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Constabulary**
police and communities together



Risky Business

Serious Acquisitive Crime Reduction and
Identification, Assessment and Management of
Risk Offenders.

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SUMMARY

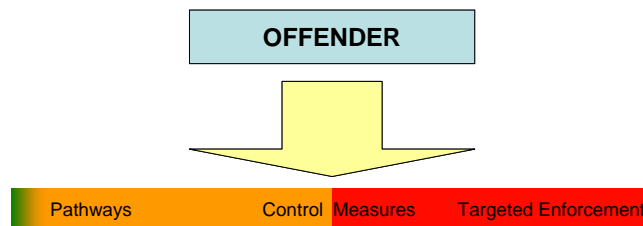
Serious Acquisitive Crime reduction was identified by the Home Office (Central Government) as a key performance indicator for Police Forces of the United Kingdom.

A comprehensive strategic assessment commissioned by Safer Preston Crime and Disorder Reduction Partnership in Preston, Lancashire set out to identify key priorities and threats to performance. Findings strongly endorsed serious acquisitive crime as key to securing threats to performance, reassurance and public safety. Comprising offences of robbery, burglary and vehicle crime, efforts to date had seen focused problem-solving endeavour but disappointing results with only 2.5% reduction in 2006/7.

Analysis identified well researched and executed multi agency problem solving activity driven by rigorously tasked and audited processes were already well embedded. These processes had focused a variety of approaches on issues such as target hardening, hotspot profiling and vulnerable property. Over 11,000 arrests are made each year in Preston, however detailed examination of detected crimes, arrest activity and widely sourced intelligence data identified that a disproportionately small number of motivated offenders were responsible for a significant majority of Serious Acquisitive Crimes. Processes of identification, validation and risk assessment established a register of Risk offenders and the formulation of the hypothesis:

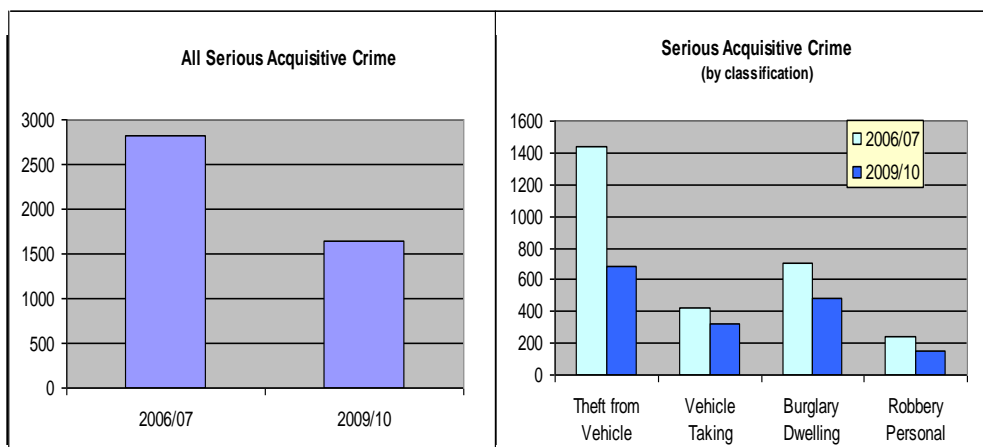
If you can successfully identify, monitor and manage the most prolific serious acquisitive crime offenders, work with them and support them to reduce offending behaviour and reoffending and understand when an increased risk necessitates strong enforcement activity and control measures, you significantly enhance your prospects of crime reduction.

Identification and registration of risk offenders was followed by regularly updated ranking of individuals according to current risk. Offenders were then subjected to close monitoring and management through a multi agency Integrated Offender Management process. Offenders were managed according to their willingness to engage and would be supported to address offending behaviour through eight multi agency pathways or subjected to control measures or vigorous targeted enforcement activity.



Results were collated and assessed throughout the delivery of the initiative showing an astounding 41.6% reduction in recorded serious acquisitive crime between 2007 and 2010. Detailed assessment revealed no significant displacement of offending. Accurate monitoring processes audited by the Home Office recorded a 65% reduction in offending amongst a declared cohort of 71 offenders between 2008/9 & 2009/10. Cost savings from crime reduction calculated using Home Office figures reveal savings in excess of \$3,000,000.

Integrated Offender Management processes will now be safeguarded and extended to manage offenders responsible for a range of other key crime categories. Lancashire Constabulary recorded its lowest crime figures since 1973 with Preston, one of six policing divisions securing 40% of total reductions and helping to achieve the Lancashire Constabulary *ambition* to be 'The best Police Force in the Country'.



SCANNING

INTRODUCTION

Preston is a city and non-metropolitan district in Lancashire, England. England's newest city, Preston was granted city status by Her Majesty the Queen in 2002. Preston's population is approximately 133,000. (2001 census). Policing in Preston is delivered solely by Lancashire Constabulary. Central Division, one of six Policing divisions within the Lancashire Police Area (See Fig 1), covers 54.9 sq miles and serves a very diverse community including a growing student population currently standing at 35,000. The City of Preston is divided into 22 district council wards and was historically a densely populated engineering and industrial centre, falling into decline in mid-20th century. Preston has subsequently faced similar challenges to other post-industrial northern towns, including de-industrialisation, economic deprivation and housing issues. A survey in Preston has revealed that 50% of all children living in the city are living in families suffering from financial depression and an estimated 15,380 youngsters are part of the families living on the breadline. The city is one of the most severely affected areas of the North West with 21% of children in the city living in households which are completely workless, a further 29% in families struggling to get by with working tax credits and in some areas of Preston, more than 75% of children live below the poverty line.

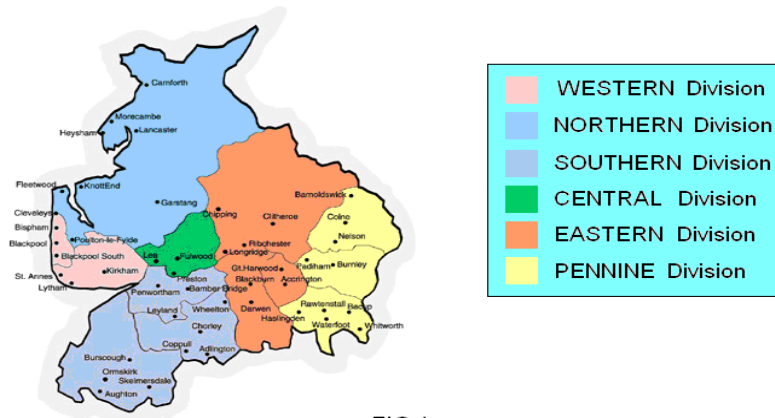


FIG 1

The city is however the administrative centre of Lancashire and is served by the main national rail and motorway network. Home to the University of Central Lancashire, now the fifth largest University in England, The city is forward thinking and takes pride in its heritage and is focused on delivering a safe and prosperous future to the city its, inhabitants and visitors.

SCANNING

Government policy in the United Kingdom had consistently set focus on acquisitive crime having identified it as key to public reassurance concerns and a yardstick to measure police performance. Significant efforts had already been made to address these issues from a police perspective. Political will dictated that responsibility for the management of Crime and Disorder should sit in a partnership environment. The Crime and Disorder Act puts a statutory duty for reducing crime and disorder not just on Police Authorities but on Local Authorities (city and town councils), as well as health authorities. As a result, for major crime and disorder issues joint efforts are more easily adopted, with all partners expected to work together to meet targets.

In 2007 a significant piece of work was undertaken by the City of Preston, Safer Preston Crime and Disorder Reduction Partnership to review performance and set strategic priorities and responsibilities.

