

# Public Document Pack



## HEALTH AND WELLBEING BOARD

Thursday, 20 June 2013 at 6.30 pm  
Conference Room, Civic Centre, Silver  
Street, Enfield, EN1 3XA

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Dear All

### To Follow Papers for the Health and Wellbeing Board – 20 June 2013

Please find attached the papers marked as to follow on the agenda for the next meeting of the Health and Wellbeing Board.

#### Item 3 - Gangs and Serious Youth Violence

Please bring these papers with you to the meeting.

In the meantime if you have any queries please contact me details above.

Thank you

Yours faithfully

*Penelope Williams*

Penelope Williams  
Board Secretary

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**MUNICIPAL YEAR 2013/2014 - REPORT NO.**

**MEETING TITLE AND DATE**  
**Health and Wellbeing Board**  
**20 June 2013**

Director of Environment  
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<b>Agenda - Part: 1</b>	<b>Item: 3</b>
<b>Subject:</b> <b>Serious Youth Violence and Gangs</b>	
<b>Wards: All</b>	
<b>Cabinet Member consulted: Yes</b>	

**1. EXECUTIVE SUMMARY**

The paper provides examples of some of the current activity to tackle gangs and promotes the benefits of further investment in and support for preventative work, by the Health and Wellbeing Board.

Successful delivery of the recommended actions will contribute to the achievement of a number of priority outcomes identified through the Public Health Outcomes Framework.

The Joint Strategic Needs Assessment also demonstrates areas for further investment, as does the Tackling Gangs and Serious Youth Violence Strategy which is attached in draft form for comment and agreement.

**2. RECOMMENDATIONS**

- The Health and Wellbeing Board are asked to note that following the presentation of the Tackling Gangs and Serious Youth Violence Strategy to the informal development meeting of the Health and Wellbeing Board, the work to tackle serious youth violence is now an identified area of need within the Joint Strategic Needs Assessment (JSNA) and will form part of the Joint Health and Wellbeing Strategy. This will enable the H&WB Board to support better early identification of problems and information sharing.
- To note that as part of the JSNA review process the H&WB Board will receive further analysis from the Youth Offending Service on the levels of support for young people with mental health needs.
- The H&WB Board note that as tackling Serious Youth Violence is part of the JSNA it will be considered as part of the Commissioning processes for Health and Wellbeing partners, including the Clinical Commissioning Group, Police and Local Authority.
- Agree a communications plan to publicise nationally this exemplar of good practice which for the first time in England aligns the work of the H&WB Board with that of the Safer and Stronger Communities Board to tackle gang and serious youth violence

### 3. BACKGROUND

In 2007-8, 7 young people lost their lives to violent crimes in Enfield. In the subsequent 4 years a further 4 young people died.

The Enfield Safer and Stronger Communities Board (SSCB) worked with a variety of partners to enhance the preventative work which was being undertaken at that time, bolstering the strong enforcement practices already in place.

A number of key projects were borne out of the tragedies, including the development of the Youth Engagement Panel and the Parent Engagement panel. The Youth Offending Service and Youth Support Services both developed their preventative work, by the creation of a specific Gangs Worker in the YOS and the targeted outreach which is now tasked through a multi agency tasking process "Safe Tasking".

Over the same period, the grant funding available through central government to the SSCB was reduced by around 60%, but the local administration continued to support community safety, which has led to some reductions in Serious Youth Violence (SYV) in recent years.

Enfield has developed some innovative practices which have led to national recognition. These include the "Call-in" where young people identified as being at risk from gangs are called in to the court and presented with a series of choices and potential consequences from those who have worked with gangs or have had personal experiences. We have also been the first North London Borough to utilise the "Gang Injunction" prohibiting certain types of gang behaviour. Our Gangs Action Groups considers individual cases and risks and we provide additional support for the families of identified gang members through the Change and Challenge programme. The list below highlights some of the other key projects in this area:

- 1 Safe and Secure - moving gang member and sometimes their families away from the borough in a supported way
- 2 Providing a specific victim support worker for victims of gang related offending
- 3 Dedicated support for gang members who want to exit the lifestyle
- 4 Targeted youth work into known gang areas to engage young people
- 5 Working with North Middlesex hospital, developing a pilot within A&E to pick up young people presenting with injuries that would not be reported to police
- 6 Referrals to Safeguarding of young people at risk - these are identified as a result of the partnership working.
- 7 Workshops for housing providers who want more information on how to deal with gangs and ASB
- 8 Targeted patrols and weapon sweeps in areas to prevent offending
- 9 Work with housing providers to change the design of estates and evict families who fail to change their criminal habits

- 10 Council investment into services that tackle gang related offending in parks and estates and irresponsible dog ownership
- 11 Deployable CCTV cameras used in crime / gang hotspot locations
- 12 Referral of gang members to Integrated Offender Management services

Our performance frameworks for this and other activity are overseen by the SSCB and look at key measures such as the levels of serious youth violence and the numbers of youth victims and offenders. However, it was acknowledged through a Peer review of the Home Office Team that Enfield needed an over-arching strategy. In April the draft document which highlights the current work and a gap analysis based on the strategic assessment was circulated to the SSCB for comment.

