

HERITAGE AND CULTURAL PROPERTY CRIME

NATIONAL STRATEGIC ASSESSMENT 2017



Heritage and Cultural Property Crime National Strategic Assessment 2017

CONTENTS

- **FOREWORD.....3**
- **EXECUTIVE SUMMARY.....5**
- **ASSESSMENT AIMS.....7**
 - Aims
 - Method
- **INTRODUCTION.....10**
 - Risk and Harm
 - Response
 - Recommendations
- **HISTORIC ENVIRONMENT.....12**
 - UK Police Forces response since 2013
 - MPS Arts and Antiques Unit
 - National Crime Agency
 - Historic England
 - Welsh Government Historic Environment
 - Northern Ireland Historic Environment Division
 - Heritage Metal Theft
- **CULTURAL PROPERTY.....33**
 - British Museum
 - National Museum Security Group
 -
- **APPENDIX – Heritage and Cultural Property Crime Action Plan.....38**
- **APPENDIX B – Progress on aspirations from 2013.....49**

Heritage and Cultural Property Crime National Strategic Assessment 2017

FOREWORD



Since the publication of the last strategic assessment in 2013, there have been some significant developments, including a change in leadership for the Heritage Assets and Cultural Property Crime portfolio following the retirement of Chief Constable Andy Bliss and I am delighted to be the National Police Chiefs Council (NPCC) lead for this fascinating and diverse area of work.

At the time of publication of the Strategic Assessment in 2013, one of my other NPCC portfolios was bearing fruit in the form of the Scrap Metal Dealers Act, which had only just come into force across England and Wales. It was unusual in one sense, in that it removed payments in cash for scrap metal, which was an exceptional step to take, but one that was necessary to address the scale of the problem. At the time, it seemed that nothing was safe from the metal thieves with valuable sculptures stolen for scrap; brass plaques fitted to war memorials ripped out and cut into pieces; and church roofs removed on an almost industrial scale. Thankfully, this kind of criminal activity is now much less prevalent and since the Act came into force, metal theft has fallen by 47% across England and Wales. I believe that this legislation has been a significant factor in preventing further loss or damage to heritage assets and cultural property.

The assessment in 2013 highlighted the need for ‘collective efficacy’ in order to tackle cultural and heritage crime by the formation of a coalition of law enforcement, partner agencies and local communities to provide an efficient and effective counter to criminality. I fully endorse this approach and we have seen how effective it can be in recent operations such as Operation Crucible – theft of heritage metal and operation Pandora – a Europe-wide campaign to tackle all forms of heritage assets and cultural property crime. The creation of the role of Heritage Crime Liaison Officers is another example of a positive development that has helped significantly with the coordination and delivery of local investigations and operations.

In this update to the Strategic Assessment, we have gathered the thoughts and opinions of our partners to highlight the range of work and activities that have been delivered since 2013. We have also posed the following questions:

‘Where we are now?’

‘What considerations should we consider for the future?’

‘How will we get a sense of what is going well?’

‘Where, as a partnership can we improve?’

I am delighted with the level of engagement, enthusiasm and activity that goes on day in day out, often unnoticed, in an effort to protect our nation’s heritage and cultural assets

Heritage and Cultural Property Crime National Strategic Assessment 2017

I also welcome the introduction of the Cultural Property (Armed Conflicts) Act. This important piece of legislation received Royal Assent early in 2017 and provides another opportunity to identify and pursue those who seek to profit from the trade in illegally exported cultural property.

Finally, as the NPCC lead for Heritage Assets and Cultural Property Crime and Chair of the National Working Group, I am privileged to have the support and advice of a number of individuals and organisations who bring a wealth of knowledge and expertise to address the significant challenges to protect and preserve our heritage assets and cultural property. I look forward to working closely with all those who have an interest in the preservation and conservation of our shared cultural heritage, not just for this generation but for many more to come.

A handwritten signature in blue ink, appearing to read 'Paul Crowther', followed by a comma.

Paul Crowther OBE
Chief Constable

Heritage and Cultural Property Crime National Strategic Assessment 2017

EXECUTIVE SUMMARY

It is clear through the level of partnership engagement that has taken place over the past 3 years, that there is enthusiasm and support from organisations from across the UK to protect our shared historic and cultural heritage. This has been highlighted in the delivery of enforcement operations, workshops, publications and training events.

The ability to harness goodwill and enthusiasm has been the cornerstone in the approach taken by those charged with the task of protecting and maintaining our heritage and cultural assets. The National Heritage and Cultural Property Crime Working Group (NHPCPWG) have coordinated a range of tasks, activities and collation of intelligence on behalf of an extensive range of statutory agencies, commercial bodies, charitable and voluntary organisations.

The National Heritage and Cultural Property Crime Working Group offers some level of coordination in an effort to prevent and detect crime in the historic and cultural environment; but it is clear that the lack of intelligence and data and the inability to analyse and assess the current and emerging threats presents the greatest challenge in the development of effective and efficient tasking and coordination of police and partnership resources.

However, progress is being made with forces making efforts to integrate heritage assets and cultural property within call handling, crime recording and intelligence systems. Work is also underway to develop unique codes that can be 'read across' to the Police National Database (PND).

After several years of decline the price of metal, in particular lead and copper, saw a significant upturn in the last quarter of 2016. The National Metal Theft Working Group has identified the threat and implemented 'Operation Crucible'. This operation will provide a focus on the theft of metal from protected heritage sites and buildings on land and under the sea.

In November 2016 the Home Office announced that it would be undertaking a review of the Scrap Metal Dealers Act 2013, a process that was mandated by provisions contained within the Act itself. British Transport Police coordinated a submission on behalf of UK policing, complemented by responses made by partners from the (amongst others) power, telecommunications, heritage and scrap and recycling sectors. The findings will be announced later in 2017.

Another issue that has been highlighted within this report is the lack of readily available reference material for police officers and other agencies to refer to when out 'in the field'. It can be extremely difficult to identify the significance of a particular structure or item, such as roofing lead, in the early hours of the morning at a remote location.



Heritage and Cultural Property Crime National Strategic Assessment 2017

The assessment has identified five distinct areas for improvement and development:

- Reporting and recording of intelligence, crime and incidents of anti-social behaviour
- Exchange of information and intelligence between law enforcement and partner agencies
- Assessment and analysis of intelligence and recorded crime and incident data
- Training of police officers, staff and support volunteers
- Access to mobile information relating to location of heritage assets and investigative guidance

Key Threats

The national impact of heritage and cultural property crime has been reinforced since the publication of the previous assessment by the emergence of a number of new threats to the historic and cultural environments which have attracted significant political, media and community interest.

Our understanding of the threats posed to heritage sites, buildings and cultural property continues to improve and the following have been identified for this assessment period (not in order of priority):

- Architectural theft – in particular metal and stone
- Criminal damage – in particular damage caused by fire ('arson')
- Unlawful metal detecting ('nighthawking')
- Unlawful disturbance and salvage of maritime sites
- Anti-social behaviour – in particular fly-tipping and off-road driving
- Unauthorised works to heritage assets
- Illicit trade in cultural objects

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ASSESSMENT AIMS

Aims

This assessment aims to:

- Assist members of the Heritage and Cultural Property Crime Working Group (H&CPCWG), senior police officers, Police & Crime Commissioners (PCCs) and other stakeholders with their decision-making, priority setting and business planning in respect of heritage and cultural property crime
- Describe the key issues affecting the prevention of heritage assets and cultural property crime and enforcement activity by the police and partnership groups and organisations
- Highlight and share examples of effective crime prevention, enforcement practices and community engagement
- Facilitate the setting of a national heritage and cultural property crime Intelligence Requirement and Control Strategy
- Identify and coordinate research and analysis

Method

Intended use of this Assessment

The intention has been to make this assessment helpful to readers in their roles within the heritage and cultural property arena. Findings are expressed in terms of progress since the initial strategic assessment in 2013, strengths and weaknesses in current practice and opportunities for the future under the three headings:

- **INTRODUCTION**

Defining heritage assets and cultural property crime, highlighting the principle reasons for readers to be concerned

- **THE HISTORIC ENVIRONMENT**

Crimes committed against the heritage 'fabric' and 'setting' of heritage assets and will include: buildings, archaeological sites, shipwrecks, memorials, parks and gardens, battlefields, etc

- **CULTURAL PROPERTY**

Crimes committed against cultural property such as sculptures, paintings, ceramics, literature, jewellery and other generally portable items of intrinsic value, retained and often on display within museums, archives, libraries and homes or outside in parks and formal gardens.

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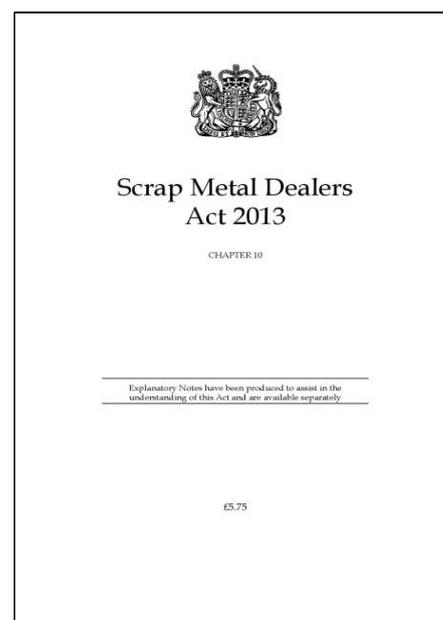
The approach to researching and writing this assessment

The authors have attempted to gather, assess and summarise information concerning heritage and cultural property crime's current and future key issues:

- Strengths - something performed well that should be sought to be maintained
- Weaknesses - something performed poorly that should be sought to be improved
- Opportunities - something possible in the future that should be taken advantage of
- Threats - something possible in the future that should be avoided, negated or otherwise tackled

Key Data Sources

- UK Police Forces
- Government Acts, Bills, Regulations, Policy and Publications
- Statutory bodies such as Historic England, the Welsh Government's environment service (Cadw), The Arts Council, the National Museum Security Group, the Home Office and the Department for Culture, Media and Sport – (DCMS) Department of Environment Northern Ireland, Historic Environment Scotland
- Partner agency publications e.g. NCA, NPCC, HMIC, College of Policing etc.
- Specialist heritage and cultural property publications, blogs and websites
- Horizon scanning including benchmarking, direct consultation, Police Online Knowledge Area (POLKA), online searches and social media



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Terms of Reference - National Working Group

Heritage and Cultural Property Crime Working Group

To work with strategic partners to -

- Monitor national and international threats and risks in relation to heritage assets and cultural property crime matters
- Ensure that heritage and cultural property crime prevention, enforcement, intelligence and reassurance activity remains strategically aligned on behalf of law enforcement agencies and others with responsibility for supporting and advising the heritage and cultural sector across the United Kingdom
- Provide visible leadership and a point of contact for law enforcement professionals and, in particular, professional leadership to the Heritage and Cultural Property Crime Liaison Officer (HCLO) network
- Provide visible leadership and a police point of contact and dedicated contact within agencies seeking access to heritage assets and cultural property crime specialists and practitioners within the United Kingdom
- Provide a point of contact for international heritage and cultural property crime-related operational policing activity within the United Kingdom
- Provide a point of reference for consultation with policing, law enforcement and other heritage sector professionals in relation to the formation of heritage assets and cultural property crime legislation and other heritage and cultural property crime policy matters within the United Kingdom, including changes to international legislation

Heritage and Cultural Property Crime National Strategic Assessment 2017

INTRODUCTION

What is 'Heritage and Cultural Property'?

Heritage and cultural property may be defined as *'valued things (or 'assets') inherited from previous generations'* some of which may be intangible such as cultural practices, languages, music and sport but much of which is 'material' and touchable such as historic sites and ruins, buildings, parks and gardens, shipwrecks and objects.

For the purposes of this Assessment, the above definition of cultural property will be used but will also encompass those assets defined within Article 1 of the Hague Convention for the Protection of Cultural Property in the Event of Armed Conflict and its two Protocols (1954 and 1999).

Article 1 of the Convention states that the term 'cultural property shall cover, irrespective of origin or ownership:

- (a) Moveable or immovable property of great importance to the cultural heritage of every people, such as monuments of architecture, art or history, whether religious or secular, archaeological sites; groups of buildings which, as a whole, are of historical or artistic interest; as well as scientific collections and important collections of books or archives or of reproductions of the property defined above;
- (b) Buildings whose main and effective purpose is to preserve or exhibit the movable cultural property defined in sub-paragraph (a) such as museums, large libraries and depositories of archives, and refuges intended to shelter, in the event of armed conflict, the movable cultural property defined in sub-paragraph (a);
- (c) Centres containing a large amount of cultural property as defined in sub-paragraphs (a) and (b), to be known as "centres containing monuments".¹

What is Heritage and Cultural Property (HCP) Crime?

Without a 'controlled vocabulary' there remains a lack of consensus about what is meant by a heritage commodity and what therefore determines a Heritage and Cultural Property (HCP) Crime. However through national engagement at the Heritage and Cultural Property Crime Working Group, it has an agreed working definition as;

"Any offence involving damage or loss to the historic environment, including all offences involving cultural property."

