

**MIDDLESBROUGH COUNCIL**

**FINAL REPORT OF THE CULTURE  
AND COMMUNITIES SCRUTINY  
PANEL- TOUGH ENOUGH?  
ENFORCEMENT IN  
MIDDLESBROUGH AND ITS IMPACT  
ON CRIME AND ANTI-SOCIAL  
BEHAVIOUR**

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## **PURPOSE OF REPORT**

1. To present the final report of the Culture and Communities Scrutiny Panel following its investigation into 'Tough enough? Enforcement in Middlesbrough and its impact on crime and anti-social behaviour'.

## **AIM OF INVESTIGATION**

2. The aim of the panel's investigation was to consider Middlesbrough Council's approach to enforcement in Middlesbrough and its impact on crime and anti-social behaviour in the Town.

## **STRATEGIC PLAN 2021-24**

3. The scrutiny of this topic aligns with the Council's three core aims set out within the Strategic plan 2021-24.

*People-* Working with communities and other public services in Middlesbrough to improve the lives of local people

*Place-* Securing improvements in Middlesbrough's housing, infrastructure and attractiveness, improving the town's reputation, creating opportunities for local people and improving our finances.

*Business-* Middlesbrough's economy and making sure we work as effectively as possible to support our ambitions for People and Place.

4. The scrutiny topic further links with the below priority set out for the next three years:

*Crime and anti- social behaviour- We will tackle crime and anti-social behaviour head on, working with our partners to ensure local people feel safer.*

## **TERMS OF REFERENCE**

5. The terms of reference for the panel's investigation were as follows:
  - To examine the powers set out in the Crime and Disorder Act 1998 and how this has shaped Middlesbrough's partnership working to tackle crime and anti –social behavior in the Town.
  - To understand the nature and levels of anti-social behavior and crime across the town. Has there been improvement or decline over the past 2 years?
  - To understand perceptions and impacts of crime and anti-social behavior in the town on residents.
  - To gain an understanding of the locality model and understand the impact this has made on residents and anti- social behaviour within these two areas and merits of wider roll out.

## **BACKGROUND**

6. At the panel's first meeting, they agreed their work programme and raised increasing concern regarding crime and anti-social behaviour within the town. Press reports had drawn to issues within Hemlington and the Town Centre and therefore the panel wished to gain a better understand of the Council's enforcement and its impact of crime and anti-social behaviour.

## **SETTING THE SCENE**

7. At the panel's meeting on 21 July 2022, the Director of Environment and community services provided an overview of the directorate, within this, he highlighted the work of the community safety team and their work to reduce crime and anti-social behaviour across the town.
8. The panel wish to convey their thanks to the teams within community safety, as since the pandemic, the panel learnt that there has been increased crime across the town and the team has shown true resilience and dedication, as well as partnership working.
9. The information provided by the Director has been considered in respect of the terms of reference, presented as follows.

### ***Term of reference A:***

***To examine the powers set out in the Crime and Disorder Act 1998 and how this has shaped Middlesbrough's partnership working to tackle crime and anti-social behavior in the Town.***

10. Section 6 of the 1998 Act requires the responsible authorities (commonly referred to collectively as a Community Safety Partnership (CSP)) in a local government area to work together in formulating and implementing strategies to tackle local crime and disorder in the area.
11. The panel gathered evidence from the Head of Stronger Communities in relation to Middlesbrough's approach to community safety and the overall structure of the community safety partnership.
12. The panel learnt that Middlesbrough's community safety team consists of the following:
  - Neighbourhood safety wardens
  - Neighbourhood safety wardens (environmental)
  - Neighbourhood safety officer
  - Community safety partnership
  - CCTV operations
  - Community resilience, cohesion and migration

The role of each is presented below:

13. **Neighbourhood Safety Wardens**- 43 wardens who deal with a whole host of activities, including for example; supporting vulnerable people i.e. refer to and link them to specialist support services such as Homeless; Substance Misuse; Debt Management; Domestic Abuse, Routes to Employment/Work; Health services; Support victims of crime and antisocial behavior; Enforce parking contraventions Parking Fines; Issue Fixed Penalty Notices for littering /dog fouling ; Enforce PSPO in TS1; Carry Naloxone injections; wardens are trained in first aid and basic life support (they can also administer CPR) and gather intelligence and information which is shared with Police and other key partners.

14. **Neighbourhood Safety Wardens (Environmental)**- x 7 and Environmental Operatives x 5 (Flying Squad) . The flying Squad were a newly formed Team developed on 1 March 2021 who identify and search through fly tipping, collect and remove all fly tipping from the particular site.

The Neighbourhood Safety Wardens further enforce fly tipping, via fines and if necessary through the courts ; deal with stray dogs, deal with abandoned vehicles and are trained to respond to wardens activities already mentioned.

The panel were pleased to hear that since the introduction of the team there have been positive results across the Town.

15. **Neighbourhood Safety Officers** – 7 officers who deal with issues that require a multi-agency approach, who work directly with elected members and try and solve problems to community issues. These can be varied depending on the issue.

16. The officers utilise a range of legal and non-legal measures to resolve anti-social behaviour, reduce crime and the fear of crime and bring respite to victims of crime and anti-social behaviour.

17. The team Investigate complaints of nuisance, anti-social behaviour and hate crime, working across all housing tenures, using advisory, counselling, negotiating / persuasive skills to convince others to take particular courses of action, where appropriate, this may result in for example, an anti-social behaviour contract

18. Where all other avenues fail, the officers will gather a portfolio of evidence and work with key stakeholders to produce a prosecution pack for House Closure; Civil Injunction, or Criminal Behaviour Order against persistent and unchanging offenders. These have been carried out and the panel were provided with examples.

