evaluate the service.

The **rural crime team** have run initiatives such as promoting “Farm Watch”, giving crime prevention advice such as recommending installing alarms/CCTV etc and security marking of farm property.

### **To reduce reoffending**

**Drug and Alcohol Arrest Referral Scheme** – (part of the Community Safety Grant Allocation above) Reducing re-offending and breaking the cycle of addiction and crime is the aim of the drug and alcohol arrest referral service commissioned by **Avon and Somerset PCC**. At its launch in April 2014, this was the first single cross border arrest referral service in the country for drug and alcohol addicts. The aim of the single service is to have more drug and alcohol related offenders in treatment to reduce re-offending. Since April 2014, the service has made contact with over 25,000 detainees and completed full assessments with over 5,000 individuals with substance misuse problems. The service is provided by national alcohol and drug charity Swanswell, and ensures a more consistent approach to offenders being referred to treatment and has also made savings of 30% per year compared to the previous service.

**Transforming Rehabilitation** – The PCC has played a key role in oversight of partnership work to reduce reoffending and changes to the probation service under Transforming Rehabilitation, and introducing, from 2017, an Avon and Somerset Reducing Reoffending Board, to be chaired by the PCC.

**IMPACT** offender management is a nationally recognised scheme whereby a team of specially trained staff work with offenders to help reduce reoffending through regular contact and signposting offenders to specialist services (such as help with housing, training, employment etc). There is close collaboration between the A&S CONVICT teams and IMPACT in terms of referring offenders to the scheme and possible resumption/escalation of offending. Force governance arrangements are structured to ensure continued focus on a daily basis through the Pacesetter and in a more in depth tactical way at the fortnightly Mid Term Review.

## **Grants**

**Commissioner's Community Action Fund (CCAF)** – The PCC set up the Commissioners Community Action Fund (CCAF) in 2013 so that local groups and organisations could apply for grants to address priorities in the Police and Crime Plan. Community groups and voluntary organisations have the opportunity to apply for grants of up to £5,000 to help initiatives which support the PCC's priorities. The Fund is administered by the Police Community Trust who awards grants quarterly. The grant was re-opened in the PCC's second term on 1 June 2016.

Funded initiatives have included:

- Senior Citizens Liaison Team – funding to work with older adults regarding doorstep burglaries
- Provision of safety advice and education in Somerset
- Contributions to the “One Project” - aimed initially at the Bourneville/Oldmixon areas, which is a burglary hot-spot for the force.
- Girls and Young Women's Programme - Specific programme for girls and young women between the ages of ten and eighteen in order to reduce re-offending whilst increasing their self-esteem and confidence.

**Community Safety Grant Allocation** - The Commissioner issued grants to a range of projects and services in 2014/15 in support of the delivery of her Police and Crime Plan. This included a Community Safety Grant of £1,202,000 to support local initiatives.

Funded initiatives have included:

- Neighbourhood Delivery Team (NDT) Burglary Fund - Support for work of multi-agency Neighbourhood Delivery tasking teams for burglary work. (Funding of £25,000)
- Reducing Burglary / ASB by targeted technical solutions - Purchase of CCTV cameras and equipment for covert deployment in locations identified as potential for repeat victimisation for burglary, ASB etc. (Funding of £5,000)
- Five Alley gating schemes in Bristol benefitting an estimated 540 residents. The scheme involves the provision of match funding of £10,000 to encourage community led schemes where local groups arrange to gate off alleyways in crime hotspot areas where burglaries and ASB occurs.
- Integrated Offender Management:

- Somerset IMPACT Family project
- North Somerset Integrated Offender Management

## **PARTNERSHIP WORKING**

Regular **Rogue Trader events** are conducted throughout the year. The most recent one took place in April 2016 and was very successful (with six arrests made). This event saw officers, PCSOs, work with council Trading Standards teams and the community to spread doorstep crime prevention messages.