Quoting directly from the strategic assessment below the focus and commitment to setting appropriate priorities is very clear.

PRESTON CRIME & DISORDER REDUCTION PARTNERSHIP



Strategic Assessment

(Excerpt)

Introduction

The Crime and Disorder Act Review made a number of recommendations to improve the delivery of crime and disorder reduction. Strategic Assessments was one of those recommendations. This 2007/08 Strategic Assessment from the Preston Community Safety Partnership is the first joint strategic assessment to be produced and is the Partnership's response to this recommendation.

This Strategic Assessment will inform the Partnership Plan 2007/08 by identifying key priorities as well as threats to future performance. It will also be a key document in the allocation of resources and achieving LAA Outcomes, indicators and stretch targets within the Safer and Stronger Communities Block and any other blocks which may be applicable.

Aim

The aim of the Strategic Assessment is to provide the Preston Community Safety Partnership with an assessment of current, emerging and potential issues affecting the levels and community concerns about crime and disorder in the area. These will be considered giving due consideration to Government objectives, target and indicators and to achieve outcomes identified within the LAA. It will also offer opportunities for enforcement, prevention and reassurance as well as identifying gaps in intelligence, capacity and social capital.

Purpose

The purpose of this assessment is to provide the CDRP with a summary of key threats/issues that Preston may face over the next 18 months. The assessment will provide evidence and justification for strategic decision-making, particularly in respect of identifying community priorities.

As a direct result of this Strategic Assessment the clear focus of crime specific related partner activity mirrored the Government directive to tackle serious acquisitive crime. Serious acquisitive crime (SAC) comprises three key crime groups

- Burglary (domestic)
- Vehicle Crime
- Robbery (personal)

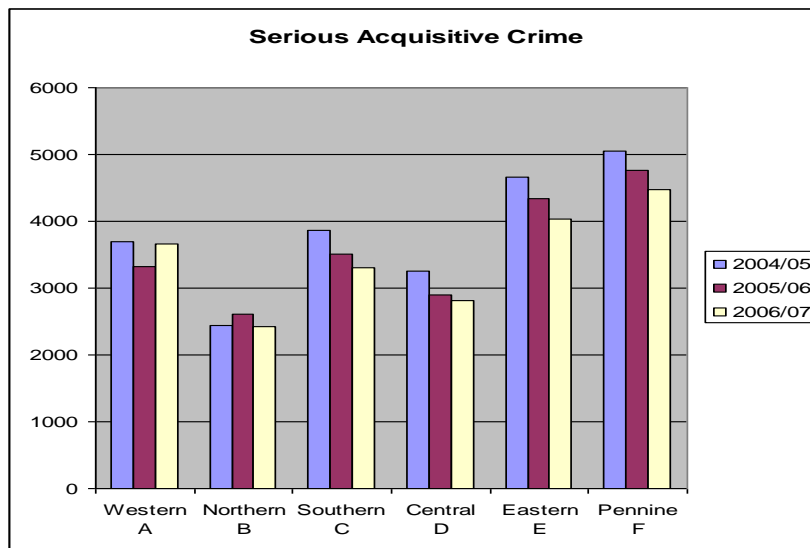
At the end of the financial and accounting period 2006-7 serious acquisitive crime for Preston (Central Division) had been reduced to 2,817 recorded crimes from a figure of 3,258 in 2004-5 this reflected good progress and application of focused problem solving endeavour resulting in an 13.5% reduction. However with reductions of only 74 offences contributed from the crime reporting year 2006/7, a modest reduction of only 2.5% it was clear that performance was beginning to stall.

Year	Recorded Serious Acquisitive Crime	Reduction	% Reduction
2004-05	3258		
2005-06	2891	367	11.2%
2006-07	2817	74	2.5%

Although considerable work and effort had been deployed in seeking to meet targets, the Crime and Disorder Reduction Partnership in its strategic assessment declared:-

‘Based on present performance it is unlikely that the 16% reduction target will be achieved by the end of March 2008..... The main threats both currently and historically to the CDRP not achieving the 16% reduction target are from the volume offences of Violent Crime, Criminal Damage and Vehicle Crime’

Further evidence that the reduction targets set for Preston were achievable came from performance data from other Lancashire Constabulary policing Divisions who were recording far more impressive crime reduction figures.



It was very clear that a fresh approach was required if the reduction targets were to be met. The figures of course only represent the measurement tool. The Government and Safer Preston Crime Reduction Partnership had focused on these crime issues as priorities due to the emotional and financial costs of being a victim of crime. The objective of reducing these notoriously difficult crimes throughout the entire City of Preston and its neighbourhoods presented significant challenges for even the most experienced POP practitioners.

ANALYSIS

Analysis

The focus of this initiative had very clearly been identified as Serious Acquisitive Crime (SAC) however before looking at issues in detail, certain key points are worthy of note.

Damage

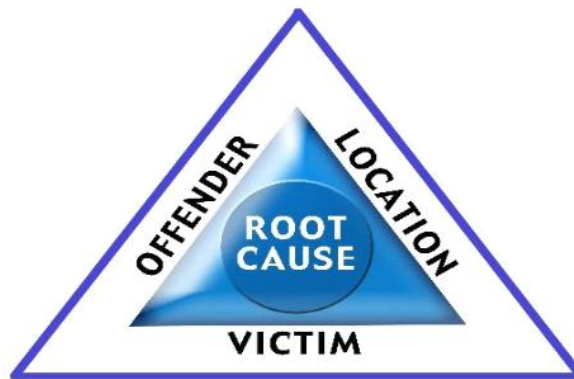
The Community Safety Partnership's strategic assessment also identified the volume crime Criminal damage as a key performance threat. The partnership embraced this challenge and bespoke POP initiatives were developed in each of Preston's 22 neighbourhoods. Damage reduction isn't addressed in this initiative which focuses solely on SAC (for example of Damage POP refer to **2009 Goldstein finalist DEFACE**).

[http://www.popcenter.org/library/awards/goldstein/2009/09-11\(F\).pdf](http://www.popcenter.org/library/awards/goldstein/2009/09-11(F).pdf)

Existing Focus on SAC

Lancashire has a proud heritage of Problem Solving and naturally Serious Acquisitive Crime was already the focus of ongoing partnership activity. Whilst examining issues for consideration during the Analysis process it was clear that significant efforts and focus had already been undertaken.

Using the PAT model focus on Victim, Offender and Location it was apparent that a number of initiatives had been devised and implemented and this had driven POP activity throughout the Division.



Ongoing POP work in Preston to address SAC provided unique insight into the nature of the problem and an opportunity to assess the effectiveness of responses undertaken to date.

Activity was driven on a daily basis informed by up to date comprehensive analytical product reviewed bi-weekly, to identify and direct a diverse range of focussed responses to crime **hotspot** area profiling and tasking, vulnerable target property and a small number of suspected offenders. Activity was directed and audited by Policing Senior Management Team

Example

Vulnerable Vehicle Scheme

Up to date analytical product informs crime trend data identifying vulnerable makes of vehicles, locations and property. Patrol officers and community support officers identify individual vulnerable vehicles left insecure and/or with property on display and specific crime prevention information is provided for the registered keeper

SAC focused activity was already firmly established in the partnership domain. An extract from a report commissioned by Safer Preston outlining partnership supported initiatives appears below.