19. In addition to their work, the Neighbourhood Safety officers hold certain powers:

- They were awarded Cleveland Police accreditation in 2019- delegated from the Chief Constable to officers within the team. This gives the officers power to ask individuals for their name and address and if they fail to do so this is a criminal offence. Low level anti-social behaviour
- Public Space protection order – TS1 area
- Closure orders

- Civil injunctions
- Acceptable behaviour campaign (ABC) - a really useful tool which is affective to deal with certain individuals
- Environmental powers
- Parking enforcement
- Power of persuasion
- Partnership working – a key tool to the teams work. The team have daily briefings with the police/ Selective landlord licensing team/ community safety and the housing team to discuss key offenders and issues.
- Active intelligence mapping (AIM) which takes place every 3 weeks which analyse data and creates action plans to tackle hot spots and there is also the community safety partnership (statutory body)

In September 2021, the team had successfully completed the following:

Total number of service requests dealt with by the service April 2021 - 20/10/2021	13872
CCTV total number of cameras in the local authority network	400+ and more installs planned - Officers have actively installed cctv across the town and there are further plans to install more and improve the infrastructure within the control room.
PSPO warning/positive interventions	244
PSPO Fines	19
Environmental enforcement actions/ care files and fixed penalty notices combined	145 (will increase significantly in the coming months as investigations are concluded)
Closure orders	9
Civil injunctions	7
Lives saved using Naloxone	2

20. The panel were pleased with the positive action and work that had been carried out by the team and commended the excellent partnership working.
21. Areas of support of from the teams, have also been illustrated through the following examples; referrals to social workers , temperature checks during Covid 19, wardens engaging with LINX project, all of which have been excellent examples of support within the community.
22. In terms of work with the community, the Community Cohesion, Resilience and Migration Team add excellent community partnership to Middlesbrough, examples of which have been talent shows; supporting Refugee week and positive work with

various communities to increase cultural awareness. The team work across the whole of Middlesbrough and at present are working with intergenerational work.

23. The panel were also made aware that within the warden service, a member of staff, known as “Gentle George” speaks 5 different languages and is a great asset to the team.
24. The team have also worked to develop amazing alleys (9 already completed and a further 11 in progress) and bedding areas within community hubs.

#### Community Safety partnership

25. Community Safety Partnership (CSP) are a statutory partnership made up of key ‘Responsible Authorities’ who have equal responsibility for reducing crime and antisocial behaviour under the Crime and Disorder Act 1998 (As amended by the Antisocial Behaviour Act 2014 and the Policing and Crime Act 2017).
26. The responsible authorities for the CSP are as follows:
  - Police
  - Local Authority
  - Fire and Rescue Authority
  - Health
  - Probation and
  - Youth offending service
27. These agencies work in collaboration with other statutory and non-statutory organisations as well as voluntary services and local people.
28. The CSP produces a Strategic Intelligence Assessment and a Community Safety Plan every 2 years and will be reviewed in 2022.
29. The CSP is required to produce a Community Safety Plan, detailing how it intends to tackle crime and disorder and develop strategies to tackle short, medium and long term priorities.
30. Middlesbrough’s latest Community Safety Plan will run until the end of March 2022. The plan will be reviewed in October 2022 and will be referred to Executive for approval.
31. The priorities are as follows:
  - Priority 1- Perceptions and feeling Safe (e.g. Reducing crime and anti-social behaviour)
  - Priority 2-Tacking the root causes (e.g. tacking adverse experiences)
  - Priority 3- Locality working, including the Town Centre (e.g. working with our communities)
32. The panel also learnt that there is a 23 page delivery plan which looks at the objectives; these are RAG rated and ensure each objective is on target and if failing, actions will be put in place.

### Success stories from the CSP

Pallister Park and Norfolk shops were targeted by groups of youths throwing missiles and causing harassment, alarm and distress to shoppers. Through multiagency working, partners raised £8K to purchase, erect and monitor a rapid deployment camera. Partners met on a weekly basis and addressed individuals causing the nuisance and feedback to residents on a weekly basis ensuring they were kept inform of all the work that was being done.

### ***Term of reference B:***

***To understand the nature and levels of anti-social behavior and crime across the town. Has there been improvement or decline over the past 2 years?***

33. Whilst the panel heard about the excellent partnership work within town, they also wished to examine the nature and levels of crime and anti-social behaviour in Middlesbrough.
34. Statistics were presented by the Head of Stronger Communities who provided overview of the crime and anti-social statistics.
35. The data was Cleveland Police data and showed crime and anti-social behaviour rates for (the information is attached at appendix 1 of the report)
  - Cleveland Local Authority rate comparisons
  - Middlesbrough Wards total numbers
  - Middlesbrough Wards rates
36. The first graph provided information for 100,000 population for Middlesbrough. The statistics showed that Crime rates for Middlesbrough in 2019 and 2020 remained close to the other local authorities, however looking at the start of 2021 the crime rate had climbed further away from the other Local authorities as the year was progressing. It was encouraging to see a reduction of crime and anti-social behavior in October 2021/ November 2021, however the gap between local authorities was significantly wide.
37. The Head of Stronger Communities advised that there was a change in recording for crime and anti-social behavior in April 2021, which was highlighted due to the significant drop in recording.