In addition to the crime measures, there also a significant number of indicators within the Public Health Outcomes Framework (PHOF) that are impacted by gangs and serious youth violence. These are:

- Pupil Absence
- First time entrants to the youth justice system
- 16-18 year olds not in education, employment or training
- People with mental illness and/or disability in settled accommodation
- People in prison who have a mental illness or significant mental illness
- Employment for those with a long-term health condition including those with a learning difficulty/disability or mental illness
- Domestic abuse
- Violent crime (including sexual violence)
- Re-offending
- Utilisation of green space for exercise/health reasons
- Social connectedness
- Older people's perception of community safety
- Under 18 conceptions
- Hospital admissions caused by unintentional and deliberate injuries in under 18s
- Emotional wellbeing of looked-after children
- Hospital admissions as a result of self-harm
- Successful completion of drug treatment
- People entering prison with a substance dependence issue who are previously not known to community treatment
- Chlamydia diagnoses (15-24 year olds)
- Mortality from causes considered preventable.
- Emergency readmissions within 30 days of discharge from hospital

The updated Gangs Strategy draft is now attached for the consideration and agreement of the Health and Wellbeing Board.

The support of the Health and Wellbeing Board is sought for the strategic approach and the ongoing delivery of action plans.

Areas of work which may have specific relevance to this board are:

- The geographical hotspots for gang activity which link with wider determinants of health and wellbeing in communities.
- The identification of problems and sharing of information is paramount to early intervention. The DoH have sponsored some work through Emergency Departments of local hospitals to provide information about violent incidents and ongoing support for this will be needed.
- Many of the gang members take and sell drugs and they are also identified as having mental health issues. Additional CAMHS support through the Youth Offending Service is an identified area of need.
- Support for the whole family through programmes like Change and Challenge is an area which will need ongoing support and housing will also be a key factor if we are to manage Anti Social Behaviour and help people to exit gangs.
- The disproportionate costs associated with management of this cohort will demonstrate the value of investment and fast-track pathways into range of services.

#### **4. ALTERNATIVE OPTIONS CONSIDERED**

- That the cohort continues to be managed through current arrangement which is reaping some success, but further investment and support would enable us to tackle the risks from gang members earlier and with greater chance of successful outcomes.

#### **5. REASONS FOR RECOMMENDATIONS**

- There are strong links between the prevention of violent crimes and the health and wellbeing of those directly involved and the wider community.
- The impact of interventions being delivered already can show a financial saving to the wider public purse but still significantly impacts upon health services.
- A reduction in serious youth violence is a key factor in the delivery of a number of partnership's priorities.
- The confidence of local communities in accessing local facilities such as parks, open spaces, training and education facilities and sports clubs is imperative if the health and wellbeing of those most at risk is to be improved.
- As gangs prevail in the areas where those most vulnerable people live the negative and often tragic consequences of crime is especially damaging.

#### **6. COMMENTS OF THE DIRECTOR OF FINANCE, RESOURCES AND CUSTOMER SERVICES AND OTHER DEPARTMENTS**

##### **6.1 Financial Implications**

As the detailed arrangements for aligning the work of the two Boards is agreed, more detailed reports will be produced and the financial implications of actions will be covered in these reports. The costs of the communications plan associated with the recommendations can be absorbed within existing resources.

## **6.2 Legal Implications**

The recommendations in the report are in line with current legislation and the Government's agenda. The Health and Social Care Act 2012 ("the Act") amends the Local Government and Public Involvement in Health Act 2007 to introduce duties and powers for health and wellbeing boards in relation to JSNAs and Joint Health and Wellbeing Strategies (JHWSs).

Preparing JSNAs and JHWSs can support other statutory legal duties, for example, in relation to the reduction of crime including serious youth violence and gangs. They can also contribute to other local partnerships such as Community Safety Partnerships (CSPs). In this regard, the work of the Safer and Stronger Communities Board, introduced by the Crime and Disorder Act 1998, as amended by the Police and Justice Act 2006, would be linked as these plans would reflect a local understanding of the priorities for Enfield.

Government has introduced various initiatives to support the implementation of the Act. For example, the Prison Reform Trust published a report in November 2012 titled, "How health and justice services can respond to children with mental health problems and learning disabilities who offend". The report urges health and wellbeing boards to improve joint working with local youth justice services to ensure the most vulnerable get the right support.