REDUCING RE-OFFENDING (INCLUDING ACQUISITIVE CRIME & DRUGS)

Substantial investment in the Avenham multi storey car park which has dramatically improved security and safety

Delivered an awareness raising campaign in vehicle crime hotspot areas warning motorists of potential risks

Developed an Information Sharing Protocol with NCP which aims to improve joint working between the Police, Preston City Council and NCP.

Produced and delivered 'Satellite Navigation awareness packs

Secured funding for the Burglary Reduction Co-ordinator

Delivered target hardening to 1209 properties within Preston

Secured the installation of 70 alleygates covering 525 households

Targeted delivery of crime prevention advice to vulnerable students within the University

Commissioning and new service model for a dedicated Young Peoples Treatment Service including drugs and alcohol awarded to Young Addaction South.

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Commissioning and new service model of a dedicated Criminal Justice Service awarded to Addaction TOWER Programme.

Full range of compliance of full range of tier 2 – 4 drugs treatment services for adults.

Secured funding for the installation of CCTV in the St Matthews area.

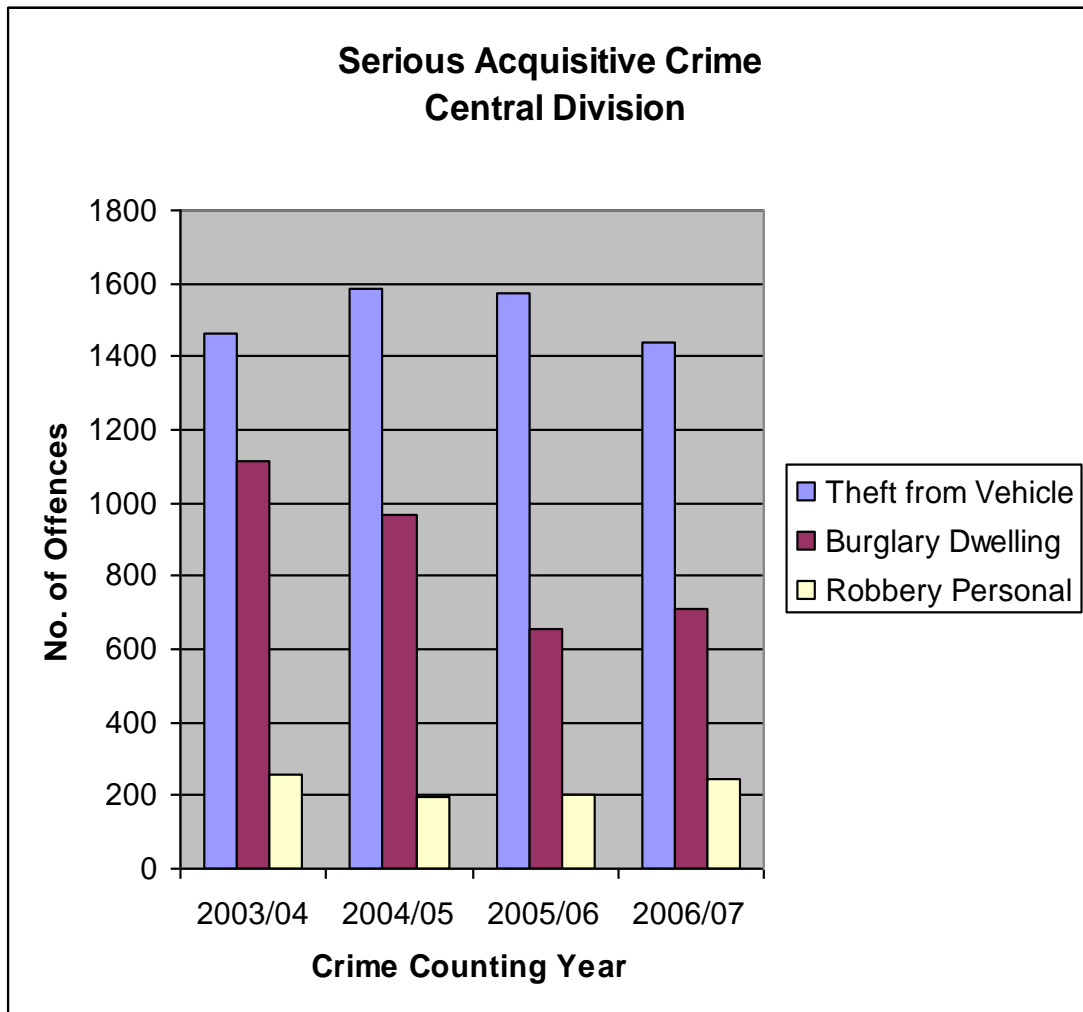
Continue to develop the Prolific & Other Priority Scheme

Crime Recording & Reductions

Despite the problem solving focus on SAC, results were mixed and inconsistent and not showing the year on year reductions which had been targeted and forecast.

Both dwelling burglary and personal robbery had recorded increases at the end of the 2006/7 year from the 2005/6 end of year results.

Theft from vehicles had barely remained static by the year end compared with 2003/4 and had suffered higher levels of recorded crime in the intervening years.



Crime investigation and a focus on detection opportunities had limited success as it does not primarily seek to reduce crime. Detection rates of around 30% are the realistic target for investigators and include offences taken into consideration (offences admitted, no charges brought). The only way in which this approach can impact on crime reduction is when the offender is given a custodial sentence.

Offender Focus

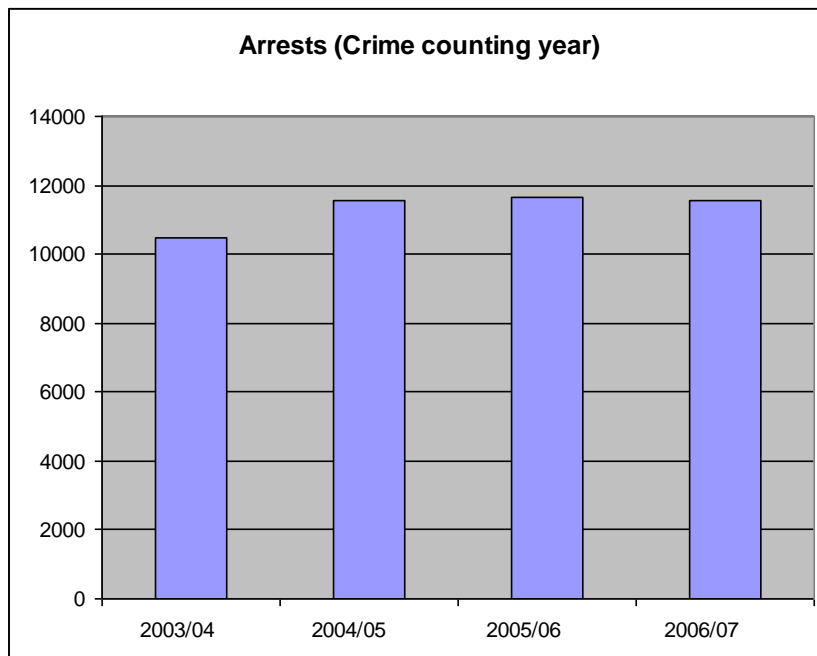
Following a review of all Analytical data it became clear that the area identified for closer examination was the issue of offenders. An SAC offender can not be easily stereotyped and a wide range of motives, modus operandii, ages and backgrounds apply. What is apparent however, is that offending is not an overt act. The first tangible sign off an offender's activity is often the emergence of a crime scene

- Serious Acquisitive Crime offences committed to fund offenders lifestyle
- Drug dependency amongst offenders prevalent
- Offenders are not easily linked to individual crimes
- Property can be classified as **CRAVED**

