

# 10 year Gangs Strategy

## Content

## Forward

It is with great pleasure that the Haringey Community Safety Partnership present this 10 year Strategy. There is no doubt that we face a number of challenges over the next few years not least the fact that we are all facing austerity measures which is leading to completely new ways of working. At the time of writing, the most significant example of this change is the new Offender Rehabilitation Act 2014. We will however embrace the changes to deliver the best results for Haringey by working in partnership across statutory and voluntary and community organisations.

In line with the Community Safety Strategy this strategy has been informed by a comprehensive strategic assessment which has had MOPAC's Evidence and Insight Team as a critical friend, the views of residents and young people have helped shape the way forward. The partnership recognises that to solve some issues a longer term view is required. This is clearly demonstrated by the 20 year vision for Tottenham; "raising the ambition of our young people and empowering residents to build resilience and contribute as partners".

Since the riots in August 2011 we are proud that confidence in policing has increased by 10% and we have helped to raise young people's aspirations by increasing mentoring programmes, 63.6% school leavers achieved 5 A\*-C grades in 2014 and having the most improved school in the **country**??? St Thomas Moore.

However we also recognise that the top 10 most harmful gangs (approximately 700 gang members) in the capital are located in seven London boroughs, one of which is Haringey and that, they are responsible for nearly 40% of all violence in the Capital. If we are to become one of the Safest Boroughs in London we clearly need to take steps to reduce violent crime, by working in partnership to prevent reoffending and by intervening early. Haringey is taking part in an innovative programme based on the USA model of Gang Violence Intervention. The USA saw significant reductions in Violent Crime and it is hoped that the pilot which will run from March 2015 to March 2016 in this borough, Lambeth and Westminster will also see significant reductions.

We need to empower our communities by working with parents and schools to discourage young people from becoming gang members. Through a change or challenge approach we will enforce against or support those involved in gangs to live positive lives through education, training or employment.

## Our Vision

To prevent and reduce gang related crime through a change or challenge approach

Minimising the harm caused by gangs is our priority specifically violence reduction and prevention. This includes addressing the sexual exploitation of young women by gangs.

Councillor Bernice Vanier

Dr. Victor Olisa

## Introduction

1.1. Elections in May 2015 so will be able to write something about the commitment of central government at that point.

1.2. The Crime and Disorder Act 1998 and subsequent Acts require Community Safety Partnerships (CSP) in all local Authorities to do all they can to collectively prevent and reduce crime, anti-social behaviour, substance misuse and re-offending in collaboration with statutory Partners and key stakeholders. In the summer of 2015 the Counter Terrorism and Security Act 2015 will place a statutory duty on a wide range of specified bodies to have due regard to prevent people from being drawn into terrorism.

1.3 The statutory partners under the Crime and Disorder Act are the local authority (including public health), police, fire service, the police authority, Probation Trust and the Community Rehabilitation Companies.

1.4 Haringey Council's Corporate Plan 2015-18 has three key outcomes and five Priorities. Priority 3: Clean and Safe sets out an objective to "work with partners to prevent and reduce more serious crime, in particular youth crime and gang activity" It is however worth noting that this activity cuts across all 5 Priorities and the principles which will be followed to make this happen. These are:

- Prevention and early intervention
- A fair and equal borough
- Working together with our communities
- Value for money
- Customer Focus
- Working in Partnership

## National

In August 2011 the riots which started in Tottenham and spread across the country identified just how serious gang and youth crime had become. Nationally gang crime is regarded as a priority. In November 2011 Central Government published "Ending Gang and Youth Violence: A Cross Government Report. In that report there was recognition that there is a need to prevent young people joining gangs or getting involved in gangs. The report stated that "gang members carry out half of all shootings in the capital and 40% of all serious violence.

Funding was made available for authorities to tackle the problem and the virtual Ending Gangs and Youth Violence Team was established. Haringey was identified as an EGYV priority borough and participated in a peer review during 2012. The recommendations of which have now been fully implemented locally.

In June 2014, the Government released the *'Ending Gang and Youth Violence: Community Engagement'* report which highlighted key principles for successful community engagement and reinforced that ending youth violence requires an end-to-end approach, from prevention to rehabilitation, from a range of statutory and non-statutory partners, the local community, public agencies and businesses.