## **7. KEY RISKS**

A coordinated approach between the Safer and Stronger Board and the Health and Wellbeing Board will improve the protective factors in tackling joint priorities.

## **8. IMPACT ON PRIORITIES OF THE HEALTH AND WELLBEING STRATEGY**

- 8.1** Healthy Start – Improving Child Health
- 8.2** Narrowing the Gap – reducing health inequalities
- 8.3** Healthy Lifestyles/healthy choices
- 8.4** Healthy Places
- 8.5** Strengthening partnerships and capacity

## **9. EQUALITIES IMPACT IMPLICATIONS**

It is not relevant or proportionate to undertake an equality impact assessment/analysis of this update on progress of the strategy that is designed to reduce inequalities by improving understanding and activity in a number of deprived areas and within vulnerable communities.

**Background Papers**

Enfield Tackling Gangs and Serious Youth Violence Strategy



# **Enfield Tackling Gangs and Serious Youth Violence Strategy**

**Draft**

## 1. Executive Summary

- 1.1 The recent Ending Gangs and Youth Violence (EGYV) Peer Review recommended that Enfield establish an explicit vision and multi-agency gangs and serious youth violence strategy. Enfield has a developing partnership approach with regards to addressing gangs and serious youth violence (SYV). However, we are in need of a clear and shared understanding of the activity that we undertake in relation to prevention, intervention and enforcement. Whilst there is no doubt that we are delivering activity at each strand (prevention, intervention and enforcement), we would benefit from a more joined up strategic oversight with accountability across partners, to ensure that work is delivered efficiently and closely monitored through a performance framework.
- 1.2 The frequency and nature of serious youth violence in Enfield escalated notably between 2007/08 and 2010/11, during which time knife and gun injuries sustained by 10-19 year olds increased by +37%. The total socio-economic cost of reported knife and gun injuries against 10-19 year olds, including offences of homicide, since 2007/08 in Enfield equates to £17,435,316. Serious youth violence in Enfield has disrupted local communities, disproportionately in the east of the borough, and has had a severe impact on residents' feelings of safety. Police and community public consultation has continued to identify gangs, weapons and serious youth violence as a key priority for local residents.
- 1.3 Serious youth violence is also a significant safeguarding issue. Covering abuse and neglect, it is also about keeping children safe from crime and bullying, and making sure that they are able to grow up in a healthy and safe environment. Almost three-quarters of Enfield children on Child Protection Plans are living in homes where there is domestic violence present; conversely, almost 1 in 5 perpetrators of serious youth violence came to notice of the police between the ages of 11 and 13.
- 1.4 The Enfield Gangs Strategy proposes to place the local authority in a clear leadership and co-ordinating role in tackling gangs and serious youth violence<sup>1</sup>.
- 1.5 **An Enfield Gangs Strategic Group is to be formed and will:**
- **Make more effective use of shared information through a partnership Gangs Information Sharing Process which communicates across local authority borders.**
  - **Aim to secure sustained investment into borough and commissioned provision to divert young people from involvement in criminal gang activity through specialist project work.**
  - **Do more to support young people into education and employment using targeted programmes, including parenting measures.**
  - **Address the vulnerability of females involved and/or affected by gangs (DVSG/VAWG).**
  - **Work with the Police, Anti-Social Behaviour Team, housing providers and offender managers to deliver a more effective, joined-up enforcement response when young people make the wrong choice.**
  - **Work closely with health and wellbeing partners, including the local Clinical Commissioning Group and A&E departments, with a long term commitment to addressing serious youth violence.**
  - **The Enfield Gangs Strategy will link in with other strategic groups including the Domestic Violence Strategic Group, Enfield Targeted Youth Engagement Board, Health and Wellbeing Board, Local Safeguarding Children's Board and Parenting Strategy.**

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<sup>1</sup> This approach was articulated in the Centre for Social Justice report 'Dying to Belong': "Local authorities should publicly take the lead on gang prevention and be held accountable for doing so."

2.

