

# Tilley Award 2004

## Community Incident Action Groups CIAGs



Application by Surrey Police

## **Tilley Award 2004**

**Project Title:** Community Incident Action Groups (CIAGs)

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# Executive Summary

## **Community Incident Action Groups (CIAGs)**

The Crime and Disorder Act 1998 placed a new emphasis on partnership working to solve problems. Information flow between agencies was identified as critical in identifying problems and then informing actions to effectively tackle the issues in a co-ordinated fashion. In 2000 Surrey Police had no forum established that would allow for this type of information exchange and action based outcomes. In response to this they, together with the support of Chief Officers from Probation, Local Authority and County Council set up local borough Community Incident Action Groups (CIAGs). The first one was established in Guildford in November 2000, and all 11 boroughs now have their own CIAG meetings. CIAGs are multi-agency problem solving groups brought together to address community safety issues. Nominations onto the CIAG agenda are taken from all agencies and cases are referred to CIAG where:

An individual/family/location which creates a significant risk to public safety or public order; or to his or her own safety, and/or causes a significant amount of public distress or concern to the community AND where there is reason to believe that referral to the CIAG can reduce the risk or concern.

The Police use their tasking and co-ordinating procedures (Joint Action Groups) and their crime information systems to highlight nominations

Using the over-arching Surrey Information Sharing monthly CIAGs operate to discuss and agree action, which will minimise the adverse impact of these problems upon the wider community. Each partner agency brings different skills and knowledge to the group enabling a more cohesive plan of action. It is important that the people attending the CIAG (a) know details of the case and (b) are able to make informed decisions.

This year Surrey Police allocated £10,000 from BCU Funds to each CIAGs for intervention work. Interventions such as outreach work, detox and rehab and family support has been funded in addition to mainstream funded work.

Apart from significantly improving working relationships between all of the attending agencies successes with individuals, families and locations have been extensive, and are outlined in detail in the main body of this submission. The success stories are achieved due to the effective and innovative way that the multi-agency meetings are allowed to work and because all of the relevant known information concerning the case is available.

## **Introduction**

The Crime & Disorder Act 1998 places a statutory responsibility upon the local authority, the police and the county council to conduct crime and disorder audits and consultations in their local boroughs, then, based on the findings, draw up three year community safety strategies with clear targets to reduce crime and disorder in the local areas.

This underlines a radical re-think of the ethos around community safety and crime reduction. There is a new emphasis on partnership working to solve problems; issues hitherto dealt with by police are now in a much wider arena.

It was accepted that the Police, with their crime information reporting systems were best able to prepare an assessment of the patterns and priorities in crime and disorder on a regular basis. However, it was also recognised that the quality of this assessment could be significantly improved through relevant data and information exchanged with other agencies. Furthermore, the actions aimed at tackling the priorities identified would often be more effective by combining the use of all the agencies' power and resources.

A valuable mechanism for solving community safety issues at the local level are Community Incident Action Groups, CIAGs. They have become a very valuable method of co-ordinating service delivery. It was set up to link the work of all the agencies involved in local community safety and to develop effective, co-ordinated action planning and problem solving. These meetings commenced in Guildford in November 2000. With the full support of senior officers from the different agencies a working CIAG was established. This quickly proved an effective way of dealing with common issues between the agencies and this process was rolled out over the remaining 10 boroughs over a period of a year. The membership for each CIAG varies as does the type of issues dealt with. Their individuality reflects local circumstances and needs, in that some of the more densely populated urban boroughs have a whole range of problems that do not necessarily affect some of the more rural areas.

The emphasis may be slightly different but the ethos and methodology are the same.

## **Purpose of the CIAG**

CIAGs are multi agency problem solving groups consisting of relevant agencies brought together to speedily address community safety issues which are caused by problem individuals, families and other community problems.

Using the Surrey Information Sharing Protocol (ISP) to facilitate information sharing, CIAGs will operate to discuss and agree action, which will minimise the adverse impact of problem individuals and families upon the wider community.

CIAGs are not a replacement for good bilateral relationships however. CIAGs are a key part of effective partnership working but not the whole thing. Examples of issues dealt with by CIAGs include truancy, anti-social behaviour and prolific offenders who are chronic alcohol and drug abusers

## **Advantages of CIAGs**

- The advantage of CIAGs is the way in which innovative solutions can be found through the knowledge and trust generated by regular multi-agency work.
- Each partner agency brings different skills and knowledge to the group enabling a more cohesive plan of action which is in the interest of both the individual and the community.
- CIAGs are an effective way of understanding the practices and tensions of other agencies and significantly improve working relationships.
- The CIAG group as a whole can apply pressure to agencies to take action as required and hold each other accountable.
- The CIAGs are based on outcome and action. They are not talking shops.