There have been a series of reports and findings as a result of the above reports. The Troubled Families Team in the Department for Communities was created with the remit to turn around the lives of 120,000 troubled families with reduced criminality and violence

## **Regional**

In June 2014 the Mayor's Office for Policing and Crime (MOPAC) published its Strategic Ambitions for reducing gang and serious youth violence in London. The document focuses on Prevention, Intervention and Enforcement underpinned by a clear commitment to improve information sharing and resources across partners to gain a better understanding and an effective programme to reduce the harm caused by gangs. In that report it states that there are 224 gangs known to Trident that, 70% of those individuals are aged between 17 and 23 years of age, most of those identified are male and the majority, over 70% of those identified by Trident are BME.

In January 2015 The Met Police Specialist Crime Reduction Directorate and MOPAC proposed that the Group Violence Intervention model (Operation Shield), a multiagency, community led programme of focused deterrence that aims to reduce group related violence is piloted in three priority boroughs 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.

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.

The Pilot will run through to March 2016 and it is proposed to start in Haringey in August 2015.

## **Local**

The Joint Strategic Needs Assessment describes Haringey as an exceptionally diverse and fast-changing borough. Haringey has a population of 263,386 according to the 2013 Office for National Statistics Mid Year Estimates. Almost two-thirds of our population, and over 70% of our young people, are from ethnic minority backgrounds, and over 100 languages are spoken in the borough. Our population is the fifth most ethnically diverse in the country.

The 2015-2018 Haringey Corporate Plan has three key outcomes each of which has a corporate vision and priority:

- Outstanding for all
- Clean and Safe
- Sustainable Housing, Growth and Employment

The Clean and Safe vision states that “We will strengthen communities and partnerships to improve our environment and reduce crime, enabling residents and traders to feel safe and proud of where they live and work” It has an objective that states “We will work with partners to prevent and reduce more serious crime, in particular youth crime and gang activity” The outcomes set out in that plan will not be repeated in this strategy but are interconnected and form part of the delivery plan.

It is important to note that this 10 year Strategy does not sit alone and is interconnected with the Mental Health and Wellbeing Framework, the Early Help Strategy, the Community Safety Strategy, the Regeneration Strategy, the local Policing Plan, the Housing Strategy, the Child Sexual Exploitation Strategy and the London Crime Reduction Board Strategic Ambitions.

## **Strategic Context**

The Crime and Disorder Act 1998 and subsequent Acts require Community Safety Partnerships in all local authorities to do all they can to collectively prevent and reduce crime, anti-social behaviour, substance misuse and re-offending in collaboration with statutory partners and key stakeholders.

The statutory partners are the local authority (including public health), police, fire service, the police authority, the Probation Trust and the Community Rehabilitation Companies. The Community Safety Partnership is responsible for the oversight and delivery of the following outcomes:

- Rebuild and improve public confidence in policing and maintaining community safety
- Prevent and minimise gang-related activity and victimisation
- Break the cycle of domestic and gender-based abuse by working in partnership to promote healthy and safe relationships
- Reduce re-offending with a focus on 16 – 24 year olds
- Prevent and reduce crime and anti- social behaviour (to include residential burglary, personal robbery, vehicle crime, fraud and theft)
- Deliver the PREVENT strategy in Haringey

## **Gang Crime in Haringey**

### **Context – what do we know about gangs in Haringey?**

Data shows that there are 10 established street gangs operating in the borough, others emerge and decline on an ongoing basis. We are aware of 2 Organised Crime Networks.

Haringey has a long history of street gang activity and Tottenham based gangs have a history pre-dating the 1985 Broadwater Farm riots.

Until more recent times Tottenham was generally a cohesive gang area with multiple cliques that have since begun to disassociate with one another after civil and internal rivalries.

The two main gang areas historically across Haringey have been Tottenham and Wood Green. As the gangs in those areas have become smaller and broken up into multiple street gangs usually based around a particular road or estate, this has become more complicated.

Gangs in Haringey are involved in a range of offending behaviour including: robbery, violence, drug dealing and burglary.