38. In terms of anti-social behavior, statistics show that although Middlesbrough has higher anti-social behavior rates than other local authorities, it is encouraging that the rates in Middlesbrough were at their lowest in 3 years.

#### CRIME IN MIDDLESBROUGH- analysis and rates

39. In terms of crime across Middlesbrough, the panel were provided with a ward by ward analysis. At the time of the review, the 2021-22 data was incomplete as this ran from 1 April 2021- 31 March 2022. Crime totals per ward shows that nearly all wards (excluding Brambles & Thorntree, Park end & Beckfield, and Ayresome) saw a decrease in crime from 2019-2020.
40. The statistics also showed some wards such as Hemlington, Ladgate, Kader, and Central have already recorded more crimes, or were all nearly higher than 2020.
41. The highest crime rates still remain in Central ward, however this was not uncommon to towns due to the town centre effect, as there was quite often an increase due to shop lifting in prime issues within this area. North Ormesby was second and Newport third.
42. In terms of crime rates, the 2021 figure was not fully complete so it was expected that they would be lower.
43. A decrease from 2019 to 2020 was evident. However looking from 2018-2020 wards such as Newport, Park End & Beckfield, Brambles & Thorntree, and Park either increased or remained at a similar rate.

#### ANTI-SOCIAL BEHAVIOUR- analysis and rate

44. In terms of anti-social behavior analysis, the statistics showed an increased in 17 out of 20 wards from 2019-2020. This was expected due to an increase in anti-social behavior during COVID and the breach of lockdown rules. However the Head of Service advised that anti-social behavior in all wards so far in 2021 has remained lower than both 2019 and 2020.
45. In terms of rates, this does not change significantly except when looking at the anti-social behavior rate, the only slight difference was that Park End & Beckfield comes higher than Park ward. This was due to less anti-social behaviour occurring in the ward and a smaller population.

#### Neighbourhood Policing- work within the community

46. The panel, whilst receiving statistical data on crime and anti-social behaviour, were keen to also understand the current situation with Cleveland Police, under the Neighbourhood policing model.
47. The panel received information from Chief Inspection Tomlinson, who advised that there had been significant changes in Neighborhood policing over the past 2 years ( as the covid-19 pandemic commenced).
48. The current Neighbourhood policing model was devised as follows:



Superintendent Marc Anderson (South Commander)

Chief Inspector Daryll Tomlinson  
(dedicated to Neighbourhood policing in Middlesbrough)

Middlesbrough North Insp Darren Birkett

Middlesbrough South T/Insp Chris Turner

Each have 3 teams each- consisting of Sargent's PC's and PCSO's who cover all 20 wards in Middlesbrough.

On top of neighbourhood policing, the below teams listed are in place to help the delivery of Middlesbrough across Middlesbrough.

- Response Teams 24/7
- CID
- Safeguarding Teams
- Sex Offender Management
- Complex Exploitation Team
- Community Safety
- Homicide and Major Enquiry Team
- Cyber Crime
- Fraud
- Organised Crime Unit
- Intelligence

49. The goal of the Neighbourhood Policing unit was as follows:



50. The Panel were advised that the Neighbourhood Strategy operates and is in line with the National Neighbourhood Strategy. The aim of Neighbourhood policing hits within three headings; Engagement; Problem Solving and Targeted activity.

51. The Chief Inspector outlined some of the activities undertaken under the 3 headings:

<b>Engagement</b>	<b>Problem Solving</b>	<b>Targeted activities</b>
Community Engagement Ward Pledge	Problem Solving OEL (Police)	TCG Targets
Ward priorities, Ward Newsletters, Ward meetings	Problem Solving Plans (Partnership Working)	Who is causing our communities the issues.
Visibility – Right People, Right Places, Right Times	Repeat Callers, Repeat Victims, Repeat Locations	Week of action in North Ormesby
Ring backs, Revisits – Victims Code of practice – meaningful communication		Week of action in Hemlington
Schools, Youth Clubs, Youth provisions – Linx, Youth Focus North East.		

52. The panel were aware of the pressures on Cleveland Police and were concerned that of the model was not running to full capacity.

53. The Chief Inspector stated that over the past 2 years, a resourcing model was identified by the force as to what was required to operate Neighbourhood policing, however to date they had not established the numbers that were envisaged.

54. The numbers anticipated were as follows:

- 34 police officers
- 30 PCSOs
- 6 Sergeants
- 2 Inspectors

55. At present, the numbers were in the high 20s, and along with sickness levels and absence, plus other demands, reaching the desired number of officers has been quite challenging.

56. However, the panel were reassured that new officers (4-5) would be joining the force in early 2022 to increase the model and there was a feeling across the partnerships that the model would be fulfilled effectively. The Chief Inspector admitted more could be done, however without a full resource model this proved difficult.

57. It was anticipated that each ward should have one designated PC and PCSO to discuss and raise issues with, however due to demand this quite often is not the case. In an ideal world, the force would like 5 PCs and 5 PCSOs in one ward, however at present this is unrealistic.

58. Cleveland Police are recruiting officers, however it takes time to come through the 3 year training programme, however it was hoped results would be made once officers were in place.

59. In order to try and deal with the increasing levels of crime, the panel were pleased to hear about the excellent partnership working being undertaken. Partners include, Middlesbrough Council; Cleveland Fire Brigade; Thirteen Housing and Neighbourhood Policing Middlesbrough. Cleveland Police have also started to reach out to the community to help bridge the gap between the police and key groups.

