

## **Scrutiny Standing Panel Agenda**



### ***Crime and Disorder Task and Finish Scrutiny Panel Monday, 23rd April, 2007***

**Place:** Members Room, Civic Offices, High Street, Epping

**Time:** 7.00 pm

**Democratic Services Officer:** A Hendry, Research and Democratic Services  
Email: ahendry@eppingforestdc.gov.uk Tel: 01992 564246

**Members:**

Councillors M Cohen (Chairman), M Woollard (Vice-Chairman), D Bateman, P Gode, Mrs A Grigg, Mrs A Haigh, D Jacobs, R Law, R Morgan, Mrs C Pond, P Spencer, D Stallan and J Wyatt

---

<p><b>A BRIEFING FOR THE CHAIRMAN WILL BE HELD AT 6.45 PM PRIOR TO THE MEETING</b></p>
--

**1. APOLOGIES FOR ABSENCE**

**2. SUBSITUTE MEMBERS (COUNCIL MINUTE 39 - 23.7.02)**

(Head of Research and Democratic Services) To report the appointment of any substitute members for the meeting.

**3. DECLARATIONS OF INTEREST**

(Head of Research and Democratic Services). To declare interests in any items on the agenda.

In considering whether to declare a personal or a prejudicial interest under the Code of Conduct, Overview & Scrutiny members are asked pay particular attention to paragraph 11 of the Code in addition to the more familiar requirements.

This requires the declaration of a personal and prejudicial interest in any matter before an OS Committee which relates to a decision of or action by another Committee or Sub Committee of the Council, a Joint Committee or Joint Sub Committee in which the Council is involved and of which the Councillor is also a member.

Paragraph 11 does not refer to Cabinet decisions or attendance at an OS meeting

purely for the purpose of answering questions or providing information on such a matter.

**4. MINUTES OF LAST MEETING (Pages 3 - 6)**

To note and agree the minutes from the last meeting held on 15 March 2007.

**5. TERMS OF REFERENCE / WORK PROGRAMME (Pages 7 - 20)**

(Chairman/Lead Officer) To note the attached updated Terms of Reference and associated Work Programme. The Panel are asked at each meeting to review both documents.

Also attached are two background papers produced by the Local Government Information Unit, one on the Police and Justice Act 2006 and the other on the new Scrutiny Powers on Crime and Disorder.

**6. THE EFDC CRIME AND DISORDER TEAM**

To introduce and receive a short presentation on the overview of the EFDC's Crime Prevention Team.

**7. THE NATIONAL INTELLIGENCE MODEL (Pages 21 - 46)**

To receive a presentation on the National Intelligence Model by Paul Gardner, the Council's ASB co-ordinator.

A copy of his presentation is attached for information.

**8. UPDATE FROM THE POLICE ON THE COMMUNITY POLICING INITIATIVE**

To receive an update by the Police on the role out of the Community Policing Initiative.

**9. COMMUNITY CALL FOR ACTION. (Pages 47 - 56)**

The Panel to consider the operation of the Community Call for Action, Scrutiny Plus and how the Neighbourhood Action Panels (NAPs) and Joint Action Groups (JAGs) fit into the process.

Attached is a letter from Gareth Hills, the CDRP Reform lead in the Home Office, which outlines the process of the CDA review and other developments pertinent to CDRPs.

**10. ANY OTHER BUSINESS**

**11. DATE OF NEXT MEETING**

For the Panel to decide on a date for their next meeting.

**EPPING FOREST DISTRICT COUNCIL  
NOTES OF A MEETING OF CRIME AND DISORDER TASK AND FINISH SCRUTINY  
PANEL  
HELD ON THURSDAY, 15 MARCH 2007  
IN COMMITTEE ROOM 2, CIVIC OFFICES, HIGH STREET, EPPING  
AT 7.00 - 8.40 PM**

**Members Present:** M Cohen (Chairman), M Woollard (Vice-Chairman), D Bateman, Mrs A Grigg, D Jacobs, Mrs C Pond, P Spencer, D Stallan and J Wyatt

**Other members present:**

**Apologies for Absence:** R Law and R Morgan

**Officers Present** J Scott (Joint Chief Executive), C Wiggins and A Hendry (Democratic Services Officer)

**Also in attendance:** Paulett Burrell (Essex Youth Offending Team) and Richards Meads (Essex Probation Service)

---

**22. SUBSITUTE MEMBERS (COUNCIL MINUTE 39 - 23.7.02)**

No substitute Members were reported.

**23. DECLARATIONS OF INTEREST**

Pursuant to the Council's Code of Member Conduct, Councillor M Cohen declared a general personal interest by virtue of being a Criminal Defence Lawyer. He declared that his interest was not prejudicial and he would remain in the meeting.

**24. MINUTES - 23 NOVEMBER 2006**

The minutes of 23 November 2006 were agreed.

**25. TERMS OF REFERENCE/ WORK PROGRAMME**

The Panel noted that the Police and Justice Act 2006 had now been passed, but had not yet come into force. It is to be phased in from April this year and over the next few years. This would mean the Panel's terms of reference had shifted to looking at something that was already in force and the Panel were now influencing how it operates as opposed to how it was implemented.

Paul Gardner could give a presentation at the next meeting on the National Intelligence Model and the Police asked to attend the meeting after. The Panel could then look at and understand how CDRP works in the district.

The Chairman expressed his concern that if a final report could not be produced, the Panel may have to submit an interim report to O&S saying that a further Panel may have to be set up in the new year to continue the work of this Panel.

**26. PRESENTATION ON THE YOUTH OFFENDING TEAM**

The Chairman welcomed Paulette Burrell the West Essex Youth Offending Team Manager, who was attending the meeting to give a flavour of the work of the Youth Offending Team as a partner of the Crime and Disorder Network.

This is a service that exists to work with kids from Ten to Seventeen years old. Ten is when you are legally considered liable for your actions. Seventeen is the cut off point as you are deemed to have reached adulthood at eighteen. They link into to the Youth Justice Board and work with the local Criminal Justice Board. They carry out the orders of Magistrates and Judges and work closely with the Police, Probation, Education, Social and Health Services.

Her team is a small team that covers a big area. On the team are a Police Officer, Welfare Worker, Social Officer and a Probation officer who monitors young offenders and help reduce offending.