Across the force area officers:

- Carried out high visibility patrols in no cold calling zones
- Sent out Neighbourhood Watch messages
- Delivered crime prevention to vulnerable members of the community
- Visited banks, building societies and Post Offices to remind staff how they can help their customers stay safe from doorstep crime
- Worked with Trading Standards officers and other partners such as the Driver and Vehicle Standards Agency and council Waste Management officers, Environment Agency and Department of Work and Pensions to stop vans on main routes and speak to traders – most reputable traders support our action against unscrupulous rogues. More than 130 vehicles were stopped and 44 people known to police had their activity disrupted.

**University Criminology, Psychology and Statistical analysis capability** – The Constabulary is fostering links with a number of key universities to conduct joint research and analysis projects. Two examples include: Prison visits to interview convicted burglars regarding their offending behaviour and motivation. Predictive analytics project to classify offences recorded on Niche in terms of identified behaviour patterns.

**Think Family** (previously known as ‘Troubled Families’) – Working with families to provide early intervention in order to divert young people away from embarking on a life of crime, by providing access to training, mentoring and other diversionary activities.

## **STEPS TAKEN TO IMPROVE FUTURE PERFORMANCE**

A Burglary Plan Working Group, formed with key Constabulary stakeholders and OPCC representation, has met quarterly to review progress and agree key activities. This has included working to revise the Burglary strategy, aligning with the current Police and Crime Plan ambitions. The new strategy, approved in April 2016, sets out the Constabulary’s vision for tackling burglary under the themes of: Prepare, Prevent, Protect, Pursue and Persuade.

**PREPARE** – Effectively tackle burglary issues by building a solid foundation of knowledge, skills and collaborations. This will include: Internal processes, research into national best practice, collaboration/communication with external agencies and partners and knowledge & training.

**PREVENT** - Preventing burglary and identifying and protecting the vulnerable by engaging and empowering communities through: Target hardening, crime prevention,

developing local knowledge, improving agency information sharing and working with local, regional and national partners to tackle organised criminality

**PROTECT** – Professional, effective response when a burglary is committed, covering: first point of contact, initial response, scene instigation, crime and MO recording, victim focus, identifying vulnerability and immediate post-offence activity.

**PURSUE** – effective and efficient processes for identifying and hunting down offenders

**PERSUADE** - Post-arrest: Persuade offenders to provide closure for the victims: charges, TICs, and restorative justice. Persuade offender against reoffending through support and partnership working and continued delivery of IOM integrated offender management approach.

A Burglary delivery plan has subsequently been developed by the working group in support of the strategy. Monthly burglary performance and victim satisfaction reports are also available and monitored by the group.

Peer reviews conducted by three CONVICT DIs have been carried out to review the quality of initial attendance/investigation, recording of crime details and MO and subsequent investigative quality. The results of these reviews are being tracked and reported to the force Burglary CIB meetings.

A **Crime Prevention** Tool kit has been developed by the Local Policing Directorate (LPD), the crime prevention tool kit is integrated with the College of Policing “What Works – Crime Reduction Toolkit”. Examples of three burglary initiatives are currently available on the Force Intranet Knowledge Centre.

A Crime Calendar and External communications programme has been set up, to inform the public and provide tailored **crime prevention** advice relating to particular risks and periods of increased crime (for example, Asian gold burglary at Diwali and Chinese New Year).

A revised suite of literature for victims (and potential victims) has been produced. This includes a revised burglary pack, with relevant information to help **prevent repeat victimisation**.

The Investigative CONVICT Detective Inspectors are building a list of expectations to **upskill new staff** and ensure basic investigative standards are embedded in the CONVICT teams.

A series of 60-second **staff briefing** videos is being devised by the LPD which can also be used publically. One of these will specifically demonstrate what “good” crime prevention looks like in relation to officers’ interaction with a burglary victim in their home.

A “Burglary is everyone’s business” communications programme is being run both internally and externally with the aim of highlighting that all roles in the Constabulary can make a difference to burglary outcomes and have a **responsibility** to do so.

Call scripts have been revised to **maximise the securing of forensic evidence** at burglary (and other) crime scenes.

Investigations and Crime Scene Investigators are focussing on **effective analysis** and the scoping of all burglary offences and scenes, maximising resources and deployment to achieve outcomes in terms of footwear, DNA, fingerprint evidence and other evidence in order to increase opportunities to bring offenders to justice.