It is not a new phenomenon; it has existed in various forms throughout history, changing and adapting to market forces driving fashion and desire for objects of increasing rarity and historical importance.

Most crimes involve criminal damage, arson or theft but it is the impact to the historic environment and cultural property, often causing irreparable damage or irreplaceable loss, which makes these crimes different. Alongside a local policing approach, coordinated by police community teams, chief

¹ The 1954 Hague Convention for the Protection of Cultural Property in the Event of Armed Conflict and its two (1954 and 1999) Protocols

Heritage and Cultural Property Crime National Strategic Assessment 2017

police officers are now working directly with government departments, other law enforcement agencies, the British Army and heritage sector professionals to tackle these longer term causes and effects. HM Armed Forces' activity to protect cultural property is also now directed through the Military Cultural Property Protection Working Group.

Why is the Hague Convention Definition of Cultural Property Relevant?

The government originally announced its decision to ratify the Convention and accede to the Protocols in 2004. It re-committed to doing so in 2015, and the Bill was introduced into Parliament in May 2016. The Act now enables the UK to comply with the Convention and Protocols.

Cultural Property (Armed Conflicts) Act 2017

The purpose of the Act is to:

- Enable the UK to ratify the Hague Convention for the Protection of Cultural Property in the Event of Armed Conflict and accede to its two Protocols.

Consequences of the Act are:

- To make a strong statement about the UK's commitment to protecting cultural property in times of armed conflict
- To enshrine in legislation the procedures related to cultural protection that the Armed Forces already follow

The main elements of the Act:

The Act introduces a number of measures that enable the UK to ratify the 1954 Hague Convention and accede to its two Protocols (of 1954 and 1999):

- Introduction of offences designed to protect cultural property in the event of an armed conflict at home and abroad. These include an offence of making such property the object of attack
- Introduction of the Blue Shield as an emblem that signifies cultural property protected under the Convention and its two Protocols
- Introduction of an offence of dealing in cultural property that has been illegally exported from occupied territory and a provision for such property to be seized and returned to the occupied territory after the close of hostilities, where appropriate
- Introduction of immunity from seizure for cultural property in the UK which is being transported for safekeeping during a conflict between two or more other states

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Devolution:

The legislation will apply to the whole of the UK. The provisions of the Act principally relate to culture which is devolved under all the devolution settlements and the necessary Legislative Consent Motions have been approved by the devolved administrations. Part 4 relating to exports controls is reserved.

The UK is the second permanent member of the UN Security Council to ratify both the Convention and its two Protocols (after France). The Government already supports the protection of cultural heritage in global conflict zones through the Cultural Protection Fund with £3 million of the Fund already dedicated to the British Museum's Iraqi Rescue Archaeology Programme, training Iraqi archaeologists in conservation and protection techniques

HISTORIC ENVIRONMENT

UK POLICE FORCE RESPONSE SINCE 2013

In preparation for this Assessment, all police forces were contacted and invited to complete an online survey in order to capture new and continuing work around heritage crime, and to identify any gaps and threats. Although not every force responded, those that did provided comprehensive answers enabling certain activities and themes to be highlighted below under the main headings:

- Crime Prevention Activity
- Enforcement Activity
- Intelligence Capture
- Overall Policing Activity

A more complete description of this activity is contained within **Appendix A** of this document.

Crime Prevention Activity

- Establishment of a national network of Heritage Crime Liaison Officers
- Creation of Heritage Crime Reduction Partnerships
- Expansion of rural teams' terms of reference to include heritage crime responsibility
- Working with local heritage protection bodies to identify vulnerable premises and objects
- Completion of surveys of heritage sites to enhance physical security
- Continue to develop Heritage Watch Schemes
- Develop collaborative partnership with heritage protection bodies, community groups, local authorities, museums and fire and rescue service to protect local heritage sites and buildings
- Encourage heritage and cultural property crime to be identified within policing and partnership plans, policies and strategies

Heritage and Cultural Property Crime National Strategic Assessment 2017

- Develop online content to provide help and advice for practitioners and the public
- Produce and publish guidance and toolkits to assist law enforcement and heritage practitioners
- Work with church communities to identify effective crime prevention measures to reduce the risk of metal theft
- Undertake heritage crime training and awareness events for practitioners and the public
- Introduce Operation Chronos to target illegal metal detecting
- Use social media to identify potential locations for rave activity and working with organisers to protect heritage sites
- Work with property marking providers to develop new methods and techniques
- Liaise with metal detecting clubs and Portable Antiquities Scheme Finds Liaison Officers
- Encourage new members to ARCH network
- Actively recruit Heritage Crime Support Volunteers
- Introduce Operation Crucible to tackle the theft of metal from heritage sites and buildings
- Introduce Operation Birdie to tackle unlawful salvage in the marine environment

Strengths

- Collaborative partnerships with national and local heritage protection bodies
- Recognition of heritage crime within rural policing strategies
- Improving awareness of heritage and cultural property crime amongst police officers and staff

Weaknesses

- Limited engagement and partnership working identified in some policing areas
- Limited awareness of heritage assets and cultural property crime within policing structures
- Limited awareness by some police officers of the significance of historic sites and heritage assets
- Heritage assets and cultural property crime has a low priority when compared to other crime types
- Small number of police areas lack bespoke initiatives and specific heritage crime advice meaning they deal with the threat when identified as opposed to investing in prevention.

Opportunities for the Future

- Enhance regional and national working to better understand crime prevention initiatives that work for the heritage sector

Heritage and Cultural Property Crime National Strategic Assessment 2017

- Continue to promote heritage and cultural property crime awareness amongst police officers and staff and seek to develop the creation of a cadre of specialist Heritage Crime Prevention Design Advisors
- Continue to work with National Police Chiefs' Council and Police and Crime Commissioners to recognise the threats and risks to historic sites and buildings within national and local Police and Crime Plans and Community Safety Strategies
- Develop closer collaboration with the insurance sector in order to identify vulnerable sites and crime prevention measures
- Deliver high quality and accessible advice and guidance for police and heritage practitioners who are required to attend and investigate heritage crime e.g. the development of 'app' technology for mobile data devices.

Enforcement Activity

- Encourage the production and use of heritage impact statements in court proceedings
- Integrate inspection regime for scrap metal dealers into core policing function
- Work with church communities to install approved alarms to prevent metal theft
- Increase recruitment of heritage crime volunteers to assist police officers and staff
- Encourage investment and knowledge base in heritage crime investigation

Strengths

- Improving relationships with specialist national and local heritage protection bodies
- Increasing use of heritage asset databases to identify protected sites and buildings

Weaknesses

- Inability to identify offences relating to heritage or cultural property thereby reducing opportunities to enable risk assessment and targeted prevention and enforcement activity
- Inconsistent descriptions of stolen cultural property making it difficult to circulate, identify and recover
- Limited knowledge of heritage and cultural property crime legislation amongst police officers and staff
- Limited training opportunities for police officers and staff
- Limited ability to identify organised crime groups and problem profiles linked to heritage and cultural property crime
- Difficulty in identifying trends

Opportunities for the Future

- Create education and awareness products

Heritage and Cultural Property Crime National Strategic Assessment 2017

- Strengthen links with national and local heritage protection bodies to develop strategies and advice to enhance preventative and enforcement activities
- Develop national collation of crime trends, problem profiles and crimes to target offenders

Intelligence Capture

- Develop a dedicated internal website to provide guidance and advice for police officers and staff on heritage and cultural property crime
- Integrate heritage asset locations within command and control and crime recording systems
- Increase officer and staff awareness of Heritage at Risk Registers
- Establish a cadre of Heritage Crime Rangers/Wardens to enhance intelligence capture
- Increase development of Heritage Watch Schemes
- Continue to develop collaborative relationship with scrap metal dealers, architectural salvage merchants and members of the art and antiques trade
- Increase awareness that organised crime groups target heritage and cultural property as highlighted in Operations Shrewd, Chronos, Crucible, Birdie

Strengths

- Building strong links with professional partners and local community to capture intelligence
- Developing Heritage Watch Schemes

Weaknesses

- A national lack of identified intelligence to target offenders and offending
- A lack of consistency and understanding of the Heritage Crime Liaison Officer role
- Inability to capture data on heritage crime in a consistent and effective way

Opportunities for the Future

- Develop national problem profiles for identified heritage and cultural property crime threat areas
- Consider development of a national heritage and cultural property crime intelligence and awareness team to provide analytical support to link offences and target offenders
- Enhance and improve intelligence gathering within forces – there is currently a very limited picture with many forces unaware of what intelligence is available
- Increase knowledge and awareness of markets and outlets for stolen cultural property
- Increase knowledge and awareness of links between domestic heritage and cultural property crime, organised crime group activity and international criminal networks and groups
- Consider development of specialist roles of Heritage Crime Analyst and Heritage Crime Field Intelligence Officers

Heritage and Cultural Property Crime National Strategic Assessment 2017

Engagement

PREVENTION

- Continue to develop systems and processes to identify the most vulnerable sites, premises and implement appropriate preventative measures.
- Identify opportunities to integrate heritage and cultural property crime within existing partnership structure, strategies and delivery plans. These may include:
 - Community Safety Partnerships
 - Police and Crime Commissioners
 - Local Planning Authorities
 - Business and commerce
 - Academic institutions
- Continue to develop and enhance online support and guidance for law enforcement and heritage professionals
- Explore opportunities to develop innovative approaches and techniques to prevent crime within the historic and cultural environments
- Continue to promote crime prevention advice and enforcement campaigns through the effective use of social, print and broadcast media platforms
- Continue to identify opportunities to develop Heritage Watch schemes
- Explore opportunities to work with partner agencies that are responsible for the protection of heritage assets located within the natural environment
- Continue to work with local authority and community champions and advocates

ENFORCEMENT

- Continue to identify opportunities to utilise the provisions of the Proceeds of Crime Act 2002 to recover assets from those involved in heritage assets and cultural property crime
- Promote the preparation of 'Impact Statements' that will ensure prosecutors and the courts are aware of the cultural and community impact of heritage and cultural property crime
- Identify opportunities to influence changes in policy and legislation where it can be demonstrated to provide more effective protection of heritage assets and cultural property
- Continue to collaborate with the commercial heritage sector in order to develop the routine application of processes to undertake 'provenance' and 'due diligence'
- Continue to develop the network of dedicated Heritage and Cultural Property Crime Liaison Officers to promote heritage assets and cultural property crime at a local police level
- Continue to deliver enforcement activities utilising National Intelligence Model (NIM) tasking and co-ordinating processes

INTELLIGENCE

- Explore the creation of a National Heritage and Cultural Property Crime Unit

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- Ensure that police officers and partners understand the location and significance of heritage and cultural assets
- Work with commercial sector partners to identify illicit online auction activity
- Continue to develop relationship with traders, second hand dealers, salvage firms and auctioneers in order to improve the flow of intelligence and enforcement opportunities

GENERAL

- Develop systems and processes that will aid in the accurate recording of heritage assets and cultural property crime
- Develop the necessary systems and processes to undertake analytical research and assessment of crime and anti-social behaviour within the historic and cultural environment
- Continue to encourage victims and witnesses to report and record heritage assets and cultural property crime
- Explore the creation of a National Stolen Cultural Property Database
- Develop a training programme for Heritage Crime Liaison Officers, Special Constables, Police Community Support Officers, Police Support and Community Volunteers
 - Continue to identify and develop new opportunities for collaborative working, including:
 - College of Policing
 - Police and Crime Commissioners
 - Academic Sector
- Continue to develop collaborative working practices with international law enforcement professionals in order to tackle to illicit trade in cultural property and works of art
- Continue to highlight to role of the Portable Antiquities Scheme and to encourage the opportunity to record finds and to understand the requirements of the Treasure Act
- Ensure that law enforcement professionals identify and work with existing heritage working groups and networks and to build upon the well-established work of the museum, archive and libraries sectors
- Explore the opportunities to develop mobile 'smart' applications to provide accessible reporting, recording and guidance packages

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Overall Policing Activity

- A growing number of forces are developing heritage crime training packages for call handlers who, as the first point of contact, can identify and accurately record heritage crimes and incidents
- Increased engagement with local landowners, organisations and councils to encourage heritage crime and incident reporting
- Increasing media profile of heritage and cultural property crime in particular –
 - Operation Chronos – unlawful metal detecting
 - Operation Crucible – theft of metal from protected heritage sites and buildings
 - Operation Shrewd – organised theft of cultural objects from museum and collections
 - Operation Birdie – unlawful salvage of property from marine wreck sites
- Encouraging victims and communities to report heritage and cultural property crime in press and media releases
- Engaging with existing community watch schemes to develop ‘Heritage Watch’ areas thereby creating strong ties and allowing members to report concerns/incidents to the police
- Improved liaison with commercial art recovery companies

Strengths

- Continuing development of links between forces and national and local heritage protection agencies. An excellent example is ‘Operation Crucible’ the national partnership campaign to tackle the theft of metal from protected heritage sites and buildings
- Providing reassurance to stakeholder and local communities via established Heritage Watch schemes

Weaknesses

- The true scale of the problem is still poorly understood
- Inconsistent crime reporting and recording systems, processes and policies that do not provide for the addition of heritage assets identification markers/tags/flags
- Lack of awareness of heritage and cultural crime amongst police officers and staff
- Aggravated nature of heritage crime and incidents not being identified at first point of contact e.g. criminal damage to a historic building or theft of cultural property
- Limited priority provided to heritage and cultural property crime
- Reduction in partnership staff and resources within heritage sector
- Loss of dedicated policing and partnership units e.g. Metal Theft Task Force

Heritage and Cultural Property Crime National Strategic Assessment 2017

- Inherently vulnerable nature of sites due to their physical location (e.g. remote, no natural surveillance)
- Lack of capable guardians to monitor protected sites and buildings, in particular those heritage assets that are situated in isolated and rural locations
- Perceived lack of legal powers and understanding in relation to the control of importation and exportation of artefacts and antiquities at UK borders
- Lack of understanding and awareness of maritime heritage crime and the challenges that exist in policing and protecting this environment

Opportunities for the Future

- Develop a common language between forces – this presents an opportunity to educate more around definitions and problem profiles
- Encourage attitudes about heritage crime to change both within the police force and outside to ensure that offences such as night-hawking are dealt with consistently and professionally by the police
- Introduce cohesive and consistent recording of heritage and cultural property crime and create the ability to identify the scale and extent of the problem
- Produce a comprehensive database of the location of marine underwater heritage assets for the controlled use of law enforcement agencies.