60. Key meetings take place with these partners include:

- daily partnership meeting where key partners will discuss key areas of concern relating to crime and anti-social behaviour. This meeting looks at trends and patterns to identify issues early.
- monthly meetings to deal with long term issues e.g. currently operating Hemlington Strategic Group.
- monthly problem solving meetings- identify long term problems
- 4-6 weekly organised crime group meetings (prevent, pursue, protect and prepare)
- active intelligence group (run by the local authority)
- tasking and coordinating group for Middlesbrough – focusing on community work
- community safety partnership
- local police and delivery group within Cleveland Police- who hold Cleveland Police to account.

61. There has further been key areas of Government investment through the Hard to Hope – Middlesbrough who have invested as part of project adder (tackling drugs-support individuals and treatment, investing in staff and working on reducing violence and firefighting culture). There was also value in working with communities especially with MFC, by organizing football with young people to bridge the gap (Hemlington and park end). The Chief Inspector further outlined that regular updates are sent out on performance, however there was a real push on an engagement framework to understand the communities and their issues.

62. Visibility of police on our streets also raised concern for the panel, as they felt this was not the case across Middlesbrough. The Chief Inspector agreed that having police in cars may not appear as being visible, however it all falls to resources. Ward walks are able to be carried out if required and there is strong visibility in terms of partner organisations e.g. from street wardens and it was noted that Middlesbrough is the only local authority in the North East who have a dedicated policing team working in the town centre, which was funded by partnership working. This is an excellent resource to have in an area where there is the highest levels of crime and anti-social behaviour.

63. Partnership activities are also displayed through the following:

- House closures
- Civil injunctions
- Accredited powers designed by Cleveland Police
- Public space protection order
- Thirteen/ partnership
- CCTV- In November 2021, Cleveland police reviewed 130 pieces of CCTV- 81 pieces of CCTV have been used to take forward for prosecutions

64. Whilst the panel were pleased with this partnership working, they still feel more needs to be done to police our streets especially with the current issues within some of the wards.

***Terms of reference C;***

***To understand perceptions and impacts of crime and anti-social behavior in the town on residents.***

65. The panel are well aware of the impact that crime and anti-social behaviour can have on individuals' lives.

66. BBC Panorama documentary – Anti-social behaviour- afraid in my own home, had recently been televised and spoke to the Mayor and local residents/ ward councillors within the Hemlington Ward. Within the programme, the CEO of the charity anti-social behaviour help (ASB help) spoke to the presenter regarding their support for victims.

67. The panel were thrilled to receive information from Harvinda Saimbi, newly appointed CEO of ASB Help and also Katy Anderson, Practitioner Support Manager.

68. The background and support provided by ASB Help was as follows:

- ASB Help is a registered charity in England and Wales set up to provide advice and support to victims of anti-social behaviour in 2013.
- The Charity has a website that is dedicated to the memory of Fiona Pilkington from Leicester who in 2007 killed herself and her 18 year old disabled daughter Francesca after Leicester police failed to investigate her 33 complaints to them about harassment.
- Purpose and aim is to work with victims of anti-social behaviour (ASB). The founder of the Charity was adamant that what happened to Fiona should not happen again.
- ASB Help aims to provide information and advice to interested parties and members of the public involved with and suffering from anti-social behaviour.
- Following such high-profile cases of vulnerable victims who did not receive any help from the authorities, ASB help believe there is a clear need for coordinated information and advice that is readily accessible to those who need it.
- ASB Help primarily offer support through their informative website particularly focusing on equipping victims of anti-social behaviour with the necessary tools to effectively report it.
- They provide one to one support and advice to practitioners on a wide range of ASB areas, such as advice on cases, provide training, sit as independent chairs or panel members for community trigger meetings, lead on developing local ASB conferences or briefings to a range of audiences.
- ASB Help was also in the in the process of developing a practitioner site which will contain useful information, templates and best practice examples. They believe this is important because ultimately victims of anti-social behaviour will receive a better response where ASB practitioners are well-informed through sharing best practice, updates in the sector and opportunities to be innovative to get results for victims.
- ASB Help also plan to build up a database of information from visitors to the website on how effective they have found their local authorities and police to be in responding to reports of ASB, populated by our online survey.
- ASB Help have particular interest in the Community Trigger (also known as the ASB Case Review) introduced in the Anti-Social Behaviour, Crime and Policing Act 2014 to empower victims who feel they are being ignored by local agencies. They hope that

they can assist victims in accessing their local Community Trigger and as we gain more knowledge and experience in this area, undertake political lobbying to ensure it is fit for purpose.