The team report through their Local Area Board and link into ASBO Coordinators for the local areas, they also link into the prolific and priority offender strategy.

They have the use of a lot of different orders that they can use, such as a supervision order or a child safety order (for under 10's). They can also reprimand a child who has admitted an offence but not been taken to court, depending on how serious the offence is. A Panel would decide on the seriousness of the offence, they would also look at the history and background of the child. The child would then get a final warning.

If charged and taken to court, and they plead guilty and custody is not warranted they could impose a referral order (the length of the order would be set by a magistrate). A Community Volunteer would sit with the young person and any other agency necessary and draw up a contract. They would have 20 days to do this. Once completed successfully, it would be a spent offence. If not, a youth panel would have discretion to continue with the contract or send them back to court.

Asked by Councillor Cohen if parents, teachers and youths could refer themselves to her team before any crime has been committed, Paulette said that was the case. They have a legal mandate to carry out these services, but have limited resources. The team also work with parents under parenting orders, which courts could make.

She was then asked by Councillor Spencer, if her team was fully staffed. She replied that she would have replied "no" last week, as some of her staff are seconded Social Workers, and if they are needed elsewhere then her team would lose out. They had peaks and troughs in their staffing.

Councillor Stallan asked her if she had any targets. Paulette replied that they had Key Performance Indicators that were set by the Youth Justice Board to whom they provide quarterly figures. They measure their successes by the number not re-offending. Presently they have about a 79% success rate.

Councillor Bateman asked if she could provide leaflets or articles that they could supply to troubled communities. She said they had and they were working with Essex County Council to publicise them down to District level.

Asked how they link into the work of the CDRP by Councillor Mrs Pond, she was told that they link into that part of the CDRP that reduces offending. She attends the CDRP Panels to update them on their part in the overall reduction.

The Chairman thanked Mrs Burrell for her informative and interesting presentation.

## **27. PRESENTATION FROM THE PROBATION SERVICE**

The Chairman welcomed Richard Meads from the Essex Probation Service, another one of the responsible authorities and partners in the Crime and Disorder Network.

Mr Meads introduced the probation service by saying that it was split into 42 areas in England and Wales. They work with adults only but have similar terms of reference to the Youth Offending Team. They work out risks and make proposals to the court, who are not bound to accept them.

They no longer have probation orders but community orders and a community order with supervision could last anywhere from three months to three years. Part of community service could be 'unpaid work' which used to be called community service and this could be served between forty to three hundred hours.

Mr Meads is the unpaid work manager for Essex and has been since January. They have around 6,000 offenders per year and each officer can have anywhere from 60 to 90 cases each. About 2,000 of the 6,000 undertake work in the community and last year they averaged about 80 hours per offender. Individual placements could range from charity shops and churches, to working in groups in hospitals, schools and building projects and also workshops for building garden furniture etc. which could be sold with any profits going to charity.

It was noted that unpaid work was a political football, it being popular with the courts, public and politicians. It is more than just punishment as about 65% of offenders have employment and training needs, the type of work undertaken is key to the value it imparts along with the supervisor's role. It is also an effective way to stop re-offending and to teach offenders useful skills.

Councillor Wyatt asked what sort of criteria do they apply to employers. Mr Meads replied that they are put through CRB checks. The beneficiary has a clear list of rules that they must enforce, one of the strictest being attendance. Two unacceptable absences can return the offender to court. Nationally, around 15% of orders are breached.

Councillor Woollard asked what benefit does the community get. He was told that the employers do not pay for getting these people as they are usually from voluntary organisations (charity shops or hospices). They would not use private industry as they are not allowed to replace paid workers.

Asked by Councillor Stallan how do the organisations know what is available and on the education side how do they ascertain that the offender has an educational need, Mr Meads replied that they presently do not have much community interactivity, but have just set up a website with relevant information on at:  
[www.essexprobation.org.uk/communitypaybackgeneral.htm](http://www.essexprobation.org.uk/communitypaybackgeneral.htm).

As for their educational needs these are assessed at the pre-report stage, it is compulsory and if it is added as a requirement by a court the offender will have to take it up or they would be in breach of the court order. Tutors are brought to the offenders, they do not go out to colleges.

The Chairman thanked Mr Meads for his presentation and help with the Panel's questions.

**28. ANY OTHER BUSINESS**

No new business was raised.

**29. DATE OF NEXT MEETING**

Agreed that a new meeting be arranged for 10 or 23 April 2007.

**Term of Reference:**

1. To consider the Crime and Disorder Reduction Partnership (CDRP) and its effect on Scrutiny in EFDC and how it could be improved.
2. To consider the involvement of Overview and Scrutiny in the new 'Scrutiny Plus' arrangements to be conducted with other partner agencies.
3. To consider the proposal for a 'Community Call for Action' and its implications for EFDC Scrutiny.
4. To consider the role of EFDCs Crime Reduction Team and the resources available to it.

**Aims and Objectives of Review:**

- 1) A meeting of the panel would be set aside to question the Police, where using the National Intelligence Model they would hope to pinpoint areas causing concerns;
- 2) A meeting should be devoted to the PCT with a view to questioning about the link between mental health and crime;
- 3) A joint meeting should be held with the Probation Service and the Fire Brigade and Transport for London;
- 4) A separate meeting should also be devoted to EFDC specialist officers such as the Anti Social Behaviour Officer and the officer responsible for CCTV coverage and the Youth Services Officer.
- 5) The Task and Finish Panel will also consider the role of EFDC Crime Reduction Team and the resources available to it.

Following these meeting the Panel will need to collate the information gathered and relate it to the CDRP and how EFDC could help improve on it.