## **Terms of Reference**

- The Crime & Disorder Reduction Partnership (CDRPs) for the borough guide CIAGs' strategic direction.
  - CIAGs should address community safety issues that are caused by problem individuals and families that are disruptive to the community as well as locations that have become a cause for concern.
  - As CIAGs are focussed on improving community safety and reducing crime and disorder, appropriate and relevant information may be lawfully disclosed to the other agencies under the Surrey Information Sharing Protocol.
  - Each agency participating in CIAGs should ensure that there is complete clarity of what they can and cannot achieve and that demands are realistic.
  - Referrals to CIAGs may come from any participating agency as long as they comply with the agreed nomination criteria.
  - CIAGs generally meet once a month.
  - The agenda containing details of current and new nominations should be circulated at least a week in advance of the meeting to enable partner agencies to research and collate all necessary and relevant data/information. **(See Appendix One - Specimen Agenda & Action Sheet).**\*
  - Minutes from the CIAG meetings should be kept and the resulting actions recorded.\*
- \* Note – Both the agenda and minutes are sent out password protected via e-mail.
- CIAGs should clearly expect that the various agencies will instigate their assigned actions promptly.

- A complete attendance list must be signed and attached to the minutes along with a record of what information was exchanged. These minutes can then act as the record of what information is shared, to whom and for what purpose in order to comply with the Information Sharing Protocol guidelines.
- As a minimum, the CIAG Information Exchange & Sharing Form should be signed to allow for the verbal sharing of information. There should be a separate file for each case. Any actions to be recorded in the minutes. (**See Appendix Two – Specimen Information Exchange & Sharing Form**).
- Any requests for written information will be subject to the Information Sharing Protocol. It is only necessary to sign one form to cover all the verbal information shared at each meeting of the CIAG.

### **Nomination Criteria**

Cases to be referred to the CIAG are those where an individual, or location, creates:

*A significant risk to public safety or public order; or to his or her  
own safety  
And/Or  
Causes a significant amount of public distress or concern to the community  
And  
There is reason to believe that referral to the CIAG can reduce  
the risk or concern*

**Suitable cases might include people who comply with the above and**

- a: Have known psychiatric problems**
- b: Are known to misuse alcohol and drugs**
- c: Are subject to statutory supervision and are missing**
- d: Persist in criminal or anti-social behaviour.**

CIAGs may also take referrals pertaining to locations where, for example, the activities of certain individuals/groups are having a negative effect on that community.

Currently the majority of cases that are nominated are by police, primarily because of their greater involvement with prolific offenders. Nominations from other groups are to be encouraged. These may be from the local authority as well as any of the member organisations, services and agencies that are members of the CIAG, where it is felt that a multi-agency approach can be of benefit.

It should be understood that demands and difficulty experienced by any particular agency are not, in themselves, sufficient reason to refer. Neither is the CIAG intended to replace normal inter-agency liaison, including case conferences between agencies most involved in the CIAG.

Amongst the formally structured groups that are in place to deal in the main with PDO's (Potentially Dangerous Offenders) is the 'RAMP' (Risk Assessment Management Panel) and the 'MAPPP' (Multi Agency Public Protection Panel). In the event of a person being nominated by a CIAG who is also under scrutiny from the RAMP or MAPP then it will be necessary to liaise with the locally designated senior police officer or senior probation officer who has knowledge of the individual concerned. The status of the individual should be quickly established when the initial research is undertaken on any nominee.

### Juveniles & Adults

It is generally advisable to split the agenda between juveniles and adults so that issues that emerge, for example child protection concerns, are not dealt with in an open meeting with less confidential items.

An example of work with an adult is as follows:

#### Example 1

In the previous three years Mr. B had been arrested 150 times. He had been responsible for many offences in the town centre and was generally violent and offensive. Local people feared him and his behaviour. His offending included numerous public order offences and assaults, including assaults on police officers who had to deal with him. His case was referred to the CIAG and an Anti Social Behaviour Order (ASBO) was thought to be the best course of action. An ASBO was duly granted with conditions that kept him away from the town centre. He was offered residential drug and alcohol rehabilitation, which he had refused many times in the past. On this occasion he decided to accept it and was admitted to a rehabilitation unit.

