

Scrutiny into Burglary Dwelling Scope and Terms of Reference

Scrutiny work comprises detailed evidence based assessment of particular services or issues of local concern that can be developed or improved.

1. Title

Scrutiny into Burglary Dwelling

Definitions

Legislation relating to Burglary Dwelling comes from the Theft Act 1968. Section 9(1,2) states that:

- (1) "A person is guilty of a burglary if -
- (a) he enters any building or part of a building as a trespasser and with intent to commit any such offence as is mentioned in subsection (2) below; or
 - (b) having entered any building or part of a building as a trespasser he steals or attempts to steal anything in the building or that part of it or inflicts or attempts to inflict on any person therein any grievous bodily harm.

(2) The offences referred to in subsection (1)(a) above are offences of stealing anything in the building or part of a building in question, of inflicting on any person therein any grievous bodily harm or of doing unlawful damage to the building or anything therein."

The Force use and apply the Home Office Counting Rules For Recorded Crime. These rules provide further details and explanation around what constitutes a 'burglary dwelling' offence. Within the Burglary Dwelling category, the following offences are included:

- Dwelling burglary
- Attempted dwelling burglary
- Aggravated dwelling burglary
- Dwelling burglary – distraction
- Attempted Dwelling burglary – distraction

2. Purpose

The purpose of this scrutiny is to contribute to the achievement and maintenance of high levels of performance, efficiency and effectiveness of the Force and Authority by conducting a scrutiny into Burglary Dwelling.

The rationale for selecting the topic of Burglary Dwelling is detailed below.

- **Resources:** The Force allocates a significant amount of resources to the investigation and prevention of burglary dwelling, although exact overall costs are difficult to estimate due to the cross cutting nature of the topic. Objective analysis data shows the following:
 - approximately 20% of a patrol officers time is spent dealing with volume crime, (volume crime relates to street robbery, burglary, theft, vehicle crime, criminal damage and drugs).
 - overtime claimed under the heading of Burglary Dwelling could be as much as £20,000 per division per annum.
- **Performance:** Force data indicates that over the last 2 years, burglary dwelling crimes are increasing.
- **Risks:** There are no current risks identified within the Force and Authority risk registers that relate to Burglary Dwelling, however, there are risks that are highlighted and addressed through the National Intelligence Model.

- **Priority:** Burglary Dwelling is a specific Force indicator as highlighted in the Policing Plan 2009 – 2012 (under the Safer Neighbourhoods section).
- **Impact:** The impact of this scrutiny topic on local communities is significant; it links to the general public's overall perception and feelings of trust, confidence and satisfaction of policing services.
- **Inspections:** Burglary Dwelling has not been subject to a dedicated inspection; however Burglary Dwelling forms an element of 'Volume Crime Investigation'. This was last inspected during the final Baseline Assessment process, where the Force was graded as 'poor'. This was upgraded to 'fair' and 'improved' during a revisit in 2007.
- In relation to **national policy**, Supporting people to keep their homes safe from burglary is a top priority for the Home Office. In light of this, a 'Securing Homes' Action Plan has been produced supported by £15million funding for 2009/10.
- In addition, the topic of Burglary Dwelling is considered to be **cross-cutting** as it has implications across all Divisions across the Force.
- It is also particularly **significant** to the communities of Lincolnshire, as it is focused on and linked to the prevention and reduction of crime and the fear of crime.
- The Panel and Force agree that the scrutiny will **add value** and build on planned activities within the Force; particularly the Authority's scrutiny of Volume Crime in July 2008, of which the follow up is currently being monitored. However, the scrutiny will not **duplicate** any other work. The scrutiny is considered to be **timely** and **ethical** and it can be effectively **resourced**.

3. Objectives

The Panel aims to achieve the following:

- Evaluate the extent to which the Force's preventative initiatives, including those delivered through partnership working; contribute to the reduction of burglary dwelling crimes in Lincolnshire and, where appropriate, make recommendations as to how these may be strengthened and improved.

4. Scope

In order to maximise the benefits from the scrutiny process, the Panel plan to explore the following specific areas relating to Burglary Dwelling:

- Evaluate the activities that are carried out by the Force to prevent burglary dwelling and assess their value and effectiveness¹ across each Division².
- Examine how Community Safety Partnerships³ and other partnerships contribute to the preventative initiatives to reduce burglary dwelling crimes – including an overview of funding and any related delivery plans and marketing strategies/awareness raising campaigns.
- Identify the mechanisms that are in place to measure the preventative initiatives delivered by the Force and partners. Assess the extent to which the initiatives are evaluated in order to monitor their success and cost effectiveness.
- Identify the extent to which partners understand police led crime prevention initiatives such as Operation Fusion and assess how they contribute and participate in related activities. Identify any opportunities for further partnership working.