Gang activity in Haringey has been a long term problem but the profile and make up changes. Although a long term approach is required, this strategy must reflect the agility of gangs and adapt the local response accordingly by producing annual delivery plans owned by all Partners. . At the time of writing research shows that there are postcode based gangs in the borough, in the past much of the violence associated with gangs has been territorial and often driven through the use of Social Media.

Patterns of offending have changed over the last three years. The Borough has observed an increase in gang involved individuals travelling outside of London to sell drugs and open up new drug markets. Between August 2013 and December 2014, 19 Haringey individuals were arrested outside of London for drug related offences. They have travelled as far as Aberdeen and have also been arrested in places closer to London including Basingstoke, Bury St Edmonds and Norwich. The youngest person was 15 years old and the oldest was 33 years old, all but one was male. This relatively new trend has continued through 2014/15 with new county lines identified regularly.

Data shows the total number of gang related crimes in the borough has decreased by a third (33%) from 92 in the 12 months to September 2013 to 62 in the following 12 months. A similar overall falling trend is seen for gun crime however knife enabled crime and serious youth violence (SYV) bucks the trend for the same period. In the 12 months to September 2014, the number of victims of SYV in Haringey increased by over a quarter (27%) from 51 the previous year to 72. London also recorded an increase but only 10% in comparison.

Despite the short term falling trend in Haringey, the impact of gang crime remains significant and it is important to understand there is a broader picture of offending committed by gang members which is not necessarily flagged as 'gang related'. This is reflected in the Mayor's launch of the new gang intervention 'Shield' of which Haringey is one of the three pilots identified. This will target individual members of some of the most active gangs as part of MOPACs ongoing commitment to tackle gang violence in London

Across London all gang crime and serious youth violence indicators continue to show reductions compared to levels in March 2012. The trend in youth violence (victims) has remained consistent. Knife crime with injury offences (where the victim is under 25) has seen a recent upward trend with 2014/15 seeing an increase of 21% compared to 2013/14

In Haringey during 2014/15 according to MPS data there were 81 gang flagged offences, 11 gun discharges, 68 knife crimes and 285 serious youth violence offences.

The MPS Public Attitude Survey (PAS) shows a rising trend in the perception of gangs being a problem in Haringey, from 16% in the 12 months to June 2014 to 22% in the 12 months to December 2014, taking the level of concern back to where it was in December 2013 (23%).

Geographically, the east had higher levels of concern than the north and west, in line with the higher levels of gang crime offences recorded in the east of the borough.

The rising trend in concern shown is one of the factors that highlight gang crime as a priority despite the comparatively low numbers of gang flagged offences recorded. It appears these successes are not necessarily being 'felt' in the wider community - particularly in areas more affected by this type of activity. This may be an issue more widely felt as London also saw an increase in concern from 14% to 21% over the same period.

Gang members in London are monitored and managed by the MPS using the Trident Gangs Matrix. An individual is scored on the matrix if they have committed violent offences and 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. In February 2015 there were 230 individuals scored on Haringey's matrix. Not every individual's ethnicity was recorded but, using the Police recording system rather than census data the majority were 'IC3' – black. The average age was 22 years.

As part of a recent sift of the matrix partner agencies went through the list and confirmed whether each individual was known to their service. The following information emerged from this:

- 38% are / have been known to CYPs
- 59% previously known to the YOS but only 3% are currently YOS clients
- 21% known to the ASBAT
- 62% known to Probation
- Of the 15-19 year olds, 88% are Black Caribbean or Black African (this excludes individuals with unknown or blank entries for ethnicity)
- All individuals on the gang matrix are males
- The majority of individuals live in Tottenham or Wood Green. Bruce Grove, Noel Park and White Hart Lane account for over a third (35%) of individuals with a known home address

There is a 22% prevalence of SEN need / Educational Psychologist history observed in the gang involved cohort. This is comparable to the 2013 SEN snapshot against the approximate school age resident population of around 47,000 in Haringey, where around 4% of children were identified with a SEN / psychologist history. Although this is only an estimate based on 2013 figures it does demonstrate that the gang involved cohort are disproportionately identified as having a SEN and requiring intervention from educational psychologists.

