

OVERVIEW AND SCRUTINY BOARD

9th AUGUST 2005

COMMUNITY SAFETY and LEISURE SCRUTINY PANEL

INVESTIGATION INTO ACTIVE INTELLIGENCE MAPPING

PURPOSE OF THE REPORT

- 1 The purpose of this Report is to outline the investigation undertaken by the Community Safety and Leisure Scrutiny Panel into the Active Intelligence Mapping process, to assess its effectiveness and present the Panels conclusions and recommendations for the future development of the AIM process.

OVERALL AIM OF THE SCRUTINY INVESTIGATION

- 2 The overall aim of the Scrutiny Panel was to examine the Active Intelligence Mapping process after two years of its operation and determine if changes should be recommended to improve its effectiveness. In particular, those, which mobilise resources to tackle the issues, identified from the AIM process.

- 3 To present the findings of the Scrutiny Investigation to the Executive for their consideration.

TERMS OF REFERENCE OF THE SCRUTINY INVESTIGATION

- 4 The Scrutiny Panel met in January 2005 and determined that it would be addressing Active Intelligence Mapping as its next subject of enquiry. The following Terms of Reference were agreed at the start of the Panels Investigation : -

- (a) Assess the benefits achieved over the last two years through operating the AIM process.
- (b) Assess the cohesion between member organisations, which engage with the AIM process.

As a secondary issue to the core terms of reference, the Panel would consider why AIM was created and did it fulfil its purpose, and is it still useful in tackling crime.

BACKGROUND INFORMATION

- 7 **Scrutiny Panel Programme** The Overview and Scrutiny Board approved the Community Safety and Leisure Scrutiny Panels Work Programme in 2004. The next scheduled subject in the Panels sequence was "Access to Drug Treatment". However, the Panel considered it was beneficial to bring forward the Scrutiny into the Active Intelligence Mapping ahead of Access to Drug Treatment, because this is a significant factor in achieving the Mayors reduction agenda with respect to Crime and Anti Social behaviour.
- 8 Members were advised that the Panel could also consider the National Intelligence Model as this is a police business management tool, which includes the tasking and co-ordination of meetings. Looking specifically how AIM and NIM interfaced and any problems regarding Cleveland Police continuing with AIM at Middlesbrough.
- 9 The Panel initially concentrated on the two areas of the terms of reference. However, as the scrutiny evolved, options for how AIM could develop would emerge. During the course of the examination the Panel became aware that a consultant had been commissioned to look at the future options for AIM. Consequently to avoid any duplication or conflict in proposals, the Panel adhered to its remit and endeavoured not to impose into the areas for which others were examining.
- 8 **National Conference** A National Conference, titled "Raising Hope" was held at the MTLC on 24th and 25th January 05. The Executive member for Community Safety and leisure chaired the event and the

Keynote speaker was the Mayor of Middlesbrough. During this Conference the AIM process was presented, outlining the eight key priorities, and how the AIM process channelled information, which informed the partner agencies to direct their resources. It was clear this was a positive and thought provoking event during which the AIM process was outlined as a tactical tool, which effectively contributed to combating present day crime in Middlesbrough.

9 **Community Strategy** The sections of the Draft Community Strategy, which relate to Community Safety were addressed at the Panels meeting in January. The Panel was appraised that the theme was “Creating Safer Communities and linked to the Councils 3 year Crime and Disorder Strategy. The sections of the document were circulated to Panel members for consideration and comment prior to the meeting. However, it was found the document circulated had been substantially revised and therefore the Panel received a verbal update on the proposals. The Panel was informed that Middlesbrough has been set a target to reduce crime by a further 20% before 2008. While the present level of reduction of 17% in the first year and 4% the following year was very encouraging a further 20% over the next three years was daunting. However, there was still a public perception that crime was increasing in Middlesbrough and that this perception needed to be tackled. It was also noted that the various agencies involved in addressing crime and crime reduction needed to operate in a more “joined up” manner, including the police, probation, magistrates service, prison service, so that that full picture was available to all parties. It was hoped that further development of the AIM process would help as Middlesbrough Council was leading the attempt to ‘join up’ these agencies.

10 **Corporate Plan** The Panel addressed the proposals contained within the Corporate Plan at their meeting in April. The content of this item related to the objectives for 2005/06, which primarily present the broad strategic areas for tackling crime and Anti social behaviour. Details of the Mayors reduction agenda were conveyed, as were the four key priorities of the Safer Middlesbrough partnership. These being:-

- To reduce Crime
- To reassure the Public
- To Reduce Harm
- To increase voluntary and community engagement

12 The Panel recognised the importance of the Corporate Plan and the priorities of the Safer Middlesbrough Partnership in relation to the AIM process. The Panel considered that an effective AIM process has the potential to make significant progress in ensuring the partner agencies achieve these priorities.