¹ What is currently being done in each division, what could be done, how does the force target those most at risk? Identify what practical advice is being given, is this consistent across the division and Force?

² Including the consistency between each Division.

³ Community Safety Partnerships is the local name for Crime and Disorder Reduction Partnerships (CDRPs)

- Identify good practice and where relevant, make recommendations for improvement and efficiencies.
- Link in, but do not duplicate work carried out by the NPIA Capability Support into Serious Acquisitive Crime⁴.

5. Exclusions

To ensure that the scrutiny remains focussed and deliverable within time and resource constraints, the Panel will not be able to consider all aspects of Burglary Dwelling.

The following exclusions will apply:

- Investigative aspects of burglary dwelling – due to duplication e.g. the Force's current internal review and the Authority's scrutiny into Volume Crime.
- Sanctioned detections that relate to burglary dwelling – although a crucial aspect in reducing burglary dwellings, sanctioned detections are excluded due to the risk of duplicating work being carried out by the NPIA Capability Support Unit, the performance review carried out at the Force 'Forum' and at the Finance and Performance Committee.

6. Approach

The Chair of the Audit, Risk and Governance Committee, the Scrutiny Panel, Chief Executive, Treasurer and Assistant Chief Constable (Safer Neighbourhoods) will confirm the rationale, brief and scope of the scrutiny.

Methodology

The scrutiny will be carried out using the following methodology:

- Undertake a literature review and conduct desk research.
- Research any good practice and take advice from HMIC, APA and NPIA where appropriate.
- Gather data and consider evidence-based research from partners, Force staff/officers and carry out reality checking in order to produce a report that outlines suggestions for improvement.
- Produce a draft scrutiny report to the Audit, Risk and Governance Committee on 26 March 2010. Consider the findings and recommendations from the Panel at the meeting, which will include questions to relevant Force staff/officers (maximum one hour time slot within Committee agenda).

NOTE: there is an expectation that all relevant Force officers/staff and the appropriate lead Chief Officer will be present at the meeting to enable effective discussion and debate.

- If necessary, arrange a follow up meeting 6 – 8 weeks following the Audit, Risk and Governance Committee to assimilate and rationalise information following the Committee's consideration of the scrutiny report.

7. Derivation

- Information and evidence will be sourced from Force staff and officers at both strategic and operational level. On a strategic level, the ACC Safer Neighbourhoods is the ACPO lead in this business area.
- Consultation with relevant regional and national Force/Authority colleagues.

⁴ Terms of reference to be sent to Panel by ACC
Final Version 1.2

- Source information through the National Policing Improvement Agency (NPIA), the Association of Chief Police Officers (ACPO), Her Majesty's Inspectorate of Constabulary (HMIC), the Home Office, the IDeA, IQuanta and the Association of Police Authorities (APA).

The key contact points in the Force and from partner organisations have been suggested:

- Chair of Boston and East Lindsey Community Safety Partnership (CSP) (C/Supt Russ Hardy)
- Chair of the South Lincolnshire CSP (John Atter)
- Chair of North Kesteven CSP (Councillor Mike Gallagher)
- Chair of West Lincolnshire CSP (Geoff Wiseman)
- Chief Inspectors (Community Safety) on each Division (Mark Housley on West Division, Phil Vickers on East Division, Shaun West on South Division).
- Chief Inspector Partnerships (Daryl Pearce)
- Assistant Director Safer Communities & Youth Justice (Superintendent Lee Freeman)
- Crime Reduction Lead Lincolnshire Police (Sarah Freeman)
- Neighbourhood Watch Co-ordinator (Gillian Fleet) and Neighbourhood Watch representative.

One or more Community Safety Manager/Officer from the District Council:

- North Kesteven District Council – Heidi Ryder
- East Lindsey District Council – John Fleming
- Boston Borough Council
- West Lindsey District Council - Bob Baylis
- Lincoln City Council Coordinator for West Lincs CSP - Ben Barley

8. Composition

The scrutiny report will be broadly structured around the following chapter headings:

- *Introduction*
- *Background*
- *Force Prevention activities – value and effectiveness*
- *The Partnership Perspective – contributions and participation*
- *Monitoring and Evaluation*
- *Good practice*
- *Challenges*
- *Risks*
- *Recommendations*
- *Conclusion*
- *Appendices*

9. Format

The Scrutiny Panel will produce a report for submission to the Audit, Risk and Governance Committee.