**Key Issues:**

<b>TIMESCALE</b>	<b>ESTIMATED</b>	<b>ACTUAL</b>
<b>Commencement</b>		27 June 2006
<b>Finish</b>	December 2006	
<b>Report</b>	January 2007	



# CRIME AND DISORDER TASK AND FINISH PANEL: WORK PROGRAMME

Proposed Date	Item	Current Position
Tuesday, 27 June 2006	Scoping and Terms of Reference setting.	A draft terms of reference was considered and agreed by the panel.
Thursday, 12 October 2006	The Panel questioned the Police on using the National Intelligence Model and how they would hope to pinpoint areas causing concerns.	The Panel received a presentation from Chief Super. Andy Adams.
Thursday, 23 November 2006	The Panel devoted a meeting to the PCT with a view to questioning about the link between mental health and crime, and the Fire Brigade	The Panel received a presentation from Alison Cowie and Mike O'Keefe on mental health and crime. They also received a presentation from Peter Ashby from Essex Fire Services.
Thursday, 15 March 2007	The Panel to host a joint meeting with the Probation Service and the Youth Offending Team.	The Panel received two presentations, one from Paulette Burrell from the Essex Youth Offending Team and one from Richard Meads from the Essex Probation Team.
Monday, 23 April 2007	A meeting to be held, devoted to EFDC specialist officer giving an insight into the national Intelligence Model along with an up date from the Police.	
	To consider views of the Anti Social Behaviour Officer and the officer responsible for CCTV coverage and the Youth Services Officer. The Task and Finish Panel will also consider the role of EFDC Crime Reduction Team and the resources available to it.	

This page is intentionally left blank

## **Police and Justice Act 2006 (LGiU)**

23/1/2007

Author: Gemma Roberts

Reference No: PB 1335/07L

This covers: England and Wales

### **Overview**

The Police and Justice Act gained Royal Assent in November 2006. The Act contains a range of measures to further the police reform process. There are also specific areas that will have implications for local authorities.

- Scrutiny of Crime and Disorder Reduction Partnership (CDRP) in England or Community Safety Partnerships (CSP) in Wales.
- Developing the scope of crime and disorder reduction strategies.
- A new process - Community Call for Action - to respond to concerns about crime and disorder through.
- Developing parenting contracts to deal with anti-social behaviour.

Further guidance on these areas is expected throughout 2007. However, local authorities need to be considering how they will develop systems and partnerships to tackle these areas.

### **Briefing in full**

The Police and Justice Act gained Royal Assent on 8 November 2006. The Act brings forward measures to continue the path of police reform and develop the role of local authorities to tackle crime and disorder.

The Act contains many of the proposals in the original Police and Justice Bill. The headline changes are outlined here.

- New powers for local authorities to scrutinise Crime and Disorder Reduction Partnership (CDRP) in England or Community Safety Partnerships (CSP) in Wales.
- The scope of crime and disorder reduction strategies, developed by a CDRP or CSP, has been amended to emphasise the inclusion of anti-social behaviour and other behaviour adversely affecting the local environment.
- Ward councillors have a new duty to respond to community concerns about crime and disorder through a Community Call for Action.
- Sets out the circumstances under which local authorities and registered social landlords can enter into a parenting contract to deal with anti-social behaviour.
- The powers of Trading Standard Officers have been extended to issue fixed penalty notices.
- Creation of the National Police Improvement Agency to develop and improve good policing practice in England and Wales.
- A requirement for police authorities to consult residents and engage them in preventing crime.
- Standardisation of the powers and duties of community support officers, with a specific role to deal with truants.

- The Secretary of State has the power to intervene in police authorities that are underperforming.
- There are also additional powers for the police regarding bail, travel, immigration and computer misuse.

For further detail and comment on these areas see related briefings.

There are two areas that have changed significantly from the Bill stage. Firstly the Secretary of State will not have the power to determine the size of police authorities. Secondly, the Act does not merge the responsibilities covered by five different inspectorates as suggested in the Bill. It does however, give additional powers and duties on the Chief Inspector of Prisons to assist and promote joint work with other public sector inspectorates.

## **Comment**

There are specific areas where local authorities will need to take action and develop processes to meet the requirements of the Act.

In particular local authorities will now need to implement the new scrutiny powers and community call for action, which are outlined in the LGiU briefing *New Scrutiny Powers for Crime and Disorder* (see related briefings). The Home Office is currently developing guidance, which is unlikely to be available before late 2007. The implementation date is currently set for April 2008.

This is an opportunity for reviewing the focus of the CDRP (or CSP in Wales), while also ensuring it is meeting the wider scope of anti-social behaviour. These partnerships are also expected to create a more intelligence-led approach, sharing data and involving the community. Consulting and engaging the community in decision making has become an important tool for many local services. Partnerships should be looking wider than the community safety field to develop their consultation process, perhaps creating an integrated approach across organisations to maximise information and reduce consultation fatigue. See related briefing *Future role of police authorities in community engagement*.

CDRPs should also look at their role in supporting the new powers for local authorities and registered social landlords to enter into parenting contracts. Learning from the lessons of anti-social behaviour orders, they need to develop the capability of organisations to use this measure effectively (see link to *Review of the Uptake by Social Landlords of Legislative Powers to tackle anti-social behaviour*).

## **Additional Information**

The LGiU will be holding a seminar related to this agenda on the topic 'Community involvement in scrutiny' on the 13th February 2007. For more information call 0207 554 2800.

## **Covers**

- Wales
- Democracy, Governance, Councillor issues, Standards board, Neighbourhood governance, Regional governance, Local government information
- Crime and Community Safety
- Community involvement, Partnerships and LSPs, Voluntary sector

This page is intentionally left blank

## **New Scrutiny Powers on Crime and Disorder: amended version (LGiU)**

23/1/2007

Author: Jo Dungey

Reference No: PB 1311/07L

This covers: England and Wales

### **Overview**

New powers and responsibilities for local government overview and scrutiny are brought in by the Police and Justice Act 2006. These will be introduced during 2008 (subject to confirmation). This briefing gives an introduction to the new roles for scrutiny introduced by the Act, so councils can start to prepare, and contribute to the debate about how the new roles are defined.

This paper does not aim to cover the whole of the implications for councils of the Police and Justice Act, only the scrutiny issues.

### **Key points:**

- In England, a new council scrutiny duty over Crime and Disorder Reduction Partnerships, from Spring 2008
- Changes to arrangements for Crime and Disorder Reduction Partnerships by summer 2007
- A Community Call for Action for communities and ward councillors, from spring 2008
- Welsh Assembly Government to decide in the context of their proposals on extending scrutiny, as part of their response to the Beecham Review whether to introduce these arrangements or alternative arrangements in Wales.

### **England and Wales**

The Police and Justice Act 2006 applies to both England and Wales. The Welsh Assembly Government can decide whether to bring the new scrutiny powers discussed here into force in Wales. This will be done in the context of the *Making the Connections: Delivering Beyond Boundaries* local government policy statement from the Welsh Assembly Government, which sets out proposals for an expanded scrutiny role for Welsh councils. The information in this briefing relates to England, unless Wales is specifically mentioned.