A CSI project has been rolled out Force wide to ensure **greater linkage between investigations and organisational learning**. This includes a focus on specific themes with plan owners including creeper type offences, gold product, blood / DNA at scene, preparation of CSI evidence to support opinion bases at court

## **SCRUTINY**

External scrutiny has been carried out by HMIC in its annual inspection of effectiveness. The inspection found the Constabulary to be good at preventing crime and anti-social behaviour, and keeping people safe. It found the Constabulary to require improvement in investigating crime and managing offenders.

OPCC scrutiny has been carried out in the form of Service Delivery Assurance exercises and through representation on the Constabulary's burglary working group.

Service Delivery Assurance Panels were carried out in summer 2015. The 'Burglary' Panel reviewed a representative sample of cases across all 3 LPAs. The sample was designed to include two cases in which the investigation was fully resolved and three cases in which the victim had been flagged as vulnerable. The Victims Panel looked at victims who were tagged as vulnerable /Persistently Targeted. The two Panels saw some excellent practice of victim-centred investigations, especially safeguarding of vulnerable victims. A strong response to dwelling burglary calls was noted, together with efficient well-co-ordinated investigations and good supervision. It was noted that there was evidence of capacity constraints around initial response and investigation as well as supervision being affected by high demand. In addition, around one of the ten cases was incorrectly classified or gave rise to file quality issues that resulted in them being excluded from the review. The Force Crime and Incident Registrar will be providing regular training to the Incident Assessment Unit as well as management support to address individual areas for development as required. The full report can be found online: <http://www.avonandsomerset-pcc.gov.uk/Openness/Service-Delivery-Assurance-Panel.aspx>

Internal assurance has been carried out as part of the Constabulary's Continuous Improvement Framework. Force Continuous Improvement Board (CIB) meetings are carried out monthly. These review progress against the Police and Crime Plan ambitions, and operate as a forum for constructive discussion to resolve issues and generate improvement. The CIB process has placed a renewed focus on performance against burglary, which is considered as a standing item.

## **CONCLUSION**

The PCC is disappointed with the Constabulary's performance in relation to burglary. The Constabulary needs to improve the outcomes of burglary investigations and improve the victims' satisfaction with the policing service. Investigative standards (from the first opportunity to secure forensic evidence, through to the completion of investigation and preparation of cases) need to be improved to achieve this.

The Chief Constable shares the view that performance in relation to burglary must be improved. He has issued a force-wide message: *'We can't allow this drift in our performance on a crime that touches the lives of so many people. We're better than that. I said in my roadshows that I wanted you to be proud of the force and what you stand for, and solving crime, particularly key crimes of concern, will always be an important part of what the police do. Sadly in my experience people who commit crime also tend to continue until something in their lives changes - and that includes being brought to justice'*.

The PCC and Chief Constable are both fully committed to protecting the most vulnerable from harm and catching offenders to stop them causing crime of significant public concern, such as burglary dwelling.

The proposed Police and Crime plan no longer has priorities that look at specific crimes. This does not mean that the PCC believes burglary is any less important. The new priorities have intentionally been broadened in order to take a more holistic approach as a strategy for preventing crime, supporting victims and enforcing the law.

**Burglary threads through all four priorities:**

- that activity in the prevent element of the burglary strategy should focus on protecting the most vulnerable from harm
- that burglary is a local priority
- that the Constabulary needs to have the capability and capacity to manage the demand, the right technology to support gathering of evidence for example, and the right culture to ensure that the Service Promise is delivered well, resulting in satisfied victims; and
- that successful partnership working will result in better outcomes (co-ordination of Rogue Trader events is a good example of this).

Therefore in order to successfully deliver the new proposed Police and Crime Plan, the Constabulary must improve its performance in relation to burglary. It will be subject to **continued scrutiny focus**: both externally by HMIC in their core PEEL inspections, and through internal assurance, reported to the Police and Crime Board.

**RECOMMENDATION**

That Panel Members consider and discuss progress against the Burglary priority as outlined in the report.

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