

SURREY POLICE



TILLEY AWARD 2004

'INTELLIGENCE LED PARTNERSHIPS'

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North Surrey Division
Surrey Police
March 2004

Tilley Award 2004

Project Title	Intelligence Led Partnerships
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Executive Summary

'Intelligence Led Partnerships'

North Surrey Division is one of four basic command units within Surrey Police. Its entire external border adjoins the Metropolitan police area. The Metropolitan Police formally policed the three Boroughs that constitute the BCU. Each of the boroughs Crime and Disorder Reduction Partnerships (CDRPs) has produced Community Safety Strategies in conjunction with Surrey Police and other partners.

During 2003, a new senior management team took up position on North Surrey and began the process of reviewing partnership activity. It was clear that the reduction targets as identified in the Community Safety Strategy documents were in the main still going to be a challenge to achieve by the 2005 end date. It also became apparent that the strategies did not lend themselves to being achieved by agencies when it was the norm to have heavy demands on too few resources and conflict with internal service delivery plans. There was much talk about problem solving and partnership activity but the reality was that there was no systematic way of achieving either. The success that was evident had been predominantly been personality led. In addition, with new statutory partners coming on board during 2003 and 2004, there was a need provide clarity around the engagement process.

'Intelligence led partnerships' was launched in November 2003 across all three boroughs within the BCU. This was in an effort to bring clearer focus to Crime and Disorder Reduction Partnerships in terms of identifying through a systematic scoping and analysis of intelligence from across agencies and communities, in order to deliver short, medium and long term crime and disorder reduction. In addition, by utilising a business model (in this case the National Intelligence Model), to deliver performance against the published objectives and develop the potential to understand, by using analysis, which intervention or type of intervention is more effective in given circumstances; thus giving a more scientific approach to assessing the impact of responses, which in turn can influence tactics and strategic spending plans for CDRPs.

This project sought to deliver a business model for the CDRPs to provide:

- High degree of focus
- Much more integrated multi agency response to identified priorities
- Systematic way of problem identification
- Scientific analysis and the capacity to Provide problem, target and market profiles
- Capacity to undertake results analysis
- Intelligence Led Problem Solving

Project – Intelligence Led Partnerships

North Surrey Division is one of four basic command units (BCU) within Surrey Police. Its entire external border adjoins the Metropolitan police area. The Metropolitan Police formally policed the three Boroughs that constitute the BCU. Each of the boroughs Crime and Disorder Reduction Partnerships (CDRPs) has produced Community Safety Strategies in conjunction with Surrey Police and other partners. This project was initiated on the Elmbridge Borough CDRP and the narrative reflects the process undertaken with them. This process has been introduced BCU wide.

1 The Problem in Context

1.1 In the spring of 2003, the members of the Elmbridge CDRP began to review the way in which it identified performance shortfalls and the means of addressing those potential problems.

1.2 The 2002 / 2005 Elmbridge Community Safety Strategy comprises of eight key issues. These are:

- Residential Burglaries
- Town Centres
- Substance Misuse
- Domestic Violence
- Disadvantaged Communities
- Young People
- Anti-social Behaviour and Public Reassurance
- Fear of Crime and Vulnerable Groups

1.3 The partnership had historically worked in a way that saw them trying to lever resources, physical and financial, into achieving their aims across all the key issues. This proved problematical in as much as the different partners had different priorities and any common focus was as much a product of chance as planning.

1.4 There was no process to identify what were the main threats at any one time and so the partnership relied on police data to show how crime and disorder was being impacted on if at all. This proved unsatisfactory in as much as the monitoring took place predominantly at CDRP executive meetings held on a quarterly basis.

1.5 When resources were available, the partnership 'did it to the community' rather than undertake meaningful participation with the neighbourhoods, paying little attention to what really impacted at a local level, rather, leaving it to a document that identified three year issues in a rapidly changing environment.

1.6 Financial support to the partnerships was available from a number of Government sources as a year on grant with additional funds being available on a bid basis. This bid process entailed the creation of a business case to the Government Office of the South East (GOSE).

- 1.7 The CDRP is obliged to provide GOSE with a spending plan at the commencement of each financial year. This spending plan identifies the areas of spend around ongoing staff costs and intervention project costs. Each quarter, the CDRP has to report to GOSE on progress against the projects, however full assessment has rarely been forthcoming. It is so far impossible to tell how effective interventions have been in reducing crime and disorder or indeed telling of the potential reduction and importantly cost effectiveness.
- 1.8 In defining the problem, the analysis revealed that performance against targets was not being achieved; that the strategy, whilst identifying a number of key issues, prioritised none; that there was no scope for dynamic strategic direction based on any analysis and that the three year strategy, in the way it was being treated could not reflect the constant changes in public priorities.