### **Briefing in full**

#### **Scrutiny powers in the Police and Justice Act 2006**

#### **Background**

Since the Local Government Act 2000 introduced the executive/scrutiny split, councils have had the power to investigate community concerns beyond the council and its services. The Act says scrutiny arrangements should include the power to report 'on matters which affect the authority's area or the inhabitants of that area'. Many useful scrutiny reviews have been done on these wider issues. However, when this Act was passed, it required only members of the council executive and

staff to respond to scrutiny activities. Scrutiny bodies could invite others to attend or provide information, but not compel them.

Since then, the Health and Social Care Act 2001 (applying to England only) has included powers in relation to NHS scrutiny. Information and participation can be required from local NHS bodies, and a response to council scrutiny recommendations must be made.

The Local Government White Paper, *Strong and prosperous communities*, published in October 2006 proposes a further extended role for council scrutiny in England. This includes a Community Call for Action (CCfA,) explained later. Public agencies involved in the Local Area Agreement will be required to provide information to council scrutiny, and have regard to its recommendations. This will require new legislation: the Local Government and Public Involvement in Health Bill had its First Reading in December 2006.

Alongside this, the Police and Justice Act 2006 brings new powers to scrutinise Crime and Disorder Reduction Partnerships. New statutory roles for scrutiny committees to look at crime and disorder issues are being introduced. Behind these changes lies the desire to increase the visibility and accountability of partnerships locally, as well as ensure community redress if community safety issues have not been dealt with.

This expands the importance of council scrutiny as one of the means to exercise democratic power over a wider range of services and issues affecting the area. It creates new dynamics between overview and scrutiny, the Council as a whole, and its Executive. Councils need to work through the implications of these new policy developments, and plan for the new roles.

### **Effective partnerships to tackle crime and disorder**

Crime and Disorder Reduction Partnerships in England (CDRPs), or Community Safety Partnerships in Wales, were established under the Crime and Disorder Act 1998. Agencies required to take part are the council, police, Primary Care Trust, Fire Authority and Police Authority. CDRPs are required to review the levels and patterns of crime and disorder in the area, and develop and implement strategies to tackle these problems. In two tier areas partnerships operate at a district level. These arrangements are now changing with the Crime and Disorder Act Review and the Police and Justice Act 2006.

The CDRP reform policies are part of a range of changes originating in the 2004 White Paper, *Building Communities, Beating Crime*.

### **What is changing and why?**

The Home Office's intentions in implementing the CDRP Reform Programme is to make CDRPs more effective in tackling crime and disorder. Partnerships need to be:

**Effectively led:** Roles and responsibilities of partners will be defined to ensure all partners play an equal part in leading the partnership. There will be a new requirement to involve the cabinet member (portfolio holder) with responsibility for crime and community safety in the CDRP strategic planning.



**Responsive and accountable to their communities:** Making local partnerships more engaged with their communities, for example by:

- requiring Face the People sessions (open to the public and media)
- formalising local scrutiny powers over CDRPs
- introducing the Community Call for Action (CCfA)
- extending the role of the community safety portfolio holder
- requiring CDRPs to engage and communicate with their communities.

**Intelligence led:** Ensuring partnerships are more focussed on intelligence available about the incidence of crime and disorder, and that they allocate resources appropriately, by:

- adapting the National Intelligence Model, used by the police, to CDRP working
- improving intelligence sharing between partner organisations, and requiring intelligence sharing protocols to be in place
- enhancing community engagement so that local intelligence is fed into local decision-making
- replacing the current requirement for a three year Crime and Disorder Reduction Strategy, with a rolling three year plan which is updated annually, and therefore kept in line with up-to-date information
- requiring CDRPs to undertake regular strategic intelligence assessments to identify local crime and disorder issues and target resources accordingly.

### **Timetable**

The Police and Justice Act 2006 became law in November 2006. However, the timetable for implementation of its various clauses will be spread over several years. This will be dependent on the publication and approval of Regulations and Guidance. It is likely that the new arrangements for Crime and Disorder Reduction Partnerships will be subject to staggered commencement from April 2007. This is subject to confirmation by the Home Office.

The Community Call for Action and the wider scrutiny power to look at the partnership in the round are likely to be developed in regulations in 2008. This work will be taken forward alongside DCLG proposals in the *Strong and prosperous communities* White Paper.

Councils are already empowered to scrutinise or review any local issue, however, and so can develop or continue scrutiny work on crime and disorder issues now, inviting the involvement of partner agencies on a voluntary basis.

### **Scrutiny of Crime and Disorder Reduction Partnerships – what is required?**

Alongside the changes to CDRPs described above, the CDRP Reform programme also includes a new scrutiny role for local overview and scrutiny committees. Responsibility to scrutinise CDRPs should be identified within the council's overview and scrutiny arrangements. This can be within an existing committee: it does not have to mean establishing a new or stand-alone committee.

The general duty to look at partnership activity and community safety issues in a local area will apply to districts, metropolitan authorities, unitary authorities and counties (unlike the CCfA for community safety issues that will apply, in two-tier areas, to districts only).

This role, like the health scrutiny role, can involve contributions to strategy development, review of performance of the partnership in implementing the Crime and Disorder Reduction Reform programme, and in-depth select committee type enquiries into particular issues of local concern which need partnership solutions.

The Home Office has suggested that members of the police authority should be co-opted onto the overview and scrutiny committee. These proposals will be developed in Regulations and Guidance.

### **Community Call for Action**

The Community Call for Action (CCfA) provisions (contained within the Police and Justice Act 2006) will give people a way to trigger action on particular issues of community safety or local concern that have not been adequately addressed by the police or their partners, especially those that require a multi-agency response. The Local Government White Paper, *Strong and prosperous communities*, October 2006 has proposed a parallel Community Call for Action to address local government concerns.

For crime and disorder issues, the CCfA is designed to give local communities a means to secure action from those agencies responsible for community safety (CDRP partners) if they have failed to address a persistent problem. It is designed to complement existing methods of complaint, not to replace them. The referral of a CCfA to a council overview and scrutiny committee is intended to be a last resort, with the majority of cases being resolved by the ward councillor.