- ASB Help also encourage authorities to sign up to the Community Trigger ASB Help PLEDGE
69. ASB Help Pledge was introduced in 2019, to get national consistency with the community trigger. Guidance around community triggers can appear vague, and all local authorities are set up differently, and this allows local authorities to fit the community trigger round the key existing frameworks.
70. Whilst there are inconsistencies across local authorities, there was still a central aim – having the victim at the heart of the process and ensuring the victims voice is heard.
71. The panel were advised that the trigger process is not a complaints system or accountability, rather a problem solving exercise to address ongoing asb.
72. ASB Help actively encourage local authorities to sign up to the ASB Help Pledge, by ensuring that they:
1. Promote awareness: Actively encourage the use of the community trigger to residents and partner agencies. One of the key things is that the community trigger is the voice of victim and where the agencies collectively agree an action plan.
  2. Legality: Confirm your organisation is legally compliant and embracing the spirit of the community trigger. For example, having an independent chair and therefore ASB Help encourage local authorities to work together so that the Chair is completely independent from the area.
  3. Ensure accessibility: Publicise the community trigger so the most vulnerable know what it is and how to invoke it.
  4. Develop your process: Embrace the full potential of the community trigger by continually reviewing and learning from best practice.
  5. Generate inclusivity: Use community trigger review meetings to work collaboratively and strategically, formulating solutions to end the anti-social behaviour. The guidance was updated in 2021 so that victims can now attend the community trigger review meeting or produce a statement to have their voice heard at the beginning of the meeting.
  6. Establish a precedent of using the community trigger to put victims first and deter perpetrators.
73. ASB Help welcome interested organisations to look at what the Pledge, as subscribing to it will show commitment to victims of anti-social behaviour.
74. The outcomes of a community trigger meeting as successful and the Manager advised that she has never attended a community trigger meeting where has been no actions taken.
75. ASB help can work with local organisations to work on these processes. This also shows that local authorities/ organisations have worked with them to sign the pledge.
76. The panel learnt that the Council have an anti-social behaviour policy (ASB Policy), which is attached to the report as an appendix. This underpins everything that the

council does to support victims of crime and anti-social behaviour as well as information on the community trigger process.

77. However, whilst information is available, the panel members stated that until the documentary, they had never heard of a community trigger and therefore felt, this needed to be better published and that the Council's approach should be explained fuller.

### **Middlesbrough's approach to victims and the community trigger process**

78. Strategic Community Safety Manager, provided the panel with information on the community trigger process. It must be noted that Middlesbrough Council have an excellent team and victims of crime and asb are their upmost concern and at the forefront of what the council do.

79. In terms of community triggers, as way of introduction:

- The Community Trigger was introduced under the anti-social Behaviour, Crime and Policing Act 2014.
- Purpose - To give victims and communities the right to request a review of their case and bring agencies together to take a joined up, problem solving approach to find a solution.
- Vulnerable or repeat victims of ASB being missed due to agencies working in isolation (Fiona Pilkington case)
- Information regarding problems in an area not being shared between agencies
- Poor coordination of problems and lack of problem solving or joint working between agencies

80. The following agencies are involved in the community trigger:

- Middlesbrough Council
- Cleveland Police
- Tees Valley Commissioning Group (CCG) if required
- Co-opted Housing Associations (Thirteen lead contact)

81. The community can ask for the community trigger to be activated when it hits the following thresholds:

- An individual, business or community group has made **three** or more reports regarding the **same** problem in the past six months to Middlesbrough Council, Cleveland Police, or their Housing Association Landlord, or
- More than one individual, business or community group has made **five** or more reports about the **same** problem in the past six months to Middlesbrough Council, Cleveland Police, or their Housing Association Landlord.

82. The request for the community trigger to be activated when:

Qualifying requests:

- Requests cannot be made more than 6 months after the problems to review have occurred.
- Requests cannot be made where the problems were not reported to official agencies within 1 month of their occurrence.
- Generally requests cannot be made about problems that occurred outside of Middlesbrough.
- The Community Trigger process is a request for a **review**. It is not a **complaint** process.

83. The trigger process in Middlesbrough is as follows:

- All requests must be made by telephone, email or letter to the Council's Neighbourhood Safety Team.
- Acknowledgement letter sent.
- Information request made to all 'responsible' agencies
- Legal Services decide if threshold met
- Case Review Panel meeting arranged
- Applicant informed of outcome

84. If the thresholds are met, the review panel will consider the following:

1. Have the reports been acknowledged?
2. Was the victims vulnerability assessed? The Manager outlined that she carried out some work with the Home Office to produce a matrix for Victims of anti-social behaviour which was rolled out nationally.
3. Did any response consider the vulnerability of the victim?
4. Was there appropriate information sharing / problem solving / joint working?
5. Were procedures followed?
6. Was the victims vulnerability reduced to a satisfactory level?
7. Was the problem reduced to a level where the behaviour reported is no longer a cause for concern?
8. Case review panel may make recommendations and/or produce an action plan

85. In terms of numbers of Community Triggers:

Community Triggers by Quarter – Financial Year 2021/22						
Quarter	Total	Date Received	Ward		Met Threshold	Appeals
Q1 (Apr-Jun)	2	Jun-21	North Ormesby		Y	N
		Jun-21	Coulby Newham		N	N
		Jul-21	North Ormesby		N	Y

Q2 (Jul-Sep)	4	Jul-21	Park End & Beckfield		N	N
		Aug-21	Brambles & Thorntree		Y	N
		Sep-21	Hemlington		N	N
Q3 (Oct-Dec)	4	Oct-21	Brambles & Thorntree		Y	N
		Dec-21	Berwick Hills & Pallister		Y	N
		Dec-21	Berwick Hills & Pallister		Y	N
		Dec-21	Berwick Hills & Pallister		Y	N
Q4 (Jan-Mar)			Not known at time of meeting			

86. There had been 10 community triggers to date, however in previous years there were few community triggers. An all member briefing was held and as a consequence, requests were made and therefore it shows that if you promote the trigger, they are requested.

87. Taking onboard the reference made by panel members with respect to not being aware of the community trigger, more work was required to promoting the community trigger. Whilst done in the past, this clearly needs reviewing.

88. Information on the website further does not provide full details of the Trigger and this has therefore been reviewed and new information will be uploaded.

89. Middlesbrough Council also share good practice and the Manager made reference to Redcar and Cleveland who would be reviewing their process and proforma.

