

STATES OF JERSEY POLICE



FIRST QUARTER PERFORMANCE REPORT

JANUARY – MARCH 2008

Overall Recorded Crime

A total of 1,058 crimes are currently recorded for the first three months of 2008¹. This means that overall recorded crime levels in Jersey for the first quarter of the year are currently 8.1% down compared to the same period in 2007.

A preferred indicator of recorded crime trends is a comparison of the current crime statistics against a three-year average for the same period. This shows that recorded crime over the first three months of 2008 has been 7.7% lower than the three-year average for the January – March period for 2005-07.

Figure 1: Overall Crime by Month, January 2005 – March 2008²

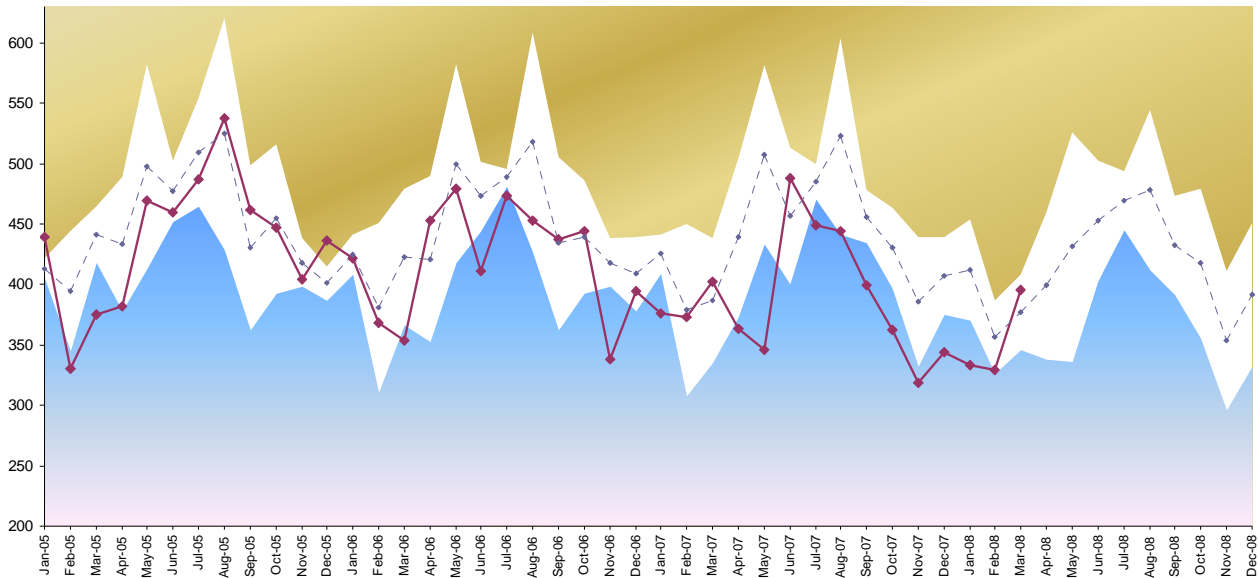


Figure 1 graphically illustrates how Jersey has benefited from a prolonged period of particularly low crime levels from July 2007 through to February 2008. Thereafter, overall crime levels have increased but still fall within the range that is fairly typical for March when compared to crime levels experienced in those months over the previous three years. It is also pertinent that the Easter Bank Holiday fell in March in 2008, which is invariably a busy period for the Police.

Closer analysis of the overall figures provides a better understanding of general crime trends in the Island in the first quarter of 2008.

¹ Some reported crimes are cancelled if it transpires that they were reported in error or if the Police investigation finds that the alleged crime did not occur (eg; a person accused of assault falsely claims that the victim assaulted them first). Given that many reported offences from the first quarter of 2008 remain under investigation, the overall number of recorded crimes may still reduce.

² Guide to interpreting Figure 1;

- The solid maroon line shows recorded crime month by month since January 2005.
- The dotted line shows the average number of crimes committed in any particular month in the previous 3-years (eg; Jan 2005 is based on Jan 2002-04).
- If the maroon line is in the blue area, we can be 80% sure that crime levels are exceptionally low for that month compared to what we'd expect based on the previous 3 years
- If the maroon line is in the gold area, we can be 80% sure that crime levels are exceptionally high for that month compared to what we'd expect based on the previous 3 years
- If the maroon line stays within the white area, crime levels are within the expected range based on the experience of the previous 3 years.

