

Borough Sanction Detections Profile and Variation in Usage

1. Recorded crime in London has fallen for the last four years. At the same time, the number of offences brought to justice has increased and the MPS has increased both the number of sanction detections and the sanction detection rate. In simple terms, this means that there are fewer victims of crime but more of those victims have had their crimes detected and dealt with in accordance with their wishes.
2. Table 1 shows the numbers of Total Notifiable Offences (TNO), Sanction Detections (SD), SD rate and targets for the MPS for the last five performance years.

Table 1

| Year | TNO | SD | SD Rate | Target |
|--------|-----------|---------|---------|--------|
| 2002/3 | 1,079,877 | 135,519 | 12.5% | N/A |
| 2003/4 | 1,060,927 | 134,554 | 12.7% | N/A |
| 2004/5 | 1,015,121 | 149,121 | 14.7% | N/A |
| 2005/6 | 984,125 | 177,346 | 18% | 16.6% |
| 2006/7 | 921,779 | 194,656 | 21% | 20% |

3. It is important to note that in 2002/3 and 2003/4 the only types of disposals were charges, cautions and offences taken into consideration. Cannabis Formal Warnings (CFW) were not counted until January 2004. However, due to Home Office guidance, they were not included in the total of SDs until 2004/5. Likewise, Penalty Notices for Disorder were not included until 2004/5. These factors need to be taken into account when comparing performance or identifying trends prior to 04/05.
4. Government set the numeric Offences Brought to Justice (OBTJ) target for the MPS. The number of OBTJs obtained from convictions by the MPS has consistently risen in each of the last three complete performance years, from 85,164 in 2004/05 to 90,007 in 2006/07, an increase of 5.7%. Furthermore, the MPS is exceeding the OBTJ target for this performance year to date (Nov 07) by 11.1%. (146,083 against the target of 131,464).
5. By contrast, in the same period the national picture shows a fluctuation in OBTJ and a decrease in 2006/07. (708,465 in 05/06 down to 694,382 in 2006/07)
6. To help ensure the OBTJ target is met and there are sustainable Improvements in the Sanction Detection rate the MPS set yearly SD targets and monitor performance in key areas.
7. The MPS has also consistently improved the SD rate for Serious Crime (defined as Personal Robbery, GBH, Rape and Residential Burglary). In 2004/05 the overall SD rate for these crimes was 12.6% and rose to

17.5% in 2006/07. Table 2 below shows how the SD rate has increased for all these offences.

Table 2

| Year | Personal Robbery SD Rate | GBH SD Rate | Rape SD Rate | Residential Burglary SD Rate | Overall Serious Crime SD rate |
|--------|--------------------------|-------------|--------------|------------------------------|-------------------------------|
| 2004/5 | 11.1% | 26.0% | 24.9% | 11.9% | 12.6% |
| 2005/6 | 12.3% | 28.3% | 30.6% | 16.8% | 16.0% |
| 2006/7 | 14.1% | 31.5% | 33.3% | 18.1% | 17.5% |

8. The sanction detection rate is made up of offences that result in a charge, caution, offence taken into consideration (TIC), Penalty Notice for disorder (PND) or a Cannabis Formal Warning (CFW). The current MPS Performance for the Year to Date (December 2007) is broken down as follows: Charges 43.4%, Cautions 21.6%, TIC 6.0%, PNDs 7.8% and CFW 21.2%.

Differential Performance by Borough

9. There are currently no guidelines or individual targets set by the Home Office for each SD type. Therefore, each BOCU Commander directs and deploys their resources according to the local priorities and intelligence led policing. Priorities include, Crime and Disorder Partnership priorities, Safer Neighbourhood local panel priorities and operational policing deployments relating to protecting the public, reducing overall crime and increasing detections. As each London BOCU is unique in its environmental and demographic make-up and has differing priorities the SD rate by type will differ across BOCUs.
10. Variations in SD rate type can occur due to these differing priorities and policing tactics used to address them. For example; such activities as Stop & Search in high crime areas may be focused on addressing gun and knife crime yet result in finding persons in possession of cannabis thus increasing the SD rate for Cannabis Formal Warnings (CFW). Similarly, a focus on addressing Anti Social Behaviour in open spaces such as parks will also result in an increase in CFWs or PNDs (for example Westminster).
11. At present, 20 Boroughs out of 33 (including Heathrow) are achieving the SD target of 24% and seven are within 1% of the target. The overall SD rate in the MPS varies from 29.2% at Redbridge to 19.2% at Wandsworth. When comparing Borough's SD rate it is useful to examine the breakdown by type. For example, the SD range breakdown at Redbridge is:
- Charges 34.0%,
 - Cautions 17.7%,
 - TIC 2.8%,
 - PND 17.7% and