WHAT IS THE A I M PROCESS

- 13 The Mayor of Middlesbrough initiated the AIM process as a means of collating a range of intelligence into one focused medium. The information is then presented to a partnership of agencies charged with tackling Crime and Anti Social behaviour.
- 14 The process forms a central hub with associated protocols targeted towards geographical areas of Middlesbrough. The overarching strategic forecasting and clear accountability of this process contributes to improved partnership working.
- 15 Operationally, the individual agencies analyse the accumulated statistical information in a collaborative way and agree a course of action, which tackles the issues identified. The process has a second stage, which is fundamental to validating the value of the AIM process. This is the monitoring of actions. Consequently, each subsequent meeting of the partnership addresses the actions deployed and the effects of such against the previous figures and any emerging trends. The impact of these actions is applied to the current week's statistics.
- 16 The strength of the AIM process is not the AIM process its self but the commitment and accountability. Essentially, collaborative deployment of resources, which has been a fundamental contributor to the reduction of crime in Middlesbrough.

AIM PARTNERSHIP MEETINGS

- 17 The Aim Partnership meetings are convened every week and held in the Town Hall. The Councils Executive Director of Environment who carries a key responsibility for Community Safety chairs these meetings. The meetings are extremely focused on the crime trends and are managed in an efficient and effective manner.
- 18 The purpose of the meetings is essentially to raise awareness through conveying the previous week's statistics. This provokes debate depending upon the trends and the impact on Crime and Anti Social behaviour. The Chair engages directly with the respective partner organisations and discusses the options and course of action that the Partnership agrees to take to tackle the problems.
Clearly, The AIM process is fundamental in both informing the Partnership and providing a co-ordinated basis for directing resources to tackle crime and intercept emerging issues. A key aspect of the meetings is one of accountability where the chair brings to account the individual agency to confirm delivery of the agreed actions from the previous meeting.

PANELS SCRUTINY EXAMINATION

Setting the Scene

- 19 The Panel clearly established its Terms of Reference and identified a programme of witnesses and information it required to address this subject. To commence the exercise, the panel deemed that some background information was required which would form a foundation for the Panel to undertake its examination. The outline would be a "Setting the Scene" which illustrated the introduction of AIM and how it had evolved over the two years. The Panel had identified that this background information should be presented at its January meeting. However, due to some technical difficulties with the presentation and the AIM CD the required information could not be delivered. Consequently, the meeting had to be re arranged for February where the Panel could receive the information.
- 20 The Panel found the CD to be very informative and some of the key points presented to the Panel are replicated below
- How officers prepare information for an AIMS meeting
 - Explanation of how the data was collected, compiled and produced.
 - Illustrating the deployment of Street Wardens and how issues of litter, abandoned vehicles, CCTV, Rapid Response etc are actioned.
 - Input from Police and Fire Brigade and the benefits derived form AIM process.
 - Wardens' Briefings for deployment to crime 'hot spots'.
- 21 It was agreed that the CD-ROM presented a useful insight into the operation of the AIM process and formed a good basis for the Scrutiny.
- 22 The Panel was advised that there were over 100 different data maps used to build information received from police data referencing the eight priorities from Mayor's agenda and manifesto. The eight key priorities were listed as
- Burglary,
 - Auto crime,
 - Anti-social behaviour,
 - Prostitution,
 - Aggressive begging,
 - litter,
 - Graffiti, and
 - Individual offenders.

- 23 The target had been to reduce crime and in the first year. The actual achievement was 17% in the first year and the partnership is hopeful to reduce it by a further 2% this year,
- 24 This detail was taken to the AIM meetings. The system has the ability to interpret the data in different ways, for example on a ward to ward basis over the 23 wards of the town, on a crime basis, to show all burglaries / crimes etc.

Engaging Partner Organisations

- 25 The Panel was appraised that there is over thirty individuals representing ten organisations identified on the invitation register to attend AIM meetings. The Panel invited the Police, Fire Brigade, Street Warden, and West Middlesbrough Neighbourhood Trust representatives to attend a meeting to identify the degree of Partnership Cohesion. Unfortunately the Police could not be represented at this Panel meeting. However, the Panel explored how the Partner organisation obtained their information and the impact AIM had had on their organisation.
- 26 The **Fire Brigade** outlined how the information was conveyed to the Council for AIM collation and that hot spots were identified. These included activities such as vehicle fires, hoax calls, rubbish fires, and general arson. The Panel were appraised that the Fire crews had been assaulted when attending incidents, which had reduced the ability to swiftly deal with the fire and expose crews to personal injury. Since the formation of AIM and bringing this problem to the AIM meeting the support and co ordination of street wardens has reduced the attacks on fire crews, which is clearly viewed as a success by Cleveland Fire Brigade. Other examples were sited which further emphasised the Brigades support for AIM. Fire issues are now a standard item on all future agendas.
- 27 **West Middlesbrough Neighbourhood Trust** is a ten-year rejuvenation programme with a substantial budget. The Trust presently funded six street wardens a police officer and a range of CCTV cameras. The Trust budget has some flexibility and is allocated to reflect community need, while the Trust also has the facility to bid for additional funding on issues, which have emerged because of AIM information.
- 28 The Trust receives AIM information on a daily basis and has the facilities to respond quickly by directing budget to secure resources / commission projects, which target improving safety which will benefit residents.
- 29 The Trust confirmed that AIM was of substantial value to them and it was pleased to continue as an agency within the AIM process.