A snapshot of the statements of SEN of the gangs cohort has been examined and the following common themes identified: a high proportion of individuals excluded from school, low self esteem and confidence, delayed language skills, easily distracted, impulsive and finds it difficult to reflect on own behaviour.

Mental Health what does strategy say????

Youth Strategy what does it tell us???????

What is clear is that there are a number of triggers that could lead to young people becoming gang involved. Therefore this strategy is a partnership strategy which attempts to have a

whole systems approach with a number of agencies who have the expertise, specialist approach and combined resources to make a difference.

This strategy is structured around four themes: prevention and early help, effective enforcement, community empowerment and interventions. The core thread identified throughout each of the themes was the need for services to work together effectively and the need for improved information exchange. The strategy will have a long term lifespan, reflecting the wider aspirations of the corporate strategic plans and wider regeneration of the borough, with detailed short / medium term actions delivered through annual delivery plans. It is critical that the document utilises a common and simplified language to ensure that it remains meaningful across all services and partner agencies. There is also recognition that gaining results will take a number of years.

## Our Vision

To prevent and reduce gang related crime through a change or challenge approach

Minimising the harm caused by gangs is our priority specifically violence reduction and prevention. This includes addressing the sexual exploitation of young women by gangs.

### Over the next 10 years our priorities are to:

- Improve outcomes for those individuals who commit to change by improving access to ETE, positive activities and settled accommodation.
- Reduce re-offending by gang involved individuals therefore reducing the impact on the community ( Haringey Community Safety Strategy)
- Improve access to Health and Wellbeing (Haringey Mental Health and Wellbeing Framework)
- Improve outcomes for vulnerable people exploited by gangs including young women and those with special educational needs.
- Improve early help and prevention including improving family and community resilience ( Haringey Early Help Strategy)
- DO WE want to say something changing balance for young black men???????

We will deliver this by ensuring that we work across the partnership to focus on:

Theme /Outcome One	Prevention and early intervention/help (Need to say what this means under each)
Theme/Outcome Two	Effective Enforcement
Theme/ Outcome Three	Community Empowerment
Theme/Outcome Four	Intervention

A detailed delivery plan will be produced on an annual basis.

## Theme/Outcome one

### Prevention and Early Intervention/help

Why this is a priority:

- Identifying potential needs through high quality universal services, supported by strong partnerships between professionals and parents/carers and within communities prevents situations from escalating and can reduce the need for intensive, specialist help (extract from Early help strategy)
- Families want to be self-reliant and able to benefit from the opportunities open to them in Haringey – parents are at the heart of delivering better outcomes for their families
- 

What we know about Haringey

- 22% of the gang involved population have a statement of educational need
- There are around 2,534 children and young people with mental health problems, with the highest rates in the centre and east of the borough
- Those children with Special Educational Needs and or Disabilities are disproportionately represented in youth offending behaviour
- 

What do we plan to do:

- Work with schools to support the identification of those at risk and to respond appropriately
- Communicating with schools – what do they need to know, what can they do?
- 
- Ensure that the referral pathway for those at risk and involved in gangs is clear, understood by all services and effective
- Exclusions – wherever possible keeping young people in mainstream education to prevent further involvement. Preventing exclusion, managed moves.
- Range of learning opportunities that are flexible
- Building confidence – using ‘the graduated response’: assess, plan do, review, revisit, refine. Learner at the centre of the process. (c.f. attached diagram)
- Parenting capacity and support – encouraging peer support where appropriate
- Prevention programmes in schools focusing on teaching life skills to support young people to make safe choices
- Working with schools and parents to raise aspirations of young people involved and at risk of gang involvement Whole school approach for emotional wellbeing (Public Health)
- Ensuring early data sharing to enable agencies to work in partnership to provide appropriate responses

The outcomes will include

- Reduction in school exclusion
- Thriving children, young people and families



- Strong partnerships making effective use of all resources

## Theme/Outcome Two

### Effective Enforcement

Why this is a priority:

Disrupting gangs and targeting those who cause the most harm in the community.