Concealable
Removable
Available
Valuable
Enjoyable
Disposable

Arrest Data

Arrest activity in Preston remained broadly consistent averaging 11,304 arrests. No serious efforts could be made to focus activity on such large numbers of offenders (allowing for offenders arrested on multiple occasions)



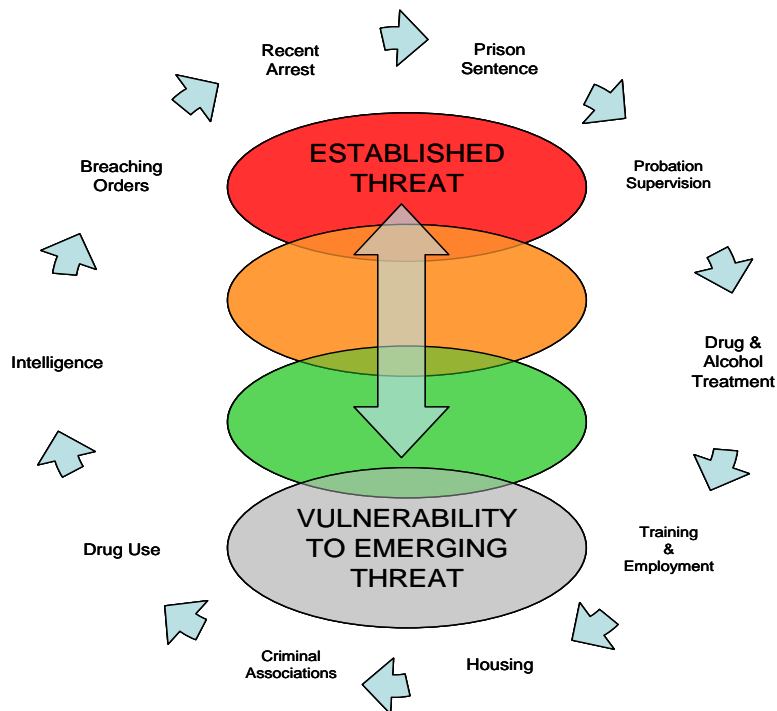
Detailed understanding of offenders was necessary to identify the core threat and this meant accurately identifying individuals responsible for Serious-Acquisitive-Crime. Three key sources of information used to identify offenders.

Identification of Serious Acquisitive Crime (SAC) Offenders	
Detected Offences	<ul style="list-style-type: none"> • Charged • Convicted • Other offences taken into consideration
Arrests for SAC	<ul style="list-style-type: none"> • Supporting evidence • Suspicion and grounds • Forensic Identification
Intelligence Products	<ul style="list-style-type: none"> • Police Intelligence • Source Material (informants) • Partner Intelligence • Forensic

From this data we were firstly able to accurately identify all known SAC offenders living and/or offending in Preston. Closer analysis of the data helped refine our understanding and produce an accurate list of offenders. From this point a risk assessment was undertaken to inform a ranking system to accurately reflect those individuals who were assessed as posing the most serious threat, within the model offenders were ranked from Red as the highest risk to Green as lowest risk.

Certain factors such as recent arrests and detections for multiple offences and issues such as unstable domestic circumstances or drug dependency might produce a higher risk rating. Individuals with a lower offending rate or those not living in or visiting Preston or currently in Prison would be assigned a lower risk rating and would therefore be ranked lower.

Dynamic Model of Risk Assessment



What the analysis clearly demonstrated was that a disproportionately small number of motivated offenders were responsible for a significant majority of Serious Acquisitive Crimes.

Also almost without exception all known SAC offenders were male as women were found to favour different offending behaviour such as retail theft, fraud and sex work.

Having identified the individuals who posed the highest risk a series of field interviews were undertaken to help further understand offending behaviour. Police officers conducting interviews found it wasn't always possible to secure meaningful discussions with all offenders as a number had deep seated mistrust and dislike of the police. In those circumstances partner agencies such as prison, probation and drug treatment agencies were used to further our understanding. What came out of this process wasn't particularly surprising but important to help focus our attention. Key themes emerged:-

- The conversion rate from stolen goods to cash varied dependant on property type and disposal means. Typically as little as 5% and rarely exceeding 20% of face value
- Offenders were not arrested or convicted for the vast majority of the crimes they committed.
 - Offenders accepted Police attention, arrest and conviction as an occasional occupational hazard
 - Offenders 'got away with' the significant majority of crimes, estimates of 90% plus not uncommon.
- Chaotic drug use was often the driver for the most prolific offenders
 - Typical prices Heroin \$15 bag Crack Cocaine \$15-30 per rock
 - Declared drug habits ranging from \$15 to \$1,500 daily
 - \$150 daily not uncommon
- Offenders often not in receipt of benefits and not in employment
- Offenders offered an insight into offending behaviours and other active offenders

Our aim of identifying and assessing the highest risk offenders confirmed our belief, that if we could seek to regularly identify and update our SAC high risk offenders register we would be in a strong position to

- Identify and monitor a manageable and finite group of the highest risk offenders
- Actively manage risk offenders through a range of options
 - Care and support to address offending behaviour and reduce re-offending
 - Focussed policing attention and enforcement
 - Control measures

The analysis proved that we must try something new in addition to existing efforts and that a dedicated offender management process was the way ahead supporting our hypothesis.

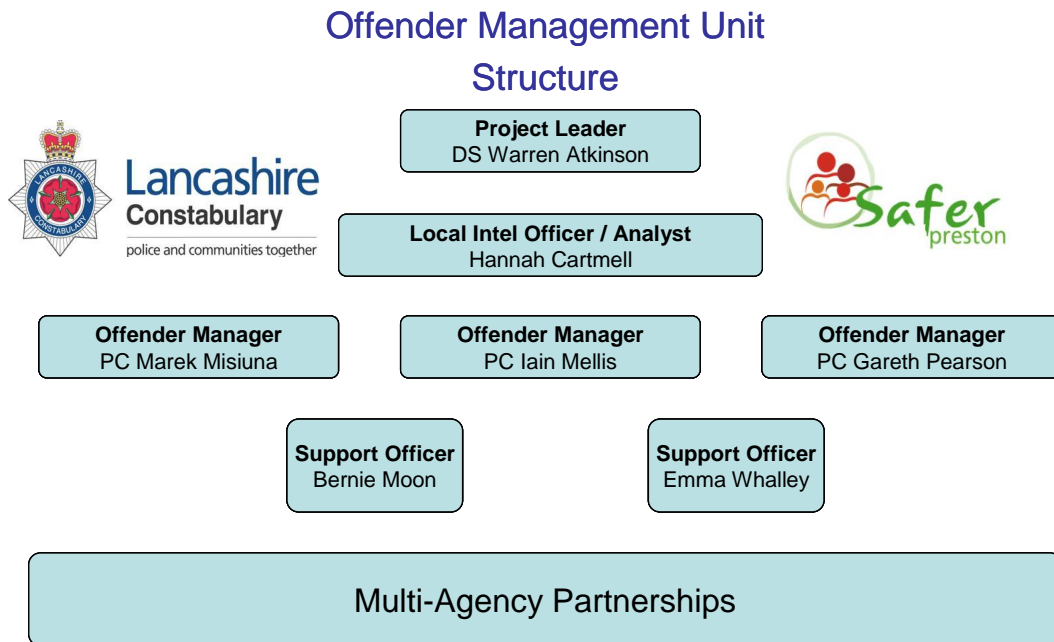
If you can successfully identify, monitor and manage the most prolific serious acquisitive crime offenders, work with them and support them to reduce offending behaviour and reoffending and understand when an increased risk necessitates strong enforcement activity and control measures, you significantly enhance your prospects of crime reduction.