Whilst the procedure for the CCfA is set out in the Police and Justice Act, more detail will be provided through guidance, which will be published by the Home Office in late 2007, with implementation set for April 2008. The implementation of the CCfA will be made in conjunction with the roll out of neighbourhood policing, and with the proposed local government CCfA announced in the October 2006 White Paper.

The strengthening of the ward councillor's role is central to the process because they will effectively act as a gatekeeper to the process. Members of the public will first contact their local ward councillor with an issue of community safety or local concern and they will determine the appropriate course of action.

The ward councillor will be expected to take up the concern with the appropriate agencies within the CDRP partnership. This could be through current formal arrangements for liaison or through informal means established by the ward councillor. If action is not taken by the CDRPs, the councillor will be able to refer the CCfA to the appropriate scrutiny committee. The scrutiny committee will be able to request the compulsory attendance of CDRP partner(s) at a scrutiny meeting, to answer questions and explain any action taken. The role of the scrutiny committee will be to gather evidence, question agencies, and potentially decide what action is needed, in dialogue with partner agencies.

The CDRP partners will have a duty to attend scrutiny meetings, and to respond to scrutiny reports and recommendations. They should give reasons for their response, particularly if recommended action is rejected.

The ward councillor is not obliged to accept a CCfA raised by a member of the community. If they feel the person is pursuing a persistent, trivial or vexatious complaint they are able to reject the CCfA. However, if the community member feels

their concern has not been adequately addressed they are able to raise the issue with the council executive. The executive will have the same power to deal with the CCfA as the ward councillor and can, where necessary, refer the matter to the relevant scrutiny committee.

Of course, taking up local complaints and issues, and securing action from responsible agencies is what councillors do now. The intention is formalise this best practice providing a stronger framework for action, thereby strengthening the role of the ward councillor. The Home Office has said they will support a training programme to assist ward councillors' understand their fundamental role within the process

### **Additional Information**

Spreading the Word: Developing effective communications for community safety partnerships is a very useful LGiU publication supported by the Home Office. It can be ordered through the LGiU website or direct through Central Books [mo@centralbooks.com](mailto:mo@centralbooks.com) It is priced at £10 ( or £5 for LGiU affiliates).

### **Covers**

- Wales
- Health
- Equalities, Social inclusion, Community cohesion
- Democracy, Governance, Councillor issues, Standards board, Neighbourhood governance, Regional governance, Local government information
- Crime and Community Safety
- Community planning and well-being
- Community involvement, Partnerships and LSPs, Voluntary sector

Copyright © 2002-2005. Local Government Information Unit

This page is intentionally left blank

# THE NATIONAL INTELLIGENCE MODEL

Paul Gardener

Anti-social Behaviour Co-ordinator  
Epping Forest District Council

# WHAT IS INTELLIGENCE?

Intelligence is information concerning:

- People
- Incidents
- Events

Which is subject to a system of processing.

# HOW IS INTELLIGENCE USED?

Intelligence is used to: -

- Predict the future,

which

- Allows personnel to be deployed to the best effect.

# THE INTELLIGENCE CYCLE





# THE NATIONAL INTELLIGENCE MODEL

Is a model for all areas of policing that ensures information is: -

- Fully researched
- Developed
- Analysed

Providing intelligence which enables senior managers to :-

# THE NATIONAL INTELLIGENCE MODEL

- Provide strategic direction
- Make tactical resourcing decisions
- Manage risk

# THE NATIONAL INTELLIGENCE MODEL

- The NIM was placed at the centre of the police reform agenda by the government.
- It should have been adopted by all forces to commonly accepted standards by April 2004.
- Arrangements for implementation of the NIM should be set out in local policing plans.

# THE NIM CAN BE APPLIED TO

- Crime at all levels
- Non crime including antisocial behaviour and community cohesion
- Offenders
- Reassurance agendas, including working with partners

# WHAT DOES THE NIM DO?

- Provides greater consistency of policing across the UK
- Allows operational strategies to focus on key priorities
- Allows more officers to focus on solving priority problems and targeting the most active offenders
- Achieves greater compliance with Human Rights legislation and RIPA
- Informs management of risk
- Provides informed business planning and a greater link to operational issues
- Improves direction and briefing of patrols
- Reduces rates of persistent offenders through targeting the most prolific
- Improves integration with partner agencies

# NIM-LEVELS OF CRIMINALITY

- LEVEL 1

Local/Basic Command Unit (BCU)

Criminals that commit crime in one area. They rarely cross divisional boundaries.

# NIM-LEVELS OF CRIMINALITY

- LEVEL 2

- Force and/or regional

Cross border criminals who commit crime across different divisions or force areas

# NIM-LEVELS OF CRIMINALITY

- LEVEL 3

Serious and organised crime that is usually national or international



# Control Strategy

- Strategic Intelligence Assessment (every 6 months)
- Determine priority issues
- Develop Force Control Strategy
- Disseminate control strategy to BCU
- Ensure resources are directed in line with control strategy via T&CG

# Intelligence products

- Strategic Assessment – looks at the ‘big picture’ attempts to predict
- Tactical Assessment – BCU using intelligence assets recommends tactical activity in relation to intelligence, prevention & enforcement
- Problem Profile – identifies scale of problem recommends tactics (Crime Pattern Analysis)
- Target Profile – concentrates on offenders/suspects identifies weaknesses – recommends tactical action

# Tasking & Co-ordinating process

- Level 1
  - Each BCU has meeting every two weeks
  - Identify and concentrate resources on trends and offenders
  - FIO packages presented for tasking
  - NB Can be emergency tasked by DI Intel.