- 30 The **Street Warden** Manager presented that the AIM process had given the street wardens some stability for their role. It was confirmed that there were 68 street wardens currently employed in Middlesbrough. Whilst this is never considered to be sufficient to comprehensively cover all areas, it is recognised, a street warden service is more effective when they have a specific function as opposed to simply patrolling empty streets.
- 31 The street wardens consider that AIM provides the intelligence to ensure wardens are deployed effectively and directed towards the trouble 'hot spots' across the town. Every estate had a warden presence and that AIM had raised the awareness of other agencies, which now received more information from the Warden Service via AIM, where before the involvement was limited.
- 32 The Warden service is reliant on crime information being reported, to direct this resource to the right areas. It was expressed that street warden patrols could be instrumental in driving burglars away and could help reduce the fear of crime, by their visual presence in an area. Wardens' information was 'mapped', including anti-social behaviour reports, this aspect being expressed as a key role of street wardens.
- 33 An **Independent review** had been commissioned by the Council. The results of which were to be conveyed to the Mayor and Chief Executive upon completion. The Panel became aware of this review and that it was undertaken by a retired former Police Chief Inspector who's current role, is the Tees Valley Intensive Supervision and Surveillance Programme Co-ordinator, part of the Youth Offending Service.
- 34 The terms of Reference for this review was in three parts and included the following: -
1. A high level review of the current AIM process, identifying changes in its objectives and/or the method of operation since it was established in 2002
 2. identification of potential improvements to the AIM process, in particular from:
 - Improving focus and streamlining the process
 - Maximising accountability
 - Regular feedback on action taken
 3. Proposals for future review, directed towards increasing the efficiency and effectiveness of actions identified by the AIM process. This could include the deployment or co-ordination of resources to address the problems identified at the weekly meetings.

The prime findings of the review are as follows: -

- In evaluating the documentation, the review concluded that there was no overarching documentation regarding the AIM process.
- Confirmed that Partnership commitment to the AIM process and that inter-agency working was the way forward. The review found that the agencies gained greater insight on how each operated from their joint working practices.
- The Agencies engaged well but had different priorities.
- There was no problem with confidentiality between the agencies; they're being a good exchange of information, taking into account the Data Protection factor.
- Evidence of greater clarity of roles focusing on medium /and long term, then build a strategy to achieve rather than just dealing with immediate issues.
- Individual town issues needed to be prioritised
- Accountability was an issue to be resolved. The weekly meetings meant that actions had to be taken very quickly, Presently, there was little time to sort things out before the next meeting.

35 The overall assessment of the independent review was that all AIM participants were committed but that there were areas for improvement and it was how Middlesbrough Council addressed those issues.

36 The assessment on resources was simply that the AIM Manager needed extra resources, especially in administration, freeing the Manager to produce more in his role, in the provision of information.

37 The **Police Standards Unit** has undertaken a review of the AIM process operating in Middlesbrough, and endeavouring to align this process with the National Intelligence Model. The review was undertaken by a Chief Inspector and upon conclusion he presented his findings to the AIM partnership. The Aim partnership was informed that Middlesbroughs AIM process was one of the best in the country, with the expression of being unique.

38 The conclusion of the Police Standards Unit review contained some key issues which were: -

- While AIM is working the strategic objectives are not aligned with the LSP or other key partners.
- The AIM process is not compliant to the National Intelligence Model
- Problem solving is not integrated within the partnership
- The analytical support is insufficient for the process.

- 39 The Scrutiny Panel became aware of this Police Standards review and required that they receive details of the findings. However, the panel wanted to know the impact of such findings from a local perspective. Consequently, the panel requested that the Council and Police present the detail and the impact of proposals on the local area of Middlesbrough. The following presents the process adopted by the PSU in undertaking this review
- Observed an AIM meeting
 - Observed a Middlesbrough NIM/TCG meeting
 - Conducted interviews with key staff
 - Identify objectives
 - Identify the governance structure
 - To achieve National Intelligence Model compliance
- 40 The report produced a range of graphs detailing the crime levels for Middlesbrough, and comparing it to Cleveland and the average of those Crime and Disorder Reduction Partnerships most similar to Middlesbrough. (Middlesbrough was compared to similar BCUs such as Sheffield, Manchester, Liverpool etc, and not the local authorities immediately adjacent to the town.) The graphs detailed the levels of all crimes, plus separate graphs for burglaries, vehicle crime and violent crime. Members of the Panel were able to compare the figures and recognise the trend for reduction. Whilst it was difficult to assert the contribution AIM was making to this reduction, the quality of information and the influence on deployment of resources was such that the Panel recognised that AIM was a key factor.