90. Following the information from ASB help, the Manager took on board the comment regarding victims and their attendance at the case review meetings. In the past Middlesbrough has not invited victims, however following on from the meeting the procedures would be updated and all victims would be invited in the future. The panel were extremely pleased with this outcome.

91. Middlesbrough work very hard with partners, however one aspect that they fail is reporting back to the community e.g. days of action.

92. In terms of early intervention, the Council work tirelessly to do the following;



- Active Intelligence mapping (AIM) – multi agency problem solving approach (Chaired by Geoff Field)
  - Operational task & finish groups
  - Set up location individual perpetrator records
  - Preventative measures/liaison with other agencies i.e. Police, Fire, Schools, Early Help, YOS, Social Care
  - Evidence gathering – Diary sheets, CCTV, warden reports. We do struggle to gather evidence as many young people still wear masks so it is difficult to identify the perpetrators.
  - Supporting victims (residents & businesses) throughout process
  - Warning letters/home visits
  - Acceptable behaviour contracts
  - Joint patrols
  - Final warnings
  - Legal action (injunctions, house closures, Criminal Behaviour Orders, PSPO etc)
93. Whilst the community trigger is an effective tool, there are also other mechanisms (as outlined above) to support the victims. With the overwhelming amount of anti-social behavior issues which are reported to the Council, it is hoped that this can be dealt with through the multi- agency approach.

***Term of reference D:***

***To gain an understanding of the locality model and understand the impact this has made on residents and anti- social behaviour within these two areas and merits of wider roll out.***

94. At the beginning of the review, the panel had shown interest in learning how the Council's locality model pilot and whether it was impacting on the lives of residents, especially in relation to crime and ASB.
95. The panel received information from the Senior Neighbourhood Development Manager as well as colleagues from the Council, Streets Ahead and Cleveland Police to provide an overview of locality working and its impact on local communities.
96. The purpose of locality working is as follows:

***Locality working involves a system change to the current operational delivery model across Council services. It seeks to achieve joined-up systems and reconfigure relationships between statutory organisations, partners and the community. It will involve developing collaborative approaches to address the underlying causes of community problems and build capacity within the***

***community in order for residents to take charge of their own future, to have a strong voice and to build social capital and connections within the community.***

97. It was agreed that Locality Working would commence with two pilots in North Ormesby and Newport . The main aspects of locality working were to provide communities with a strong voice and to allow joint working with a specific area to tackle issues. The two pilot schemes commenced in April 2020 and would run for 2 years. A business case was drawn up at the beginning of the pilot for each area and the Manager provided information surrounding this:
98. Business Case - Newport Ward is the 5th most deprived ward in Middlesbrough moving from the 123rd most deprived ward nationally in 2007 to the 38th most deprived ward in 2015. The North Ormesby Ward is the most deprived ward in Middlesbrough and the 2nd most deprived ward in England. Newport had the 3rd highest number of recorded Racially Motivated crimes with only Central and North Ormesby having more. With all three wards having more than double the Middlesbrough average per 1,000 population.
99. In addition, these wards had the highest level of antisocial behaviour per 1,000 population in 10 February 2022 2018/19. Newport Ward had the 2nd highest rate of female victims of violent crime per 1,000 population in 2018/19 with only North Ormesby having more. When looking at alcohol related hospital admissions to James Cook University Hospital, Newport Ward had the 3rd highest number of admissions in 2018/19 and in the previous year it was 2nd highest. When looking at alcohol and substance related ambulance pick-up data, Newport Ward had the 3rd highest level of recorded pick-ups with only North Ormesby and Central having higher levels. When looking at incidents reported to Middlesbrough Council in 2019, Newport Ward had the highest number of low level antisocial behaviour and environmental crimes and 2nd highest level of fly-tipping.
100. From consultation, and data, a number of high level objectives were put in place for each area:
- Healthier population
  - People feel safe
  - Increase satisfaction in environmental standards
  - Improve perception of community cohesion
  - Improve physical appearance of neighbourhood
  - Improve customer experience (Council and partners)
  - Build Community Capacity
  - Improve economic outcomes
  - Better outcomes for children
101. Each objective is tracked through 7 overarching action plans in each locality and has an assigned officer. These action plans are reviewed monthly however they do a monthly run through of actions to professionally monitor and work with partners to address issues.
102. Through developing the model, and as community priorities become apparent, or certain issues have been identified, sub groups and action plans have been developed

to respond specifically to the ward level issues. In terms of benefits and outcomes, the benefits from the pilot are as follows:

<b>Benefit</b>	<b>Description</b>
<b>Improved public perception within the 2 localities</b>	<b>Improved perception of: Crime, ASB, ability to influence decision making, community cohesion, ability of LA and partners to tackle local issues</b>
<b>Improved outcomes for Children and families</b>	<b>Reduction in the number of LAC. Reduction in the number of children subject to sexual exploitation and criminal exploitation Increased educational attainment</b>
<b>Improved physical environment</b>	<b>Cleaner environmental standards engaging with the community to share responsibility. Reduction in the number of people raising issues that have been reported but not dealt with</b>
<b>Stronger communities</b>	<b>Communities that engage and take shared ownership of local issues.</b>
<b>Improve user experience</b>	<b>A single point of contact within the community for the public and professionals will remove time spent navigating services improving user experience.</b>
<b>Right service first time.</b>	<b>As the pilot areas will provide a single source for coordinating referrals and signposting information.</b>
<b>Having a multifaceted team will encourage the sharing of knowledge and skills and result in an improved customer experience</b>	<b>The pilots will bring together staff from multiple areas across the Council and partners agencies, meaning more knowledge and information will be available to inform decision making on referrals which will lead to efficiency gains.</b>
<b>Utilise all services</b>	<b>By having access to all services available including voluntary sector, the load will be spread across a wider range of providers easing pressures particularly on social care.</b>
<b>Support for integrated working</b>	<b>The pilot will put into practice the key principles of integrated working including relationship building, improved communications, information sharing, pooled budgets, joint planning and management of resources. These will provide a governance framework and working practices that can be re-used by future integrated working initiatives</b>

103. The panel were provided with information on the staffing resource within the locality areas, this was allocated at the beginning of the pilot, however since, the partners have widened including housing solutions team, Project adder, Fire and Cleveland Police and a stakeholder group has been developed (including the community , partners and schools) will allows joint working.