# Tasking & Co-ordinating process

- Level 2
- Force Tasking
- Every two weeks
- BCU bid for central resources e.g Essex Crime Squad, FSU
- Bids presented as packages – normally supported by Command Team member

# Tasking & Co-ordinating process

- Level 3
  - National / International
  - NCIS
  - NCS/SOCA
  - Security Services

# Audit Commission May 2006

- CDRP's to pool information and adopt principles of NIM
- Frontline workers well placed to identify issues of concern in community
- Precise real time combined intelligence important to respond to local issues
- Performance monitoring at neighbourhood level

# Local partnerships (CDRP)

- Collect , analyse and understand intelligence using NIM
- Deploy resources cost-effectively responding to local concerns
- Inform public of actions
- Evaluate and assess interventions used to determine value for money

# Local government

- Ensure data held on ASB is reliable, up to date, easily accessible to partners & conforms to National Standards for Incident Recording
- Make better use of frontline workers intelligence gathering
- Ensure swift action taken on identified problems
- Enable effective communication between frontline workers and public
- Use enhanced scrutiny powers to support improved performance in CDRP's



# Central government

- Ensure police maintain focus on neighbourhood solutions
- Review performance framework ensuring focus on improved neighbourhood services
- Reassurance public CDRP partners are working together effectively to deliver shared outcomes

# Intelligence Recording

- Police intelligence has scientific value
- 5X5X5
- Evaluate source
- Evaluate Intelligence
- Evaluate handling and dissemination of intelligence

# Source Evaluation

- A = always reliable
- B = mostly reliable
- C = sometimes reliable
- D = unreliable
- E = untested

# Intelligence evaluation

- 1 = known to be true without any reservation
- 2 = Information known personally to the source but not known personally to reporting officer
- 3 = Information not known personally to the source but is corroborated by other information already recorded
- 4 = The information is not known personally to the source and cannot be corroborated in any other way
- 5 = Suspected to be false or malicious

# Handling Codes

- 1 = permits dissemination to other law enforcement and prosecuting agencies. Applies to LEA operating within the EEA (European Economic Area). Also to LEA's outside EEA where adequate safeguards exist (human rights)
- 2 = permits dissemination to non-prosecuting parties in UK (e.g. credit card companies and commercial organisations)
- 3 = permits dissemination to non-EEA LEA's. (must be substantial public interest and after additional risk assessment)
- 4 = permits dissemination within originating organisation only
- 5 = no further dissemination: refer to originator (special handling requirements, public interest immunity may apply)

# National Intelligence Model

A presentation by

Paul Gardener

ASB Co-ordinator

01992 564341



Gareth Hills  
Performance and Partnership Policy Unit  
2 Marsham Street, London SW1P 4DF  
email: [gareth.hills@homeoffice.gsi.gov.uk](mailto:gareth.hills@homeoffice.gsi.gov.uk)  
tel: 0207 035 1937  
[www.homeoffice.gov.uk](http://www.homeoffice.gov.uk)

23 March 2007

Dear Colleague,

## **CRIME AND DISORDER ACT REVIEW – IMPLEMENTATION IN ENGLAND**

As you may be aware, there are a number of developments in train which will have a bearing on the working of Crime and Disorder Reduction Partnerships (CDRPs). I thought it would be helpful to write to let you know where we are with a number of these developments and, in particular, to draw your attention to some legislative changes which will take effect quite shortly. Firstly, however, I would like to emphasise that we recognise the enormous impact that many of you are having on community safety and recognise that many partnerships are contributing to significant reductions in crime and disorder in their local communities. I am especially aware that some partnerships are the focus of increased efforts to reach the PSA 1 target and, as such, are working hard to attain further reductions in crime and disorder.

We have sought to bring the various developments outlined in this letter together under the banner of the CDRP Reform Programme to ensure that a coherent approach to these initiatives is achieved. This programme is being overseen by the CDRP Reform Steering Group, which includes representatives of a number of key stakeholder groups, as detailed in Appendix 1. Please note that a similar letter is being sent to partnerships in Wales.

This letter covers changes to the Crime and Disorder Act 1998, including what will be repealed and what new provisions are being introduced, and when these changes will occur. The letter then provides more detail about the new national standards for CDRPs, the guidance surrounding the changed requirements and the legislation surrounding overview and scrutiny. Finally, I wanted to let you know about the progress in the development of the joint assessment framework for policing and community safety ('APACS'), and of the new crime strategy.

### **1. CHANGES TO THE CRIME AND DISORDER ACT**

Some of you will have been involved in the review of the Crime and Disorder Act (CDA) 1998 and made suggestions about the working of CDRPs. The recent Police and Justice Act 2006 took these forward and introduced some important changes to

what we ask of CDRPs, most of which will be introduced in the summer of 2007. Where we refer to 'summer 2007', we are unable to give a specific date at present but will convey this when it is decided. We will be publishing formal guidance, but we wanted to take this early opportunity to outline some of the main changes and the way in which they may affect partnerships. The provisions affecting CDRPs are contained within sections 19-22 and Schedules 8 and 9 of the Police and Justice Act, which can be found at <http://www.opsi.gov.uk/acts/acts2006/20060048.htm>.

## **2. WHAT WILL BE REPEALED BY THE NEW PROVISIONS?**

On commencement in **summer 2007**, Schedule 9(3) of the Police and Justice Act 2006 will repeal two main duties on CDRPs:

- The duty to produce three yearly audits and strategies - the 2005/08 will be the last audit and strategy in the current format;
- The duty to report annually to the Secretary of State in England or Wales on a partnership's work and progress.

One of the key findings of the CDA review was that three year audits are resource intensive and often seen as a distraction from delivery, tying up key partnership staff in their production. Many CDRPs already review and revise their three year strategies on an annual basis to reflect shifting patterns of crime, anti-social behaviour and substance misuse. This is reflected in the new requirements for annual strategic assessments and annual three year rolling plans, which are explained below and in greater detail in the accompanying annex.

## **3. WHAT NEW PROVISIONS ARE BEING INTRODUCED FOR CDRPS?**

The Police and Justice Act includes some new duties on CDRPs that will support the increased effectiveness of partnerships as partners work together to tackle the problems of crime, anti-social behaviour and substance misuse. These will be commenced by **summer 2007**.

### **Increasing the scope of CDRPs**

Schedule 9(4) of the Police and Justice Act 2006 increases the scope of Section 17 of the 1998 Act (the 'mainstreaming' crime reduction requirement) to include anti-social behaviour, substance misuse and behaviour that adversely affects the environment. This reflects the priorities that many of you are already tackling as you respond to the concerns of your communities and will be formally commenced from summer 2007.