**Plan On A Page: Overview of Enfield Gang’s Strategy programme**



### **3. Proposed policy approach**

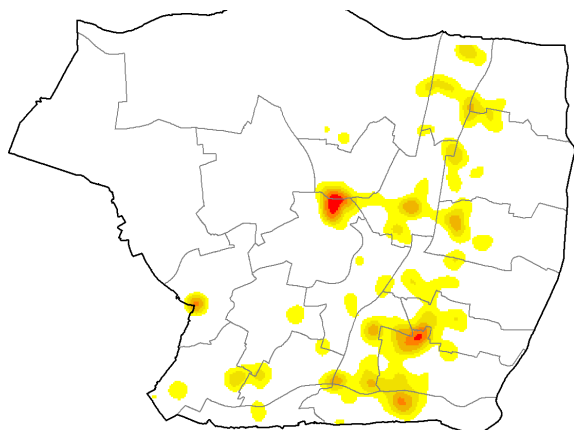
- 3.1 We believe that all young people have choices to make in life and it is part of Enfield Council's role to work with parents and guardians to help young people choose a positive path in life. However, with choices come consequences and if a young person chooses to participate in criminal gangs and serious youth violence and related offending, we will take swift action against them.
- 3.2 Enfield has seen an escalation of serious youth violence and gang-related activity in the past five years. Serious youth violence in Enfield escalated notably between 2007/08 and 2010/11, during which time knife and gun injuries sustained by 10-19 year olds increased by +37%. In the current financial year (2012/13), Enfield has delivered a reduction of -4%. This represents just 1 fewer offence. However, the average change in offending for Ending Gangs and Youth Violence (EGYV) boroughs in London is -30.8% during the same period.
- 3.3 There is a recognised gang problem to the south-east of the borough on the border of Haringey and there is a notable association between members and associates of gangs across the two boroughs, as both allies and rivals. In recent years there has been an emerging issue in the north-east of Enfield. Since 2009 Enfield has worked with neighbouring Haringey to delivering cross-border offender management groups, Operation Swift which is now known as a Gangs Action Group. Strategic policy between the two boroughs has led to increased information sharing and a reduction in the duplication of work.
- 3.4 For those who are at risk of gangs and serious youth violence, including vulnerable women and girls, the Enfield Gangs Strategic Group will provide targeted prevention and intervention support to reduce the likelihood of becoming involved in habitual criminal and anti-social activities associated with gangs, and alternatively choose a positive future. We will ensure that our Youth Offending Service, London Probation Trust, ETYEB and other offender managers is committed to producing assessments and proposed requirements in pre-sentence reports in a timely manner to ensure swift justice for all gang related crime and serious youth violence offenders.
- 3.5 We believe that the vast majority of young people in Enfield want to lead positive lives and therefore alongside the enforcement and justice tactics, we will provide sustainable, targeted support to young people. Our approach will build on the well-established programmes that have positive results in Enfield, as well as developing new and innovative initiatives in order to tackle the issue. Support will be provided by Young People's Services, the Youth Offending Service, Safeguarding Children and Adult's Services, Change and Challenge as well as commissioned voluntary sector providers at key stages in a young person's life, particularly during times of transition, for example from primary to secondary school and from childhood to adulthood, in order to help them choose a life without gangs and criminal behaviour.
- 3.6 Information regarding serious injuries sustained by young people through violence, particularly knife injuries, which come to notice of health services have not been routinely shared within the community safety strategic partnership. Through the gangs strategic sub-group, we will work with health professionals to ensure a commitment to providing information on temporal and geographic trends to better inform and target resources.
- 3.7 Whilst we will design a response that is in reflective of local evidenced based needs, we will also consider regional strategic aims as outlined by the Mayor's Office for Policing and Crime (MOPAC). Furthermore, we will seek to obtain financial commitment from MOPAC to deliver this strategy.

#### 4. Location and Demographics

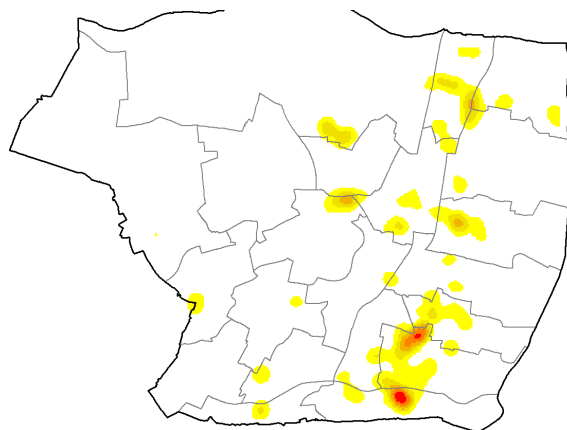
- 4.1 The Enfield Gangs Strategic Group will ensure efficient and effective delivery of services and resources utilised to address gangs and serious youth violence, and will be flexible so that resources can be diverted to areas of the borough with the greatest need.
- 4.2 The distribution of crime in general and serious youth violence in particular is distinctive in Enfield due to the clear divide between the wealthier western areas of the borough, and the east of the borough where indices of multiple deprivation present a more challenging environment.
- 4.3 Enfield town centre and Edmonton Green are the primary hotspots for total serious youth violence, however, the former is dominated by personal robbery offences. In the past three years 78% of all serious youth violence offences in Enfield were personal robbery.
- 4.4 Hotspots for gun and knife crime injuries sustained are largely concentrated in the south-eastern part of Enfield; the three Edmonton wards which combined account for 30% of gun and knife injuries. A further 20% occur in the Turkey Street, Enfield Highway and Enfield Lock areas in the north-east of Enfield. Subsequently, these two geographical areas are the location for Enfield's two main rival gangs (DAYDA from Edmonton and GMG from north-east Enfield).