2.0 **Response**

- 2.1 It would have been simple enough to continue paying relative lip service to achieve joint targets, however the first stage involved getting the partnership together to acknowledge the difficulties in achieving across a broad range of key issues and that it would be reasonable to set a smaller number of priorities within the strategy.
- 2.2 A day was set aside and the **Police led** the key partners through a review of the strategy and the performance data before deciding that from the key issues above, the priorities would be:
- Violent Crime
 - Burglary Dwelling
 - Auto Crime
 - Drugs (Class A)
 - Public Reassurance
- 2.3 Surrey Police had been a pilot force for the implementation of the National Intelligence Model two years previous. The National Intelligence Model (NIM) despite its label is a business model that allows, through a series of processes, the collection, assimilation of data to provide intelligence pictures of the priority areas. It is problem orientated in the way that it identifies the need to have enforcement and prevention based on analysis of a defined problem in order to achieve crime reduction.
- 2.4 Surrey had put in considerable investment into the analytical capabilities of its NIM, recognising that the analysis is the lifeblood of the process. Indeed, as well as the traditional criminal intelligence analysts, Surrey Police recruited Reassurance analysts to give additional capacity for analysing what have traditionally been considered 'low priority' crimes but were gaining prominence through the signal crime work pioneered in Surrey.
- 2.5 Having reached consensus on the need to prioritise activity, a process was required to give the CDRP executive a much more dynamic view on performance against the new priorities and the ability to move and re-focus

resources at times when series of crimes are picked up or hot spots for crime and disorder are established.

- 2.6 The Police BCU commander appointed a member of the SMT to plan and manage an intelligence led approach to community crime and disorder reduction. The NIM business model was proposed after being tailored to fit the needs of the constituent partners. The model was completely alien to members of the CDRP and required careful explanation to avoid suspicion from partners that the Police were looking after their own business!
- 2.7 The starting point for the NIM process has to be a strategic assessment followed by the establishing of a control strategy, from which an intelligence collection plan can be established.
- 2.8 The schematic at appendix A demonstrates the process. The CDRP Community Safety Strategy effectively becomes the Strategic Assessment as it is informed by audit and survey, the priorities within that, as determined by the executive members then becomes a control strategy.
- 2.9 The product of the control strategy is the **Tactical Assessment Document**. This document reports on the increases or decreases in the crime and disorder categories as defined in the control strategy. It highlights new series or hotspots and provides intelligence about the causes, including offenders and seeks to provide links between crimes.
- 2.10 To make this process become an effective tool in crime and disorder reduction a new meeting between the key agencies was necessary. This meeting, called the **Joint Action Group** is made up of operational managers and service deliverers across the statutory partnerships and wider.

Terms of reference for Borough JAG's

The North Surrey Basic Command Unit will have three Joint Action Groups (JAG) operating in each of the constituent boroughs. The JAG acts as the operational arm of the Crime and Disorder Reduction Partnership (CDRP) and its key roles are as follows;

- Take information and targets regarding victim, offender, and location from the analytical output of the BCU (reassurance analyst) in the form of National Intelligence Model (NIM) compliant products and put in place interventions and action plans to address these priorities. (NIM products include:
 - Problem Profiles (Places and Events)
 - Target Profiles (Offenders)
 - Market Profiles (Networks)
- Identify and deal with local issues including response to environmental visual audit and anti social behaviour, feeding relevant information to the BCU Intelligence unit.
- Identify within the local JAG 'Potential Offenders'
- Actively put in place a menu of interventions to avert future offending and the graduation into criminal behaviour of potential offenders.
- Monitor the development of Action Plans with regard to Targeted Offenders