104. Following the initial information regarding the model, the panel were provided with information regarding work undertaken in the pilot areas to combat crime and anti-social behaviour:

- Allocated resource for both Localities
- Working groups for specific issues and actions.
- Police led action plan around People feeling safe.
- Dedicated action plan for Drugs and drug related issues.
- Weeks of action and ward specific operations (last week of action completed in January in Newport on speeding)
- Joint meetings with dedicated officers to assist with diversion, engagement and assistance (youth provision, drug and alcohol)- moving forward that issues do not occur.
- Community engagement- placing and residents and business owners at the heart of the community.
- • Regular drop in events for Police and Council teams to offer assistance and opportunities for face to face reporting. 10 February 2022
- Regular community feedback.
- Increase in high level intervention – life of model, in Newport, there has been 9 successful house closures. These were all linked in some way to drug dealing and high level anti-social behaviour. Property close for 3 months and no access is permitted during this time.
- Increased community intelligence and officer knowledge due to wider team and joint working

The panel were interested to learn whether crime and asb levels had reduced. In terms of indicators used by the locality model, the latest data was as follows:

<b>Incidents of ASB</b>	<b>Q1 20/21</b>	<b>Q2 20/21</b>	<b>Q3 20/21</b>	<b>Q4 20/21</b>	<b>Q1 21/22</b>	<b>Q2 21/22</b>	<b>Q3 21/22</b>
Newport	523	349	374	244	258	232	172
North Ormesby	157	86	122	76	98	106	64

<b>Incidents of Police reported crime</b>	<b>Q1 20/21</b>	<b>Q2 20/21</b>	<b>Q3 20/21</b>	<b>Q4 20/21</b>	<b>Q1 21/22</b>	<b>Q2 21/22</b>	<b>Q3 21/22</b>

Newport	151	185	177	144	219	196	165
North Ormesby	46	68	60	51	67	65	67

Incidents of Public reported crime	Q1 20/21	Q2 20/21	Q3 20/21	Q4 20/21	Q1 21/22	Q2 21/22	Q3 21/22
Newport	595	694	672	588	685	672	632
North Ormesby	192	214	215	232	244	297	247

105. The model has increased information sharing and helped to centre the approach to dealing with high levels of anti-social behaviour, which has resulted in an increase in high level interventions with 9 House Closures, 3 Civil Injunctions and 9 injunction breaches taking place within Newport.

106. There has also been a noticeable decline in incidents of anti-social behaviour and The incidents reported to the Police and incidents of public reported crime were comparable to 2019/20 data and what can be seen is a spike in the data in Q2 20/21 when covid restrictions were eased.

107. In terms of perception data, key questions are asked every 6 months and from there actions are put in place to ensure they are responded to.

<b>Feeling that Crime and ASB is improving in Newport</b>	
<i>* % of individuals indicating measure is a very or fairly big problem, desired outcome percentage decrease.</i>	
<b>April 2020 - 80.65%</b>	<b>October 2021- 44.29</b>
<i>Improvement in perception of gang nuisance Newport *% of individuals indicating measure is a very or fairly big problem, desired outcome percentage decrease.</i>	
<i>April 2020- 64.51%</i>	<i>October 2021-36.91%</i>
<b>Feeling that Crime and ASB is improving North Ormesby</b>	
<b>April 2020- 71.74%</b>	<b>October 2021- 77.14%</b>

108. Whilst the figures are promising, the Council is aware there is always room for improvement.

109. Perception survey in both localities were completed in September 2020 a further survey linked to indicators was completed in March 2021 and again in October 2021. The survey was open to everyone who lives in in the pilot areas and covid significantly affected the way the survey way carried out. At the last survey, there were around 200 respondent's (approx. 2% of the ward) , and therefore whilst its pleasing , there was further work to be done to capture perceptions. The panel were advised that in the next round of surveys, they would be taken to community events to try and capture more views.

110. In terms of perceptions, the below have been captured:

- Perceptions of feeling safe during the day in **Newport** have risen from 31.18% of respondents feeling very safe or fairly safe in September 2020 to 35.49% in March 2021 to 68.65% in October 2021.
- Perceptions of feeling safe during the day in **North Ormesby** have risen from 32.61% of respondents feeling very safe or fairly safe in September 2020 to 51.51% in March 2021 to 77.14% in October 2021.
- Perceptions of feeling safe after dark in **Newport** have risen from 9.68% of respondents feeling very or fairly safe on an evening in September 2020 to 12.90% in March 2021 to 48.98%.
- Perceptions of feeling safe after dark within **North Ormesby** have risen from 13.04% of respondents feeling very or fairly safe on an evening in September 2020 to 21.21% in March 2021 to 31.42%.