The main points to emerge from the PSU review included: -

- Better IT equipment was required, to enhance the AIM process
- More analytical / administrative support was required for the AIM manager
- Strategic objectives of the partner agencies were not aligned and this should be addressed
- No formal governance/structural alignment to the LSP/CDRP
- More appropriate use made of the warden service, in terms of deployment and hours of work
- AIM does not guarantee police support but could only direct it
- Greater link required between AIM and the CDRP
- Benefits of AIM were intangible
- AIM had helped Middlesbrough change from having the 7th highest crime levels per 1,000 of population to the 35th highest. (This is a huge improvement, especially given the levels of social deprivation within Middlesbrough)

- 41 The Chief Inspector undertaking this review expressed that AIM was “unique, with exceptional commitment from its partners. Middlesbrough was years ahead of the rest of the country, in operating such a system, allowing for high levels of exchanges of information on an unprecedented level.
- 42 The Scrutiny panel agreed that AIM was effective and worked well as it existed; however, it was acknowledged that there was room for improvement. These areas were also included in the independent review undertaken by Paul Ryder, at the request of the Mayor, and considered at the last meeting of this Panel.
- 43 Whilst this review by the Police Standards Unit was of some interest, it was agreed that it only contained views and opinions, which were already being considered by the Council. It was considered that the recommendations listed in the PSU report were not necessarily the way forward for Middlesbrough.

INTERNET COMPARISONS

- 44 The Panel recognised that the important issue to address, was does AIM work and is it effective for Middlesbrough. The Panel, looking for suitable comparisons were informed that an internet search had indicated only a few Local Authorities use an intelligence system such as AIM process. During this enquiry reference was made to CITISTAT in the City of Baltimore USA. A very brief review of this indicated that there are many similarities in the principles of AIM with its mapping procedure, weekly meetings, and key areas of accountability. Similarly, the achievements through this form of intelligence supported by the Mayor, Police and Local Authority are recognised as key factors in the success achieved. The Panel recognised that this comparison is limited in detail, however, what it did demonstrate is that the same principles of commitment and accountability with joint agency working tailored to the needs of the individual area evidenced to work well.

PANELS FINDINGS

- 45 The Panel commenced the examination of the AIM process by gaining a general understanding of the environment in which AIM was applied and the resources allocated.
- 46 The AIM process was introduced in 2002 and The Panel recognised that since that date the volume of reported crime in Middlesbrough was increasing. This was not because actual crime itself was increasing but with the employment of Street Wardens and the links forged with the local communities, the volume of information feeding into agencies charged with recording and tackling Crime and Anti Social Behaviour increasing substantially. The Panel recognised that the increase in reported crime could skew the public’s perception of apparent increase when in reality actual crime was reducing. Against these statistics, the

impact the AIM process was having and the commitment of the partnering agencies would demonstrate positively that both Crime and anti Social behaviour was reducing.

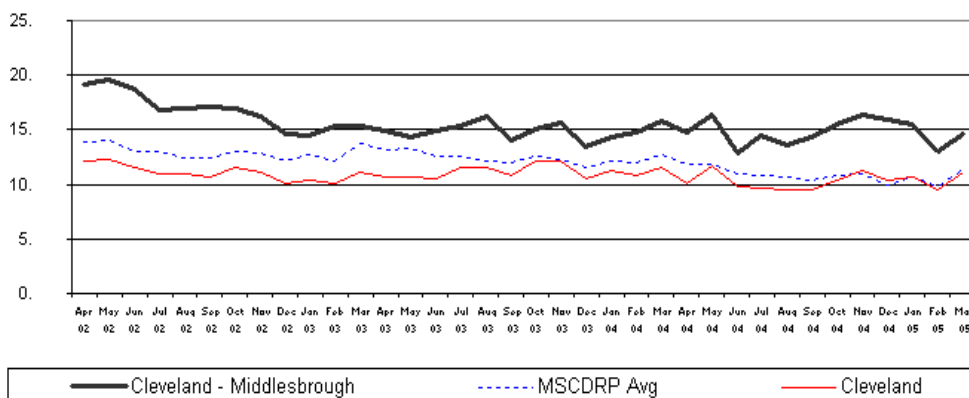
- 47 The Panel determined that generally the Council and some other public bodies placed an emphasis on tackling Anti Social Behaviour due to the affects it was having on communities and the environment, while the Police and the law enforcement agencies would place their emphasis on Crime related issues.
- 48 The Panel explored how the AIM process operated as it was informed that only a small number of local authorities in the country operated a similar system but they did not bring the information together and engage joint agencies as AIM did. Operationally, incidents of crime are collated by various agencies, including wardens, traffic controllers, Erimus Housing, Probation, Police, Fire, Health Centres, Council etc on a weekly basis and conveyed to the Council by Disc every Tuesday where it was uploaded onto the AIM computer for consideration by the partnership every Thursday. The system used is based on Lotus Notes so all parties can access and view the detail. The AIM Manager will align the information to the eight priorities contained within the Mayors manifesto. The AIM meeting considers the information, determines direction of the various agencies and the AIM Manager then e-mails the appropriate managers with the agreed tasks and actions in order that the appropriate resources can be deployed. Once actions are undertaken by individual agencies, feedback is sent to the AIM Manager who collates and references this for feed back to the partnership at the next meeting.
- 49 The Panel assessed the process and the potential for its development. This provoked a prime question, Is the AIM process an operational tool where partners are reactive and co ordinate resources to tackle known hot spot issues and subsequently be held accountable. Or, is it to take a strategic role in determining trend and possible cause and thereby provide a basis for establishing key strategic objectives which all partners sign up to and direct their respective organisations actions.
- 50 The Panel considered that irrespective of the direction AIM would take in the future. The recourses allocated to it at present is simply one AIM Manager with limited IT equipment to analyse and present the information which drives the AIM process. This is considered below the requirement to adequately analyse the information available, ensure the partnership is supported at its weekly meetings and develop the process to fulfil its strategic potential. The Panel is clear in their recommendation that the resource allocated to this function be examined in detail and the appropriate support provided.
- 51 It is important in analysing the information received by the Scrutiny Panel that the core purpose identified in the initial Terms of Reference

are addressed. The following represents a summary of the Panel's findings in this respect: -