What we know about Haringey

- Impact on the community?
- Offences committed

What do we plan to do:

- Identify and prioritise the most harmful gang members
- Deliver a joined up tactical response to gang related crime making use of the full range of Police and civil enforcement options available
- Enforcement will be linked to an intervention offer where appropriate
- A proactive approach to information sharing ensuring a better understanding of what can be shared and under what circumstance across all Partners.
- Enforcement options will be improved by training officers on the use of new Anti-Social Behaviour tools and powers
- Deliver innovative approaches including Operation Shield

The outcomes will include

- Reduction in gang related crime
- Reduction in violence with injury

## Theme/Outcome Three

### Community empowerment

Why this is a priority:

- It is important to build community resilience to give the community a voice.
- Recognition of the diverse nature of the borough

What do we plan to do:

- Develop an understanding of good quality community engagement and empowerment requires a good understanding of our communities; identifying the right people who can listen and act as real enablers
- Enabling community members to

What we know about Haringey

- MPS Public Attitude Survey: rising trend in the perception of gangs being a problem in Haringey
- Haringey is a very diverse borough with over 100 languages spoken

identify issues and be involved in developing solutions

- A collective vision is required so that the resources of the Community and Voluntary sector can be pooled
- Teachers, health professionals, Youth Workers and Youth Mentors are well placed to support community responses to gangs and violence

The outcomes will include

- Active citizenship
- Cohesive neighbourhoods

## Theme/Outcome Four

### Intervention

Why this is a priority:

- By intervening evidence shows that the partnership has changed behaviour and individuals have made positive life changes.

What we know about Haringey

- During 2014/15 the IGU worked with 53 cases and 62% have reduced their offending

What do we plan to do:

- Increase access to parenting support programmes for gang affected families (Families First)
- Develop and formalise the Girls and Gangs approach
- Develop and ratify the gangs portal
  
- Housing was identified as a priority when intervening with gang affected individuals;
  - Clarity and pooled budget needed for suitable emergency accommodation
  - Broker reconciliation with families and /or key individuals to assist with housing options
  - Revisit 'Safe and Secure'
  - Consider appointing a cross-borough Gangs Housing specialist
  - Explore cross borough reciprocal arrangements
- Employability interventions:
  - Tailor made apprenticeships and work placements are required – LBH could lead by example with a clear policy

and structured programme

- Creation of a credible mentoring support service based on knowledge and research of what this client group is most likely to connect with
- Communication, community and referrals

The outcomes will include

- Reduction in reoffending by gang individuals
- Improved outcomes for vulnerable people exploited by gangs
- Improve outcomes for those individuals committed to change

DRAFT

## 5. We will do this by:

- Delivering an annual action plan
- Through the IGU, gang workers and seconded agencies
- Working in partnership and sharing information

### 5.1. What is currently in place?

The **Gang Action Group** is a sub-group of the Community Safety Partnership. This multi-agency operational group meets on a three weekly basis. The core aim of the Gang Action Group is to prevent and minimise violence between gangs by sharing information about and co-ordinating intervention plans for individual gang members.

The group has an overview of the Trident gang matrix and monitors and agrees actions against these individuals which may focus on enforcement or engagement / preventative or a combination of both.

The group also accept referrals from other partners on a 'wild card' basis where there is evidence or risk of gang involvement.

Haringey's **Integrated Gangs Unit** was established in 2013. The unit is part of the Integrated Offender Management Unit and is based in the Wood Green Custody Centre. The IGU is funded by the Mayor's Office for Policing and Crime (MOPAC) and was set up to provide a joined up tactical response to gangs in the borough. The primary aim of the unit is to prevent and minimise the harm caused by gangs using a change or challenge approach (i.e. combining intervention and enforcement).

The IGU works with individuals involved in gangs aged 11-30 years. The cohort is identified via the Gang Action Group and Trident's Gangs Matrix

The Integrated Gang Unit works with those individuals identified on the matrix, prioritising the top 10 and those identified as representing a multi-agency concern. It is expected that the Gang Workers will work with at least 200 gang affected individuals over the four years. Gang affected individuals will be engaged both in the community and in custody (in preparation for release).

Operational links: (ALL IN FULL)

- MASE
- MASH
- MISPER
- IOM Operational group
- YOS
- Police Gangs Unit
- CSE Sub Group

## 6. How will we measure success?

Accountability...CSP

Performance in relation to priorities

Feedback from the Community

Conclusion

DRAFT