10. Timescales

Action

Topic agreed
Interim Panel formed
RPO produce scope and background research

Deadline date

21 May 2009
21 May 2009

(including initial meeting with ACC)	29 May 2009
Full Authority meeting confirming Members	17 July 2009
Expression of interest out to all Members	20 July 2009
Panel formed	27 July 2009
Agree terms of reference	September 2009
Conduct Fieldwork	October 2009 – January 2010
RPO start to write report by at least	18 January 2010
Final report emailed to Panel for comments	10 February 2010
Deadline for Panel to return comments	22 February 2010
RPO make amends/run passed DCE	w/b 22 February 2010
Final report emailed to Force for comments	26 February 2010
Deadline for Force to return comments	9 March 2010
RPO to forward to DCE/T for final clearance	10 March 2010
DCE/T clear papers deadline	15 March 2010
Meeting to finalise papers	w/b 15 March 2010
Despatch papers	19 March 2010
Audit, Risk and Governance Committee Meeting date	after FPA 26 March 2010
Follow up meeting if necessary	6 – 8 weeks later

11. Membership

Mrs Angela Crowe	Audit, Risk and Governance Committee	Interim Panel Lead (May – July 2009)
Dr Brian Wookey	Audit, Risk and Governance Committee	Panel Member Panel Lead
Mr Rod Must	Finance and Performance Committee	Panel Member (Deputy Lead)
Mr Ray Sellars	Audit, Risk and Governance Committee	Panel Member
Mr Graham Dark	Community and Partnership Committee	Panel Member
Miss Ginny Mason	Research & Performance Officer	
Mr Howard Hunt	Deputy Chief Executive (include in circulation of papers)	
Ms Julie Flint	Treasurer (include in circulation of papers).	

12. Resource Implications

Member expenses for the period May 2009 – September 2009 amounts to approximately £430 (one meeting including the Interim Panel and Lead and one initial meeting of the Panel in September 2009). From 1st October 2009, Members will be given a basic allowance.

- RPO time (approximately 2 - 3 days/week for the scrutiny period)/Secretariat time
- Force opportunity costs (staff/officers attendance at panel meetings)

13. Bibliography/Additional Information

House Burglary Crime Levels and the Recession

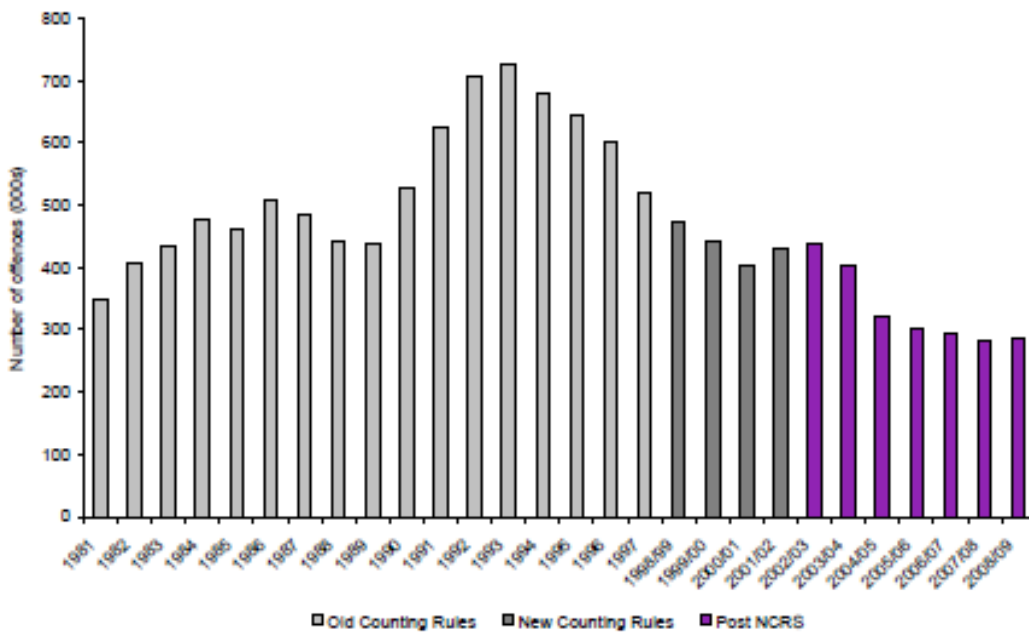
Home Office figures, for the three months to December 2008, show that the number of burglaries in England and Wales has risen for the second quarter in a row, but the overall number of crimes recorded by the police fell by 4%, compared with 2007.