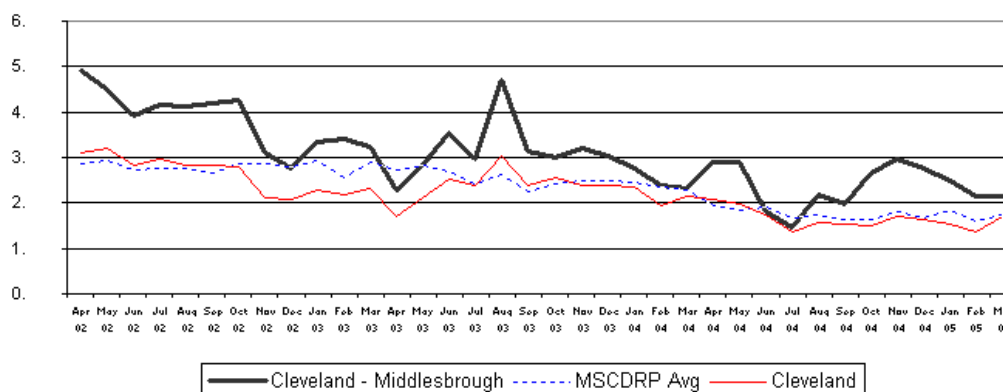
Assessing the benefits achieved over the last two years

- 52 The Terms of Reference for this Scrutiny directed the Panel to assess the benefits derived from the use of AIM over the last two years. The Panel recognised that the process in its present form was primarily reactive to information received and that this had provided the opportunity to direct resources to identified "Hot Spots".
- 53 The examination revealed that the AIM process had definitely accelerated a co-ordinated response to situations especially with the Police tackling the problems and the Wardens defusing situations before they escalate. The results of which have forged a positive co-ordinated approach to tackling crime and anti social behaviour. The evidence of impact can be measured with a reduction in crime of 17.4% in the first year of its operation and 3.9% in its second year, with a target of a further 2% for this year. While percentage drop can give an indication of trend, and statements of impact such as burglary being halved are indeed impressive, the hard facts are the actual impact these reductions are having. Prior to AIM the recorded crimes were in excess of 3,000 per month, now this is less than 1900. The Panel considers that while it may not be proven that this success is purely as a result of AIM it can not be ignored that AIM has been a catalyst for change and the result is transparent.
- 54 The substantial increase in information provided since the introduction of AIM has brought with it an increase in the volume of recorded crime. Whilst referencing elsewhere in the report, that the increase in recorded crime does not suggest that there is an increase in actual crime. The Panel is aware that without detailed analysis such figures can portray a different impression. The Police Standards Unit undertook some analysis of recorded crime with comparisons across the Tees Valley. The Panel assessed this information and determined that in reality Middlesbrough is chasing a self created reducing target. As the Middlesbrough crime statistics reduce then this lowers the Tees Valley Average; consequently, the efforts of Middlesbrough are diluted against its move to the average. Two examples are as follows:-

ALL CRIME MOST SIMILAR CDRP's (April 2002 – 31st March 2005)



BURGLARY DWELLINGS Most Similar



- 55 The Panel also appreciated that the Information produced by AIMS was useful when bidding for resources as it provided evidence of crime ‘hot spots’ and crime trends and how they needed to be addressed. Street Wardens had proved to be an invaluable source of information obtaining local details that previously might have gone unreported, which again could contribute to an increase in crime figures. The West Middlesbrough Neighbourhood Trust confirmed that AIM information was used to direct resources in the area, which resulted in action taken more quickly. Also that should additional resource be required the WMNT can direct funding to satisfy this requirement.
- 56 There are 43 Police forces in the UK and while they do not all follow the National Police Model, and it is evident there was some differences between Police data and Council data, which may provoke tensions. Middlesbrough was identified as a leading Authority in its approach to shared intelligence and targeting of actions.
- 57 The Panel concluded that AIM had been extremely effective in contributing to tackling crime in Middlesbrough. The Panel would ask the question “ What would be the crime level today without AIM”. Middlesbrough was the 7th highest before AIM and now the mid 30s nationally. Whilst there is no direct answer it is not just coincidence that figures are reducing.
- 58 The Panel considers that the Mayors initiative has had a noticeable impact and that the Mayors continued personal interest and retention of a record book to ensure constant awareness demonstrates the commitment.
- 59 Recognising that the partners attend AIM meetings willingly and voluntarily agree to deploy resources, the Panel does believe that there should be greater accountability on organisations, almost to the power to enforcement to deliver their commitments. Additionally, it is considered that they should be held to account at the following

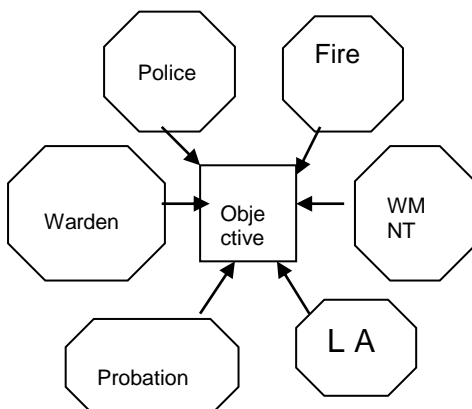
meeting. Tackling these issues is teamwork and is dependant upon all partners delivering their commitments.