RESPONSE

RESPONSE

The in-depth analysis undertaken by the Police and Safer Preston Community Safety Partnership was trusted and provided the necessary framework for actions designed to remedy the problem issues identified, namely the management of the SAC risk offenders. The SAC offender cohort was set at a maximum 250 offenders which was calculated to be sufficient to capture the bulk of risk offenders identified as causing maximum harm. Outside of this cohort offender activity was found to be statistically insignificant and inclusion would simply increase the burden of management.

Once performance targets had been declared a dedicated Integrated Offender Management Unit was established, based at Preston Police Station, it consisted of a small team of Police staff supported by key partners.



The premise on which the department was designed to work is simple

- Maintain an up-to-date and accurate database of risk offenders
- Identify and monitor emerging threats
- Ensure up to date risk assessment for all offenders
- Rank offenders according to risk
- Devolve management of low risk offenders to Neighbourhood Policing Teams

Once an individual has been identified as a SAC threat to Preston they will remain the focus of attention and management by the IOMU until their risk is reduced and they are no longer assessed as being a SAC threat. This will be achieved by either:-

- Electing to work with IOMU and partners to address and reduce offending behaviour.
- Decline IOMU assistance and be subjected to focused, targeted enforcement and control measures

Working together to reduce offending

Evidence shows that re-offending can be reduced by helping offenders to deal with factors such as homelessness, drug addiction and unemployment and we aimed to reduce re-offending by creating opportunities and providing services to offenders. Activity and support is recorded and monitored through eight identified reducing re-offending pathways.

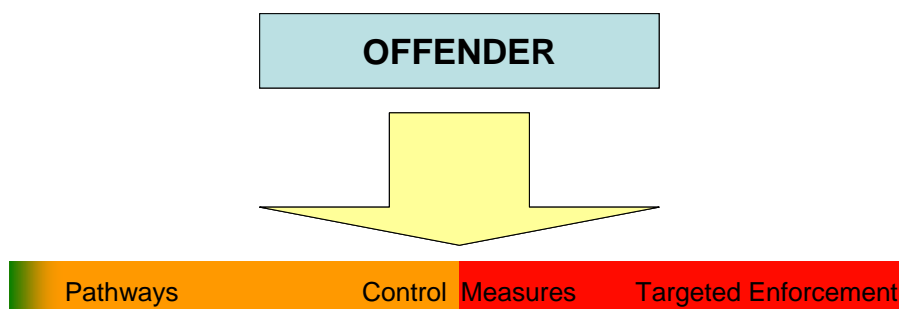
Care Pathway	Contact	Aims & Objectives	Action	Review Date
Accommodation				
Education, Training & Employment				
Physical and mental health				
Drugs & Alcohol				
Finance, Debt & Benefits				
Children & Families				
Attitudes, Thinking & Behaviour				
Victims				

Partnerships

As the care pathways play a major part in the reduction of offending it was vital this project was a work of genuine partnership. Partnerships arrangements with several key external agencies were vital to deliver interventions.



Throughout the IOMU Process, the offender will be subject to interventions determined by their willingness to engage. A very brief overview of interventions appears below.



Pathways

Accommodation

Offenders are often unable to secure accommodation due to:

- Rent Arrears
- History of Anti-social Behaviour
- Arson

Partners assist providing expertise, reducing arrears and giving realistic appraisal of accommodation prospects. Offenders attend tenancy training to improve prospects. Referral routes into housing.

Education, Training and Employment

Employment is especially difficult to secure for convicted offenders especially without experience and references. Training opportunities were provided through partners and funding secured for work placements. This provided local companies with staff and also gave the offenders the opportunity to change their lives (*See Appendix 1 & 2*)

Health

Referral routes put in place for counselling or health advice with local care authority

Drugs and Alcohol

Drug & Alcohol treatment has secured dedicated funding with fast-track referral routes to access treatment services with dedicated key-workers and doctors to assist in long term goals.

Finance, Benefits & Debt

Assistance with financial planning and debt management. Assistance provided through the Department of Work and Pensions and employment scheme.

Children & Families

Focus on safeguarding families and children with support of Social Services.

Victims

- Restorative Justice
- Attitudes, thinking and behaviour

Despite the focus on the care pathways it is apparent not all offenders will engage to address their re-offending. Once an individual declines support and will not commit to stop offending various control and vigorous enforcement tactics are used against them using all the combined partner and police resources.

Control Measures

Licence Conditions

Through partnership with probation we:

- Assist in sentence planning and setting licence conditions upon release from prison
- Regular meetings with probation and client

Failure to comply with licence conditions results in certain sanctions:

1. Written Warning
2. District Managers Warnings
3. Recall to prison

If recall is necessary IOMU facilitate fast-track processes:

- Early contact with Probation
- Paperwork fast-tracked
- Contact made with Home Office
- Recall paperwork sent direct to IOMU
- Geographic policing teams directed to arrest offender

Test on Licence

A licence condition previously dedicated solely to Prolific & Priority Offenders, Test on licence conditions subjected offenders to twice weekly drug testing with recall to prison if they provided 3 positive tests for Class A Drugs or failed to engage. Funding and local agreement allowed this to be applied to all OMU risk offenders.

ASBO / ASBI

Powerful civil instruments which place restrictions on offender's movements and activities. Designed to protect the community. Breach can lead to up to 5 years imprisonment.

Targeted Enforcement

Accessible RAG Document

The Risk Assessment Document is accessible to all officers to assist in their knowledge and awareness of an offender. This includes:

- MG6 – Information for Prosecutor
- MG7 – Remand Application
- Licence Conditions
- Bail Conditions
- Previous Convictions

Information and documents to assist officers to provide quality-assured bespoke file preparation support when dealing with risk offenders and preparing prosecution files.

Targeting Offenders

Proven focused targeted enforcement tactics are used

- Identification of high risk offenders
- Selection as Sector targets
- Raising awareness to geographic response officers
- Disruption activity
- Gather intelligence
- Obtain evidence
- Make arrests
- Secure convictions.

Control Courts

Control courts were established at Preston Magistrates Court. IOMU risk offenders charged and remanded to a dedicated court. Magistrates trained in Offender Management processes and objectives. The process enables compilation of bespoke reports for each individual attending the court outlining support that has been offered to them and an assessment of their willingness or lack of, to engage with services and to address offending. This allows for greater sentencing options for the magistrate and also for partnership alliance between Police, Magistrates and Probation. This enhances the likelihood of securing appropriate bail conditions:

- Report to police station
- Supervision orders
- Use of bail conditions
- Conditions of residence
- Curfews (electronic monitoring)

Other interventions

Neighbourhood teams were tasked with focusing their activity on offenders identified by the IOMU. Examples include:

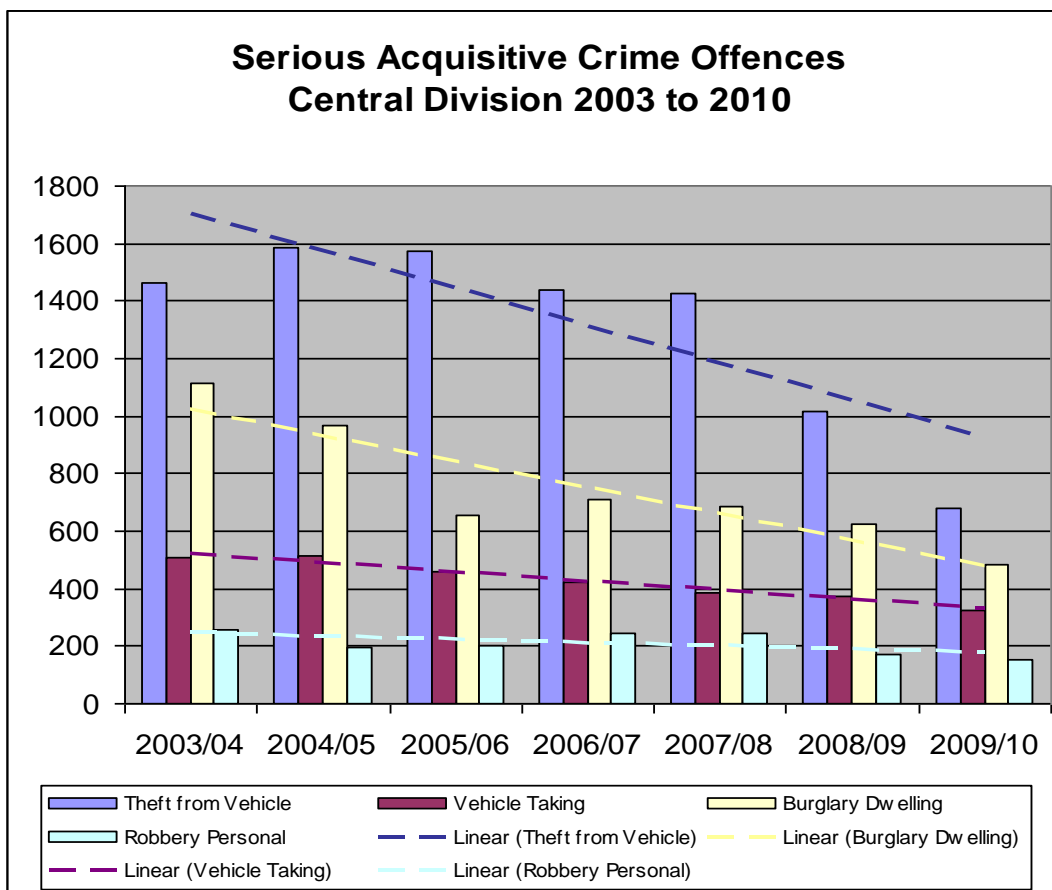
- Targeted Patrol
- Acceptable Behaviour Contracts
- ASBO's

ASSESSMENT

ASSESSMENT

The assessment of this initiative has been drafted following the publication of Lancashire Constabulary's 2009-2010 crime reporting period figures and shows the progress and successes of three full years of Integrated Offender Management to tackle Serious Acquisitive Crime in Central Division.

Crime Reduction Performance



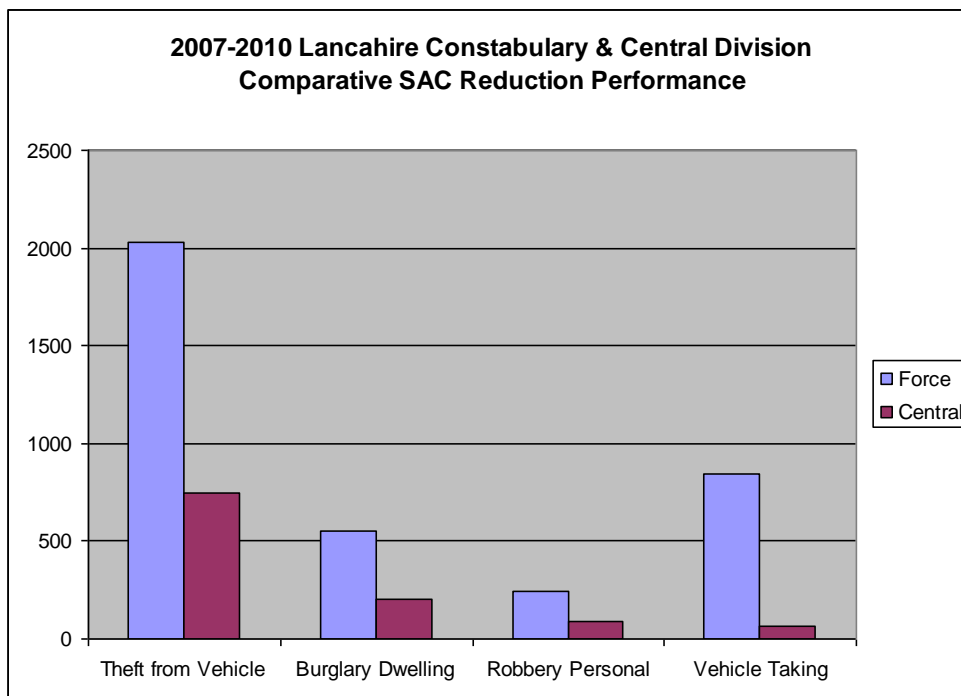
Central Division								
Crime Type	2003/04	2004/05	2005/06	2006/07	2007/08	2008/09	2009/10	% Change
Theft from Vehicle	1462	1583	1574	1440	1429	1016	682	-31%
Vehicle Taking	507	513	458	424	385	373	324	-26%
Burglary Dwelling	1112	969	655	708	687	626	485	-44%
Robbery Personal	256	193	204	245	243	169	153	-34%

The recorded crime figures clearly demonstrate successful reductions across all SAC categories but it is the 3 year period since Integrated Offender Management processes were initiated that all the key reductions have been secured. Results secured during the three years since the inception of the IOMU are a genuine reflection of the impact and success of this approach.

Closer assessment of the performance figures reflect that during the first year, the newly formed team was inexperienced in both the accurate setting of appropriate risk levels and effective management of offenders and reductions were therefore limited. In the second year of the project the reductions in crime reflect a growing confidence in the processes which continued into the third year however with diminishing margins, reductions would inevitably become harder to secure.

Central Division								
Crime Type	2006/07	2007/08	% Change	2008/09	% Change	2009/10	% Change	Overall % Change
Theft from Vehicle	1440	1429	0.007%	1016	28.9%	682	32.87%	53%
Vehicle Taking	424	385	9.2%	373	3.12%	324	13.14%	23.5%
Burglary Dwelling	708	687	2.97%	626	8.88%	485	22.52%	31%
Robbery Personal	245	243	0.81%	169	30.45%	153	9.47%	38%

During the Scanning phase of the POP it was highlighted that Central Division was not driving reduction activity as effectively as a number of the other Lancashire Constabulary Policing Divisions. With the publication of the final crime reduction figures for the three years 2007-2010 a true picture of performance compared to the achievements of the other 5 divisions could be seen. Central Divisions contribution to Lancashire Constabulary's performance was significant. (See Appendix 3 & 4)



Serious Acquisitive Crime Reductions 2007-2010			
Serious Acquisitive Crime	Lancashire Constabulary	Central Division	% Contribution of Central Division
Theft from Vehicle	2027	747	36.80%
Burglary Dwelling	549	202	36.79%
Robbery Personal	247	90	36.40%
Vehicle Taking	847	61	7.20%

Offender Focus

The benefits of accurately identifying individual Serious Acquisitive Crime risk offenders during the Analysis process are reflected in both the effective ongoing management of offenders during Response and most importantly when providing credible evidence of performance in the Assessment.

Displacement

Certain interventions or crime reduction programmes which may focus their attention on non offender based approaches such as target hardening, crime prevention measures or locational rejuvenation can prove to be successful if you measure the problem by applying a very fixed local focus. For example theft from a specific victim, location or type of business can be addressed without ever identifying the specific offenders and instead focus on removing/reducing opportunities by management of the victim and location. In these circumstances there is often the unanswered question of displacement with the offenders simply continuing to offend elsewhere.