- More pro-active policing of street level drugs activity has seen 66 drugs offences being recorded compared to 29 in the first three months of 2007. There has also been a 31% increase in drugs offences against the three-year average.³ Whilst commentators invariably look for a reduction in overall crime, pro-active policing can uncover drugs offences that would otherwise go unrecorded. This can artificially increase recorded crime.
- The level of **offences against property** such as malicious damage to buildings or vehicles is less than 1% up against the first three months of 2007 (289 offences compared with 287) but still over 5% down against the three-year average
- The number of **offences against the person** such as physical and sexual assaults are 3.3% down compared to the first three months of 2007 (289 offences compared with 299) and up 4.5% against a two-year average.⁴
- **Acquisitive crime** such a burglary, vehicle theft and larceny is down overall by 22.3% compared to the first quarter of 2007 (380 offences compared with 489) and by 20.3% against the three-year average for this period

It is also important to note that the States of Jersey Police crime recording system was subject to a major upgrade in March 2008 and the opportunity was taken to conduct a full audit of our compliance with Home Office Counting Rules. As a result, a handful of new offence categories have been added to the system. This will give rise to a marginal increase in crime as and when these 'new' offences are reported and recorded.

In addition, it is worth noting that, on average, about 41 crime records each year relate to historic offences that took place at least a year previously. This is usually equivalent to less than 1% of all recorded crime. Sometimes victims of historic abuse come forward decades after the crimes were committed but the crime record will relate to the year in which it is entered onto Police systems. We anticipate that the major Historic Abuse Enquiry currently being carried out by the Force will impact on the number of historic offences recorded in 2008, both as a direct result of the Enquiry and because other victims of historic abuse feel confident to come forward and report their experiences. Already in the first three months of 2008, there are 23 historic offences on Police systems which represents 2% of all crime recorded so far this year.

Detection Rates

At the time of writing, the detection rate for the first quarter of 2008 stood at 35%. At this stage in the year, there are two significant influences on the detection rate –

- In accordance with Home Office counting rules this detection rate includes 160 crimes committed in previous years that have been detected in 2008⁵. Most of these detections are from 2007 and will have been secured early in 2008. As the year progresses, their impact on the overall detection rate will decrease.
- Over 150 of the crimes committed in 2008 are still currently under investigation. These investigations will yield further detections

³ See commentary on the 2008 Operational Policing Priority on Drugs

⁴ Only a two-year average is used here because changes to the policing of the St Helier night time economy with effect from January 2006 led to a significant increase in the number of assaults being recorded. As previous analysis has shown (see 2007 Annual Report) this was due to the Police making greater inroads into the existing level of violence rather than a genuine increase in the number of assaults. A three year average would therefore include 2005 figures which can't be compared on a like-for-like basis.

⁵ The detection rate is calculated by dividing the number of offences committed in the year to date into the number of offences detected in the year to date even if some of these detections relate to offences committed in previous years. This reflects the fact that police investigation time was committed to historic offences in the current year. According to the same principle, however, 2008 offences detected in 2009 will count against the 2009 crime detection rate.

The 2008 Policing Plan

Strategic Policing Priorities

The Strategic Plan sets out an unequivocal expectation that the Island's finance industry will receive strong protection against money laundering and other financial crime and that strong protection should be provided against threats to the Island's security. These requirements are directly aligned to two of the Force's key service areas –

- Financial Crime Investigation
- National Security Policing.

These service areas are of such fundamental importance to government strategy that we define financial crime investigation and national security policing as **strategic priorities**.