Figure 1 – Serious Youth Violence Hotspots, Oct-09 to Sep-12 (Victims aged 10-19 years old)

Total Serious Youth Violence Hotspots



Gun/Knife Injuries Hotspots



- 4.5 The south-eastern area the location of 34% of gang flagged offences, whereby a GA flag was utilised on police records. It was also responsible for 38% of knife, gun and other weapon injuries attended by the London Ambulance Service in Enfield. Edmonton Green and Upper Edmonton wards both rank in the 20 highest London wards for gun, knife and weapons injuries, as does neighbouring Northumberland Park ward in Haringey.
- 4.6 Key locations include Edmonton Green, Bounces Road and Montagu Road estates, Fore Street, Silver Street N18, Kettering Road estate, Eastfield Road estate, Hertford Road/Turkey Street, Enfield Island Village, High Street/South Street Ponders End.
- 4.7 Victims of serious youth violence in the Enfield are overwhelmingly male (78, rising to over 90% for violent incidences), with the majority of these split evenly between those of white, and black ethnic origins. However, where the offence was tagged by police as gang related the majority of victims are black. Almost 70% of victims were aged between 10 and 19 years old, the most common age being 16. Approximately 1 in 20 offences involve victims and suspects who are aged between 10 and 13.
- 4.8 Although the Edmonton area is likely to be the main focus area for the programme, the Council also recognises that there are ongoing issues with serious youth violence in the North East of the borough.

Whilst there are two particular gangs which dominate these areas, we are aware of smaller groupings on estates to the south/west of Enfield including Arnos Grove, parts of Southgate and Palmers Green. The situation in these areas will continue to be monitored closely and any significant issues that emerge will be tackled reflecting the best practice already developed the east of the borough.

- 4.9 Gang problems cannot be solved by one borough or one body alone and the Council will work closely with neighbouring boroughs. Enfield has established a working relationship with the Haringey Gangs Action Group, which will continue to share information and explore opportunities for joint operations and joint commissioning of projects.
- 4.10 Enfield's population has grown by 14.2% (39,000) since the last Census, exceeding both the regional and national averages. Within this growth the population demographic is becoming increasingly younger, with Enfield being in the top 10 nationally for the proportion of people aged under 15, accounting for over 1 in 5 residents. Enfield has the 11<sup>th</sup> highest rate of unemployment in London and this is increased to the 7<sup>th</sup> highest rate when considering youth unemployment. Enfield also has the 2<sup>nd</sup> highest proportion of households with no adults in employment, with dependent children, in England and Wales. The youth population is also increasingly diverse with almost 50% of our young residents belonging to BME communities compared to a borough average of 33%.
- 4.11 Unemployment exceeds both regional and national averages, furthermore, since 2009 there has been an 18% increase in housing benefit claimants, also exceeding regional and national averages. Household income is below that of the London average. Whilst health and life expectancy indicators are similar to the national average, infant death, childhood obesity rates and teenage conceptions are significantly higher than the England average. Overall, Enfield deprivation ranking has declined consecutively according to the Indices of Multiple Deprivation for 2004, 2007 and 2010. In 2004, Enfield was the 104<sup>th</sup> most deprived local authority, in 2007 it was the 74<sup>th</sup> most deprived and in 2010 it was the 64<sup>th</sup> most deprived. In 2010 and 2011 Enfield ranked amongst the poorest 20 local authorities in the UK for child poverty.
- 4.12 Research has been compiled to further explore the links between girls, gangs, domestic violence and sexual exploitation. This is being delivered through the Domestic Violence Strategic Group group in co-ordination with London Metropolitan University. We also know from existing qualitative data on gang members that domestic and familial violence has been a common issue in their backgrounds. There are over 1,500 incidents of intimate partner violence and sexual assaults (including rape) annually in Enfield. Furthermore, almost 70% of child protection plans recorded by the local safeguarding team in Enfield included domestic violence as a contributing factor.

## **5. What we will do**

- 5.1 We will continue to build on the successful foundations of existing gangs work in the London Borough of Enfield which began with 'Operation Swift' in 2009, which became known as the Gangs Action Group in co-ordination with neighbouring Haringey. The work of the Gangs Action Group was recognised regionally, nationally and internationally in 2011, where it was a regional and international problem solving initiative finalist, and in 2012 when it was selected as the overall winner of the Tilley Awards – a prestigious national problem solving award. In 2012 Enfield utilised new legislation to achieve one of the country's very first Gang Injunctions. Enfield also introduced the first court Call-In to England, developing the pioneering work of Boston Ceasefire and Cincinnati and Glasgow CIRV, a community initiative to reduce violence.
- 5.2 The London Borough of Enfield, in partnership with the Metropolitan Police and other key agencies, has designed a multi-agency programme to tackle the escalating issue of serious youth violence. The programme is based on the following principles:
- Serious youth violence and gang crime will not be tolerated in Enfield.