Cultural Property Crime – A National Law Enforcement Agency Perspective

The Metropolitan Police Service – Art and Antiques Unit

The MPS Art and Antiques Unit are responsible for London-based crime and liaison with the London Art Market.

The Unit has a specific remit -

- Investigative lead for theft of exhibits from London museum public galleries and archives
- Investigative lead for art fraud significantly impacting on the London art market
- Investigation arm for international art crime enquiries specific to London auction houses
- Any other cultural property matter whereby the investigation will be enhanced by the specialist knowledge of the team

Additionally the unit has a cardbox system (London Stolen Art Database - LSAD) for recording the theft of cultural property. This is predominantly used to record London crimes but regularly receive referrals from other UK Police forces.

Heritage and Cultural Property Crime National Strategic Assessment 2017

Overview for London

There has been very little crime against London Museum public galleries and archives. Very few have been reported within the last year which is consistent with previous trends.

Examples of those reported include an ornate clock which could have been taken over a number of years. Another, although owned by the public gallery, was part of an art sales programme and was a small fine art picture of low value displayed in the café area.

The Art and Antiques unit meet quarterly with the security of London museums, public galleries and archives. During these security meetings any emerging trends identified across the UK or Europe are shared with the group. The last meeting highlighted recent thefts at Stately homes outside the capital. There is reasonable suspicion such thefts were carried out by a prolific art thief and his family members.

Through the monitoring of the London Stolen Art database no trends have been identified regarding art crime. The crimes recorded thereon seem to be in the main against small portable items and they are stolen by way of shoplifting and burglary. The burglaries are of non-dwelling and dwellings. Again a small number have been linked to a prolific small time antique thief. (It should be noted the London Art database does not accurately reflect all London crime. Only uniquely identifiable crime recorded properly by the reporting officer will be included on the database).

At a recent Art crime lecture an overview of the London art market was given by James Ratcliffe of the Art Loss register and in his opinion 60% of art stolen across the UK will find its way to London. London is a receiving marketplace and the 3rd largest art market in the World. The stolen items have often entered the legitimate market and the current possessor is not criminally involved.

Continuing with London as a receiving market, numerous stolen items, from the across the Globe, find their onto the London art market. Again, often the criminality happened elsewhere, nevertheless this is not known until the referral has been reviewed. Due to improvements in technology either through easier access to auction catalogues or image recognition referrals to this office has increased. Prior to 2010 the average referrals to the unit were 73 per annum. This has increased to an average of 139. In 2015 it received 191 referrals and by August 2016, had 114 referrals.

There are concerns about illicit antiquities from conflict countries arriving on the London art market. Although this cannot be ruled out, as it is inherently difficult to find the illicit in a legitimate market, there have been very few referrals relating to recently looted artefacts. The Art and Antiques unit do not have the capability to monitor internet sales and will deal with any referrals of such on a case by case basis.

The online market place is an area which should warrant more scrutiny. Italy do interrogate the internet and through this activity they have recovered 12,841 items from the period 2013-2015, the vast percentage were ancient coins and archival material.

Current projects are in the early stages to establish the possibility of academia or non-government organisations to search the net using key phrases and/or algorithms.

Greater London occasionally suffers from night hawking but due to the location of the scheduled ancient monuments this is not regular issue.

Heritage and Cultural Property Crime National Strategic Assessment 2017

National Crime Agency (NCA)

The NCA leads, supports and co-ordinates UK law enforcement activity targeting those serious and organised criminals who represent the highest risk to the UK. Its activity is governed by the National Control Strategy (NCS) which prioritises the most serious organised crime threats to the UK, thereby providing a framework to inform the deployment of resources. Heritage and Cultural Property Crime (H&CPC), is an emerging threat under the broad threat of Organised Acquisitive Crime.

Whilst having no particular focus on H&CPC, more generally the NCA works collaboratively with other organisations across law enforcement, the wider public sector and private industry. Working closely with the Border Force, it also has intelligence and investigative functions at ports and airports. Beyond this, the NCA also has an international presence, with a wide-ranging liaison network working in conjunction with overseas counterparts.

The NCA manages the UK bureau functions for Interpol and Europol, facilitating co-operation between UK and international law enforcement agencies. Of note is Interpol's Works of Art database, a centralised system for recording stolen cultural property. The database holds detailed descriptions and images of thousands of objects. Project PSYCHE², an initiative between Interpol and the Italian Carabinieri, aims to extend the functionality of the database in a number of ways.

Organised Crime Groups (OCG)

A small number of Organised Crime Groups (OCGs) are nationally recorded as having had an impact on heritage and cultural property. At least one has impacted at an international level³.

These groups have engaged in a range of H&CPC including thefts from museums and heritage assets, burglary targeting antiques and items of historic value, theft of historic motor vehicles and targeted thefts of items such as rhino horn. Commonly they have also engaged in other kinds of criminality including but not limited to other acquisitive crime.

Domestic and International

Heritage and cultural property is both imported to and exported from the UK into the international market, via a number of routings including fast-parcel consignments.

The demand for ivory has driven the trend of sales of (legally-held) antique ivory artefacts via the internet and fast-parcels, shipped from the UK to overseas destinations including China, in contravention of the Convention on International Trade in Endangered Species (CITES). The sale of ivory items from the UK requires a CITES permit, unless the ivory can be proven to be worked prior to 1947. Additionally irrespective of age, if ivory is being exported outside the EU, it should be accompanied by CITES re-export permits.

Heritage and cultural property values can range from the hundreds to millions of pounds, which represents significant investment on the part of those engaging in the trade in these items. There is a realistic possibility that in certain instances the illicit trade in these items may be linked to fraud

² Protection System for Cultural Heritage (PSYCHE)

³ Due to nature of recording there may be further OCGs that have impacted upon H&CP which are not recorded as such through this system.

Heritage and Cultural Property Crime National Strategic Assessment 2017

and money laundering. There is a realistic possibility that, for the purpose of sale, criminals may exploit UK based auctioneers.

UK museums have been targeted by organised criminals who appear to have had specialist knowledge, resulting in the theft of specific objects. In early 2016, 13 OCG members were convicted for the theft of rhino horn and jade. The items stolen have been valued at between GBP 18 and 57 million⁴ with some still to be recovered.

Metal theft represents a potential threat to heritage assets, particularly in the case of sites such as churches, which can have significant economic, cultural and community impact.

Heritage Assets and Cultural Property Crime – A National Perspective

A considerable number of heritage assets targeted by criminals form the fabric of the historic environment such as buildings, structures, and archaeological and maritime sites. These include all listed buildings, scheduled monuments, and protected wreck sites of significance in a national context, those that are significant in an international context too such as [UNESCO World Heritage sites](#), and other non-designated heritage assets of equal significance within the historic environment.



Stonehenge, Wiltshire



Neolithic Standing
Stones, Orkney

⁴ Reflecting variations in auction house valuations

Heritage and Cultural Property Crime National Strategic Assessment 2017

Historic England

Heritage and the historic environment plays a significant role in society - enhancing our wellbeing and quality of life, improving the way places are perceived, and engaging the general public.

The public view heritage as something to be protected. The community care deeply for their heritage and many individuals and communities have taken action to protect a local building or local place from damaging impact of crime and anti-social behaviour.

Nearly all adults (95 per cent) agree or strongly agree that it is important to them that heritage buildings and places are well looked after.¹ Almost three quarters (73%) of adults believe that the government has a moral obligation to protect our heritage and that historically significant and important places are worth saving.²

Recent research³ shows that the most valued parts of England's historic environment are:

- Country houses and castles (73%)
- Monuments and memorials (67%)
- Archaeological Sites (66%)
- Places of worship (52%) and
- Maritime heritage (48%)

The research also highlights that heritage makes places better and that 80% of people think that their local heritage makes their area a better place to live and even makes places feel safer. Young people also value heritage and a survey of 18-24 year olds show almost 50% of respondents as being 'interested' or 'very interested' in their local heritage. In 2014 nearly 2 million school children visited a historic property on a school trip with 100,000 children involved in the Historic England Heritage Schools programme.

Heritage crime is defined by Historic England, as:

'Any offence which harms the value of England's heritage assets and their settings to this and future generations.'

Harm caused to a heritage asset by crime or anti-social behaviour will often have both direct and indirect impact. For example the loss of historic fabric from a listed building through vandalism or theft will not only have a direct impact by damaging the fabric of the heritage asset itself but may also have an indirect impact such as social or economic loss to the amenity of an area.

The value of England's heritage can't be judged in pounds and pence. The impact of theft on our historic sites and buildings has far-reaching consequences over and above the financial cost of what has been stolen. Heritage crime comes in many forms. When thieves steal metal from heritage assets, such as listed churches, artefacts from the ground or historic stonework from an ancient castle, they are stealing from all of us and damaging something which is often irreplaceable.

1 DCMS (2015) Taking Part Survey 2014/15

2 ComRes (2015) Public Perceptions of Heritage

3 HLF (2015) 20 Years in 12 Places

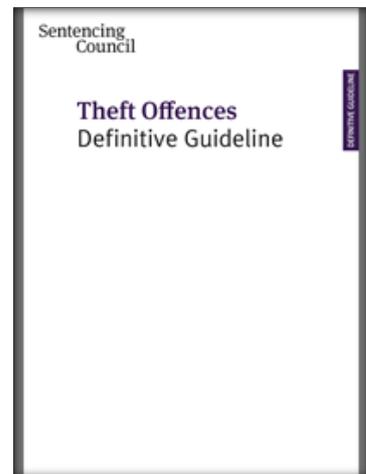
Heritage and Cultural Property Crime National Strategic Assessment 2017



Clophill Church (Image courtesy of Clophill Heritage Trust)

Efforts to reduce heritage crime have continued. One case saw the successful prosecution of seven men for criminal damage of the Grade II listed Clophill Church, Bedfordshire (Figure 1) a church which has been a frequent target of heritage crime. Historic England worked closely with Bedfordshire Police, the Crown Prosecution Service and the local charitable trust, which restored the church, to bring the offenders to justice.

Courts will now be able to take account of the special nature of Heritage Assets and Cultural Property when sentencing offenders. The Sentencing Council also announced new theft guidelines which includes for the first time, theft of historic objects and the loss of the nation's heritage.



In addition, Historic England has worked with partnership agencies to target specific heritage crime threats. In particular:

- Operation Chronos – unlawful metal detecting
- Operation Crucible – theft of metal from protected sites, buildings and shipwrecks



Operation Chronos information for landowners



Heritage Metal Theft Workshop, Leicester

Heritage and Cultural Property Crime National Strategic Assessment 2017



Operation Crucible - multi-agency operation to tackle theft of heritage metal

Heritage Watch

Other work has focused on engagement and awareness opportunities within English towns and parishes, including the development of 'Heritage Watch' schemes and an awareness programme with the Society of Local Council Clerks. Heritage Watch schemes are now operating in four counties:

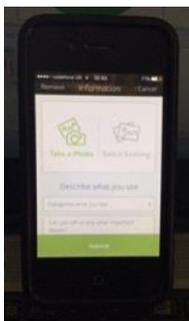
- Cheshire
- Essex
- Hertfordshire
- Kent
- City of York



Heritage Watch Logo



Launch of Heritage Watch, North Weald



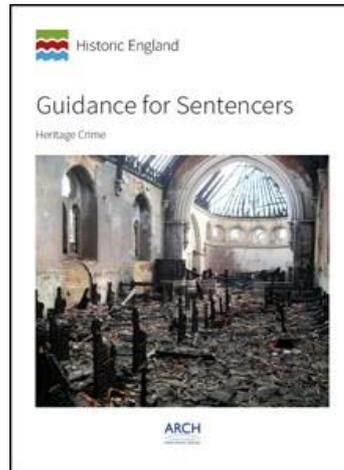
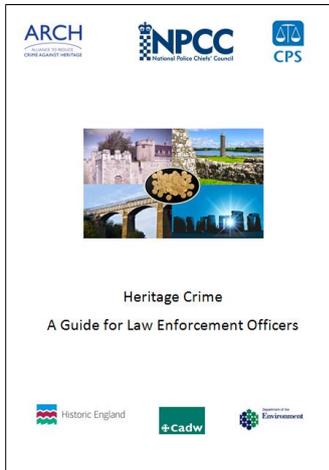
Country Eye is part of Heritage Watch in Kent and allows people to report anything suspicious around the county's historic castles, cathedrals, stately homes and conservation sites.