Operational Policing Priorities

The two strategic priorities are largely focused on external threats to the Island's security and economy. Whilst the consequences of service failure in either could be devastating, Islanders tend to be more immediately concerned about the community safety issues that affect their day-to-day lives. Hence the States also expect Jersey to be a safe community protected against crime and disorder and our **operational policing priorities** therefore focus on the issues that pose the greatest threat to community safety in Jersey. These priorities reflect our own assessment of crime trends as well as public consultation findings to ensure that we remain in touch with the concerns of our community. Our operational policing priorities for 2008 are -

- Disrupt the supply and distribution of, and demand for, illegal drugs
- Reduce levels of key acquisitive crimes by bringing prolific offenders to justice
- Reduce violence and disorder associated with Jersey's night time economy
- Reduce levels of violence against vulnerable victims by bringing dangerous offenders to justice
- Reduce road traffic injury casualties by targeting the offences that pose the greatest threat to the safety of road users
- To provide positive policing intervention in neighbourhoods where crime and anti-social behaviour impact on quality of life

The rationale that underpins the selection of each of these priorities is set out in the 2008 Policing Plan, which is available on the States of Jersey Police website at www.jersey.police.uk This report provides a three-month update on progress in each of these priority areas.

Disrupt the supply and distribution of, and demand for, illegal drugs

So far this year, the States of Jersey Police Drugs Squad has undertaken seven operations that have resulted in the arrest and charge of –

- six people alleged to be involved in the importation and supply of commercial quantities of drugs;
- eight people alleged to be regularly dealing larger amounts of drugs and potentially making financial gain as a result.

Heroin with an estimated street value of £350,000 has been recovered in five different seizures, one of which was arranged to take place in the United Kingdom. Additionally, small amounts of ecstasy and cannabis have been recovered during these operations, as well as £18,000 in cash and several vehicles that may realise value to the seized asset fund.

States of Jersey Police wish to reiterate that the disruption caused by the arrest and prosecution of key players goes beyond the seizure of the drugs shipment they might be associated with at the time. Our main targets are not 'mules' who have been coerced or duped into trafficking drugs but organised criminals who have knowingly conspired to supply and distribute drugs for considerable personal gain. The strategy has had the effect of discouraging bulk importations of drugs and frequently disrupts supply as it takes time for the criminal networks supplying drugs from the UK to re-establish networks following the loss of key local agents.

It is also worth repeating that measuring success in tackling an illicit drugs market is always difficult. The traditional indicators that make the easiest headlines, such as the value and volume of seizures, are open to varying interpretation and actually have limited value. Do more seizures mean increasing success in disrupting supply or are they indicative of an increased traffic in drugs? In focusing on the drugs suppliers rather than the commodity itself, States of Jersey Police are also developing new tactics that bring people to justice for conspiring to import drugs without necessarily having to catch them in possession of a consignment. Indicators that depend on drugs seizures should therefore be treated with caution. The Force has also been making the point for several years that it is operating at the full capacity of its current resources in drugs policing, bearing in mind that the policing effort does not stop at the point of arrest and charge. An enormous amount of time and resource goes into the prosecution process and this represents an opportunity cost (albeit necessary) that diverts resources away from operational drugs policing. Fluctuations in output are more likely to do with the complexity of different cases before the courts than operational performance issues.

The Drugs Squad is the key component of our drugs policing strategy with its focus on criminals organising the importation and distribution of commercial quantities of drugs. Their work is supplemented by pro-active policing by other Police units such as the uniformed shifts and the Proactive Investigation Team, whose main role is to target street dealers and identify other persons in possession of illegal drugs. A total of 66 drugs offences were recorded in Jersey during the first three months of 2008. This is significantly higher than both the same period in 2007 and the three-year average. It should be emphasized that the number of drug users in Jersey and the frequency with which these individuals use or carry drugs, is an unknown quantity so no assumptions about the prevalence of drug use in the Island can be made from Police arrest figures. States of Jersey Police have been rolling out training amongst front line officers to ensure that we maintain an operational focus on street level drug activity. We believe that the increase in drugs offences recorded demonstrates that this pro-active policy is working rather than signifying an obvious increase in drugs availability. This is supported by the fact that we have not seen any corresponding increase in acquisitive crime which can often fund drugs activity.