The Home Office uses two methods to measure crime:

- Recorded Crime - actual incidents recorded by the police; these are crimes that have been reported to the police.
- British Crime Survey, a large-scale rolling programme which asks the public about their experiences of crime. These statistics are based on interviews and can provide a better reflection of the true extent of crime types it covers as it includes crime that may not have been reported to the police.

The Home Office's report 'Crime in England and Wales 2008/09' was released in July 2009 and showed the findings from the British Crime Survey and police recorded crime. The following chart is taken from the report

Figure 4.2 Trends in police recorded domestic burglary, 1981 to 2008/09



1. New Counting Rules for recorded crime were introduced in 1998/99 and the NCRS was introduced in April 2002. Figures before and after these dates are not directly comparable.

Crime in England and Wales 2008/09, Research Development Statistics p75

Source: <http://www.homeoffice.gov.uk/rds/pdfs09/hosb1109chap4.pdf>

According to the figures, burglaries went up by 4% between October and December 2008 compared with the same period of 2007. It is the second consecutive 4% quarterly rise.

The Home Office figures for the Basic Command Units (BCUs) in Lincolnshire are:

BCU name	Population figures (thousands)	Household figures (thousands)	Burglary dwelling offences recorded 07/08	Burglary dwelling offences recorded 08/09	Burglary dwelling change 07/08-08/09 (%)	Burglary dwelling offences per 1,000 population 08/09	Burglary dwelling offences per 1,000 households 08/09
East Division	198	89	610	723	19	4	8
South Division	214	94	608	703	16	3	8
West Division	281	123	877	1,000	14	4	8
Total	693	305	2,095	2,426	16	4	8

Members will note that the recorded offences of burglary dwelling was up 16% from 2007/08 to 2008/09.

Source: <http://www.homeoffice.gov.uk/rds/pdfs09/bcu1a.xls> &
<http://www.homeoffice.gov.uk/rds/crimeew0809.html>

There has been speculation in some media channels about the implications of the recession on crime figures, some calling it the "credit crunch crime wave" and there has been some call for additional police on the street. Forces are having to deal with the impact of the media on the public and their confidence levels in the police.

Burglary

Overview of Burglary

Burglary rates have fallen and the risk of being a victim of burglary remains low. However burglary is still a problem that needs to be addressed because of the impact it can have on the lives of victims. The risk of experiencing a burglary is not evenly spread, and some households are at greater risk of suffering a burglary than others.

Many factors contribute to burglary including the motivation of offenders, the vulnerability of targets and the lack of a deterring presence.

Motivation for domestic burglary can include the desire or need for money, opportunism, boredom and peer pressure.

A key factor for burglary is the ease with which offenders can access potential targets.

Lack of a deterring presence is also a relevant factor because the presence of a motivated offender and a vulnerable location does not mean that a burglary will take place. The presence of others may deter.

As the risk of burglary is uneven, targeting those most at risk is likely to be most cost effective. A number of interventions can be implemented to prevent and limit the effects of burglary, including target hardening initiatives, increasing presence to deter crime, targeting offenders, property marking and providing support for victims.

From: <http://www.idea.gov.uk/idk/core/page.do?pagelId=8155359&aspect=full>

Accessed 29 May 2009 by Ginny Mason, Lincolnshire Police Authority

Home Office Website – ‘How safe is your home’ online test

This is a three minute test to enable home owners find out how safe their property is from burglars.

Go to: <http://www.homeoffice.gov.uk/secureyourhome/questionnaire/>

Crimestoppers website

Includes simple tips to prevent people from being a victim

Go to <http://www.crimestoppers-uk.org/crime-prevention>

Reducing Burglary Initiative

The Reducing Burglary Initiative (RBI) was a Home Office initiative that aimed to:

- reduce burglary nationally by targeting areas with the worst domestic burglary problems
- evaluate the cost-effectiveness of the different approaches
- find out what works best where