Users can upload any pictures and information they may have to the app and those details are then assessed and passed onto the relevant authority.



Heritage and Cultural Property Crime National Strategic Assessment 2017

Education and Information



Guides for Law Enforcement Officers and prosecutors

The Future

Work is on-going with the academic and commercial sectors to develop new and innovative techniques and products that will provide effective measures to prevent heritage crime and where offences have been committed, to enhance the opportunities to investigate and identify offenders.

The accurate mapping analysis of specific crime types e.g. arson, illicit metal detecting, theft of metal from buildings and maritime sites etc. will lead to a better understanding of the scale and extent of the problem and allow for the effective implementation of preventative and enforcement measures.



Arson, St Mary at March, Cambridgeshire (Ecclesiastical Insurance Group)



Metal Theft, St Peter's Church, Plemstall (Chester and Cheshire West Council)



Partnership training North Yorkshire



Cannon unlawfully salvaged from 'The London', Essex (Courtesy of Maritime and Coastguard Agency)



Bronze Age Axe seized in Kent

Heritage and Cultural Property Crime National Strategic Assessment 2017

Historic England - Marine and Coastal Environment

Underwater cultural heritage (UCH) is now the internationally accepted phrase used to refer to historical and archaeological material in the marine zone. In English and Welsh coastal and intertidal zones as well as inshore and offshore waters designated heritage assets may include protected wreck sites (Protection of Wrecks Act 1973), scheduled monuments (Ancient Monuments and Archaeological Areas Act 1979) and military maritime graves and aircraft (Protection of Military Remains Act 1986).

The absence of statutory designation for UCH does not necessarily indicate lower significance and authorities are encouraged to consider undesignated assets subject to the same policy principles as designated heritage assets based on information and advice from the relevant regulator and advisors. The view shared by the UK Administrations is that UCH should be conserved through marine planning in a manner appropriate and proportionate to its significance.

The principal threat to UCH, other than natural erosion, comprises the removal of archaeological remains through uncontrolled salvage and theft. The removal of objects of historic or archaeological interest from the seabed within English and Welsh waters is regulated under the Marine and Coastal Access Act 2009 (comparable legislation applies in Scotland and Northern Ireland). In general, it is an offence to carry out the recovery of objects of historic or archaeological interest without a marine licence granted by the appropriate marine authority.

Future opportunities for greater security of the UCH, is offered by the Government's commitment to review its position on ratifying the UNESCO Convention on the Protection of the Underwater Cultural Heritage, announced in the *Culture White Paper* in March 2016.



Maritime archaeologists from Historic England and the Netherlands recording the wreck of 'Rooswijk' near Dover, Kent (all images courtesy of Historic England)

Welsh Government Historic Environment Service (Cadw)

Cadw is the Welsh Government's historic environment service working for an accessible and well-protected historic environment for Wales. Cadw conserves Wales' heritage, helps people understand and care about their history, and helps sustain the distinctive character of Wales (Cadw is a Welsh word meaning 'to keep' or 'to protect').

Cadw welcomed the invitation to join the Heritage and Cultural Property Crime Working Group, and regularly attends meetings. The appointment of Heritage Crime Liaison Officers (HCLOs) within Welsh police forces is another positive move.

Heritage and Cultural Property Crime National Strategic Assessment 2017

Historic Environment (Wales) Act 2016

The most important recent development has been the passing of the above-named act in March 2016. The act amended the Ancient Monuments and Archaeological Areas Act 1979 and the Planning (Listed Buildings and Conservation Areas) Act 1990 as applied in Wales. Many of the provisions came into force from May 2016, while others require secondary legislation and consultation, and will come into effect over a two-year implementation period.

The new Act is supported by a new Technical Advice Note and an emerging suite of best-practice guidance. Cadw will disseminate information and provide training regarding the new provisions; it is our intention to include Welsh police forces within this initiative.

The main changes with regard to scheduled monuments were the

- extension of the definition of a 'monument';
- introduction of interim legal protection for monuments proposed for scheduling;
- introduction of temporary stop notices;
- introduction of scheduled monument enforcement notices; and
- limitation of the availability of the defence of ignorance

The lack of knowledge that a site was legally protected was a common reason for not pursuing a successful prosecution when unauthorised works or reckless or wilful damage had occurred on a scheduled monument. For example, between 2006 and 2012 there were 119 recorded cases of damage to a scheduled monument; only one was successfully prosecuted resulting in a relatively small fine.

The new provision states that a lack of knowledge about the status or location of a scheduled monument will only be permitted as a defence in unauthorised works cases if the accused can prove that *all reasonable steps* have been taken to find out if there was a scheduled monument in the area of the works. In damage cases, an offence will have occurred if the accused knew or reasonably ought to have known that a monument was protected.

Heritage Crime at Monuments in State Care

Cadw manages, interprets and presents 129 monuments in state care to the general public. It monitors and reports on unauthorised and illegal activity on historic monuments where Cadw has identified a significant issue with persistent anti-social behaviour and low-level criminality.

Between 2015 and 2016 Cadw reported 24 instances of heritage crime to the police. These included incidences of verbal abuse towards staff, vagrancy, illegal metal detecting on guardianship sites, criminal damage to new interpretation signage, trespass to monuments out of hours, setting of fires, as well as physical damage to standing fabric.

There is also an unquantified trend of the theft of moveable historic objects from sites in state care, for example loose carved stones.

Heritage and Cultural Property Crime National Strategic Assessment 2017

Heritage Crime – A Welsh Government Overview

Cadw is concerned in particular about metal theft from listed places of worship, industrial sites and war memorials, although data concerning the extent of the issue is hard to obtain, and is anecdotal at best. A significant related issue is the targeting of some examples of crashed military aircraft sites, which while protected under the Protection of Military Remains Act 1986, are being systematically stripped; removed elements are known to appear on online auction sites and be held in personal collections.

Unauthorised metal detecting on scheduled monuments remains a problem. The Portable Antiquities Scheme (PAS) has done much to educate responsible metal detectorists, but there remains an irresponsible few that deliberately target scheduled monuments and sites in state care.

Illegal off-roading by 4X4s and motorcycles is a perennial problem seriously affecting a number of scheduled monuments and parts of the Blaenavon Industrial Landscape WHS.

Cadw is aware of unauthorised dives on the *Bronze Bell* and *Resurgam* designated wrecks, although it is not known whether material is being salvaged without authorisation.

Current areas of concern

Cadw has a number of general concerns regarding heritage crime. These are:

- There is a limited knowledge and understanding of historic environment legislation and the impact of heritage crime within Welsh police forces. We welcome the recent identification of HCLOs within Welsh police forces, and Cadw has begun to undertake heritage crime training with South Wales Police
- Sometimes Cadw's requests for assistance have been met with disinterest or have been treated as a low priority compared to other police casework. The significance of heritage crime has not been recognised
- There is no formal liaison between Cadw and the four Welsh police forces. Liaison is limited and sporadic, and often based on individual peer-to-peer relationships. This limits the opportunities to inform and educate about heritage crime
- Cadw has little influence on crime reporting methods. For example a recent case of graffiti on a scheduled monument was recorded as a hate crime rather than a heritage crime
- When reporting crime the call handlers do not appear able to record specific incidences of heritage crime on their menu-driven systems. Heritage crime is often reported as trespass, theft etc
- Cadw's most serious concern focuses on the absence of any robust heritage crime data from which to make informed policy decisions. The lack of intelligence also makes it difficult to convince other bodies, including police forces, that there is a problem in the first place
- Cadw is aware of incidences of transient criminality, for example cross border metal detectorists or aviation 'wreckologists' targeting monuments and crashed military aircraft sites in Wales respectively

Heritage and Cultural Property Crime National Strategic Assessment 2017

Recommendations

Cadw recommends the following to improve heritage crime generally, including intelligence, prevention and enforcement:

- Improving the limited knowledge and understanding of historic environment legislation amongst Welsh police forces and the CPS
- Increasing awareness of the significance of the impact of unauthorised activities at monuments
- Greater partnership working and formal liaison between Cadw and the Welsh police forces
- Improved heritage crime reporting methods
- The improvement and standardisation of Home Office Crime Recording categories to record specific types of heritage crime offences
- The establishment of robust baseline statistical evidence regarding heritage crime in Wales, so that hot spots and trends can be identified leading to informed and effective enforcement
- That targeted enforcement of specific types of heritage crime is undertaken based on police intelligence and as part of wider UK initiatives, for example Operations Crucible and Chronos.

Department of Environment, Northern Ireland Historic Environment Division - Emerging Heritage Crime Threats

Fires and Urgent Works – New Powers for Councils

After a number of years when there have been very few or no fires at listed buildings there has been a small spike in fires this year. Vacancy and redundancy of key heritage sites remain central areas of concern for the Department. Powers to issue Urgent Works notices, the deployment of which were very effective in dealing with this threat in 2011/12 were passed to District Councils in April 2015 and the Department have been in close liaison with them in regard to these sites.

Consultation on Dangerous Structures

The Department of Environment 'Policy Consultation on Dilapidated/Dangerous Buildings and Neglected Sites' is currently underway.

A policy consultation document was launched by the Department of the Environment (DOE) on 10 March 2016, relating to Dilapidated/Dangerous Structures and Neglected Sites. The Minister of the Environment, Mark H Durkan MLA had initiated a review of the legislation available to district councils to deal with the impact on local environmental quality of dilapidated/dangerous buildings and neglected sites. Much of the legislation relating to this area of environmental policy dates back to the 19th century and in many cases applies only to specific geographical areas. The policy consultation considers a range of options to enhance protection of the environment by ensuring that district councils have the appropriate powers to effectively tackle this problem. However it is noted the DOE [now DAERA] has indicated its preference at this stage is for a comprehensive revision of primary legislation in this area. This review of legislation is to a large part as a result of concerted lobbying by the Building Control Service over many years. In dealing with issues under the current

Heritage and Cultural Property Crime National Strategic Assessment 2017

legislative framework the Service identified significant deficiencies and loopholes which adversely impacted its ability to take effective action in certain circumstances.

Treasure

Treasure cases appear to be on the increase and this may be related to an increase in metal detecting activity. As in other parts of the UK the use or possession of a detecting device is illegal in a protected place such as a scheduled or state care monument without permission. In Northern Ireland, however, all searches for archaeological material which involve disturbing the ground, including those associated with metal detecting, require an excavation licence from this department. Given the difficulty in establishing that ground disturbance was to search for archaeological material, DFC staff focus on liaison and education rather than proposing prosecution.

Graffiti and Unauthorised Access for Scramblers at State Care Heritage

There are a number of criminal activities which impact upon the State Care heritage. Graffiti is a continual problem and there is an annual call off contract of circa £16k per year for removal. There is also vandalism to signage at State Care sites, Tullahoge signage recently defaced and Castlebalfour.

On a topical (the Colinglen fatality) note at Navan, the gates were vandalised to allow access for quad/scrambler bikes. This was reported to the police and there is a crime reference for same. There have been several instances of this type of behaviour and there is the possible and actual damage to the site caused by the ground erosion and tearing up of paths. In addition there is the risk to the participants and any onlookers.

Reports of vandalism at war memorials and CCTV installations

BBC news reported CCTV installation to the city cemetery in Derry due to on-going problems of vandalism – this cemetery also has a Cross of Sacrifice, although the report doesn't mention it specifically.

<http://www.bbc.co.uk/news/uk-northern-ireland-foyle-west-36842763>.

There was vandalism reported at the War Memorial in the City Cemetery (HB 26/25/001 L Cross of Sacrifice, Belfast City Cemetery) in June this year.

Heritage Crime - What is Currently Known about Specific Crime Types?

Metal Theft

Whilst significant reductions in metal theft overall have been evidenced, church roofs continue to be targeted despite repeated declines in metal prices especially for lead.

Analysis of lead thefts by British Transport Police suggests that to offset the relatively low price, lead is being taken in larger quantities, leading to a correspondingly damaging effect on the building's structure.

Despite the relatively small value of criminal hauls, thefts from ecclesiastical sites are known to result in significant replacements costs and considerable impact on the community they serve.

