



Report for:	Environment and Community Safety Scrutiny Panel 10 th March 2015	Item Number:	
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Title:	Overview of gang-related work in the Borough including Operation Shield
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Report Authorised by:	Stephen McDonnell, Assistant Director of Environment and Community Safety
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Lead Officer:	Gareth Llywelyn-Roberts, Offender Management Strategic Lead
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Ward(s) affected: All	Report for Key/Non Key Decisions: For information
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1. Describe the issue

- 1.1 In Haringey there are 206 individuals age 15 – 35 years old, with the 51% aged 15-19 years, currently scored on the Gangs Matrix. An individual is scored on the matrix if they have ‘been identified as being a member of a gang and this is corroborated by reliable intelligence from more than one source (e.g. police, partner agencies or community intelligence)’. The majority of individuals scored on the matrix live in Tottenham and Wood Green.
- 1.1 There are 10 active gangs and one Organised Criminal Network in the borough. These gangs commit property and violent offences, engage in anti-social behaviour and are often involved in drug dealing. The gangs operating in Haringey are territorial and conflicts often arise from disputes over drug territory or simply because two gangs are from different postcodes. This territorialism impacts on communities and other young people who are not involved in gangs. There are also cross border rivalries with Enfield, Hackney and Waltham Forest.
- 1.2 The Community Safety Partnership identified the development of the Partnership’s response to reduce re-offending and gang related gang violence, especially minimising its impact on young people, as a key priority. As a result the OM delivery model and structure in Haringey has undergone a period of significant change



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funded through a combination of successful bids to the Mayor's Office for Policing and Crime (MOPAC) and pooled partner agency funding.

- 1.3 The Offender Management Partnership initiative is delivered through a single cutting edge multi agency Offender Management Unit consisting of the Integrated Offender Management and Integrated Gangs Unit. The Unit is the first of its kind in the MPS to allow the partner agencies, IOM and Gangs teams to work together in a co-located environment, working to a single cohort with clearly identified referral pathways and targeted support services co-ordinating the relevant agencies and disciplines to deliver interventions within an integrated scheme to provide a holistic wrap around service focused on the offenders who cause the most harm.
- 1.4 The Unit consists of Police, Probation, Council, Drug Intervention Programme, Gang Exit Team and other Pathway Partners linked to the Integrated Gangs Unit, Youth Offending Services, the Secure Estate, Domestic Violence, Mental Health, Housing, Job Centre plus and voluntary sector providers delivering services to an identified cohort of problematic offenders. The benefits of co-ordinating these strands include the following:
 - Improved data, intelligence and analysis sharing
 - Single systems of offender and case management with identified lead agencies
 - Single identified referral processes to simplify the process and increase effectiveness and efficiency by streamlined processes.
 - Development of a collaborative strategy with joint ownership and clarity of purpose across the offender management programme.
 - Maximum use of resources with joint commissioning and reduced duplication
 - Development of local success measures and evaluation
 - Smoother transition between young and adult offenders
- 1.5 The Met Police and MOPAC have proposed that the Group Violence Intervention model to reduce group related violence is piloted in the Borough under Operation Shield. The model is a multiagency community led programme of focused deterrence and collective enforcement that aims to reduce Gang Violence i.e. stabbing and shooting and not at wider gang enforcement, intervention and exit programmes, these continue as normal and remain just as valid. The initial preparation and planning has started and it is expected that the formal launch will take place in late July /early August 2015. The Pilot will run until March 2016.

2. Cabinet Member introduction

- 2.1 Incorporating a range of statutory and non-statutory partner agencies into a multi-agency Integrated Gangs Unit has created a web of services that provide a stepped pathway of interventions to known perpetrators to meet a variety of needs including those of young people, targeted gang exit pathways, drug and alcohol dependency, education, training and employment, sexual exploitation, mental health etc within the wider referral and support system.



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- 2.2 The Integrated Unit has received significant external recognition from the Policing College, Home Office and MOPAC as a best practice Model. Highlighting the progress that has been made the Policing College Stocktake stated that “They normally find and have come to expect that reality does not match the information they have been provided. In this case reality had not only matched but far exceeded their expectations.”
- 2.3 Operation Shield - the Gang Violence Intervention initiative - working with known perpetrators, will directly support our key priorities of reducing serious youth violence, gang violence and especially minimising its impact on young people and on our communities. It is a welcome addition to our programme of gang intervention and enforcement activities.

3. Recommendations

- 3.1 The report is for information. No decisions are required.