The benefits of accurately identifying, managing and monitoring the offending, intelligence profile and engagement of all the risk offenders allows us to very accurately measure the success of the scheme. Having identified each offender it is possible to monitor offending not only in the declared objective of serious acquisitive crime but also any other known offending. We can therefore accurately measure the criteria of genuine success throughout the register of declared risk offenders together with any instances of changes in offending behaviour.

- No significant migration of offenders out of Preston
- No significant change of offending modus operandii
- No significant change of offending crime category
- No significant offending outside of Preston
- Any offending still subject to appropriate sanctions

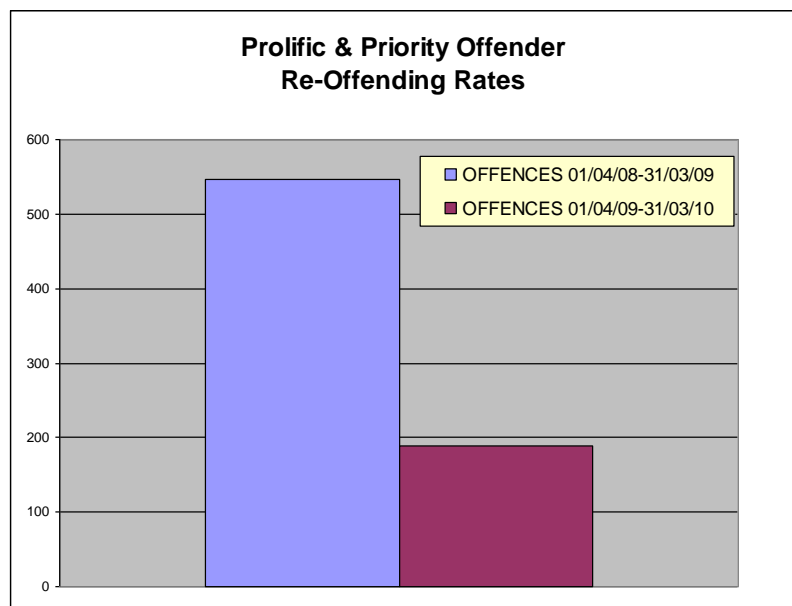
Prolific and other Priority Offender

Amongst the IOMU register of managed serious acquisitive crime offenders is the wholly owned cohort of offenders who are monitored by the Home Office (Central Government) under the PPO scheme. **The definition of a Prolific and other Priority Offender (PPO) is an offender whose volume of offending has caused significant impact in a local community.**

Recorded crime throughout the PPO cohort is monitored especially closely records all offending.

The table opposite documents all categories of recorded crime amongst 71 PPO offenders between 2008-09 2009-10.

Recorded performance documents a reduction from 547 to 189 offences a reduction of 65.4%.

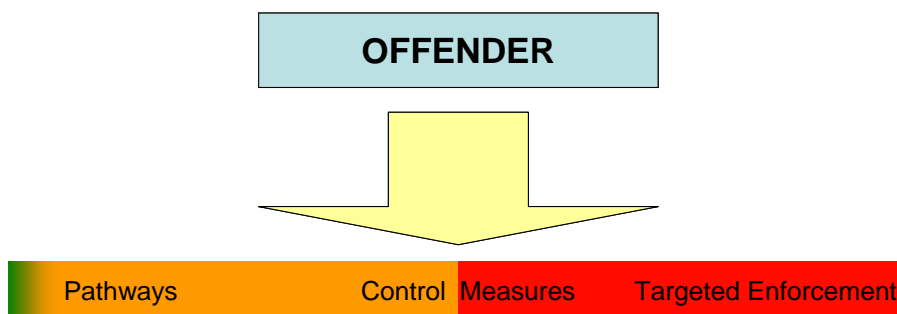


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Management of Offenders

Implementation of the offender management approach did not necessarily seek to definitively identify Support Pathways in advance but did require the accurate registration of the highest risk offenders. Upon completion of the register the process of approaching individuals commenced, they were informed that they would be the focus of IOMU attention and a willingness to work with police and partners to address offending behaviour was established. Not all offenders were willing to embrace the IOMU process and their threat level and engagement levels determined the most suitable approach.



Whilst the scheme as a whole has been a huge success in reducing serious acquisitive crime the results reflect a net reduction. Inevitably as high risk offenders not all have engaged and ceased offending however the success of the model is that it responds to threat levels and quickly and effectively targets high risk offenders before their offending can cause significant harm.

Cost Benefit Analysis

The Integrated Offender Management Unit was set up within existing Police budgets through re-deployment of resources and additional funding for the Support officers was secured through the Safer Preston CDRP.

Through the generosity of the Safer Preston CDRP additional funding was obtained to support bespoke initiatives for example the employment scheme and training opportunities.

Whilst it is impossible to make definitive claims about cost savings made through crime reduction Home Office calculations give indications well in excess of \$3,000,000.

HOME OFFICE Economic & Social Costs of Crime	
Robbery	£7,282 (\$10,486)
Stealing From Motor Vehicle	£858 (\$1,235)
Theft of Motor Vehicle	£4,138 (\$5,958)
Burglary in a Dwelling	£3,268 (\$4,705)
With a reduction of 1100 offences between 2007–2010 in Serious Acquisitive Crime (comprising the above crime classifications – cost per crime 2003). Significant cost savings were achieved.	
Figures obtained from The Home Office Report “The economic and social costs of crime against individuals and households 2003/04” http://rds.homeoffice.gov.uk/rds/pdfs05/rdsolr3005.pdf	
US Dollar exchange rate as at 25/05/10 1 GBP = 1.44 USD	

The Future of Integrated Offender Management

The Police and Safer Preston CDRP have truly embraced the IOMU philosophy and its successes and are now looking to extend its application in the future. In order to retain its cost effectiveness the team will stay in place with no new additional resources. In order to take full advantage of the Integrated Offender Management model, new opportunities are being explored with a view to managing risk offenders from other key crime groups (See Appendix 5)

- Gun and Gang
- Problematic sex workers
- Young violent offenders
- Child sexual Exploitation

Conclusion

The success in reducing Serious Acquisitive Crime in Central Division through Integrated Offender Management has achieved unparalleled results and its contribution to delivering the lowest Crime figures in Lancashire since 1973 has played a key role in Lancashire Constabulary consistently retaining its position of one of the best performing Police Forces in the United Kingdom.

APPENDIX 1

CASE STUDY 1

Person A is a 22 Year old Male who first came to the attention of the police in 2007 at the age of 19 when he was arrested and convicted for Theft of Motor Vehicle. Working as an apprentice as a motor mechanic, Person A developed an addiction to Cocaine for which his wages would not cover the cost. A combination of the financial demands and his cocaine addiction led Person A to commit a series of dwelling burglaries in quick succession. Coming from a stable family background and having been offered the support of the Integrated Offender Management Unit Drug treatment strand Person A received a non-custodial sentence for these offences and managed to remain in employment. He initially engaged well and through the drug strand he was subject to regular drug testing and appeared to be making good progress with regular negative test results however before any positive results were given he lapsed and committed a further 8 Burglary Dwelling offences over the course of one weekend. He received a custodial sentence for these offences. Whilst he was in Prison he was visited by the IOMU staff who explained to Person A that they were still keen to work with him and support him upon release from Prison.

When Person A began engaging it allowed us to discover more about his drug misuse and offending behaviour and establish that he was motivated to change and still enjoyed the support of his family. Following good progress, regular attendance at appointments and negative test results Person A started to feel increasingly confident that he wanted to stay engaged with support services to reduce the risk of reoffending and he was keen to regain employment.