Heritage and Cultural Property Crime National Strategic Assessment 2017

Consequential replacement costs of stripped roofs can run into six figures particularly when damage caused as a result of entering the premises and removing the metal itself is added in. Moreover insurance pay-outs are often capped at an amount far below the replacement costs unless churches can demonstrate they have implemented alarm systems which cost in the order of £5,000 upwards. Churches therefore rely heavily on communities to assist with replacement costs and fund security measures to prevent further incidents.

Notwithstanding this particular issue, the introduction of the Scrap Metal Dealers Act in 2013 has had a significant impact helping to generate substantial declines in the trade of all stolen metal including electrical cable, railway cable and war memorials. According to latest Home Office figures, metal thefts fell from 44,885 reported metal theft incidents across England and Wales in 2012/13 to just 11,747 reports in 2015/16.

In December 2016 the Home Office launched a review of the Act, in line with the provisions embedded within it. As with many pieces of legislation, there are some who would like to see its provisions loosened as they are seen as restrictive in some respects. Law enforcement agencies and other stakeholders – including many from the scrap metal recycling industry - are broadly in favour of maintaining the Act in its current form and strengthening it where possible.

Theft of Metal from Churches – An Ecclesiastical Insurance Group Perspective

Church Theft

Since 2015 there has been an increase in loss frequency with the average cost of a loss being higher. We are seeing criminals in this sector operate in professional gangs stealing whole lead roofs in some instances not just say the lead flashing in isolation. The recent rise in lead prices in Quarter 4 – 2016 remains a very major concern and with increased rewards for criminals in this sector.

For 2015/16 hot spot areas are East Anglia, the East Midlands and Oxfordshire/Buckinghamshire. Work needs to be done to ensure closer collaboration between enforcement agencies. Operation Crucible was launched in September 2016 to support this but it is important not to become complacent. Joint working has been noticeably missing since funding for the former National Metal Taskforce finished in October 2014. It is understood only Norfolk Constabulary have a full time theft of metal officer and are one of few forces positively attacking church metal theft.

Convictions as per Marian Nitu who stole lead worth £40,000 from two churches in Norfolk, with enhanced heritage sentencing impact, are most welcome. We need to see much more activity in the areas of intervention/enforcement by the relevant agencies.

Churches across the country have (or intend to) installed roof alarms/CCTV systems to protect lead. The alarm has signalling to a receiving centre plus audible signalling as well. For example in the Suffolk area approximately 120 systems have been installed since Q3-2015. In practice it is likely that this displaces the crime to other areas e.g. Norfolk and Cambridgeshire until a critical mass of protection systems are installed to Churches at risk across the country.

Ecclesiastical Insurance are working with local forces and have supported/sponsored church theft of metal conferences In Leicestershire (April and September 2016), Norfolk (July 2016) and Cambridgeshire (September 2016) and with a strong protection message. Events are planned in Oxfordshire and Lincolnshire in early 2017.

Heritage and Cultural Property Crime National Strategic Assessment 2017

Theft of York Stone

York stone is a prized commodity, quarried from sites that have been worked for centuries – not only in its native county but across the country, and indeed the world⁵. This durable material is popular in both new construction and restoration. Re-used York stone paving, salvaged from demolished sites, is valued for its naturally weathered surfaces.

There is a rarity value too. Home-owners prefer their York stone to have that lived in look and supplies are relatively scarce. Demand, however, is global from the US to the Persian Gulf. The result has been an epidemic of theft and a thriving black market in stolen paving stones and ornamental features. Slabs are being ripped up from a number of places, including churchyards, front gardens and public pathways by organised gangs. Cash strapped councils often cannot afford to replace like with like. The crime is becoming increasingly common. The cost of quarrying means York stone can fetch up to £100 per square metre making it a lucrative business.

CULTURAL PROPERTY

Heritage assets are not limited to historic structures, ruins or archaeological sites. Cultural property and other moveable objects such as paintings, jewellery, literature, sculpture, ceramics and pottery very often found within museums, archives, libraries, and private or stately homes are also identified as heritage assets. Many heritage commodities also have an intrinsic value in that they are fashioned from precious stones, metals or other valuable materials.

Cultural Property Crime – A National Museum Perspective

BRITISH MUSEUM

The Portable Antiquities Scheme (PAS)

The PAS records archaeological objects found by the public, to advance knowledge, tell the stories of past communities and further public interest in the past. It is a partnership scheme, managed by the British Museum in England and the National Museum Wales, working with at least 119 national and local partners, and delivered through its network of 38 locally based Finds Liaison Officers (FLOs), the PAS Central Unit and National Finds Advisers, interns and community volunteers.

Key Achievements

- The PAS has recorded over 1 million finds discovered by the public on its online database, helping to identify new archaeological sites and help rewrite our understanding of the past.
- Over 10,530 Treasure finds have been reported via the PAS, of which 37% have been acquired by 215 museums across England and Wales for public benefit.
- PAS data is important to archaeological research, and has been used in at least 455 research projects, including 20 pieces of large-scale research and 95 PhDs.

⁵ <http://www.dailymail.co.uk/news/article-3150483/Was-kitchen-floor-stolen-church-Steep-rise-theft-ancient-slabs-churchyards-paths-walls-fuelled-homeowners-desire-lived-stone.html>

Heritage and Cultural Property Crime National Strategic Assessment 2017

- The PAS has engaged directly with over 326,400 people in the last five years; through PAST Explorers it is expanding its volunteer base and providing new opportunities for people to get involved in archaeology.
- The PAS database and websites have been visited by over 2,255,000 unique visitors since 2010, with over 24,028,000 page requests.
- PAS data is used by Historic Environment Records and others to help protect the historic environment and inform archaeological survey and investigation.
- The Code of Practice for Responsible Metal Detecting in England and Wales provides the baseline for best practice for those searching for archaeology.
- The PAS provides a model for other finds recording systems, such as those being established in Flanders, Denmark and the Netherlands.

Promoting Best Practice & Law Enforcement

The PAS has an essential role, working with other archaeologists, in advising on best practice in order to preserve underlying archaeology.

Where we are now:

- *The Code of Practice for Responsible Metal-Detecting in England and Wales* (agreed by the main archaeological, landowner and metal-detecting organisations) is the benchmark for all members of the public searching on land under Countryside Stewardship, and that owned by the Crown Estate and Port of London Authority.
- The *Guidance on Metal Detecting Rallies in England and Wales* has been endorsed by the Association of Local Government Archaeological Officers, the Council for British Archaeology, Historic England, the PAS and the Society for Museum Archaeologists, and recognised by two of the main rally organisers.
- The *Treasure Act 1996 Code of Practice (Revised)* gives guidance on best practice regarding Treasure finds, including financial abatements for wrong-doing.
- The PAS is a member of the Heritage & Cultural Property Crime Working Group, and the Alliance to Reduce Crime against Heritage.
- The PAS worked with colleagues in Scotland, Wales and Northern Ireland to develop *Advice for People Buying Archaeological Objects from the UK* and has a MoU with eBay for monitoring that site for non-reported Treasure.

By 2020 the Portable Antiquities Scheme will -

- Work with others to develop clearer guidance for the public on best practice while searching for archaeological objects, and to highlight the practical benefits to archaeology of responsible metal-detecting.
- Advocate a better system for recording archaeological finds found on metal-detector rallies, where organisers take responsibility for ensuring best practice

Heritage and Cultural Property Crime National Strategic Assessment 2017

- Ensure acknowledgement for individual finders who follow best practice
- Work with other heritage bodies to develop a protocol for the emergency excavation and processing of major archaeological finds found by the public
- Work with colleagues and the public to better understand the value of metal-detecting in the plough-zone that is sensitive to the needs of protecting the historic environment
- Work with colleagues, including landowners and the police, to better use PAS resources to protect the historic environment, specifically against illegal metal-detecting (night hawking)
- Work with the DCMS on a new Treasure Act 1996 Code of Practice, following the Review of the Treasure Act, to normalise guidance regarding Treasure
- Work with European colleagues (particularly in the Low Countries and Scandinavia) to enable them to develop systems for recording public finds and sharing data
- Work with the Receiver of Wreck and others (such as the Coastal and Intertidal Zone Archaeological Network (CITIZAN)) to ensure the better reporting of marine and coastal finds of archaeological significance

FLOs support the police investigating heritage crime, particularly instances of ‘night hawking’ (theft of archaeological objects from archaeological sites, whether they are scheduled or not). Their main role is to identify seized objects and advise on heritage law.

National Museum Security Group (NMSG)

The NMSG uses information taken from a number of open source digital records including, but not limited to, the National Museums Security Group and The Museums Security Network. In addition, crime statistics from a number of major museums and Arts Council England are relied on in order to corroborate figures acquired from these sources.

It is a small mercy that in recent years the majority of crimes recorded in large or National Museums have been categorised as ‘petty’ in nature. Predominantly these crimes are either incidents of personal theft, shop theft or minor (almost invariably accidental) object damage. The theft of a major work from a national museum is – thankfully –far more frequently seen in Hollywood blockbusters than it is in our institutions.

However the news is not all positive, in contrast it is in our smaller, regional museums and heritage sites that we see a much higher incidence of more notable cultural heritage and property crime such as object theft and vandalism. These incidents range from theft of sculptures from public parks (marble Lord Byron statue stolen from Godmersham Park, April 2016) to the removal of small ancient coins from regional museums (Chelmsford Museum Roman gold coin theft, Jan 2016). Though the targeted objects vary greatly in their size, age and geographic location, they’re frequently noted to be comprised of materials such as gold, bronze or stone and as such have an intrinsic market resale value.

Heritage and Cultural Property Crime National Strategic Assessment 2017

Threats

Research showed that the most common threats posed to museums on a national level can be divided into 3 major sections:

- Personal theft from visitors (predominantly pickpocketing) or theft from museum shops.
- Object Damage (of which the vast majority are minor, caused accidentally and reversible through conservation techniques)
- Object Theft

Of these threats, the occurrence of the first two can often be correlated directly with visitor numbers to the site. As the visitor numbers increase, so do the incidence of personal/shop thefts and object damage; this is thought simply to be a consequence of greater opportunity for the incidents to occur and as such these crimes are predictably most frequent at our national institutions. (We should consider, however, that there are a great number of variables which can affect the likelihood of these occurrences; whether it be the presence of higher numbers of tourists for pickpocketing, considered 'soft targets' for criminals, or the type of objects on display. For example, a gallery of works on paper are traditionally much less likely to suffer accidental damage than a gallery of stone sculpture with protruding extremities).

Conversely, we see the opposite for object theft and it is in sites with fewer visitors (indeed, witnesses) that these crimes are more likely. Items stolen tend to be selected for their material value; thieves recognising there is a much easier sale to be made for a bronze statue which can be sold on as scrap metal than there would be for an internationally recognised work of art whose value lies in its artistic merit rather than the sum of its material parts.

Statistics show that of roughly 35 thefts reported from museums and cultural sites this year over 70% have been objects which carry natural material value. Items stolen include gold coins, marble statues, historic stone, silver ware and bronze statues, amongst others.

Wider Threats

The rise in terrorist attacks across Europe in recent years, specifically those targeting public spaces, has forced our museums and cultural venues to reassess their security provisions out of fear of becoming next in an unpredictable list of targets. Funding for security departments has largely either been ring-fenced or increased against a backdrop of cuts in other areas.

Aside from the fact that this increase in funding for Museum Security (improving CCTV, increasing bag checks and officers on patrol) offers increased protection to the public and our collections, it has also had a knock-on effect leading to a downturn in other associated crimes which are prevalent in crowded public venues such as theft or public disorder.

Unfortunately the increase in protection for museums is often limited to larger institutions who have the funding to afford the additional measures. Smaller institutions who are equally, if not more at risk as 'soft targets', are frequently left without adequate protection from attack. This discrepancy between large and small venues will likely be exacerbated over the coming years as organisations negotiate the balance between maintaining open access to collections whilst protecting objects on display and the people who visit them.

Heritage and Cultural Property Crime National Strategic Assessment 2017

Opportunities

One of the most important misconceptions for our organisations to break down is that object theft from museums is about the theft of multi-million pound art by internationally famed artists – this ‘Hollywood-ification’ of the problem, which only focuses on the thankfully rare ‘big news stories’ does not paint an accurate picture of the situation. Though the theft of major works is something museums rightfully invest a great deal of time and effort in protecting against, we would also do well to increase security at smaller, more easily targetable sites. Raising public awareness about these crimes, and the objects that are traditionally targeted, is an integral first step in combatting the issue.

As the majority of object thefts take place in locations where there are fewer witnesses or surveillance systems and constant monitoring is not possible, other forms of surveillance should be introduced in order to deter criminals such as monitored CCTV, alarm systems and local ‘Guardians’.

On a larger scale, specifically in relation to the threat of terrorist attacks at public venues, funding should be provided for training for smaller institutions so that disaster and business continuity plans can be created, arming these at risk institutions with information they may need in an emergency.