4. Alternative options considered

- 4.1 No other options considered

5. Background information – Gang Related Work

- 5.1 Haringey established a co-located multi-agency Integrated Gang Unit bringing together the statutory and voluntary sector to deliver a joined up tactical approach to enforcement and intervention in relation to gangs as an integral part of the development of an Offender Management Partnership.
- 5.2 The Offender Management Partnership is delivered through a multi agency Offender Management Unit, co-located within Wood Green Custody Centre, consisting of Police, Probation, Council, Drug Intervention Programme, Gang Exit Team and other Pathway Partners linked to the Integrated Gangs Unit, Youth Offending Services, the Secure Estate, Domestic Violence, Mental Health, Housing, Job Centre plus and voluntary sector providers.
- 5.3 The co-location of partner agencies to deliver enhanced Integrated Offender Management and Gangs teams is considered best practice by the Home Office and MOPAC and is the first of its kind in the MPS to allow the partner agencies, IOM and Gangs teams to work together within a single offender management programme, working to a single cohort, with clearly identified referral pathways and targeted support services reducing duplication of work across the partner agencies, delivering enhanced capacity and information sharing, efficiency and value for money by focusing resources on the offenders who cause the most harm and encouraging and enabling innovation and truly joined up working practice in the management of offender risk and need.



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- 5.4 At the core of the approach is the delivery of a managed set of interventions, sequenced and tailored to respond to the risks, harm and needs of the individual with the key aim of disrupting the offender's criminal activity to reduce the re-offending rate of prolific adults and young people across the borough who commit both acquisitive and violent offences, female offenders who are overrepresented in the borough in terms of offending and rate of re-offending, a cross cutting theme of those involved with ASB and gangs and a gang exit process for individuals identified with gang affiliation.
- 5.5 The Integrated Gang Unit works with those individuals identified on the Police Gangs Matrix, prioritising the cohort for enforcement action and intervention. The Gang Exit Team provide high quality case management to gang members identified as representing a multi-agency concern who demonstrate one or more of the following:
- Struggling to engage in current service provision/comply with Probation or youth Offending Service (YOS) orders.
 - Are at a transitional point in their support provision (i.e. YOS involvement ending, over 19 and no longer eligible for Youth Community and Participation Service support etc.)
 - Due to be released from custody
 - An escalation in gang related behaviour
 - Scored on the Police Gangs Matrix
- 5.7 The Gang Exit Workers work with a cohort of up to 70 gang affected individuals both in the community and in custody (in preparation for release). Whilst it is recognised that the main age range for those involved in gangs in Haringey is 15 – 19 the cohort includes the age range 11-25 to encompass the full range of those identified as being involved and enable early intervention.
- 5.8 The intervention options provided by the Integrated Gang Unit include those of statutory services (including Police, DiP, Probation, YOS and ASBAT and Job Centre Plus) alongside those provided by Victim Support and the Safer London Foundation. The objectives of the Integrated Gang Unit are:
- To reduce offending, re-offending and incidents of serious violence.
 - To gain improved intelligence about individuals involved in gangs and those on the periphery.
 - To gain improved understanding of the impact on families.
 - To increase the number of positive outcomes for children and young people affected by gang related activity.
 - To support victims and witnesses.
 - To increase participation in education, training and employment.
 - To reduce seriousness of the offences committed by gang affected individuals.
 - To improve access to settled accommodation.
 - To improve the borough understanding of the gang population.



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5.9 In order to deliver the changes required the Community Safety Partnership agreed the pooling of resources to deliver the enhanced Offender Management programme supported by a series of 'linked' bids to the Mayor's Office for Policing and Crime. The total pooled partnership funding to support the OMU is as follows;

- Integrated Offender Management - Total partnership funding £673,000 p.a. (£2,692,000 over four years); MOPAC Crime Reduction Fund £88,000 p.a. (£352,000 over four years)
- Drug Intervention Programme (CJIT) - Total partnership funding £868,000 p.a. (£3,472,000 over four years); MOPAC Crime Reduction Fund £321,000 p.a. (£128,400,000 over four years)
- Integrated Gang Unit - Total partnership funding £843,000 p.a. (£3,372,000 over four years); MOPAC Crime Reduction Fund £245,000 p.a. (£980,000 over four years)
- Domestic Violence Projects - Total partnership funding £1,511,000 p.a. (£6,044,000 over four years); MOPAC Crime Reduction Fund £103,000 p.a. (£412,000 over four years)

5.10 Performance is monitored through the Offender Management Board and Community Safety Partnership, see Appendix 1. The Core Outcomes linked to the MOPAC bid for the Gang Exit Project linked to the MOPAC funding (Over 4 years) are as follows:

- Reduce re-offending – achieve a reduction in re-offending by the Gang Exit Project and Gang Worker caseload by 20% over four years. – Currently achieving 58%.
- Improve Engagement/Employment/Work Experience – ensure that 60% of the Gang Exit Project and Gang Worker caseload are engaged in education, employment or work experience over four years. – Currently achieving 61%.
- Provide Settled Accommodation – ensure that at least 60% of the caseload are living in settled accommodation (either within a family setting or independently) over four years – Currently achieving – Currently achieving 72%.
- Retention –demonstrate an 80% retention rate of the Gang Exit Project and Gang Worker caseload over 6 months. – Currently achieving 89%.
- The Gang Exit Project will work with up to 20 gang members per year/ 80 over a four year period. – Currently worked with a total of 51 cases year to date.