### **Information Sharing**

Section 115 of the Crime and Disorder Act 1998 gave partners (the responsible authorities and probation committees) the power to share information for the purposes of reducing crime and disorder. Schedule 9(5) of the Police and Justice Act strengthens this by introducing a new **duty** on the same agencies. This duty (Section 17A) will require these agencies to share depersonalised data, already held in a depersonalised format, for the purposes of reducing crime and disorder. We believe that this will enable partnerships to address some of the problems that they had experienced previously in sharing information. Regulations will specify the minimum



data sets that CDRPs will be legally obliged to share and may give details of when they are to be shared and in what form. These regulations are currently being worked on in close consultation with stakeholders and will be commenced by summer 2007.

#### **4. NATIONAL STANDARDS**

Schedule 9(3) also enables the Home Secretary to introduce regulations regarding the working of CDRPs. These will be in the form of a framework of **National Standards** which will be introduced by **summer 2007**. The CDA review findings formed the basis for an extensive consultation over summer 2006, through which stakeholders' views on the content of national standards were sought. We greatly appreciated the valuable contribution that over 1000 stakeholders made to these consultations, and are grateful to the representatives who worked on the findings and recommendations following these events. In taking forward the national standards, the CDRP Reform Steering Group have agreed to frame these national standards around six core strands of business which can determine CDRP effectiveness. These are:

- Empowered and Effective Leadership
- Intelligence Led Business Processes
- Effective and Responsive Delivery Structures
- Community Engagement
- Visible and Constructive Accountability
- Appropriate Knowledge and Skills

Although complying with national standards may mean changes for some partnerships, we believe that for many they will enshrine the work that you are already doing. Details of these national standards and what they mean for partnerships are set out in Appendix 2, but more detailed guidance will be published in the summer to help you implement them.

We are currently working with stakeholders and Government Offices for the Regions to establish how best to help CDRPs as you implement these regulations. Further, we are discussing how to best monitor and assess partnerships in the delivery of the national standards. In all such arrangements, the aim of assessment will be to support effective delivery rather than produce unnecessary burdens or distractions. In addition, it is our intention to review the regulations and whether they have helped partnerships in their delivery of community safety.

#### **5. GUIDANCE ON CHANGED REQUIREMENTS**

These legislative changes will be accompanied by guidance to CDRPs in **summer 2007**. This will set out different options for meeting the national standards in ways that will improve delivery in your local area. The guidance will be produced in a clear modular format and will signpost examples of effective practice that it may be useful for you to consider when implementing the necessary changes in your CDRP. It will also include guidance on the information sharing provisions.

#### **6. OVERVIEW AND SCRUTINY**

Sections 19-21 and Schedule 8 of The Police and Justice Act 2006 introduce

provisions for the establishment of Overview and Scrutiny Committees for crime and disorder matters. These should be introduced by **April 2008**. The provisions extend the remit of overview and scrutiny committees to include the ability to scrutinise CDRP activity in community safety and should support the increased accountability of the CDRP for decisions and outcomes. Work is developing on the drafting of the regulations affecting this provision and so further details will be available in due course.

The Community Call for Action (CCA), the tool by which members of the community can trigger a response by community safety partners on issues of community safety and local concern, will also be fully implemented by **April 2008**.

## **7. ASSESSMENTS OF POLICING AND COMMUNITY SAFETY (APACS)**

In case you are not already aware, as part of the drive to ensure safer communities and better protect the public the Home Office and its delivery partners have pledged to deliver a simpler performance framework for crime, drugs and policing. This single framework will help rationalise the central performance landscape in which local delivery bodies operate and better align work at both national and local level to improve performance in these important areas of community safety. A more unified framework will support the publication of performance assessments that give the public a clearer picture of amongst other things how crime and disorder is being tackled in their area.

Over the coming year, the development of this framework, operating under the name APACS will be progressed in partnership with key stakeholders. Ministers have now agreed with stakeholders that a joint programme team will develop the framework with seconded members from the stakeholder groups. This group will oversee strategic decisions on APACS and will be looking to consult stakeholders as widely as possible. A letter from the Minister for Policing, Security and Community Safety and a joint statement about the development of this framework are available from <http://www.crimereduction.gov.uk/crimereduction011.htm>.

The intention is to commence APACS in April 2008, with the first assessments published in 2009, reporting on the 2008/09 year. This will enable the new system to be aligned with the core proposals of the Local Government white paper, including delivery of community safety through vehicles such as Local Area Agreements operative in all areas in England and the new public service agreements that will come out of the 2007 Comprehensive Spending Review (CSR).

## **8. NEW CRIME STRATEGY/NEW PSAs**

You may also be aware that a new crime strategy is being developed, which will cover the next PSA period from 2008/09 to 2010/11. Over the past twelve years significant reductions in crime have been achieved, in which partnerships have played an absolutely key role. But there is more to do. The Home Office financial settlement from the Comprehensive Spending Review is flat (i.e. no additional funding compared to the current period), so we will need to reduce crime within


tighter resources, meaning that our effort and resources need to be rigorously targeted where they will have greatest impact.

The crime strategy will outline a differentiated approach to Anti-Social Behaviour and volume crime, serious violent crime, and organised crime & terrorism. This focus will be reflected in the new suite of PSAs. These will introduce a greater level of flexibility in tackling volume crime and increase the efforts made to reduce harm through addressing violent crime. The crime strategy will also outline where we will focus national effort to achieve the greatest impact on crime, as well as continued focus on cross-cutting drivers of crime such as drugs and alcohol. A second key aspect of the strategy will be to describe how the government and delivery partners will work together to continue to tackle crime: in particular, ensuring that partnerships have the flexibility to make decisions on local crime priorities that can also be included in Local Area Agreements, whilst supporting national priorities and ensuring meaningful community engagement. The National Standards will play an important role in supporting improved performance in these areas and enabling partnerships to be responsive to their communities' needs.

The crime strategy is currently scheduled for publication by early summer 2007. We have discussed the early stages of the development of the crime strategy with a number of partnerships at an event in January, and will seek further comments on the strategy as it develops, through Government Offices for the Region.

## **9. NEXT STEPS**

The partnership provisions in the Police and Justice Act and the accompanying regulations will be commenced by summer 2007. The guidance will also be published in the summer. In the interim, you may wish to consider how you can prepare your partnership for this move to national standards and the other legislative changes. We are aware that, to meet the national standards, some CDRPs will need to make more changes to the way they do business than others. We are therefore in the process of gathering information about readiness. You may like to discuss your own capacity and capability issues with the government office for your region. You can also direct general questions on the legislation to: [joy.johnston7@homeoffice.gsi.gov.uk](mailto:joy.johnston7@homeoffice.gsi.gov.uk) and on the guidance to: [michelle.burns6@homeoffice.gsi.gov.uk](mailto:michelle.burns6@homeoffice.gsi.gov.uk). Any questions on the Community Call for Action should be addressed to: [john.derrick@homeoffice.gsi.gov.uk](mailto:john.derrick@homeoffice.gsi.gov.uk).