Reduce levels of key acquisitive crimes by bringing prolific offenders to justice

Burglars don't just burgle. The evidence suggests that if we successfully target individuals who commit more serious acquisitive crimes, there will be a knock-on effect into other areas of acquisitive crime in the Island. In particular, we aim to ensure that any prolific burglars or offenders involved in vehicle crime are brought to justice swiftly.

- In the first three months of 2008, 95 burglaries have been recorded in Jersey, representing a reduction of 21% against the same period in 2007 and 8.9% against the three-year average. Whilst these figures are encouraging, the Island is currently experiencing a spate of burglary and homeowners are strongly advised to ensure that their properties are properly secured by day and night.
- In the first three months of 2008, 49 motor vehicles were taken without the owner's permission. This is 21% down on the same period in 2007 but just over 2% up on the three year average. Again, the Island is currently experiencing a spate of such offences and people are urged to ensure that mopeds and other vehicles are properly secured.
- In the first three months of 2007, States of Jersey Police recorded 28 cases of theft from a vehicle. This represents a decrease of 12.5% compared with the same period in 2007 but is nearly 44% down compared to the three-year average.

Intelligence-led targeting of prolific offenders remains key to our success in reducing the risk of acquisitive crime in our community. Overall acquisitive crime is down by 22.3% compared to the first quarter of 2007 and by 20.3% against the three-year average for this period. In addition to the reductions in key crime categories such as burglary and vehicle crime, it is noticeable that the number of shoplifting offences has also reduced dramatically in the first three months of 2008, being 55% down on 2007 and 47% down on the three-year average. At face value this is encouraging because the reduction coincides with the introduction of STORENET – a radio network which allows staff in shops and businesses to make each other aware of thieves operating in town. States of Jersey Police are also conscious that most shoplifting offences are recorded because the offender is caught or seen in the act by shop staff. It is too early to say whether we are seeing a genuine reduction in offences or whether more shoplifters are escaping unnoticed. We will continue to monitor the situation carefully.

Other points of note include –

- 55 bicycles were recorded as being stolen or taken without permission in the first three months of 2007, representing an increase of 31% against 2007 and nearly 18% against the three-year average
- Overall, other forms of theft to those discussed above fell by nearly 14% when compared with the first three months of 2007 (124 offences compared to 144) and by 21% compared to the three-year average;

Reduce violence and disorder associated with Jersey's night time economy

In the first three months of 2008, 76 assaults were recorded as taking place in the streets, pubs and clubs of St Helier between 8pm and 4am. This is a decrease of 21% compared with 2007 but is only 3.2% down on the two-year average. States of Jersey Police have always warned against jumping to conclusions in the interpretation of this single measure, which must be seen in the context of a range of other indicators. It is therefore important to acknowledge that -

- Calls from members of the public for Police assistance to deal with street violence and disorder fell by nearly 11% compared to the first quarter of 2007 but were no different to the three-year average for this period

- The number of people seeking medical treatment for assault injuries in the Hospital Accident and Emergency Department increased by 30% compared to the same period last year but by less than 7% compared to the three-year average.

The combination of the resource impact of the Historic Abuse Enquiry and staff vacancies, means that operational Police strength for response and reassurance policing has been below optimum levels in the first quarter of 2008. As explained in previous reports, the number of Police officers on the beat can impact on levels of recorded assaults.⁶

It is important to note that the Licensing Assembly have recently provided helpful clarification of the law relating to drunkenness on licensed premises and the responsibilities of licence holders. Hitherto, our ability to take action in respect of badly run licensed premises has been hampered by an old judgement from 1990 which created doubt regarding the action the Police could take in respect of drunkenness on licensed premises. However, in its recent judgement on 28th March 2008 in respect of the Bond Hotel Limited, the Assembly advised that the old case had been wrongly decided and should no longer be regarded by the States of Jersey Police or by Centeniers as good law. In addition, the Assembly stated that –

“... there is far too much drunkenness on the streets of St Helier which leads in turn to violence and other criminality. There is a high duty on licensees to prevent persons from becoming drunk in their premises. If the licensees fail in that duty, they are at risk of losing their license for a period of time.”

The States of Jersey Police welcome the clarification of the law and will be taking appropriate enforcement measures in order to ensure that the wishes of the Licensing Assembly are put into effect.