6 . Background information – Operation Shield

6.1 The Gang Violence Intervention (GVI) model was developed in the USA and has been implemented in Boston (Operation Ceasefire), Cincinnati (Cincinnati Initiative to Reduce Violence) and several other USA cities. The model is a multiagency community led programme of focused deterrence and collective enforcement that aims to reduce group related violence and has had significant impact, including reductions in homicides and non-fatal shootings of between 35% – 60%.

6.2 One of the key elements is that the model is solely targeted at Gang Violence i.e. stabbing and shooting and not at wider gang enforcement, intervention and exit programmes, these continue as normal and remain just as valid.



- 6.3 The model is a problem-solving police strategy to reduce gang related violence in communities. It targets high-risk youths and violent offenders combining aggressive law enforcement and prosecution with increasing public awareness and promotion of public safety. The model uses a pulling-levers approach by making gang members believe that severe consequences will follow from violence and knife/gun use to change their behaviour.
- 6.4 The deterrence message is not a deal with gang members to stop violence but a guarantee that violent behaviour will evoke an immediate and intense response. The tactics include execution of warrants, long sentences for chronic offenders, aggressive enforcement of probation restrictions and deployment of police enforcement powers.
- 6.5 The prevention strategy is centred on a communications campaign involving meetings with community groups and gang members. Everyone in the community is informed that gang violence will provoke a zero-tolerance approach and that only an end to gang violence will stop the gang-oriented suppression activities with promotion of community based exit pathways and support.
- 6.6 The Met Police Specialist Crime Reduction Directorate and MOPAC have proposed that the Group Violence Intervention model, a multiagency, community led programme of focused deterrence that aims to reduce group related violence is piloted in each of the five priority boroughs including Haringey, Newham, Lambeth, Westminster and Hackney.
- 6.7 The MPS and the Deputy Mayor for Policing and Crime have agreed an initial Group Violence Intervention (GVI) model pilot will be undertaken in Haringey, Lambeth, and Westminster. Hackney and Newham are participating as Control Borough's. The three pilot boroughs have consistently been identified by the MPS as high-risk locations with high levels of violence.
- 6.8 The model is based on the premise that a small number of individuals are responsible for the majority of serious violence and existing finite resources should be targeted at these high risk known groups. There are three key strands;
1. Consequences for Violence - identifying and focusing enforcement on those groups involved in the continuation of violent offences;
 2. Community Voice - mobilising local communities and key members to reinforce key moral messages that violence will not be tolerated;
 3. Help for those who ask - allowing individuals the opportunity to exit from the criminal lifestyle.



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- 6.9 The initial preparation and planning has started in all three boroughs and will run through to March 2015. The first 'Call In' will be in Lambeth in late March/early April 2015. This will be followed by Westminster in May/June and Haringey in late July/early August 2015. The Pilot will run until March 2016.
- 6.10 MOPAC have produced a draft Operating Model and Partnership Agreement which is currently being finalised following consultation with the three Boroughs. The model requires the commitment of a wide range of agencies including Local Authority services, Haringey and Trident Specialist Police teams, Housing providers; DWP, Probation, Secure Estate, the voluntary sector, local communities etc.
- 6.11 To ensure that the borough is ready to deliver the model successfully a Task and Finish Group has been set up to undertake the initial preparation and development work, the wider enforcement processes, prepare the communications provision, gather partnership intelligence and to identify the community representatives and how we work with them.

7. Comments of the Chief Finance Officer and financial implications

- 7.1 The work is being resourced from a combination of existing Community Safety and Regulatory Services resources, Metropolitan Police Service local and central resources and funding from the Mayor's Office for Policing and Crime.

8. Comments of the Assistant Director of Corporate Governance and legal implications

- 8.1 N/A

9. Equalities and Community Cohesion Comments

- 9.1 There are no particular equality or community cohesion implications arising from this report.

10. Head of Procurement Comments

- 10.1 N/A

11. Policy Implication

- 11.1 This subject links to the Community Safety Strategy 2013-2017 and the Crime Reduction priorities identified following the Strategic Assessment of Crime and Disorder;
- Rebuilding public confidence through tackling anti social behaviour, reducing acquisitive crime and by repairing trust through developing stronger community engagement, across the Community Safety Partnership;
 - Reducing gang violence especially minimising its impact on young people;



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- Understanding and tackling the impact of mental health issues that are underlying factors related to offending; and
- Developing the Partnership's response to reduce re-offending through an Integrated Offending Management (IOM) approach with a focal point on reducing youth re-offending and ensuring a seamless transition in our interventions from young offenders to adults.

11.2 The Integrated Gangs Unit supports achievement of these objectives by realising early intervention and preventative measures, reducing gang related offending, supporting effective rehabilitation and better partnership working. Performance is monitored through delivery of the Crime Reduction Action Plans 2: Prevent and minimise gang related activity and victimisation

12. Reasons for Decision (if relevant)

12.1 N/A

13 Use of Appendices

13.1. The attached appendices are as follows:

Appendix 1 - CSP Performance Report - Integrated Gangs Unit Q3

14. Local Government (Access to Information) Act 1985

14.1 None