  
 Gareth Hills

## **Appendix 1 – Stakeholder Groups**

The following are represented on the CDRP Reform Steering Group

Association of Chief Police Officers  
Association of Police Authorities  
Audit Commission  
Chief Fire Officers' Association  
Communities and Local Government  
Department of Health  
Her Majesty's Inspectorate of Constabulary  
Home Office Regional Deputy Directors  
Local Government Association  
National Health Service Confederation  
Partnership Performance Support Unit, Home Office  
Police Reform Unit, Home Office  
Society of Local Authority Chief Executives and Senior Managers (SOLACE)  
Superintendents' Association  
Welsh Assembly Government  
Welsh Local Government Association

In addition, representatives of the following Home Office colleagues and other government departments:

Department for Constitutional Affairs  
Department for Culture, Media and Sport  
Department for Environment, Food and Rural Affairs  
Department for Education and Skills  
Department of Trade and Industry  
National Offender Management System  
Youth Justice Board

## **Appendix 2 – National Standards**

This annex seeks to give you an indication of the content of the national standards. Given that these regulations are still being developed, we have not been able to go into great detail here. However, the broad direction of travel will not change.

### **1. Empowered and Effective Leadership**

#### **1.1 *What is the aim?***

The CDA review and the resulting consultation on its implementation found that having the right people around the partnership table was integral to good partnership working. These people need to be empowered by the authorities that they represent to make decisions on their behalf.

#### **1.2 *What will be covered?***

National standards will outline that senior representatives of responsible authorities should provide strategic oversight for the CDRP through a strategy group. In order for leadership to be effective, national standards will also outline what the responsibilities of these responsible authorities will be in terms of the production and implementation of strategic assessments and three year plans, refreshed annually, for the delivery of community safety.

### **2. Intelligence Led Business Processes**

#### **2.1 *What is the aim?***

The CDA review found that intelligence-led decision making lies at the heart of effective delivery and recommended that CDRPs take an intelligence led, problem-solving and outcome orientated approach to community safety. Specifically, this requires effective and timely sharing of information between contributing partners and regular strategic analysis of this intelligence to inform priority setting and resource allocation. The review also recommended that partnerships should adopt a business process and the exact nature of this model was discussed extensively through the consultation process.

#### **2.2 *What will be covered?***

Strategic assessments and three year plans, refreshed annually, will replace the requirement for triennial audits and strategies. Strategic assessments will be performed at least annually and should include the analysis of information from partners and from the community to identify the trends and patterns of crime, disorder, anti-social behaviour, crime against the environment and substance misuse. To enable information sharing, CDRPs will need to have information sharing protocols. The partnership's three year plan will outline how the priorities identified through the strategic assessment will be delivered. In two tier areas, district strategic assessments will need to be aggregated into a county level community safety agreement which can feed these priorities into the Local Area Agreement and should enable the identification of county wide priorities and opportunities for cross-border working.

### **3. Effective and Responsive Delivery Structures**

#### **3.1 *What is the aim?***

CDRPs need to be able to respond quickly and effectively to the needs of their communities on community safety and crime reduction. The structure of the CDRP needs to facilitate the delivery of priorities identified through the analysis of intelligence.

#### **3.2 *What will be covered?***

Discussions with stakeholders have identified structures that should facilitate this response. As outlined above under 'empowered and effective leadership', the national standards will mandate a strategic group made up of all the responsible authority members and open to other partners. This group will be responsible for the commissioning of the strategic assessment and the agreement of a plan and should meet throughout the year to provide strategic leadership. Beyond this group, the structure of the CDRP will not be prescribed. However, the strategic group will have a duty to consider how best to structure their joint resources and whether to set up action groups to focus on the priorities identified through the strategic assessment. These action groups may focus on particular themes or crime types or on geographical areas and will oversee day to day activity. The structure of the CDRP, in terms of the action groups, should be regularly reviewed to ensure it is still effective. In two-tier areas, the regulations will require a community safety co-ordinating structure at top-tier county level to bring together the district-level CDRP strategic assessments. The purpose of this will be to feed into the Local Area Agreement and identify opportunities for cross-border working, for example through joint action groups.

### **4. Community Engagement**

#### **4.1 *What is the aim?***

Since community safety matters greatly to local people and CDRPs play a crucial role in delivering it, it is important that CDRPs continue to consult with a range of local agencies and people and involve them in improving their quality of life.

#### **4.2 *What will be covered?***

The partnership plan will need to have a section on community engagement setting out how the community will be consulted and informed about community safety issues. It will also be necessary for community intelligence and priorities to influence the partnership's strategic assessment and plan for the coming year. In engaging with their communities, partners will be under an obligation to recognise diverse groups within their local areas and target to those groups who will be most effected by the partnership plan. This should take account of the ways in which individual partner agencies already engage the community.

### **5. Visible and Constructive Accountability**

#### **5.1 *What is the aim?***

Communities need to know what the CDRPs in their area have undertaken to achieve so that they can hold them to account for delivery against these objectives.

### **5.2     *What will be covered?***

A summary of the partnership plan should be brought to the attention of communities as deemed appropriate by the responsible authorities. National standards will also define *face the people* sessions, proposed as part of the *Respect* agenda. Senior representatives of the responsible authorities will have to hold meetings that are open to the public regularly throughout the year to discuss community safety issues.

## **6.     Appropriate Knowledge and Skills**

### **6.1     *What is the aim?***

It is essential that community safety practitioners have the relevant skills and knowledge to fulfil their roles and responsibilities within the partnership context and that the partnership as a whole is equipped to deliver community safety outcomes effectively.

### **6.2     *What will be covered?***

National standards will require the responsible authorities to consider the CDRP's capacity to deliver the national standards and the key outcomes for delivering CDRP and local area agreement priorities and targets. The guidance will outline various ways in which responsible authorities can improve the knowledge and skills of community safety practitioners.

This page is intentionally left blank