- CFW 27.8%.
12. This shows that 45.5% of their SDs are currently obtained by the use of non-judicial disposals.
 13. The volume of PNDs in Redbridge, predominantly Section 5 offences, has increased to 853, with a projected end of year figure of 1137. This is due to the Borough's implementation of an early intervention strategy to reduce assaults and violent crimes, contributing to a 14.7% decrease in assaults, 20% decrease in woundings and an overall 9.8% decrease in violent crime. Likewise, in a local policing initiative in November and December, impacted on the number of CFW for those months being significantly above average for the borough, which in turn effected the CFW percentage of SDs. (average 122. November 319, December 165).
 14. At the other end of the SD scale, Wandsworth BOCU who have the lowest SD rate in the MPS at 19.2%. The breakdown is as follows:
 - Charge 52.3%
 - Caution 20.5%
 - TIC 2.6%
 - PND 4.4%
 - CFW 20.2%
 15. Wandsworth has different policing challenges to Redbridge and aim to achieve SDs through judicial disposals. They have the fourth highest rate for charges and have gained 72.8% of their SD from charges and cautions. However, they are the fourth lowest at 2.6% for gaining TICs and slightly below the MPS average for Cautions.
 16. Staff from TP Emerald will be examining Wandsworth's Case Progression Unit functions to identify opportunities for improvement. This will enable the BOCU to ensure that its systems and processes are sufficiently robust. Furthermore, Her Majesty's Inspectorate of Constabulary (HMIC) is visiting the BOCU in the very near future and SDs will for part of their inspection.
 17. Another example of difference across boroughs is Haringey Borough, which has a high judicial detection rate with 77.8% of SDs from charges, cautions and TICs and an overall SD rate of 28.5%. This borough has implemented a very strong ethos of dealing with prisoners during the initial stages of detention and obtaining sufficiency of evidence to obtain the judicial detections without the need for bailing prisoners for further enquiries. Haringey are cited throughout the MPS for their good practice in this area.
 18. As the SD rate is calculated by dividing the number of sanction detections by the number of TNOs, there is a relationship between TNOs and the sanction detection rate. If TNOs rise but the number of sanction detections remains static the SD rate will fall. As stated in the

first paragraph, it is worthy of note that the MPS has decreased TNOs *and* increased the number of sanction detections.

19. An example of where TNOs impacts on SD is Sutton borough who have invested in activities aimed at reducing the number of TNOs (reduced from 16,942 in 2004/05 to a projected 13,194 for this performance year) to a projected 22.1% decrease. The tactics used has resulted in significantly lower levels of PNDs and CFWs. Whilst the SD rate has increased from 19% to 23.6% this is due to the overall reduction in TNOs rather than an increase in the number of SDs. Just as there is a relationship between the SD rate and TNO, there is also a relationship between the SD rate types and local policing priorities will impact on these differences across boroughs

Sanction detections by Charge

20. As already stated above the MPS has increased the number OBTJs obtained from convictions against the national trend. Charging therefore remains the most frequently used SD type in the MPS.

Sanction detections by Cautions

21. The two boroughs of Bexley and Havering have the highest caution rates at 36.4% and 33.5% respectively. They have achieved this from initiatives aimed at improving the positive arrest and action policies for Domestic Violence. At the centre of this is the victim's satisfaction with the outcome of the case. Many victims have preferred for their partner or relation to be cautioned rather than taken through the court system and this is considered as part of the risk assessment process. This has resulted in lower percentage rates for other disposal types. Bexley borough is also currently examining the re-offending rate of persons cautioned to determine its effectiveness in reducing crime and re-offending.

Sanction detections by TIC

22. SDs gained from offences Taken Into Consideration (TIC) only constitute a small part of the MPS total for SDs. An individual defendant on a borough may from time to time admit a high number of TICs. This performance year Harrow has gained 500 TIC in two months from three individuals. This alone has enabled them to have the highest TIC percentage rate in the MPS, of 28.6% but has resulted in lower percentage rates for the other disposals. A significant number of boroughs have invested in small Forensic Docket Teams with staff who are experienced in obtaining TICs to provide sustainable and consistent performance.

Sanction detections by Penalty Notice for Disorder (PND).

23. The number of PNDs is dependant on the numbers of cases detected for three offences (Section 5 of the Public Orders Act, Theft (Retail) and Criminal Damage), the decisions made using case disposal criteria and previous history. PNDs are also used as tactic to reduce the incidences of serious violent crime. An early intervention and issuing

of a PND for drunk and disorderly (not counted in the SD rate) or a public order offence in a town centre may reduce the risk of serious violence later. A number of BOCUs with high violence crime profiles have used this tactic, most notably Redbridge as referred to earlier in this report.

Cannabis Formal Warning

24. Approximately 30% of Safer Neighbourhood teams have drug related offences as a priority for their neighbourhood. One of the ways to address this is to utilise Stop & Search as a visible response. The resultant increase in CFWs allows seizure of cannabis without arrest, thereby improving public confidence. This approach to cannabis also removes a source of friction between the police and young people.

25. It should be noted that whilst CFW are a useful tool in the fight against drug related crime they also add to TNOs that would otherwise not have been recorded. So, whilst issuing CFWs increases sanction detections, it also increases TNOs and effects the percentage of SD obtained by CFWs.

Performance Management

26. The current MPS performance management regime is focussed on examining the outliers in total detections and detection types. The theme of the current Crime Control Strategy Meetings with the Borough Commanders chaired by DACTP is Sanction Detections and Data Quality. These meetings, which began on 10th January 2008 and will end on the 14th February 2008, are enabling the Territorial Policing Command Team to examine difference, identify good practice and support local Commanders to achieve their SDs in light of their crime profiles. The final meeting will focus on the future and what BOCU Commanders intend to do to deliver performance against the new three tiers of crime targets that the Home Office is proposing to set for 2008/09.

Future Performance Targets 2008/09

There will be significant changes to the way performance is measured in 2008/09. The Government have placed the focus on crime in three categories: serious sexual and violent crime, serious acquisitive crime and all other offences. This will lead to different policing priorities and a greater focus on judicial forms of disposal i.e. charges, cautions & TICs. As yet, targets have not been set for SD or OBTJ. However, it is clear that the changes and the possible change in the classification of cannabis, will make future comparison with previous years problematic and will impact on the drivers for boroughs and therefore resource deployment decisions and their subsequent results.