After six months he returned to the police station stating that the ASBO and rehabilitation had had a profound influence on him. He was now sober, living in another part of the country and looking for work. He was subsequently arrested for breaching his ASBO by entering the town centre after the curfew time, when arrested he was no trouble to the arresting officers. He was taken to court the following day where Police attended and asked

the Court to recognise how well he had done previously. Mr B apologised to the Court, stating that he had returned to the town for a short visit after the death of his mother.

The Court recognised his achievements and imposed a small fine. He has now returned to his new home and is in employment

In addition, by dividing the agenda it is only necessary for organisations like the Youth Offending Team to be present when their clients or other juveniles are being discussed, thus avoiding sitting through unrelated time consuming items. In the event of juveniles being referred to the CIAG, it is essential that the YOT team is consulted speedily with regard to what court orders they are already subject to.

The following is an example of work carried out with a juvenile.

### Example 2

A very vulnerable young woman regularly went missing from the children's home where she lived. She would not engage with any of the services or make contact with the children's home when she ran away.

Through the CIAG she was successfully linked with an outreach worker from OMNI (OMNI Outreach Team is part of Surrey Alcohol and Drug Advisory Service - SADAS). As the result of the intervention by OMNI, it is felt that she is now no more at risk than any other young person living in her circumstances. She has now been discharged by OMNI but will be able to contact her outreach worker if the need arises.

The safety of the young woman was clearly paramount and the intervention of OMNI was invaluable. Police have also benefited by virtue of savings in time and resources because the young woman has now ceased to be a regularly reported missing person.

*Both cases are simple illustrations of agencies and organisations working together which benefits the individual as well as reducing their potential risk of becoming involved in criminal activity either as a perpetrator or as a victim.*

### **Membership of CIAGs**

For focused discussion and relevant action to be achieved, all appropriate agencies should be represented by staff who **(a)** know the details of the case and **(b)** are able to make informed decisions at the CIAG.

To support this the CIAG must be made aware of the extent and limits of each agency's, or each department's, responsibilities: the partnership process is not aided by unreasonable demands being put on one agency which are in fact beyond its capacity to deliver.

On the other hand, it is essential for all agencies and their representatives to be aware of their responsibilities (under Section 17 of the C&D Act for local authorities and police) and to secure the commitment of senior management from the start. In addition, section 37(2) places a similar obligation on all the bodies carrying out functions in relation to the youth justice system.

The attendance of the voluntary and non-statutory sector, along with agencies such as registered social landlords is often desirable, but the status of these members needs to be very carefully considered in relation to information sharing.

It is likely that CIAGs will include participation from the following organisations and departments:

Surrey Police

District/Borough Councils

(Community Safety Officers & other relevant representatives)

Social Services, Substance Misuse Care Manager

Surrey County Council Community Support Teams

Surrey Probation Area

Drug Action Team

Drug & Alcohol Teams

Arrest Referral

Registered Social Landlords

Youth Offending Team (YOT)

SCC Education, Children & Young People

Mentally Disordered Offender Teams

Community Mental Health Teams

Outreach Teams

Other invited voluntary agencies as appropriate

It is acknowledged that county agencies like the Drug Action Team, Social Services and Probation may have difficulty in attending all eleven CIAGs. If it is appropriate, CIAG meetings could be linked and held on a police divisional boundary basis. This would require the attendance of county agencies for the duration of the meeting but would only require borough and district representatives to attend for the part of the meeting that includes their own nominations, and for some issues that extend beyond district council boundaries.

### **Structure of CIAGs**

The chairing of CIAGs is most appropriately rotated between the representatives of Surrey Police and the borough/district and should be at the appropriate level with the necessary authority, for example, borough Police Inspector level. Chairs should undertake to induct any new members into the process.

CIAGs must be seen to be operating in the community so meetings might most appropriately be held in borough/district offices.

The CIAG Chairs will need to have an agreement around the necessary administrative support i.e. agenda setting, minute taking and following up actions.

CIAGs have been identified as key elements in some of the Crime & Disorder Strategies for 2002/2005. Some partnerships have bid for Partnership Development Fund money to allow them to engage administrative support. In several cases this post covers across two or three boroughs and is also utilised as an ASBO case builder (see Appendix 3 – job description)

### **Funding of the CIAGSs**

Up until the financial year 2003/2004 all initiative and ideas that the CIAGs had had to be funded from existing organisations' budgets. However, with the advent of the BCU Fund most CIAGs have now been allocated a sum of money, £10,000 in most cases, to assist with the interventions. This money has been key in allowing more 'out of the box' solutions being tried and funded by this multi-agency group. An example of this is a young family where the single mother was having trouble coping with 2 of her 5 children. The 2 boys were offered through the CIAG Acceptable Behaviour Contracts due to their anti-social behaviour which had become a major issue for the neighbourhood. Their house was also cleared of all its rubbish, beds were purchased for all of the family, pride was restored and the family were promised a day trip out at the end of the summer if the boys kept to their ABCs. To the delight of the neighbourhood the ABCs were kept to by the boys and at the end of the summer the CIAG paid for the family, the local beat police officer and community safety warden to go to Chessington World of Adventure.