Finally, it is worth noting that a good deal of crime in museums goes unreported. Often museums are not willing to expose their security weaknesses, knowing that admitting one theft or trespass may spur future episodes. It is for this reason that initiatives such as the National Museums Security Group, which allows organisations to share intelligence and report crime directly to the police and a closed network of museum security professionals (without alerting the public at large), are imperative to our continued success in preventing cultural heritage crime.

APPENDIX A

HERITAGE & CULTURAL PROPERTY CRIME ACTION PLAN

2013-2017



(All images courtesy of Historic England)

Heritage and Cultural Property Crime National Strategic Assessment 2017

HERITAGE & CULTURAL PROPERTY CRIME ACTION PLAN 2013-2017

| ACTION | Progress |
|---|----------|
| 1. To establish a (National) Heritage Crime Working Group - HCPCWG | Complete |
| a) To research membership groups to effectively represent the historic environment & cultural property. | Complete |
| b) To identify NPCC (<i>Strategic</i>) leads for each distinct area: Historic Environment & Cultural Property. | On-going |
| c) To create an agreed Terms of Reference for the HCPCWG. | Complete |
| d) To publicise the formation and function of the HCPCWG and details of the membership groups. | On-going |
| 2. To develop a National Strategic Assessment of Heritage Crime across all police force areas within the United Kingdom | Complete |
| a) To work with police forces to identify the impact and extent of Heritage Crime within the United Kingdom. | On-going |
| b) To develop a single pro forma to ensure consistency in reporting. | On-going |
| c) To develop a nationally agreed definition for Heritage & Cultural Property Crime to aid the consistency of reporting. | Complete |
| d) To work with heritage sector partners to build upon the NPCC Strategic Assessment and develop a multi-agency national Heritage Crime Problem Profile to build upon the National Strategic Assessment and to develop standard analytical and intelligence products, to direct tasking and coordination. | On-going |
| 3. To establish a national Heritage Crime intelligence database | On-going |
| a) To work with the NPCC lead for intelligence and the Home Office Police ICT Directorate to develop a single Heritage Assets and Cultural Property Crime intelligence database. | On-going |
| b) To ensure that this database has a portal that is capable of sharing intelligence between police, heritage sector professionals and interest groups. | On-going |
| c) To ensure that the database has an image storage and comparison facility to aid due diligence searches by those working in the heritage and art sectors | On-going |

Heritage and Cultural Property Crime National Strategic Assessment 2017

| ACTION | Progress |
|---|----------|
| 4. To establish a national network of Heritage & Cultural Property Crime Liaison Officers | Complete |
| a) To ensure that a single point of contact is identified in each police force area in the United Kingdom to share Heritage Crime best practice and assist with intelligence dissemination. | Complete |
| 5. To develop Heritage Crime awareness guides for police officers | Complete |
| a) To ensure that police officers are aware of the definition of Heritage Crime and the impact that it can have on a local environment. | On-going |
| b) To ensure that police officers are able to identify whom to contact when dealing with incidents of Heritage Crime. | On-going |
| 6. To establish an annual conference for Heritage Crime Liaison Officers | On-going |
| a) To identify and share effective practice for tackling Heritage Crime within the United Kingdom | On-going |
| b) To ensure consistency in advice provided through Heritage & Cultural Property Crime Liaison Officer's to police personnel in individual police force areas. | On-going |
| c) To ensure the provision of information and regular training to HCPCLO's | On-going |
| 7. To establish a national Heritage Crime Awards event | On-going |
| a) To publicise Heritage Crime within the UK to both police forces and the wider public. | On-going |
| b) To identify national effective practice and to reward those delivering results to achieve the strategic objectives of the HCPCWG. | On-going |
| 8. To develop a Heritage Crime reduction single point of reference website | On-going |
| a) To ensure consistency and quality in advice provided from force level - Crime Prevention Design Advisors to communities and heritage sector professionals seeking to prevent crime and secure and protect heritage assets. | On-going |

Heritage and Cultural Property Crime National Strategic Assessment 2017

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| social, print and broadcast media and dedicated heritage and cultural networks. | platforms – Television, Radio, Print and Social Media. |
|---|--|

RECOMMENDATIONS – PREVENTION

| | RECOMMENDATION | COMMENT | PROGRESS |
|----|---|---|---|
| 5. | Take full advantage of new technologies, such as developments in non-invasive property marking, and promote a wider degree of collaboration in the sharing of prevention best practice between the owners, managers and guardians of heritage assets and cultural property. | Explore potential for – Practitioner Accreditation Under-graduate Post-graduate including Doctoral and Post-Doctoral Research opportunities | Loughborough University Department of Chemistry Development of Forensic Gel University College London, Dept of Security & Crime Science Under-graduate degree programme Crime Science to include heritage crime. Research to assess the threats/risks of theft of cultural property from protected sites and buildings that are freely open to the Public. Canterbury Christchurch University and University of Kent Development of Web search algorithm to identify trade of illicit cultural property and Treasure Heritage Asset proximity App for law enforcement personnel |

Heritage and Cultural Property Crime National Strategic Assessment 2017

RECOMMENDATIONS – PREVENTION

| | RECOMMENDATION | COMMENT | PROGRESS |
|----|---|---|---|
| 6. | Galvanise public support and the support of other local agencies, including police Safer Neighbourhood Teams, Neighbourhood Watch schemes and emerging Heritage Crime Prevention Partnerships aimed at maximising 'collective efficacy' of 'capable guardians' to keep a watchful eye over the heritage in their local areas. | Heritage Assets and Cultural Property Crime identified within National Neighbourhood and Home Watch Network Strategic Plan 2015-2020. http://www.ourwatch.org.uk/wp-content/uploads/2016/01/Strategic-Plan-Final.pdf | Heritage Watch identified within National Neighbourhood and Home Watch 5-Year Plan Heritage Watch in action in Cheshire, Essex, Hertfordshire and Kent |
| 7. | In their role as Local Planning Authorities, Councils and Police and Crime Commissioners should work in partnership with Natural England to better publicise the association between the historic and natural environment. In particular, the significance of Sites of Special Scientific Interest (SSSI) and Scheduled Ancient Monuments to the police, communities, partner agencies and stakeholder groups. | NPCC and Historic England are members of the National Rural Crime Network. NRCN coordinated by over 30 Police and Crime Commissioners. The Natural and Historic Environment are key objectives for the network. Historic England has developed an online database the 'National Heritage List for England' (NHLE) which shows the location of every designated heritage asset in England. | On-going |
| 8. | Identify and appoint 'Heritage Assets and Cultural Property Champions'; local people and organisations that can promote and implement prevention advice in partnership with law enforcement professionals. This would complement Local Authority Heritage Champions scheme coordinated by Historic England. | Royal Mail, Historic England Policy Statement for Royal Mail Post Boxes | On-going |

Heritage and Cultural Property Crime National Strategic Assessment 2017

RECOMMENDATIONS – ENFORCEMENT

| | RECOMMENDATION | COMMENT | PROGRESS |
|----|--|--|----------|
| 1. | To ensure that enforcement activity provides a visible deterrent to offenders through the better use of publicity to galvanise media and public interest; to promote the use of Proceeds of Crime Act 2002 financial sanctions to recover assets from those involved in Heritage Assets and Cultural Property Crime. | Exposure of topic across all media platforms – Print, broadcast and online BBC 1 'Street Patrol UK' (25 Episodes) BBC1 Countryfile, BBC Radio 4 Today, BBC Inside Out | On-going |
| 2. | To ensure enforcement is sufficiently informed through the greater use of 'Impact Statements' and that the Crown Prosecution Service (CPS) and the courts are appropriately aware of the full impact of Heritage Assets and Cultural Property Crime. | Wildlife and Heritage Crime Community Involvement Panel highlights Heritage Assets and Cultural Property crime issues and casework CPS – Dedicated Strategic Lead and Regional Heritage Crime Prosecutors Heritage Crime Knowledge Hub | On-going |
| 3. | Fully exploit existing legislation and petition to influence the introduction of new legislation where it can be demonstrated to help those entrusted with protection of heritage assets and cultural property. | Scrap Metal Dealers Act 2013 Sentencing Guideline for Theft and Handling of Stolen Goods includes Heritage Assets published 2016 | On-going |
| 4. | For law enforcement and heritage professionals to work with the commercial heritage sector in order to highlight and encourage the routine application of 'due diligence' checks. | Scrap Metal Dealers Act 2013 Review by Home Office 2017 | On-going |
| 5. | For police forces to develop a network of dedicated Heritage Assets and Cultural Property Crime Liaison Officers to promote Heritage Assets and Cultural Property Crime at a local police level; ensuring that dedicated enforcement activity dealt with through existing National Intelligence Model (NIM) tasking and coordinating | English police forces have identified a liaison officer. Scheme now extending to Scotland, Wales and Northern Ireland. | On-going |

Heritage and Cultural Property Crime National Strategic Assessment 2017

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| | processes. | | |
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Heritage and Cultural Property Crime National Strategic Assessment 2017

RECOMMENDATIONS – INTELLIGENCE

| | RECOMMENDATION | COMMENTS | PROGRESS |
|----|---|--|--|
| 1. | To explore the creation of a dedicated national Heritage Assets and Cultural Property Crime Policing Unit to co-ordinate the collection of intelligence from law enforcement professionals, existing heritage sector networks and owners and guardians charged with the protection of heritage assets. | | On-going |
| 2. | Ensure officers and partners at the most local level understand the location and significance of heritage assets through the more coordinated use of tools such as the Historic England (English Heritage) 'Heritage at Risk Register'; that police and partners also better understand how to protect them together. | Each area of the UK has developed a public database that shows the location of every designated heritage asset. Police Online Knowledge Area (POLKA) for Heritage Assets and Cultural Property Crime administered by Hertfordshire and Essex Police | On-going |
| 3. | To explore existing and future ways of more effectively identifying heritage assets and cultural objects at risk. | A range of research and development projects are being considered that will inform knowledge and understanding of crime and anti-social behavior within the historic and cultural environment. | Loughborough University Canterbury Christchurch University University of Kent University College London |
| 4. | Work with and utilise experts and commercial enterprise to tackle illegal online auctions and the misuse of legal ones to transact heritage assets. Work with law enforcement professionals engaged in tackling cybercrime and Organised Crime Groups. | Development project in collaboration with Canterbury Christchurch University, University of Kent, Canterbury Archaeological Trust and Historic England to produce web search engine to identify illicit cultural objects. | |
| 5. | Improve the relationship with traders, second hand dealers, salvage firms and auctioneers in order to improve the flow of intelligence. | | On-going |

Heritage and Cultural Property Crime National Strategic Assessment 2017

RECOMMENDATIONS – GENERAL

| | RECOMMENDATION | COMMENT | PROGRESS |
|----|--|--|--|
| 1. | Establish a 'common language' that clearly defines Heritage Assets and Cultural Property Crime. | | Complete |
| 2. | Ensure there is an equal focus on security of the historic environment and cultural property; recognising, when considering the preservation of the fabric of a building, that these entities co-exist. | Membership of National HCPCWG now reflects balance between cultural property and built historic environment | Complete |
| 3. | Encourage the more uniform police recording of Heritage Assets and Cultural Property Crimes and incidents that enable the size and characteristics of the issue to be better quantified and understood. | No defined Home Office Crime Recording Category for the majority of HCPC offences. There are some specific codes relating to certain offences involving archaeological sites. | Several police services have introduced a local 'flagging' system to identify heritage element of a an incident or crime within call-handling or crime recording systems |
| 4. | Encourage victims and witnesses to more frequently report Heritage Assets and Cultural Property Crime by improving the confidence of victims that the police and other agencies will take action. | Report, Record and ask for Reference Number | Heritage Watch schemes are emerging across the country. Historic England have also engaged with town and parish councils to raise awareness |
| 5. | To explore the creation of a single UK stolen property database with an image comparison capability that links directly with the Interpol Works of Art database; and which provides the ability for commercial access to assist with due diligence searches. | On-going | On-going |
| 6. | Establish a Police Heritage Assets and Cultural Property Crime strategic lead and an infrastructure to support delivery of the strategy. | Expert Practitioners identified as members of HCPCWG | On-going |
| 7. | To explore the appointment of National Policing/Supt level leads on the three main work streams of prevention, intelligence, enforcement. | | On-going |