- Feed data supplied by partner agencies into the BCU Intelligence unit.
 - Highlight blockages and good practice to the CDRP executive.
 - Ensure that performance targets are being achieved both in terms of global and individual agencies success criteria (Full terms of reference attached at Appendix B)
- 2.11 The Elmbridge Borough Joint Action Group (JAG), has representatives from Police, Fire Service, Youth Offending Team, Youth Service, Education, Customs and Excise (ADD LIST)
- 2.12 The JAG meets currently on a monthly basis. The chair of the meeting, usually the Borough Police Inspector will lead the meeting through the TAD, deciding jointly which hot spots to deal with, which series and which individuals to intervene with and importantly, which not to, based on the scale and priority.
- 2.13 By using this process, each of the agencies involved, has the opportunity to receive the same intelligence and to agree the way forward. This has the effect of maximising the impact of intervention, prevention and diversion as appropriate. The agreed actions, whether that be enforcement activity or immediate diversion activity, or an action to create an action plan, are recorded on the TAD and form a basis for the next meeting in terms of ensuring that activity is monitored and reported on.
- 2.14 The NIM brings with it a number of products. These are:
- Target Profiles (individuals)
 - Problem profiles (places, events, series)
 - Market Profiles (networks)
- 2.15 These products are available for the problem owner once the JAG has sat to begin of further analyse the specific problem. This then provides the platform to conduct the problem solving process.
- 2.16 A further product that the NIM provides is **Results analysis**. Rarely used in any formal context, this product has the potential to give a real understanding of what actually had an impact on the problem, i.e. what is giving the best bang for the proverbial buck! Importantly, when deciding where to spend the grant money, the decisions as to whether or not to buy a Youth Shelter for instance can be informed by analysis rather than anecdote. An additional reassurance analyst was recruited with the aid of GOSE to give the BCU capacity to conduct results analysis.
- 2.17 The JAGs meet on a monthly basis and have been so since November 2003. what has also been important is to link the Borough JAG process into the bi-weekly police divisional Tasking and Co-ordinating meeting (T&CG). The T&CG presents an opportunity for the Borough Inspectors to bid for additional resources to achieve their joint action plans.

3.0 Outcomes

- 3.1 There are a number of outcomes associated with the implementation of Intelligence led partnerships. The JAG process has quickly become an intrinsic part of partnership business. Quickly recognised by key agency departments such as Youth Offending Team and Youth Services and Education, the JAG provides a much more local feel to problems and allows clearer focus. The language of the JAG has found its way into the partner's vocabulary and as such has demonstrated the commitment to be intelligence led.

Elmbridge Jag Issues and Actions

<u>Issues raised through JAG Process</u>	<u>Actions / Decisions made</u>
Hotspot area of Violence / Criminal Damage in Walton Town Centre	Has encouraged additional partnership initiatives to compliment focused resources of Surrey Police in this area. These have included: Youth offending team reviewing the availability of activities of youths in local area. Surrey Police and Surrey Fire to write joint licensing enforcement strategy to include environmental health, Surrey Fire safety, police and Trading standards with regard to alcohol licenses and late night opening restaurants. Targeting those known in Walton town centre to encourage congregation of youths. Surrey Fire agreed to support the use of tenders to and from locations within Walton town centre and report back to police any issues identified.
Focus area of North Walton	Several individuals and addresses highlighted resulting in Nominations for CIAG discussion, housing association representations, ABC / ASBOS etc.
Mobile phone robberies	Surveys regarding mobile phone use and prevention initiatives in local schools Named possible subject considered at CIAG meeting. Physical changes that could be made discussed in relation to 'designing out crime' in school areas
Graffiti hotspot areas	Covert graffiti operation Reassurance provided by both Police and Council in relation to a specific repeat location. Options discussed in relation to joint action in how this could be resolved.
Hotspot area of Vehicle crime at Brooklands and Weybridge Rail Carparks	Local driving instructors contacted in relation to issuing crime prevention leaflets to young drivers
Elmbridge leisure centre – speeding / drag racing	Section 50 issued to the area Possible intervention from Fire Dept and SCC Highways
Youths loitering in Hersham Centre	Identified youth discussed at CIAG
General Youth Disorder issues	Project to be initialised to build a better relationship between the youth and the elderly in the community

- 3.2 The above table examples some of the issues identified by the Intelligence Led approach and a signpost to the potential solution areas. Detailed plans are required for those issues adopted.
- 3.3 It has provided an opportunity for new members of the partnership, for example the Fire Service, to understand how they can contribute to crime and disorder reduction.
- 3.4 The opportunity to maximise combined agency focus on identified problems is considerably enhanced allowing enforcement / diversion / prevention to be truly integrated.



Borough Joint Action Groups

Procedure Document

Produced on behalf of:

Elmbridge CDRP
Epsom and Ewell CDRP
Spelthorne CDRP

November 2003

Joint Action Group (J.A.G.)