Reduce levels of violence against vulnerable victims by bringing dangerous offenders to justice

▪ Public Protection

In the first three months of 2008, the Child Protection Team has participated in 76 joint investigations with the Children’s Service and have received 109 notifications from officers who have attended incidents that have given rise to concern for the welfare of a child. This represents a substantial increase in workload by comparison with the first three months in 2007 when the corresponding figures were 29 and 68.⁷ Whilst these figures are maintained separately from those related to the historic abuse enquiry encompassing the former children’s home at Haut de la Garenne, the latter appears to have had a significant knock-on effect in encouraging other victims of current or historic abuse to come forward. The Historic Abuse Enquiry also appears to have raised awareness and sensitivity to any possible abuse amongst the public and other agencies so that more referrals are being made to the Child Protection Team.

An ongoing concern within the Public Protection Unit is the establishing of a sex offending risk assessment and management programme. Legislation will be presented to the States this year that will enable the States of Jersey Police to monitor offenders in the community.

It is important that sex offenders should be managed effectively in the community. Indeed, the consequences of failure can be devastating for individuals, families, communities and the public

⁶ For a full explanation of the measurement and analysis of street violence and disorder in the St Helier night time economy, please refer to the States of Jersey Police Annual Report 2007, Appendix 1 at www.jersey.police.uk

⁷ It should be noted that the first quarter of 2007 was a relatively quiet period, as can be seen from the full year figures were 158 joint investigations and 376 notifications.

as a whole. Although the risks posed to the public by sex offenders can never be completely eliminated, the public is entitled to expect the States to take reasonable action to keep risk to a minimum. Passing the required legislation is, however, just the first step in the process. The intentions of the legislature will only be realised if the resources, processes and training required to give effect to the legislation are put in place. States of Jersey Police wish to ensure that politicians and the public are fully aware of the resource implications. Home Office guidelines require, for example, that a high or very high risk offender should be visited in their home by a specialist Public Protection Officer at least once a month. The planning, administration and conduct of each visit takes at least a day. There are 26 people living in Jersey with convictions for sex offences who are currently considered to be high or very high risk offenders. To visit each of these offenders once a month would take up 312 days in a year. In addition, there are nearly one hundred people currently considered to be medium or low risk who should also be visited, albeit less frequently.

▪ **Domestic Abuse**

Domestic abuse is officially defined as:

'any incident of threatening behaviour, violence or abuse (psychological, physical, sexual, financial or emotional) between adults, aged 18 or over, who are or have been intimate partners or family members, regardless of gender and sexuality. Family members are defined as mother, father, son, daughter, brother, sister, grandparents, whether directly or indirectly related, in-laws or step family'.⁸

In the first three months of 2008, States of Jersey Police have attended 212 domestic incidents compared with 152 such incidents in the first quarter of 2007.⁹ Officers who attend domestic abuse incidents now conduct risk assessments to help the Force's Public Protection Unit (PPU) prioritise ongoing support for victims deemed to be at most risk. In the first three months of 2008, the 212 domestic incidents attended led to the identification of 54 people considered to be at a high or very high risk of further abuse.

Reduce road traffic injury casualties by targeting the offences that pose the greatest threat to the safety of road users

In the first three months of 2008, a total of 467 RTCs have been reported to States of Jersey Police, representing an increase of 5.7% compared to the same period in 2007. The number reported to involve injury was 78, showing an increase of 6.8%. These figures are preliminary indications at this stage and will be verified in the next quarterly performance report

In the first three months of 2008, 434 motorists have been reported for speeding. This compares to 881 for the same period in 2007 when the LASTEC hand held speed camera system was in wider use. Staff shortages have hindered the deployment of LASTEC in 2007, which in any case, cannot be used to its full potential until the Island's prosecution system can promptly and efficiently deal with the number of offenders it can yield. In the meantime, it should be reiterated that the States of Jersey Police do not have the capacity, using old speed enforcement technology, to deliver an enforcement effort sufficient to give any real meaning to the Island's speed limits.