- Young people who are at risk of involvement in gangs and serious youth violence will be offered targeted, tailored interventions from an early age, in order to discourage their involvement in gangs and ensure they receive the right support from the right partners at the right stage in their life.
- Young people (and their families and schools) will be made aware that they are known offenders and gang members and will be given the choice to cease their involvement and will be offered targeted and tailored interventions.
- If young people continue to engage in gang related offending and serious youth violence, all enforcement options will be pursued against them.
- The Youth Offending Service, London Probation Trust and other offender managers will work with the Crown Prosecution Service and the Courts to ensure swift justice for all gang related crime and serious youth violence offenders in the borough, in order to ensure that the consequences of their actions are felt promptly.
- The Gangs Strategic Group will ensure the usage of victim, community and gang impact statements, which better inform the criminal justice system to ensure positive outcomes for cases.
- Develop and deliver a communications strategy.

## **6. Delivery Methodology**

6.1 There are three cohorts of young people with whom we will engage:

- Young people at risk of becoming involved in gangs and related criminality
- Young people who commit serious youth violence and gang related offences
- Women and girls affected by gangs

The delivery model will work as follows:

### **6.2 Delivery Methodology - Identification and Information Sharing**

6.2.1 Identifying the right young people will be key to the success of the programme. The Council will work with the Police and other partners to refer young people to the relevant prevention, intervention or enforcement activity through Enfield's existing Gangs Action Group.

6.2.2 We plan to develop a streamlined information system, through development of a Gang Information Sharing Process, which will be made up of a Single Point of Contact from the local authority (Youth Crime Analyst / Gangs and Serious Youth Violence Coordinator) and Police (intelligence analyst/researcher from the Borough Intelligence Unit). This will seek to link across to the existing Single Point of Entry (SPOE), Multi-Agency Safeguarding Hub (MASH), Youth Offending Service (YOS), London Probation Trust (LPT), Multi-Agency Public Protection Arrangements (MAPPA), Change and Challenge and Integrated Offender Management (IOM) in the borough. Information will also be sought from health partners, with oversight from the Health and Wellbeing Board. The Gang Information Sharing Process is designed to share information and build up a comprehensive understanding of gang networks, their family connections and the services they receive from public agencies and community intelligence. This collective information will form a complete picture of a young person and their family, allowing effective decisions to be made in terms of safeguarding, interventions and enforcement.

6.2.3 All information and data collated is covered under current information sharing legislation including Section 115 of the Crime and Disorder Act (1998) and a local information sharing protocol, to be agreed. This will be reflected in the Terms of Reference for the strategic group.

6.2.4 Further effort should be made to forge links with health around the exchange of data, as recommended by the EGYV Peer Review.

6.2.5 As the recent street disturbances have shown us, social networking, such as Blackberry Messenger, YouTube and Facebook were increasingly being used by young people, and more specifically gang members to proliferate rivalry and arrange confrontations. Enfield has for a number of years utilised open source and online social media content to monitor tensions, spot confrontations and consider such information to supplement our understanding, although since the riots there has been a decline in online activity.

6.2.6 When a young person has been identified as being involved in crime and anti-social behaviour which may be gang-related, a joint visit will be made by the police and young people's worker to speak to the young person about his/her involvement in gangs and to offer the young person a choice to desist from gangs and choose to access intervention support. Where appropriate this will be co-ordinated through the Change and Challenge programme. The young person will be told that if they continue to engage in gangs, all enforcement methods will be used in order to cease their involvement, including 'Achilles Heel'<sup>2</sup> measures.

### **6.3 Delivery Methodology - Prevention & Intervention**

6.3.1 Enfield is clear that we will not reward bad behaviour. However, what we will do is provide young people with a choice and offer them the support they need in order to cease offending. We will also aim to provide targeted interventions and positive activities to young people at risk of gang involvement, as well as siblings, partners and parents of gang affiliated young people.

6.3.2 Young people at risk of becoming involved

For young people at risk of gangs and related offending, we will provide a series of interventions from an early age, in order to ensure they receive the right level of support, depending on their needs, to discourage their involvement in gangs and encourage their involvement in positive alternatives.

Intervention support will include a package of services, delivered by a multi-agency team of statutory and voluntary sector organisations. Examples include:

- Mentoring
- Outreach
- Parenting and Family Support
- Positive Activities for Young People
- School Prevention / Early Prevention
- Targeted employment and training
- Targeted prevention
- Voluntary and Community Sector

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<sup>2</sup> This is an initiative to target offenders and disrupt their activities through the identification of less serious offences. For example, the non-payment of fines and benefit frauds, taking a zero tolerance approach.