Assessing the Cohesion between member Organisations

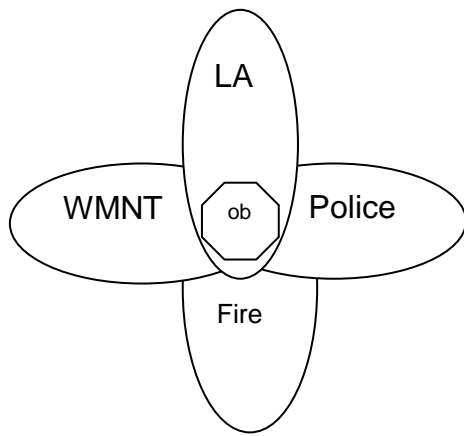
- 60 The second key area for the Scrutiny Panel to examine was in relation to the level of cohesion of the partners. To be effective the AIM meeting must attract representatives with sufficient authority to fulfil any commitments given at the meeting. One measure of commitment was to assess the level of attendance at AIM meetings. It is appreciated that attending a meeting of multi agencies every week can be very demanding. The Panel examined comparative periods of attendance in 2004 and 2005. The findings were impressive with the general attendance of major partners being almost 100%. However, services such as the Probation service showed an attendance of only 17% during the sample period.
- 61 The AIM meetings are held with a high degree of confidentiality and a protocol is currently being compiled for adoption by participating agencies. It was indicated to the Panel that nationally the Police do not generally share information outside the Police force and even that was limited between divisions. AIM has brought about a new and refreshing level of engagement and integrity between partner organisations. The Panel recognised that it was essential that a high level of privacy and confidentiality be maintained, and by doing so the output from the meetings was having a substantial affect on tackling crime and anti social behaviour. Members were informed that AIMS was successful because all participants could rely on the confidentiality of all parties and the protocol was very tight and did not have any political influence to consider. However, it was considered that some information derived from the AIM meeting should be conveyed to the Ward Councillor to alert them of particular incidents or trends occurring in their ward. Or if information has revealed that some sensitive issue has emerged such as the release of individuals with compulsive criminal records.
- 62 The Panel were appraised of the increasing level of anti social behaviour and on occasion directed towards the emergency services. Nationally, Fire Brigades have approximately 40 ambushes per week on fire crews. Middlesbrough is not alone with examples of this type of anti social behaviour towards emergency services. The improved co ordination which has been brought about through the application of the AIM process is endeavouring to co-ordinate the assistance of Police and Street Warden services to combat this and ensure the emergency service can undertake the task for which they were called. The Fire Brigade contribute to the intelligence used within the AIM process in relation to such activities as vehicle fires, rubbish fires, hoax calls, deliberate property fires. The Brigade advised the panel that the AIM process had helped greatly in dealing with significant assaults on fire crews when attending incidents, in such areas as Pallister Park,

Hemlington. Fire issues are a standard item on AIM meetings agenda, which again demonstrates the collective approach.

- 63 A further example of agencies working together was evidenced when a lot of burglaries and auto crime occurred in the Gresham Ward. Fire crews were asked to contribute towards creating a presence in the area, by driving through certain locations at particular times to let their presence be known. This was done and as a result there was a fall in the number of car thefts and fires of cars.
- 64 Agencies acknowledged that the formation of this partnership has forged a stronger and closer working relationship between the different agencies, ensuring greater integration in reacting to situations. The AIM meeting is a good forum for accountability where the chair calls to account the agency charged to undertake a specific task. However, there are on occasion certain commitments, which are not undertaken, such as the application of yellow lines around the football ground to ensure Fire Brigade access. These commitments which are not delivered do need to be honoured to ensure the mutual respect currently evidenced by partnership agencies at AIM meetings.
- 65 The Panel is aware that the partnership does work very well and that there is clearly a support to collaborative working. However, the Panel recognise that irrespective of agreeing specific actions, the demands on individual agencies to deliver the core objective within their own service plans will take prevalence and can result in resources being diverted. This can impact on the collaboration and the successful achievement of delivering some agreed actions. The Panel considers that greater benefit would be achieved if the partnership took a more strategic approach to tackling aspects of crime and anti social behaviour. An alternative to agreeing an action and then find a way of directing the appropriate resources would be for the partnership to identify its joint objectives, ensure they are incorporated into the core of their own business plan and allocate the appropriate resource. The Panel consider this would limit any disruption to individual conflicting demands. The following endeavours to portray the Panels findings and proposal.



An agreed action determined by the partnership, but not embedded within the agencies core business plan. Therefore potential conflict over service priorities and the allocation of resources.