1.0 Terms of reference for Borough JAG's

The North Surrey Basic Command Unit will have three Joint Action Groups (JAG) operating in each of the constituent boroughs. The JAG acts as the operational arm of the Crime and Disorder Reduction Partnership (CDRP) and its key roles are as follows;

- Take information and targets regarding victim, offender, and location from the analytical output of the BCU (reassurance analyst) in the form of National Intelligence Model (NIM) compliant products and put in place interventions and action plans to address these priorities. (NIM products include:
 - Problem Profiles (Places and Events)
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- Identify and deal with local issues including response to environmental visual audit and anti social behaviour, feeding relevant information to the BCU Intelligence unit.
- Identify within the local JAG 'Potential Offenders' (see below – Business of Borough JAG's)
- Actively put in place a menu of interventions to avert future offending and the graduation into criminal behaviour of potential offenders.
- Monitor the development of Action Plans with regard to Targeted Offenders
- Feed data supplied by partner agencies into the BCU Intelligence unit.
- Highlight blockages and good practice to the CDRP executive.
- Ensure that performance targets are being achieved both in terms of global and individual agencies success criteria

2.0 Business of the Borough JAG's

2.1 The core function of the Borough JAG's will be to act as the operational arm of the CDRP executive. The membership of the Borough JAG's will reflect that of the CDRP agency membership but at practitioner level, also incorporating elements of the criminal justice system.

2.2 The Borough JAG will address highlighted series and trends of crime and disorder that are specifically analysed as directed by the CDRP executive strategic priorities. The Borough JAG will also identify Borough issues that fall within the strategic aims of the CDRP or that they identify as a Borough issue that requires attention. Cross border matters also require identification. Action Plans will be developed in terms of victim, offender and location to address each target package, taking particular account of Targeted Subjects. Using the expertise that exists on the Group they will identify desirable outcomes from the Action Plan and determine what interventions will be used to achieve this. Should any blockages or best practice come to light, these will be reported back to the CDRP executive via a performance monitoring forum set up on each Borough.

- 2.3 The Borough JAG's will have autonomy (within the parameters of the strategic objectives) on how they will address the above and produce report backs that are consistent across the board. (See Appendix A - process maps for Borough JAG's). They will, through the chair be accountable for achieving the common agreed targets. The Police JAG representative is expected to sit on the BCU bi-weekly T&CG meeting to bid for additional resources as required.
- 2.4 Each CDRP executive will establish a reporting mechanism in order to have an overview of activity and indications of success or otherwise. This mechanism will be subject to CDRP executive agreement.

3.0 Potential Offenders

- 3.1 In terms of Street Crime, a national figure of 15% of offenders had not previously been known to the Police. Research has also shown however, that these offenders had come to the attention of other agencies as a result of anti-social behavior, conduct in schools or through other members of their family. It is a responsibility of the Borough JAG's to identify potential offenders before they become actively involved in crime.
- 3.2 In achieving the above the Borough JAG will look to identify children, young persons and adults who are highlighted within agencies as being at a high risk of potential involvement in crime. Some of the factors that might suggest this are;
1. Evidence of serious anti-social behaviour in communities.
 2. Violence or serious bullying towards others.
 3. Serious sub-criminal behaviour of an aggressive nature, which could suggest a pre-disposition to an involvement in street crime.
 4. Substance misuse linked to a history of aggressive behaviour
 5. Involvement in truancy watch.
 6. Information from Borough operations.
- 3.3 Potential offenders can be identified from any source as long as the information is substantiated and evidenced.
- 3.4 The Borough JAG will utilise the expertise on the group to develop an appropriate action plan from their menu of interventions. The BCU reassurance analyst will be made aware of the target and the action plan and will assist the Borough JAG in terms of scanning other systems and data to add to the portfolio, creating target profiles. A review date will be agreed at the point of commission of the action plan where interventions can be added to, removed or altered.

4.0 Targeted Subjects

- 4.1 The JAG process will also incorporate the Narrowing the Justice Gap Targeted Subject Scheme. This will be achieved at Borough JAG level in that, as part of their business, will have nominated targeted subjects highlighted to them. The

nomination of targeted subjects is subject to common police standards and as such is non negotiable at a local level.

- 4.2 Once formally adopted, the Borough JAG will again utilise Borough expertise to formulate a suitable Action Plan of interventions.
- 4.3 The JAG will use the BCU single point of contact (SPOC) to ensure the relevant database is maintained in accordance with Surrey Police policy.

5.0 **Success Criteria**

- 5.1 An integral part of the success of the multi agency process is that all members work towards agreed universal goals. These goals will reflect the strategic objectives and priorities of the Crime and Disorder Reduction Partnership as a whole. In addition to these overarching principles, each agency will have their own success criteria, which are individual to them. The importance of these individual aims will reflect not only the policies of the agencies themselves but also the needs and expectations of the various sections of the public who they serve.
- 5.2 The indicators for Borough JAGs are therefore are as defined within the Community Safety Strategy as periodically reviewed by the CDRP executive over the three-year planning cycle. Coupled with achieving against individual agency performance targets and any PSA targets negotiated.