Heritage and Cultural Property Crime National Strategic Assessment 2017

RECOMMENDATIONS – GENERAL

| | RECOMMENDATION | COMMENT | PROGRESS |
|-----|---|--|--|
| 8. | To better understand how the Special Constabulary, Police Community Support Officers and community volunteers can be used to assist in tackling Heritage Assets and Cultural Property Crime. To also consider the recruitment of specialist advisors from the heritage sector to fulfill these functions. | Kent - 2 x volunteers specialise in Heritage Crime Leicestershire currently recruiting for Heritage Crime Volunteers. | Continue to collaborate with NPCC Lead for Citizens in Policing to identify potential for Heritage Crime - Support Volunteers, Special Constables and Police Cadets |
| 9. | To explore how the College of Policing, Police and Crime Commissioners, the Maritime and Coastguard Agency, other maritime partners (such as the Royal Navy , Merchant Navy , Coastguard , RNLI , wildlife conservation, Academia, (Marine biology)), the National Crime Agency and other agencies with enforcement powers relevant to the heritage sector can better support the needs of Heritage Assets and Cultural Property Crime prevention, intelligence and enforcement activity. | On-going | On-going |
| 10. | To ensure a greater degree of international co-operation and sharing of intelligence between law enforcement professionals in relation to the trade in cultural property and works of art. | On-going | On-going |
| 11. | To better promote amongst law enforcement professionals and the general public the existence and need to utilise the Portable Antiquities Scheme (PAS) to register finds. | PAS strategy published February 2016 https://finds.org.uk/ | Culture White Paper https://www.gov.uk/government/publications/culture-white-paper |
| 12. | To ensure that law enforcement professionals fully exploit and co-ordinate existing heritage working groups and networks, and build upon the well-established work of the museum, archive and libraries sectors to increase uniformity in cataloguing and photographing of heritage assets. | On-going | On-going |
| 13 | Exploit the rapidly developing world of 'Apps' - to make reporting crimes, recording details and images of heritage items and the provision of intelligence faster, easier and more accessible. | Heritage Asset proximity App for smart devices - Canterbury Christchurch University and | On-going |

Heritage and Cultural Property Crime National Strategic Assessment 2017

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| | | Historic England Country Eye App – Kent | |
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Heritage and Cultural Property Crime National Strategic Assessment 2017

REFERENCES

Heritage Counts 2016, Historic England <https://historicengland.org.uk/research/heritage-counts/>

Sentencing Guidelines for Theft Offences, Sentencing Council, February 2016

Heritage and Cultural Property Crime National Strategic Assessment 2017

APPENDIX B - Progress on aspirations from 2013

1. We said: 'We would establish a National Heritage & Cultural Property Crime Working Group (HCPCWG)'

We have: Formed a multi-agency, multi-disciplinary group chaired by the National Police Lead for Heritage Assets and Cultural Property Crime.

2. We said: 'We would research and identify membership groups to effectively represent the historic environment & cultural property.'

We have: 'Identified a multi-agency, multi-disciplinary group of expert practitioners.'

3. We said: 'We would identify strategic leads for each distinct area: Historic Environment & Cultural Property.'

We have: 'Identified a panel of expert practitioners to support the aims of the National Heritage Crime Working Group. The panel includes archaeologists, curators, law enforcement and governmental departments and agencies.'

4. We said: 'We would create Terms of Reference for the HCPCWG.'

We have: 'Created Terms of Reference for the HCPCWG.'

5. We said: 'We would publicise the formation and function of the HCPCWG and details of the membership groups.'

'We have publicised the formation and function of the HCPCWG and details of the membership groups through the delivery of National Heritage Assets and Cultural Property Crime Conference held at the British Library and through the publication of Heritage Crime Guidance for Law Enforcement Officers.'

6. We said: 'We would develop a National Strategic Assessment of Heritage Crime across all police force areas within the United Kingdom.'

'This is our third assessment of threats and risks within the historic and cultural environment and we will continue to improve our capability to identify current and emerging issues in an on-going effort to protect and preserve our shared cultural heritage.'

7. We said: 'We would work with police forces and partner agencies across the United Kingdom in order to identify the impact and extent of Heritage Crime.'

'We now work with an extensive range of organisations from across England, Wales, Scotland and Northern Ireland in a collaborative partnership that is intent on identifying the

Heritage and Cultural Property Crime National Strategic Assessment 2017

criminal minority that seek to cause irreversible loss and damage to the historic and cultural environment.'

8. We said: 'We would develop a single pro-forma to ensure consistency in reporting.'

'We have been working with a number of policing areas to develop the framework needed to ensure accurate call handling and crime recording processes. We have not achieved a single pro-forma but this is a matter for individual forces'

9. We said: 'We would develop a nationally agreed definition for Heritage & Cultural Property Crime to aid the consistency of reporting.'

'Developed a nationally agreed definition for Heritage & Cultural Property Crime to aid the consistency of reporting - *"Any offence involving damage or loss to the historic environment, including all offences involving cultural property."*

10. We said: 'We would work with heritage sector partners to build upon the NPCC Strategic Assessment and develop a multi-agency national Heritage Crime Problem Profile to build upon the National Strategic Assessment and to develop standard analytical and intelligence products, to direct tasking and coordination.

'This is our third strategic assessment and we continue to develop and improve our capabilities to highlight current and emerging threats to the historic and cultural environment and to ensure its preservation for this and future generations.'

11. We said: 'We would establish a national Heritage Crime intelligence database

'We are working with police services and partner agencies and organisations to integrate Heritage Assets and Cultural Property crime within call-handling and incident and crime recording systems.'

12. We said: 'We would work with the National Police Lead for intelligence and the Home Office Police ICT Directorate to develop a single Heritage Assets and Cultural Property Crime intelligence database.

See 14

13. We said: 'We would ensure that this database has a portal that is capable of sharing intelligence between police, heritage sector professionals and interest groups.

'We are continuing to explore the opportunities to develop a single Heritage Assets and Cultural Property Crime intelligence database.'

Heritage and Cultural Property Crime National Strategic Assessment 2017

14. We said: 'We would ensure that the database has an image storage and comparison facility to aid due diligence searches by those working in the heritage and art sectors.'

We are continuing to explore the opportunities to develop an image storage database.'

15. We said: 'We would establish a national network of Heritage & Cultural Property Crime Liaison Officers to fulfil the desire for a Single Point of Contact within each force'

'Each police service in England, Wales, Scotland and Northern Ireland has identified a Heritage Assets and Cultural Property Crime Liaison Officer.'

16. We said: 'We would ensure that police officers are aware of the definition of Heritage Assets and Cultural Property Crime and the impact that it can have on a local environment. To assist with this we would produce a Heritage Crime awareness guide'

'We have produced a Heritage Crime awareness guide for police officers that highlights the definition of Heritage Assets and Cultural Property crime. A number of officers have now received training and have an understanding and awareness of the impact that crime have on the historic and cultural environment '

17. We said: 'We would ensure that police officers are able to identify whom to contact when dealing with incidents of Heritage Crime.'

'Each police service in England, Wales, Scotland and Northern Ireland has identified a Heritage Assets and Cultural Property Crime Liaison Officer (HCLO). The HCLOs are developing extensive local, regional and national stakeholder networks and relationships to prevent and investigate Heritage Assets and Cultural Property crime.'

18. We said: 'We would establish an annual conference for Heritage Crime Liaison Officers'

'In 2016 we held the first conference for Heritage Assets and Cultural Property Crime Liaison Officers at the British Library in London. We plan to hold a second event in July 2017.'

19. We said: 'We would identify and share effective practice for tackling Heritage Crime within the United Kingdom including the provision of advice to HCLOs'

'A specific section for Heritage Assets and Cultural Property Crime has been developed on for police officers and staff on the Police Online Knowledge Area (POLKA); the Crown Prosecution Service 'Knowledge Hub; and the Historic England 'Heritage Crime' website.'

We have 'produced a Heritage Crime awareness guide for police officers that highlights the definition of Heritage Assets and Cultural Property crime. A number of officers have now received training and have an understanding and awareness of the impact that crime have on the historic and cultural environment '

Heritage and Cultural Property Crime National Strategic Assessment 2017

20. We said: 'We would seek to establish a national Heritage Crime Awards event

'We continue to explore the opportunity to recognise those individuals and groups that are working at a local and national level to protect and preserve our shared cultural heritage.'

21. We said: 'We would publicise Heritage Assets and Cultural Property Crime within the UK to both police forces and the wider public.

'Coverage of Heritage Assets and Cultural Property crime has featured across all forms of media – Print, broadcast and online.

Case Studies

- BBC 1 'Street Patrol UK' - 25 Episodes featuring Heritage Assets and Cultural Property crime BBC1
- BBC1 'Countryfile' – featuring heritage crime in particular theft of metal from churches
- BBC Radio 4 Today – featuring illicit metal detecting at Hadrian's Wall
- BBC Inside Out 'South West' – featuring illicit metal detecting in Gloucestershire
- BBC1 & ITV1 - featuring Operation Crucible heritage metal theft
- BBC & ITV South East – featuring the launch of Heritage Watch at Leeds Castle

22. We said: 'We would ensure consistency and quality in advice provided from force level - Crime Prevention Design Advisors to communities and heritage sector professionals seeking to prevent crime and secure and protect heritage assets.

'We are delighted that Stephen Armson-Smith a Designing Out Crime Advisor from Essex has joined the National Heritage Assets and Cultural Property Crime Group. Stephen is an expert in crime prevention and is the coordinator for Essex Heritage Watch.'

23. We said: 'We would provide a platform from which all heritage sector bodies could offer advice on protecting heritage assets for this and future generations.

'The National Heritage Assets and Cultural Property Crime Working Group has produced a published a suite of guidance and advice to assist practitioners to assess risk and prevent crime.'

Case Studies

- Historic England – Risk Assessment Toolkit and Crime Prevention Measures

Heritage and Cultural Property Crime National Strategic Assessment 2017

- Arts Council England and The Collections Trust - Museum Security Toolkit helping museums to maintain and improve the security of their collections against theft, fire and flood.

Prevention

24. We said: 'We would encourage heritage, law enforcement and insurance professionals to identify the most vulnerable premises and objects, including those repeatedly targeted, and to focus prevention upon them.'

'We are delighted that Kevin Thomas, Principal Risk Management Surveyor from Ecclesiastical Insurance Group has joined the National Heritage Assets and Cultural Property Crime Group.'

25. We said: 'We would encourage assessment surveys to be undertaken by community activists supported by accredited crime prevention design advisors (Designing Out Crime Advisors)

'The Parish of Hollingbourne in Kent has agreed to become the first area in the County to undertake a heritage crime risk assessment process. The event will be coordinated by members of the local community supported by law enforcement and heritage professionals.'

The assessment will highlight those historic sites and buildings that maybe vulnerable to crime and anti-social behaviour. It is hoped that this exercise will provide a template for communities across the country.'

26. We said: 'We would seek to establish and promote Heritage Crime Reduction Partnerships (HCRPs) within the existing systems and processes provided within each local government area by Community Safety Partnerships (CSPs) with a remit to identify and protect local heritage buildings, archaeological sites, museums and cultural property; prevent crime and promote the awareness of heritage and cultural assets; and, to

A growing number of Community Safety Partnerships and Police and Crime Commissioners have identified Heritage Assets and Cultural Property crime within their strategic plans and objectives.'

'The National Heritage Assets and Cultural Property Working Group has been able to provide specialist guidance and advice to growing number of Community Safety Partnerships and Police and Crime Commissioners who have integrated Heritage Assets and Cultural Property crime within their local strategic plans and objectives.'

Case Studies

- Hampshire Constabulary - Hampshire and Isle of Wight Rural Crime Strategy
- National Rural Crime Network – Strategic Objectives
- Norfolk Constabulary – Rural Policing Strategy
- Kent Police – Rural Crime Strategy

Heritage and Cultural Property Crime National Strategic Assessment 2017

27. We said: 'We would ensure that local planning and community safety authorities understand the importance of heritage when considering wider prevention design in the historic environment.'

'A growing number of local planning and community safety authorities, in particular fire and rescue authorities, are integrating the historic and cultural environment within their plans and strategies.'

28. We said: 'We would consider providing support to those active partnerships by providing findings of HCPC threat assessment for integration into local NIM processes in order to identify higher risk sites and buildings and to implement appropriate crime prevention and enforcement techniques and tactics.'

'The National Heritage and Cultural Property Crime Working Group has been able to provide specialist guidance and advice to growing number of Community Safety Partnerships and Police and Crime Commissioners who have integrated Heritage Assets and Cultural Property crime within their local strategic plans and objectives.'

Case Studies

- Hampshire Constabulary - Hampshire and Isle of Wight Rural Crime Strategy
- National Rural Crime Network – Strategic Objectives
- Norfolk Constabulary – Rural Policing Strategy
- Kent Police – Rural Crime Strategy

29. We said: 'We would seek to establish a coordinated, 'one stop shop' style approach to police crime and disorder prevention advice that is easily accessible, relevant to heritage and cultural sector professionals, easy to read and supports advice already offered by Historic England (English Heritage), Arts Council England, Secured by Design and other stakeholders.'

'A specific section for Heritage Assets and Cultural Property Crime has been developed on for police officers and staff on the Police Online Knowledge Area (POLKA); the Crown Prosecution Service 'Knowledge Hub'; and the Historic England 'Heritage Crime' website.'

We are working on a police handbook that will be available in both hard copy and electronically as a reference work for law enforcement and heritage professionals.

30. We said: 'We would explore wider opportunities to promote prevention advice through use of social, print and broadcast media and dedicated heritage and cultural networks. Extensive coverage of Heritage Assets and Cultural Property crime across all media outlets and platforms – Television, Radio, Print and Social Media.'