A key objective and / or action which is inherent within the individual agencies service plan. Therefore carrying the recognised commitment, resources etc to ensure its delivery.

Supplementary findings

- 66 During the course of this examination the Panel encountered a number of issues which were triggered by the AIM process. Although not directly within the Panels original Terms of Reference the Panel do consider reference should be made within its report as it is considered the issues are significant for the development of the AIM process and what it is intending to achieve. Consequently, the panel presents below some supplementary issues for consideration.
- 67 The Panel is aware drugs drive a substantial amount of crime and disorder in Middlesbrough. However, Drugs are not identified within the list of 8 key areas being targeted. Also, the Drug Action Team is not represented at the AIM meetings while other partners are linked to crime and anti social behaviour. The Panel considers that consideration should be given to incorporating a representative of DAT into the partnership and that Drugs should be incorporated into the main agenda at an AIM meeting.
- 69 The Panel recognises the substantial value of a weekly operational AIM meeting as this ensures a swift response to issues and can attract quick results. The Panel considers that in addition to the weekly operational meeting the AIM partnership should consider meeting quarterly to address strategic issues which give a clear direction to the harmonisation of resources for crime prevention and a planned approach to towards the reduction of crime and anti social behaviour.
- 70 The Panel recognise that the engagements with the Courts is sensitive and in relation to the partnership may not be appropriate, as the Court would need to maintain its impartiality. The Panel do consider it prudent for the Partnership to have occasional meetings with the Courts regarding the impact of sentencing. Issues such as, early release and the impact these actions can have on initiatives being deployed by agencies such as the probation service, prison service, police etc could be addressed to develop a holistic approach by all agencies involved with tackling crime.
- 71 The Street Warden service is an invaluable source of information for AIM. This contributes to the collective intelligence considered at AIM

meetings, which results in providing a clear direction for actions to be undertaken by agencies including the warden Service. The AIM process identifies specific areas for the Wardens to focus as opposed to walking routinely, which limits the incidents of crime and anti social behaviour. There are currently 68 Wardens employed within the function, however the establishment was set at 80 and whilst the Panel appreciate the financial implications of employing the final 12 it does believe it should be pursued. Presently, West Middlesbrough Neighbourhood Trust has funded wardens, a community Police Officer, CCTV and risk management training. They also have funding which can support the warden function after 10.0 PM, however, the low demand for this indicates there may not be any real value in Wardens operating after 10.00 PM. The Panel consider that funding sources should be pursued, including NRF, WMNT, ODPM and the Council to bring the Warden contingent to the prescribed 80 which is believed will increase the impact on tackling crime and anti social behaviour in Middlesbrough.

- 72 The Panel was appraised of the issue of perception and while there was evidence that crime in Middlesbrough is reducing and the agencies are now much more co-ordinated than previously. Even with the bi-annual Citizens Panel survey showing a 10% reduction in perceived fear the Panel were appraised that the level of perception was still high. Fear of crime is a perception and very difficult to measure in both quantity and intensity. The Panel believes that the marketing of crime even its success is a very delicate issue. As even marketing the reduction, which presents the actual volume, may instil concern amongst the community. The Panel considers that the Councils and Police public relations divisions should give this issue serious consideration and sensitively increase the public confidence through awareness.
- 73 The Panel were alerted that the Councils Corporate Plan references the term “ Mischief Night” and appreciates this may be a phrase that has been used with some regularity for years. However, the Panel considers the term can be seen as an inducement to be mischievous and that such behaviour is recognised if not condoned. The Panel would welcome a change in terminology, which allows people to enjoy the tradition without the inherent incentive to misbehave.

CONCLUSION

- 74 The Panel concludes that the Mayors initiative to introduce Active Intelligence Mapping into Middlesbrough has clearly been successful in achieving substantial steps forward, both in tackling crime and anti social behaviour but equally importantly in forging improved cohesion between the various agencies. The Panel is aware that no original terms of reference, objectives, targets or documentation are available for the AIM process and that each of the partner agencies could easily have conflicting priorities under the present process of voluntary

engagement. However, the panel consider a prime objective of AIM may have been to respond to intelligence in a co-ordinated way, which has a direct impact on crime and anti social behaviour levels, and this is clearly apparent.

National policing addressing national issues is clearly important but local community policing is crucial at a local level. The approach taken by the present Superintendent of Police for Middlesbrough and the confidentiality maintained by the partnership to sensitive information is commendable. The partnership has clearly achieved impressive targets in reducing crime over the last two years. The Panel believes that this level of engagement can be further improved and that extending the categorising of Anti Social behaviour within the process will assist in targeting issues important to the local community.

The AIM process may not be compliant with the Police's National Intelligence Model. However, as the Panel were appraised that the AIM process is unique and a national leader in this area the Panel continue to question if compliance is important. AIM is effective, it has had an impact and the conclusion is it should continue. There are issues regarding the Task Co-ordination Group and the AIM process being drawn closer together and this should be explored. However, the AIM process is managed and chaired by the Local Authority. This is undertaken extremely effectively and that while a connection should be pursued the present arrangement of chairing and ensuring accountability should not be diluted.