Person A was initially offered a place on the Princes Trust. The Princes Trust run programmes that encourage young people to take responsibility for themselves – helping them build the life they choose rather than the one they've ended up with. Person A took part in the Team Programme which is a 12-week personal development course, offering work experience, qualifications, practical skills, community projects and a residential week. Person A completed this after full engagement and very positive feedback from the Princes Trust Staff.

During the time Person A was with the Princes Trust there was no Intelligence placed on the police systems about him and no crime to suggest he had re-offended. His drug tests also continued to be negative. As it was clear that Person A had moved forward with his life and gained relevant experience through the Princes Trust it was decided that we would provide 3 months employment at a local car garage and has not committed any offences since 2009.

The letter below was received from the garage stating how pleased they were with person A's contribution through the scheme:

CROFT BROS

vat no: 823 1603 06
WELLFIELD ROAD
ASHTON
PRESTON
LANCS
PR1 8SN
TEL: 01772 824894

To whom it may concern

Since [REDACTED] started his Placement with ourselves, he has been a valued member of our company. He is very hard working, courteous, polite and punctual. If a permanent position became available, we would not hesitate to employ him. If there are any government run schemes available regarding employment, would you please let us know.

Many thanks

Yours faithfully

Yvonne Croft

APPENDIX 2

CASE STUDY 2

Person B is a 30 Year old male who was first arrested in October 1996 at the age of 16 for being carried in a stolen vehicle and possessing an offensive weapon. Since this offence he received 39 Convictions for various offences but these were mainly auto-crime offences.

Person B was approached by officers from the Offender Management Unit in 2007 when the new cohort of Serious Acquisitive Crime risk offenders was identified. He was a known Heroin user and stated that he felt he had used for too long to try and stop using Class A Drugs. Person B was told about the support and treatment offered through the Integrated Offender Management Units and its partners and agreed to voluntarily participate in the supported criminal justice drug treatment programme. Person B entered into a Methadone Treatment Programme and gradually reduced his Heroin Use. As Person B responded to the support and treatment offered his offending stopped.

Throughout treatment Person B suffered increasingly with anxiety and required intensive support by the drug treatment agency Addaction and the police. Person B has gradually reduced his methadone prescription and through his continued engagement he was offered training opportunities which he accepted, he quickly obtained a place through the police employment scheme working at a local crematorium carrying out grounds maintenance work. Due to his willingness to work and proven ability, he was offered further work and proceeded to hold down a full time position for 12 months. Unfortunately for Person B the employment scheme had to end to allow other offenders the opportunity to access it. Person B then moved onto an external agency Progress 2 Work who are assisting him with future employment applications.

To date, Person B has been free from Class A Drugs for 2½ years and is actively seeking employment. He has not been arrested or convicted of any criminal offences during this time.



**Lancashire
Constabulary**

police and communities together

Monday 19 March 2010 – Internal Intranet Message

Safer than the 70s



Message from Lancashire Constabulary Chief Constable Steve Finnigan about our end of year crime figures:

“Our end of year performance figures have shown that there are more than 10,000 fewer victims of crimes this year compared to last year and our detection rate stands at 35%, which places us in the top performing forces in England and Wales. Also, some crimes in Lancashire are at historically low levels, with domestic burglary and vehicle crime in particular being at their lowest since 1973.

“Everyone has contributed to this achievement so I’d like to take the opportunity to say thank you for your commitment, hard work and dedication in making this happen. The figures clearly demonstrate that we are enjoying more success in our determination to ensure that the county continues to be a safe place to live, work and visit.

“Here lies the challenge, though. It revolves around ‘sustainability’. The figures are now reset for this year and so we have an ongoing task to make sure that new targets are met, and that we remain committed to keeping our communities safe from harm.

LANCASHIRE County Evening Post

Published on Mon Apr 19th 2010

Crime in Lancashire at lowest level for 37 years

House burglaries and vehicle crime are at their lowest levels in Lancashire since 1973 – the year in which crime drama *Life on Mars* is set.

It was a time when bread cost just 10p, a pint of ale set you back 38p, a bag of spuds was 4p and the average cost of a house was less than £5,000.

Figures released on Monday show there was 677 less house burglaries across the county between 2009 to 2010, compared to the previous twelve months, with just 4,433 reported, and in the same period vehicle crime was down a fifth from 10,875 to 8,777.

Chief Constable Steve Finnigan said: “Those who can remember back that far will have their own memories, either good or bad, about the 1970’s – the clothes, the music and more. But what these figures show is that, although many things have changed out of all recognition since then, crime in Lancashire is at historically low levels.

“In 1973, I was doing my ‘O’ levels and thinking about what the future might hold, and it now makes me really proud to be part of what is a great news story for people living in Lancashire.”

He added: “It is really encouraging that fewer people are now becoming victims of crime and that our grip on offenders is tightening.”

Over the last five years, Lancashire has consistently been among the top performing forces in the country.

Miranda Carruthers-Watt, chief executive of Lancashire Police Authority, said: “The results show the commitment and professionalism of Lancashire officers.”

All crimes in Lancashire are down by 8.7% from 117,544 to 107,327.

Central Division which covers Preston, saw unprecedented falls in burglary with just 485 reported in a whole year – less than two a day.

There were 1,016 vehicle crimes reported, down almost a third on the previous year. Serious violent crime fell from 169 incidents to 166.



Safer Preston Partnership
Police Operating Centre
Lancaster Road North
Preston
PR1 2SA
Tel. 01772 209638

27th May 2010

Dear partners,

The Safer Preston Partnership acknowledges the success in the development of the Offender Management Unit within the city of Preston and the impact which this has had upon the reduction of crime. The partnership has previously been challenged by serious acquisitive crime offences throughout the division.

The offender management team have focussed upon challenging offenders offending behaviour and motivated changes in the chaotic lifestyles of offenders who posed the greatest threat to Preston. In doing so, the team has played a significant part in the reduction of serious acquisitive crime in the city.

The team is important to the partnership. They have continued to develop ways of working which are fit for purpose and able to adapt to new challenges. The team continues to sustain their achievements to date whilst also adapting to innovative ways of reducing emerging threats to community safety.

Yours sincerely

Alison Hatton
Community Safety Manager
Preston City Council/Safer Preston Partnership

AGENCY & OFFICER INFORMATION

- Commissioned by Government to drive Serious Acquisitive Crime reduction and implemented locally by the Crime and Disorder Reduction Partnership in the City of Preston this problem solving initiative was initially developed by officers recruited to form a dedicated Integrated Offender Management Unit.
- Throughout the lifetime of the initiative extra partners have joined the team to provide an Integrated approach to Offender Rehabilitation. When the project started PC Gareth Pearson and PC Iain Mellis were employed as officers within the Tower Project (developed from a project which was a Goldstein finalist in 2003) which has been adopted as a main stream department throughout the Constabulary.
- Gareth is a passionate POP practitioner and has considerable problem oriented policing experience and has previously been a Goldstein finalist.
- Iain has built on his previous experience as a Goldstein finalist and has enhanced his knowledge of Problem Oriented Policing throughout the lifetime of the project
- Lancashire Constabulary provides support and guidance in all problem-solving initiatives and is committed to Problem Oriented Policing.
- Lancashire Constabulary Officers are actively encouraged to undertake problem-solving initiatives to tackle medium to long-term problems. In 2006 Preston (Central Division) introduced its own POP awards to celebrate the many examples of good practice.
- Project Contact Person:

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