See entry 21

31. We said: 'We would take full advantage of new technologies, such as developments in non-invasive property marking, and promote a wider degree of collaboration in the sharing of

Heritage and Cultural Property Crime National Strategic Assessment 2017

prevention best practice between the owners, managers and guardians of heritage assets and cultural property.

‘We continue to collaborate with partners in the commercial and academic sectors to identify and develop innovative techniques and approaches that will assist in our aim to protect the historic and cultural environments. This includes initiatives such as isotopic labelling and other forensic marking methods.

32. We said: ‘We would galvanise public support and the support of other local agencies, including police Safer Neighbourhood Teams, Neighbourhood Watch schemes and emerging Heritage Crime Prevention Partnerships aimed at maximising 'collective efficacy' of 'capable guardians' to keep a watchful eye over the heritage in their local areas.

‘Heritage and Cultural Property Crime is identified within National Neighbourhood and Home Watch Network Strategic Plan 2015-2020.

<http://www.ourwatch.org.uk/wp-content/uploads/2016/01/Strategic-Plan-Final.pdf>

‘Heritage Watch’ schemes now operating in four English counties: Cheshire, Hertfordshire, Essex and Kent.’

33. We said: ‘We would encourage local councils, in their role as Local Planning Authorities, and Police and Crime Commissioners to work in partnership with Historic England and Natural England to better publicise the association between the historic and natural environment.

‘A growing number of local planning and community safety authorities are including the historic, cultural and natural environments within their local plans and strategies.’

‘Historic England is key member of the National Rural Crime Network (NCRN). The NCRN is supported by over 30 Police and Crime Commissioners and they support the activities of those involved in making rural communities across England and Wales become and feel safer, as well as assisting them in the protection and preservation of natural and heritage assets and their associated settings.’

34. We said: ‘We would identify and appoint 'Heritage and Cultural Property Champions'; local people and organisations that can promote and implement prevention advice in partnership with law enforcement professionals. This would complement Local Authority Heritage Champions scheme coordinated by Historic England.

‘Historic England continues to work with local authorities to identify and train ‘Heritage Champions’. A Heritage Champion is normally a local councillor who has been nominated by their authority to promote all aspects of the historic environment in their area. The ‘Heritage Champions’ are supported by a network of Heritage and Cultural Property Crime Liaison Officer who have been appointed in each police service in England, Wales, Scotland and Northern Ireland.

Heritage and Cultural Property Crime National Strategic Assessment 2017

Enforcement

35. We said: 'We would ensure enforcement is sufficiently informed through the greater use of 'Impact Statements' and that the Crown Prosecution Service (CPS) and the courts are appropriately aware of the full impact of Heritage Assets and Cultural Property Crime.'

We have: 'Published guidance for law enforcement and heritage professionals in the preparation of impact statements. The Crown Prosecution Service has introduced a Wildlife and Heritage Crime Involvement Panels that allows practitioners to meet and discuss casework and collaborative working.'

36. We said: 'We would fully exploit existing legislation and petition to influence the introduction of new legislation where it can be demonstrated to help those entrusted with protection of heritage assets and cultural property.'

'We continue to identify opportunities to identify legislative opportunities to protect and preserve the historic and cultural environments.'

- Scrap Metal Dealers Act 2013 Review
- Sentencing Guideline for Theft and Handling of Stolen Goods 2016
- Cultural Property (Armed Conflicts) Act 2017

37. We said: 'We would encourage law enforcement and heritage professionals to work with the commercial heritage sector in order to highlight and encourage the routine application of 'due diligence' checks.'

'We continue to work closely with law enforcement and heritage and commercial sector professionals to highlight and encourage the routine application of 'due diligence' checks.'

- Operation Crucible – Working with scrap metal dealers to reduce the trade in metal stolen from historic sites and buildings.
- London Art Market - BAMF and Art and Antiques Unit of the MPS

38. We said: 'We would encourage police forces to develop a network of dedicated Heritage Assets and Cultural Property Crime Liaison Officers to promote Heritage Assets and Cultural Property Crime at a local police level; ensuring that dedicated enforcement activity dealt with through existing National Intelligence Model (NIM) tasking and coordinating processes.'

'A network of Heritage Assets and Cultural Property Crime Liaison Officers has been appointed in each police service in England, Wales, Scotland and Northern Ireland.'

Heritage and Cultural Property Crime National Strategic Assessment 2017

Intelligence

39. We said: 'We would seek to explore the creation of a dedicated national Heritage Assets and Cultural Property Crime Policing Unit to co-ordinate the collection of intelligence from law enforcement professionals, existing heritage sector networks and owners and guardians charged with the protection of heritage assets.'

The development of a dedicated Heritage Assets and Cultural Property Crime Policing Unit is still aspirational and remains under discussion.'

40. We said: 'We would ensure officers and partners at the most local level understand the location and significance of heritage assets through the more coordinated use of tools such as the Historic England (English Heritage) 'Heritage at Risk Register'; that police and partners also better understand how to protect them together.'

'We continue to explore new and innovative approaches to raise the awareness and understanding of protected sites and buildings and include the development of online and smart applications.'

41. We said: 'We would seek to explore existing and future ways of more effectively identifying heritage assets and cultural objects at risk.'

We are continuing to explore existing and future ways of more effectively identifying heritage assets and cultural objects at risk. These include the use of a risk assessment tool developed by Historic England, to the development of online and smart applications to train law enforcement professionals and to identify the illicit trade in cultural objects and artefacts.'

42. We said: 'We would work with and utilise experts and commercial enterprise to tackle illegal online auctions and the misuse of legal ones to transact heritage assets. Work with law enforcement professionals engaged in tackling cybercrime and Organised Crime Groups.'

'We continue to work with subject matter experts, law enforcement professionals and commercial enterprise to tackle the online trade of heritage assets and cultural property.'

Case Studies

The Portable Antiquities Scheme (PAS), managed by the British Museum, has a Memorandum of Understanding with eBay UK to help prevent the illicit sale of British antiquities that fall under the purview of the Treasure Act.

43. We said: 'We would improve the relationship with traders, second hand dealers, salvage firms and auctioneers in order to improve the flow of intelligence.'

'We have improved our relationship with traders, second hand dealers, salvage firms and auctioneers in order to improve the flow of intelligence through the dialogue that exists principally between the Arts and Antiques Unit in the MPS.'

Heritage and Cultural Property Crime National Strategic Assessment 2017

General

44. We said: 'We would ensure there is an equal focus on security of the historic environment and cultural property; recognising, when considering the preservation of the fabric of a building, that these entities co-exist.'

'The membership of the National Heritage Assets and Cultural Property Crime Working Group reflects that there is an equal focus on security of the historic environment and cultural property; recognising, when considering the preservation of the fabric of a building, that these entities co-exist.'

'The membership of National HCPCWG now reflects the balance between the historic environment and cultural property.'

45. We said: 'We would encourage the more uniform police recording of Heritage Assets and Cultural Property Crimes and incidents that enable the size and characteristics of the issue to be better quantified and understood.'

There is no specific defined Home Office Crime Recording Category for the majority of HCPC offences. There are some specific codes relating to certain offences involving archaeological sites.

46. We said: 'We would encourage victims and witnesses to more frequently report Heritage Assets and Cultural Property Crime by improving the confidence of victims that the police and other agencies will take action.'

We have: 'Members of the National Heritage Assets and Cultural Property Working Groups have been working closely with police services across the country to train call handling staff to understand the problem of Heritage Assets and Cultural Property crime.'

'Training has also been delivered to local community groups. The training encourages the victim to use the 3 R's - *Report, Record and ask for the call Reference Number*

47. We said: 'We would seek to explore the creation of a single UK stolen property database with an image comparison capability that links directly with the Interpol Works of Art database; and which provides the ability for commercial access to assist with due diligence searches.'

'We are continuing to explore the development of a single UK stolen property database.'

48. We said: 'We would seek to establish a Police Heritage Assets and Cultural Property Crime strategic lead and an infrastructure to support delivery of the strategy.'

See 59

Heritage and Cultural Property Crime National Strategic Assessment 2017

49. We said: 'We would seek to explore the appointment of National Policing/Supt level leads on the three main work streams of prevention, intelligence, enforcement.

'The National Heritage Assets and Cultural Property Working Group have identified a panel of expert practitioners from across the law enforcement and heritage sectors to provide professional advice.'

- Kevin Lawton Barrett, Canterbury Christchurch University – Crime Scene Investigation
- Stephen Armson-Smith, Essex Police – Designing Out Crime
- PC Andrew Long, Essex Police – Unlawful Metal Detecting (Operation Chronos)
- Kevin Thomas, Ecclesiastical Insurance Group – Risk Assessment
- Emily Gould, Institute of Art and Law – Legislation and Policy

50. We said: 'We would seek to understand how the Special Constabulary, Police Community Support Officers and community volunteers can be used to assist in tackling Heritage Assets and Cultural Property Crime. To also consider the recruitment of specialist advisors from the heritage sector to fulfil these functions.

We have worked closely with police services across the country to brief and train police officers, staff and volunteers who have been tasked to prevent and investigate Heritage Assets and Cultural Property crime.

In Lincolnshire over 90 Special Constables have been trained. Kent Police have recruited two professional archaeologists as Police Support Volunteers specialising in heritage crime.

Leicestershire Police have recruited five support volunteers to coordinate heritage crime across Leicestershire and Rutland with a particular focus on Heritage Watch. Sussex Police have appointed a police community support officer to coordinate a heritage crime programme across East and West Sussex.

51. We said: 'We would explore how the College of Policing, Police and Crime Commissioners, the Maritime and Coastguard Agency, the National Crime Agency and other agencies with enforcement powers relevant to the heritage sector can better support the needs of Heritage Assets and Cultural Property Crime prevention, intelligence and enforcement activity.'

'We continue to work closely with partners across the law enforcement and heritage sectors to develop the systems and processes required to ensure the effective and efficient exchange of information and intelligence.'

Examples

Heritage and Cultural Property Crime National Strategic Assessment 2017

- Operation Chronos – Unlawful Metal Detecting coordinated by Essex Police
- Operation Birdie – Unlawful salvage and interference with maritime sites coordinated by the Maritime and Coastguard Agency
- Operation Crucible – Theft of Metal from heritage sites and buildings coordinated by British Transport Police and Historic England.
- Authorised Professional Practice (APP) status being considered for the law enforcement handbook

52. We said: 'We would seek to ensure a greater degree of international co-operation and sharing of intelligence between law enforcement professionals in relation to the trade in cultural property and works of art.'

'We have been an active participant in Operation Pandora, a pan-European enforcement campaign to identify and prosecute criminals involved in the illicit trade of cultural property.' UK agencies working with Europol and law enforcement authorities from 18 countries, INTERPOL, the United Nations Educational, Scientific and Cultural Organization (UNESCO), and the World Customs Organization (WCO) to tackle the theft and illicit trafficking of cultural goods

53. We said: 'We would seek to promote amongst law enforcement professionals and the general public the existence and need to utilise the Portable Antiquities Scheme (PAS) to register finds.'

We continue to promote the role of the Portable Antiquities Scheme (PAS) amongst law enforcement professionals and the general public and to encourage the registration of finds, in particular those objects defined as Treasure.'

Case Studies

Operation Chronos a partnership campaign to tackle unlawful metal detecting

HCLOs across the country are developing excellent partnership arrangement with the PAS Finds Liaison Officers. In many areas HCLOs and FLOs have delivered joint-training sessions to local metal detecting clubs.

54. We said: 'We would seek to ensure that law enforcement professionals fully exploit and co-ordinate existing heritage working groups and networks, and build upon the well-established work of the museum, archive and libraries sectors to increase uniformity in cataloguing and photographing of heritage assets.'

Arts Council England has worked with the Collections Trust to develop a 'Museum Security Toolkit.'

Heritage and Cultural Property Crime National Strategic Assessment 2017

55. We said: 'We would seek to exploit the rapidly developing world of 'Apps' - to make reporting crimes, recording details and images of heritage items and the provision of intelligence faster, easier and more accessible.

'We have been working closely with Heritage Watch in Kent to integrate Heritage Crime within the award-winning 'Country Eye' app. The app will allow members of Heritage Watch and the wider community to share information about crime and anti-social behaviour within the historic environment. There is great potential to offer 'Country Eye' to Heritage Watch schemes across the country.'

'We have also been working with Canterbury Christchurch University and Kent University to explore the potential to utilise algorithms for online and smart device applications. Current projects include the development of an 'app' for law enforcement officers that indicates their proximity to a heritage site or building; and an automated search function that will assist in the identification of illicit objects and artefacts for sale on the internet.'

Heritage and Cultural Property Crime National Strategic Assessment 2017

Useful definitions

Historic environment: All aspects of the environment resulting from the interaction between people and places through time, including all surviving physical remains of past human activity, whether visible, buried or submerged, and landscaped and planted or managed flora.

Heritage asset: A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in decision taking because of its heritage interest.

Significance: The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting.

Designated heritage asset: A World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area designated under the relevant legislation.