The AIM process does have the opportunity to develop. As stated it is currently effective as a tactical tool, which is essentially reactive, but its potential at a strategic level has yet to be maximised. Consequently the approach to use such information to determine set objectives within each organisations Service Plan with the purpose of inhibiting crime and anti social behaviour is a step forward.

To increase the present monitoring categorisation, support the existing arrangements at meetings and analytical examination and to develop the Strategic potential, the panel consider the level of resource needs to be increased to accommodate this.

The process is there to achieve outputs and this it does. Directing the individual agencies and ensuring they honour their commitments is fundamental. The accountability for delivery should not be annually, quarterly or monthly. It should be as it is weekly, simply measuring performance against objectives swiftly.

AIM as a process is effective, the agencies are those with clear commitment to tackling Crime and anti social behaviour and the representatives are at a level where committed actions are delivered.

RECOMMENDATIONS

- 75 The Panel's key recommendations to the Executive are as outlined below. However, it should be noted that the Panel appreciate these

recommendations will impact on external organisations who have formed a partnership and given a commitment

- A That additional manpower resources are provided by the Council to support the AIM Manager with the detailed analysis of intelligence received from all the contributing partners. The analysis of intelligence would be improved, by creating a number of separate categories, which reflect the different forms of Anti Social behaviour.
- B Partner organisations formalise their commitment to the AIM process, by establishing agreed key objectives and incorporating those within their own Individual Service Plans and ensuring the appropriate level of resources are allocated.
- C That AIM meetings continue to be Chaired by a Senior Officer of the Council to whom the partnership is accountable for the delivery of actions and the agreed deployment of resources.
- D AIM meetings continue to be held weekly as an operational meeting reacting to evidence, to supplement this, a quarterly meeting of the partners is convened for the formulation of policy and guidance for the AIM process in determining long term objectives.
- E The Environment Department further examine the budget and potential to employ the target level of 80 wardens and also ensure the funding is sustainable. for funding the warden resource.
(The funding and deployment of street wardens is also programmed for a Scrutiny examination in the 2005 – 06 work programme).
- F That the PCT be invited to join the Partnership and a senior representative from the PCT attend Panel meetings. As the actions of the PCT contribute to the improvement of health and lifestyle, which can contribute significantly to the reduction in Anti Social behaviour.
- G That representatives of the AIM partnership meet occasionally with the Magistrates Courts to convey any concerns regarding the effects of decisions taken by the Courts. Consideration be given by the AIM Partnership to meet, with court officials every six months on issues of mutual concern, which have emerged from the AIM meeting.
- H When the AIM process identifies the need. Specific engagement between the Councils Press Office and the Police Press Office to co-ordinated publicity, which improves public awareness of the reduction in crime within Middlesbrough.

- I The concern over Drugs as a major driver for Crime should be explored as one of the issues within the mapping process and targeted by the AIM Partnership.

ACKNOWLEDGEMENTS

68 The Panel is grateful to all those who have presented evidence during the course of our investigation. We would like to place on record our appreciation, in particular the co-operation we have received from the below-named: -

John Richardson	Executive Director Environment
Ed Chicken	Head of Community Protection
John McPherson	AIM Manager
Tony Marwood	Cleveland Fire brigade
Steve Ashman	Superintendent of Police
Kath Hierons	West Mbro Neighbourhood Trust
Bill Thompson	Street Warden Manager
Paul Ryder	Independent Consultant
David Cooper	Chief Inspector Home Office

COUNCILLOR CHRIS ROBSON
CHAIR OF COMMUNITY SAFETY AND LEISURE SCRUTINY PANEL

June 2005

Contact Peter Clark
Senior Scrutiny Officer
Performance and Policy Directorate
Telephone 01642 729708 (DDI)

BACKGROUND PAPERS

The following background papers were consulted or referenced to during this Scrutiny and in the compilation of this report:

- (a) The Vision, Middlesbrough Council 2004
- (b) The Community Strategy 2005
- (c) The Draft corporate Plan 2005
- (d) The Corporate Policing Strategy 2005 - 08
- (e) The Policing Plan 2005 - 06
- (f) The reports of the Police Standards Unit 2005
- (g) Minutes of the Community Safety and Leisure Scrutiny Panels of
11th January, 1st February, 22nd February, 15th March,
26th April, and 17th May

ABBREVIATIONS

Used within the Report, Minutes or Presentations

AIM	Active Intelligence mapping
PSU	Police Standards Unit
MTLC	Middlesbrough Training & Learning Centre
NIM	National Intelligence Model
TCG	Task Co-ordination Group
BCU	Basic Command Unit
LSP	Local Strategic partnership
CDRP	Crime & Disorder Reduction Partnership
ASBO	Anti Social Behaviour Order
CD	Compact Disc
CCTV	Closed Circuit Television
YOS	Youth Offending Service
DAT	Drug Action Team
WMNT	West Middlesbrough Neighbourhood Trust
PTC	Police Tasking Co-ordination (meetings)
OSB	Overview and Scrutiny Board
NRF	Neighbourhood Renewal Fund
ODPM	Office of the Deputy Prime Minister
PCT	Primary care trust
COPS	Community Orientated Problem Solving
BCU	Basic Command Unit