There were 31 drink-driving offences over this period, which was 24.4% down compared to January to March 2007 and 34.4% on the three-year average. The number of drink drive offences identified as a result of road traffic collisions was eight, representing a reduction of a third compared to both 2007 and the three year average for this period

⁸ Association of Chief Police Officers (ACPO) Guidance on Investigating Domestic Violence, 2004

⁹ Reliable comparison with a three-year average is not possible due to revised definitions of domestic violence and other changes in recording practices. Over the whole of 2007, 788 such incidents were attended.

To provide positive policing intervention in neighbourhoods where crime and anti-social behaviour impact on quality of life

In the first three months of 2008, States of Jersey Police have identified six 'hotspots' where there particular concerns regarding the level of crime or anti-social behaviour. A total of 173 directed patrols were deployed in these areas during peak periods when a Police presence would deter trouble and provide reassurance to local residents.

Help maintain and enhance Jersey's reputation as a financial centre of integrity

For the first 3 months of 2008 the Joint Financial Crime Unit (JFCU) have received some 330 suspicious activity reports (SARs) compared to 290 SARs for the same period of 2007. 23% of the SARs received in 2008 relate to tax compared to 19% for the same period of 2007. From April 2007 there was a dramatic increase in the number of SARs relating to tax. This was due to a UK tax amnesty on offshore bank accounts held by UK residents. Whilst there has been a decrease in the number of tax related SARs it is still having an effect on the overall number received by the JFCU in the first 3 months of 2007.

The JFCU continues to receive a steady flow of Requests for Assistance (RFAs). So far in 2008 the Unit has received an average of 52 RFAs per month which is on a par with the first three months of 2007. The international nature of the role played by the JFCU is reflected by the fact that the RFAs received in the first three months of 2008 come from countries such as Albania, Belgium, Brazil, Finland, France, Georgia, Germany, Guatemala, Latvia, Luxembourg, Malta, Nigeria, Norway, Spain, Switzerland, the USA and Venezuela.

There are currently 442 live cases under investigation in the JFCU. This is an increase of 15% compared to 6 months ago when there was 382 live cases. Any one of these could lead to a long and complex investigation.

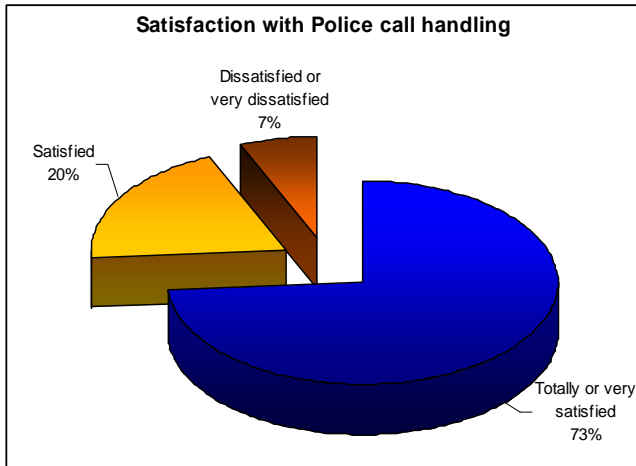
Protect Jersey's security and fulfil international and national security obligations

Current staff shortages are putting the Force's capacity to maintain previous performance in checking passengers passing through Jersey ports under intense pressure. A total of 617 checks were made on passengers passing through Jersey ports between January and March 2008, representing a 37% reduction compared to the same period in 2007 and a fall of 39% compared to the three-year average.

Quality of Service

Three principal qualitative indicators are used to monitor our performance. The first relates to the caller's perception of the service provided by the Police Control Room operator who dealt with their call and arranged the response to their incident. Crime victims are also asked for their opinion on the service provided by the officers who attended at the scene and whether they were happy with the feedback they subsequently received on the progress of the investigation. Where a survey respondent expresses concern about the service they have received, a supervisor is assigned to follow up the issue.