### 6.3.3 Young people involved in serious youth violence

Young people who commit serious youth violence and gang related offences will be offered an individual, personalised plan to help them desist from serious youth violence and gangs. Interventions will include:

- ASB Legislation
- Gangs mediation and exit
- Integrated Offender Management
- Parenting and Family Support
- Targeted employment and training
- Victim Support / Victims Worker
- Voluntary and Community Sector

6.3.4 In addition, there is a need within Enfield to consider engaging and supporting resources within the voluntary and community sector to engage with those gang involved individuals who are unwilling to engage at any level with statutory bodies. There is also a gap with regards to gang mediation in Enfield, and cross-border with Haringey. A recommendation of the EGYV Peer Review was to consult and engage with the community in order to mobilise them and maximise their contributions.

6.3.5 *Women and girls affected by gangs (awaiting outcome of commissioned research).*

6.3.6 Support will be provided for victims to ensure they are provided with a priority service during investigations and making sure their voice is heard at court. We are working with Victim Support and have a dedicated worker in the Community Safety Team who will support all victims of gang related offending. To protect and support gang members who wish to exit the gang lifestyle Enfield is part of the Safe and Secure project delivered by the Safer London Foundation. The scheme moves gang members out of Enfield with support to access jobs and training.

## 6.4 Delivery Methodology - Enforcement

6.4.1 Young people who choose to continue to associate with gangs and related offending will be subject to a range of enforcement methods against them, led by the Police and Council working in partnership through the Gangs Action Group. In addition, those who become subject to Gangs Action Group monitoring will be subjected to possible sanctions if they repeatedly refuse to co-operate in the associated Call-In project.

6.4.2 At the Gangs Action Group meeting, young people who continue to choose to engage in gang related activity and who do not engage in interventions, will undergo intensive monitoring and targeting by the police.

6.4.3 Enforcement options include (see Appendices for full list of available options)

- Achilles Heel
- ASBO's
- Community Orders
- Dispersal Zones
- Drug Warrants
- Gang Injunctions
- Tenancy Enforcement
- United Kingdom Borders Agency

## 6.5 Delivering long-term change

6.5.1 There is a long term interest and cross-party commitment to sustaining long term change. This will be tied into long term policy and commitment will be sought from the appropriate strategic boards.

## 7. Finance

### 7.1 Financing Enfield Gangs Strategic Group

The basic package of support for young people at risk of gang involvement and for those already involved in gangs can be resourced by drawing on existing services such as the Youth Offending Service, London Probation Trust, Young People's Services, commissioned providers (through Change and Challenge and other established commissioning bodies) and by pooling a number of external grants (available to both statutory partners and the voluntary/community sector) through the Safer and Stronger Communities Board and other strategic partnerships.

7.2 The Safer Stronger Communities Board has prioritised the prevention of serious youth violence and will be looking to maintain long term funding from the MOPAC funding stream.

### 7.3 Pressures and Opportunities

- i. We must consider the pressures which may have a detrimental impact to the sustainability of service delivery pertaining to gangs
- ii. Whilst there are pressures, there may also be opportunities to be gained from working in partnership

### 7.4 Pressures

- **Social and welfare reform:** It is not yet possible to determine the impact of the Welfare Reforms imposed from April 2013, but it is anticipated that the economic pressure will force some families to move to unfamiliar areas and early reports from Social Care organisations suggest that more children are entering the care system as families already under pressure cease reach crisis point. The large amount of relatively inexpensive private rented housing in the borough may result in a disproportionate amount of vulnerable residents requiring assistance from already stretched services. Whilst poverty is not a determinant of crime it is an accepted risk factor which can make people more vulnerable to it, either as offenders or as victims.
- **Police service reforms and local policing framework:** As with all public sector organisations the police face tough economic challenges and as a result a root and branch review of the way policing is delivered is being undertaken. There may be benefits in the medium term to Enfield as the borough has been promised an increased number of officers by 2015. In the short term however there may be some disruption as the MPS move towards the Local Policing Model and as London continues to host high profile events there remains a likelihood of abstraction from local duties to provide policing cover for these. It is reassuring that locally the police are committed to partnership

working, which is at the heart of the successes we have achieved in tackling gangs and other criminality.