Another example was a street drinker who was continually getting arrested for abuse, anti-social behaviour was dealt with through the CIAG and the local Drop-In Centre was involved as he had engaged with them. They assisted his girlfriend who had some success in ensuring that he didn't drink. After a dry period and to assist in giving them activities to keep them from temptation on the streets the CIAG purchased an amount of cinema tickets for the pair to use. They were amazed that anyone had given them anything. This man has now not been arrested for 4 months.

### **Examples of successful CIAG work**

One family (single mum +4 children) causing massive problems in one part of the Borough and unknown to each agency feeding different stories to each agency. We called a meeting around this one family which was attended by 2 Head Teachers, the Health Visitor, Police, Social Services, RBC etc. We all set out what we knew about the family and as each gave our information the contradictions were evident. Once the true story was known, we developed an action plan and each agency took work away with them which included appropriate forms of support for both the mother & the children. One of the children was having a particularly difficult time at school and the Head Teacher had concerns around an impending move to the next level of education. There was a meeting approaching to decide if a different placement could be offered, but the prospect of a favourable outcome was not good. At the CIAG it

was suggested that someone attend this meeting with the Head Teacher. The support was gratefully received and the Local Inspector went along and spoke on behalf of the CIAG. The application was successful. The coordinated joint efforts eased the pressure off the whole family and none of them have caused ASB problems since (approx 3 years). The whole process took 3 or 4 meetings to complete & follow-up (to make sure everything we had planned was in place & working).

Also 4 young males (not juveniles) terrorising an estate. Two boys instantly stopped after the letter went out warning that they had been put forward to the CIAG agenda. After the first CIAG meeting there was increased Police activity for approx 2 weeks, plus minor actions from County highways, & the Borough Council plus action to open up & clear an area of particular concern from another landlord with property which was used as a meeting place. The other two males continued for a few weeks but the combined efforts of the agencies plus the support of their landlord curbed their behaviour.

Many of our CIAG success stories are based around ABCs and ASBOs the most stringent one being for a lad called Nicky E who was causing a considerable problem in North Leatherhead. His antisocial behaviour was severely curtailed when we had a successful ASBO application with 6 conditions including one forbidding him to enter all licensed premises in Surrey and not to associate with two other nominals that were part of his gang.

There is also a anti-graffiti campaign which is conjunction with the Dorking Advertiser and Mole valley District Council -it has now outgrown CIAG and taken on a life of it's own with a separate meeting structure and membership. It has involved a comprehensive education and prevention programme which has recently netted over 60 detections and numerous arrests within the north of the district.

The Waverley CIAG have dealt with a family living in local authority accommodation who were causing real problems to the local neighbourhood with anti social behaviour and crime. Using a combination of police to target offenders, and offering family members support from local authority, YOT, social services and education many of the outstanding issues were resolved or moderated. The family eventually decided to move from the area.

Criminal damage was being caused to graves in the Eashing Cemetery, this was highly distressing to relatives and the cost was running into thousands of pounds. It was suspected that most of the offences were being committed by local youths from a nearby housing estate, but due to the open nature of the area and sporadic attacks, detection of offenders proved difficult. The problem was nominated at the CIAG and via a partnership with the town council a mobile camera was installed at the location, all offences stopped immediately and there has continued to be an absence of crime at this location since.

### **Information Exchange**

The flow of information between agencies is essential to the sound working of the CIAGs. It is critical in firstly identifying the problems and then agreeing actions to effectively tackle the issues in a co-ordinated way.

All the key statutory agencies have signed up to the Surrey Crime and Disorder Information Sharing Protocol, which is an overarching agreement to facilitate the information sharing process, including necessary personal data that may be shared between the agencies using this protocol.

### The Surrey Crime and Disorder Information Sharing Protocol

The Surrey Information Sharing Protocol was designed to facilitate the flow of information between partnership agencies. The protocol is there to protect those handling the information, to enable partnership meetings to be more effective and to allow all information to be brought to the table and shared amongst agencies.