Satisfaction with Police Call Handling



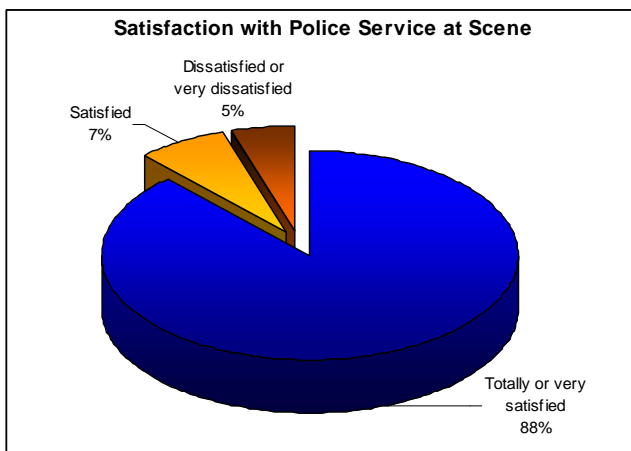
Period: January-March 2008

Target: At least 70% totally or very satisfied

Response count: 46

Comment: Target provisionally exceeded. Response count is currently low as surveys are still being returned for the first quarter at this time. With such a small sample, we can be 95% certain that the stated percentage of crime victims who are totally or very satisfied with Police call handling is only accurate to within plus or minus 12% (ie; the true figure lies between 61% and 85%). Nevertheless, the percentage is consistent with performance over the previous 12 months where the confidence interval is less than plus or minus 5%.

Satisfaction with Service from Officers at the Scene



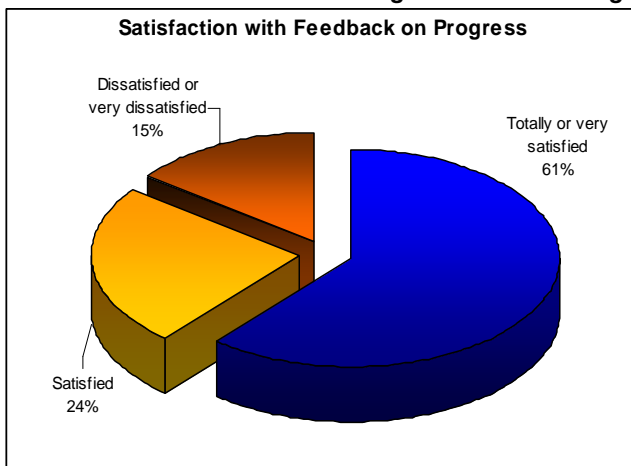
Period: January-March 2008

Target: At least 70% totally or very satisfied

Response count: 59

Comment: Target provisionally exceeded. As above regarding the number of response received. Response count differs from call handling and feedback counts because blank, "don't know" and "neither satisfied nor dissatisfied" response are discounted to focus in respondents providing a definitive opinion on services received. This means that the number of responses can vary per question.

Satisfaction with Feedback on Progress of the Investigation



Period: January-March 2008

Target: At least 60% totally or very satisfied

Response count: 54

Comment: Target provisionally met. As above regarding the number of response received. The principal purpose of this indicator has been to measure whether victims were receiving timely updates from the investigating officer as to the progress of the case. As of 1st April, the questionnaire will be amended to more accurately reflect this as well as testing satisfaction with the information received.

Partnership with the Honorary Police

The Force Control Room continues to draw upon the assistance of our Honorary colleagues where appropriate. The table below shows those incidents for the year to date that have involved the Honorary Police.

Overall, 6% of incidents involved the Honorary Police but outside of St Helier, this proportion increased to an average of 14%.

Parish	Response Code				Incidents with HP Involvement	All Incidents	% of all incidents with HP involvement
	1	2	3	4			
Grouville	1	8	4	3	16	88	18%
St Brelade	0	18	35	3	56	313	18%
St Clement	1	7	18	4	30	273	11%
St John	1	2	4	1	8	66	12%
St Lawrence	0	3	4	2	9	110	8%
St Martin	0	1	6	4	11	77	14%
St Mary	0	1	4	2	7	25	28%
St Ouen	0	5	12	2	19	51	37%
St Peter	6	13	13	7	39	202	19%
St Saviour	4	15	16	5	40	528	8%
Trinity	1	4	6	1	12	50	24%
St Helier	3	12	33	5	53	3256	2%
Total	17	89	155	39	300	5039	6%