111. Some of the statistics raised alarm to the panel members, especially in relation to feeling safe after dark. However as the perceptions have grown, there is strong evidence that the model is working.

112. There was some concern that the pilot areas would cease to operate locality working after April 2022 in Newport and North Ormsbey, however the panel have been reassured by the Director of Environment and Community services that this will not be the case and that locality working will continue within these areas. An evaluation would be carried out of the two areas and other wards which would benefit from the model would be explored.

113. As locality working is not town wide at present, and where there are high levels of crime and ASB, the council and partners are working with residents to put in place other preventative measures.

#### Councillor C Cooke- Ward Councillor for Newport

Locality working is the best thing that was introduced. People faith has increased and have started to report things, however no one believed in the council to report these (which is why the reporting has gone up), however now issues get resolved and we have an all whole system approach e.g if an alley is trashed, we look at why ,and how this can be prevented from happening again- this is a success”.

“locality working was needed in Newport and from the perceptions surveys, it shows that the model works”.

**Detective Steve Pattison, Cleveland Police**

“ Locality working does work, and by talking to each other, we get results through partnership working and breaking down barriers which were once there. The statistics show that when you start making an impression in an area, crime reporting may increase, because public perception has increased with the services that are being delivered and you get more intelligence”.

“The police work closely with the local authority , for example, there are officers currently working alongside trading standards and officers have helped the local authority do untaxed vehicles “.

**Kim May- streets ahead**

“ Streets ahead has been here since 2006, we are a community and charity organisation and we provide a one stop shop and we were at one point the only one. The difference that locality working has made to the area has been amazing. You used to have to go round the houses to find an officer to report a problem, but we now go to Adam and his team and we know that things will be sorted. Residents feel safer and I am really pleased that locality is continuing as without it we would be lost and we are working smarter”

**Melanie Boyce -Community Safety Officer for selective landlord licensing.**

“ from my perception locality working has helped me and enhanced what I can do in the community. We work with other partners e.g. the police, but I know I have that direct contact and if I have to go on visits I can go with them. I do foot patrolled with PCSO's and therefore residents get to know who I am, and what I am trying to achieve. If there is an issue relating to anti-social behavior, I look at a holistic approach and talk to other partners e.g. children's services/ schools to ascertain the problem and work out how we can address these”.

**CONCLUSIONS**

114. The scrutiny panel reached the following conclusions in respect of its investigation:

**TERM OF REFERENCE A –**

115. Based on the evidence received, the Panel applauds the excellent work being undertaken by the Community Safety Team and partners. Whilst there is excellent

work being undertaken, the panel feels councillors and the wider community need further information on what the Council is doing in relation to crime and asb.

#### **TERM OF REFERENCE B –**

116. The Panel are passionate to ensure Middlesbrough is a safe place to live and bring up a family. Whilst it is pleasing to hear that asb levels were at their lowest, the panel is concerned about the raising levels of criminal activity across certain areas of the town.

117. Whilst the panel recognises that the Council and Cleveland police work in partnership to combat issues in our town, the levels of Cleveland police officers patrolling our neighbourhoods is still lower than expected and the panel feel having more officers would help to reduce some of the nuisance and crimes being displayed.

#### **TERM OF REFERENCE C**

118. From evidence received, it is clear more information sharing on the community trigger needs to be filtered to our communities.

119. Whilst saying this, the panel cannot take away the excellent work of our teams and feels that their hard work should be acknowledged. Signing the ASB Pledge would further put Middlesbrough on the map for putting victims at the heart of what we do.

#### **TERM OF REFERENCE D**

120. From statistics and first hand evidence, it is clear that locality working does work, especially in raising perceptions amongst our communities.

121. The panel is delighted that locality working will continue within Newport and North Ormesby and would be keen to hear about any further roll out as well as receiving further information on how locality working in the existing areas is impacting the levels of crime and asb.

#### **RECOMMENDATIONS**

**122. TO BE AGRRED BY THE PANEL**

#### **ACKNOWLEDGEMENTS**

123. The panel would like to thank the following officers for their assistance in their work:

- Geoff Field, Director of Environment and Community Services
- Marion Walker, Head of Stronger Communities
- Jane Hill, Strategic Community Safety Manager
- Adam Parkinson, Senior Neighbourhood Development Manager
- Daryll Tomlinson, Chief Inspector p0554, Middlesbrough Neighbourhood Policing - Cleveland Police
- Kim May- Streets Ahead



- Melanie Boyce -Community Safety Officer for selective landlord licensing
- Detective Steve Pattison, Cleveland Police
- Councillor Chris Cooke- Ward Councillor for Newport
- Harvinder Saimbhi, CEO- ASB help
- Katy Anderson, Practitioner Support Manager- ASB Help

## **BACKGROUND PAPERS**

124. The following sources were consulted or referred to in preparing this report:

- Minutes of the Culture and Community Scrutiny Panel held on 15 July 2021, 21 October 2021, 16 December 2021, 10 February 2022 and 10 March 2022.
- Middlesbrough Council's – Statement of Policy and Procedures for Anti-social behaviour.
- ASB Help
- Cleveland Police website
- Gazette Live
- BBC Panorama documentary – Anti-social behaviour- afraid in my own home.

## **COUNCILLOR C MCINTYRE- - CHAIR OF CULTURE AND COMMUNITIES SCRUTINY PANEL**

The membership of the scrutiny panel is as follows: Councillors C McIntyre (Chair), G Wilson (Vice-Chair), R Arundale, D McCabe, L Lewis, M Nugent, S Dean C Dodds and J Rostron

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