The power to disclose information is contained not only in section 115 of the Crime & Disorder Act 1998, but the Human Rights Act 1998, and the Data Protection Act 1998 as well. All of these acts give the power to agencies to exchange information for the purposes of community safety. The protocol simply provides the mechanism for evidencing what information has been exchanged, with whom and for what purpose. (For more information on the legislation please refer to the appropriate Guidance Notes issued under the Surrey Crime and Disorder Information Sharing Protocol)

A list of signatories to the protocol is retained at the SCSU. Other agencies can become signatories to the Information Sharing Protocol. Such agencies will also need to ensure that their Data Protection Registration is amended appropriately.

### **Conclusion**

The CIAG process is now well defined in Surrey. It has been viewed by other police forces such as Greater Manchester, Thames Valley and Merseyside. The Government Office of the South East has also recognised the importance of CIAGs and came to Guildford last September to make a CD Rom about the whole CIAG process. This has now been distributed across the South East Region as best practise. A recent BCU Inspection for West Surrey Division, which includes Guildford and Waverley boroughs, also highlighted the Guildford CIAG as good practise. The Guildford Crime and Disorder Partnership has also recently been short listed for beacon status and this highlights the good partnership working environment that has been built up and nowhere is it more apparent in the monthly CIAG meetings.

**Woking Borough  
Community Incident Action Group  
CONFIDENTIAL**

**AGENDA**

**Date  
Civic Offices, Woking**

<b>Nominations</b>	<b>Grounds</b>	<b>Nominating Agency</b>	<b>Information Available</b>
<b>A N Other,</b> Road, Woking	Nuisance, drunkenness, disorder and verbal abuse to neighbours	Housing, WBC	For update
	Drug abuse, threats and intimidation of their neighbours	Housing, WBC	For update
	Threats to kill neighbours, graffiti and noise	Housing, WBC	For update
	Increasing number of incidences of assault and public order offences, concerns being raised by the community	Police	For update
	Grave concerns regarding a danger to women. Lethal threat to others due to fire setting. Chaotic lifestyle and dis-inhibited sexual behaviour.	CMHT	For update
	Risk of aggression towards other.	CMHT	For update
	Violence and abuse directed at local children, particularly from x School, y Road.	Education	For update
<b>A N Other</b> DOB No fixed address	Prolific offending. Currently in custody, on remand at Reading.	Probation	New Nomination
<b>A N Other</b> DOB. No fixed address	Highly vulnerable	Windmill Team	New Nomination

**PLEASE BRING TO THE MEETING ALL INFORMATION KNOWN ABOUT THE EXISTING & NEW NOMINATION**



## **CIAG ADMINISTRATOR AND ASBO CASE BUILDER**

### **CIAGS (Community Incident Action Group)**

- To collate nominations and prepare CIAG agenda.
- To attend CIAG and take minutes in set format.
- To provide minutes to all participants.
- To follow up, during meetings, all actions.
- To carry out any actions.

### **ASBO (Antisocial Behaviour Order) Case Builder**

- To follow up any nominated person for ASBO or other legal proceedings.
- To prepare any proposed case - with research.
- Liaise with any legal services to ensure a smooth process, and any relevant agencies.
- To prepare any case papers including pre-cons, table of offences, witness statements, for a court file.
- To attend court if necessary to assist with case presentation and to ensure application is successful.
- To report back on progress to CIAG and relevant Community Safety Sergeant/Borough Inspector.
- To assist the Borough Team with any other work relating to ASBO or other legal proceedings, to help them and other agencies to achieve their objectives achieve objectives.

## **Knowledge, skills and experience.**

It is essential that the post holder

- Has a minimum of 1 years experience in working with office administrative procedures.
- Has previous experience in the use of windows based software applications, in particular Word application, for administrative purposes. Knowledge of CIS and PNC would be desirable, although training would be given.
- Has well developed verbal communication skills to be able to deal with staff and members of the public.
- Has well developed written communication skill, to be able to produce clear, legible, concise and accurate written records.
- Is able to demonstrate their ability to prioritise and organise their workload.
- Is self-motivated, and able to work with the minimum of supervision.

It is desirable that the post holder

- Has previous experience of producing case files
- Has experience of statement taking
- Has experience in interviewing

*It must be noted that some, or all, of the duties and responsibilities detailed in this Job Profile require compliance with the nationally agreed operating rules for accessing PNC and other information systems:*

- **PNC Code of Connections Volume 1 (version 2.1)**
- **Data Protection Act 1998**
- **Computer Misuse Act 1990**
- **Official Secrets Act 1989**