- **Business continuity:** As stated previously, Enfield welcomes the opportunity as a London Borough to host major events and although this can impact on local resources, the strength of the partnership is sufficient to withstand short periods of disruption. There are however some major elements of the approach in tackling gangs locally which are dependent on the police and other members of the Criminal Justice System. These would include the Gangs Call-in and the preparation of case files for court applications for ASBO and other CJS resolutions. We intend to apply a rigorous Business Continuity approach to the multi-agency response to ensure that vital work has the required resilience continues if one partner needs to refocus resources for short periods of time (including working with the Voluntary and Community Sector).
- **Economic climate and jobs:** Enfield has the 11<sup>th</sup> highest rate of unemployment in London and this is increased to the 7<sup>th</sup> highest rate when considering youth unemployment. We know that the provision of meaningful work is one of the most effective means of managing offenders and have linked the work of our gang's cohort with that of the Change and Challenge agenda to ensure that a wraparound support service is available for gang members and their families to access employment and education. The Council continues to support youth employment schemes including the Corporate Apprenticeship Scheme. Through our Integrated Offender Management team and the Gangs Action Group we have developed good relationships with Job Centre Plus and have direct contact with other providers including direct work with employers. We are seeking to develop and extend our "Direction and Opportunity for Gangs" (DOG) scheme which was acknowledged as highly innovative work with young offenders.
- **Pressures on Youth Offending Service:** Many of the gang members who are known to the YOS locally have committed serious and sometimes violent offences for which a custodial sanction is appropriate. The YOS are finding that although they are working successfully with a large number of clients, there remains a core of quite serious offenders who do not engage and reject offers of support. With the costs of transporting and remanding youth offenders into custody increasing, there will be a financial pressure placed on YOS should this profile continue. One of the changes that we are planning is an increase in the work to identify young offenders early, through the scrutiny of repeated cases where there has been insufficient evidence to take any further action and by providing additional support to young adults as the management responsibilities transfer from YOS to Probation. These elements form part of an application for regional funding and should be seen as an investment to save.
- **Probation service changes:** The proposed changes to the probation service will see Probation Trusts managing only the most serious offenders with the remainder being opened up to competing providers. Most likely these contracts will involve an element of Payment by Results (PbR). Again, it is too early to determine what the impact of these will be, however, in other areas of work the pilot PbR areas have tended to have a lower average of success in their early stages than the national average of non PbR sites. Additionally if there are a plethora of providers working within one area, it may be more complex for the statutory services such as the Police to engage with offender managers, which could cause some disruption and will need to be closely monitored and managed. There is no indication of how the crime priorities of an area will play with the risk assessments of offenders in relation to scoring and allocation of criminals to either the Public Sector (highest risk) or competed services (low to medium risk), although it seems likely that gang offenders will be scored highly against probable risk in any system.

## 7.5 Opportunities

- **Change and Challenge:** The Government's Troubled Families programme is known locally as Change and Challenge and provides payment by results where improvements are made in the circumstances of identified families with the greatest challenges. The aim of the programme is to get

people into work, ensure that children attend school and that offending and anti-social behaviour is reduced. The programme resonates strongly with the work that exists to improve the behaviour of gang members, in that it takes a whole family approach to many of the elements, as this provides the greatest chance of success. The cohort identified through the Gangs Action group and the Court Call-in has been amongst the first to receive additional help through Change and Challenge.

- **Integrating with health agenda:** A recent document published by the NHS and the Department of Health entitled “Protecting People – Promoting Health” is one of many to recognise the opportunities within health settings in working together to reduce violence. Aside from the tragic personal and community impact associated with all kinds of physical violence there is a tangible cost saving to be made if we use our collective understanding about how, when, where and to whom violence happens. Councils now have even closer involvement in Public Health and from April 2013 the development of the Health and Wellbeing Board provides an additional chance to think about commissioning services in a different way.
- **Integrated Offender Management:** IOM as a result of changes within Probation Trusts and the increase in Community Sentences provide the main focus in which adult offenders are managed. We know that the “handover “between the YOS and IOM could be stronger, especially where an offender is not subject to an order of the court. Applications for funding to bolster this transitional arrangement between YOS and IOM if successful will ensure that the no offenders fall through the gaps in statutory services. There are also opportunities for the third sector, who have some good knowledge around the mentoring and support of young people to extend this as part of an adult offender management approach. Although due to the seriousness of the offences typically committed by convicted gang members, they have tended to fall under the MAPPA process, there are opportunities to look at the numbers of cases where it has not been possible to take further action and provide an earlier intervention to reduce the chances of more offending later on.
- **MASH/SPOE Safeguarding:** The Single Point of Entry (SPOE) has been running now for 6 months and its aim is to receive all referrals for children’s safeguarding issues via a single multi-agency hub. We are already seeing a strong alignment of safeguarding and domestic violence and commissioning has been adjusted to reflect this unmet need. With gang members often beginning their offending activity at a very young age, they are at serious risk of harm themselves and cause an increased risk to younger siblings. The SPOE can make enquiries directly of the Councils Community Safety Unit if they are concerned about Gang Affiliation and any existing work coordinated with safeguarding measures.
- **Substance misuse – shaping services and flexibility in funding:** Although there are some links between gangs and substance misuse, these may not fit the exact profile of class A drug use which has been at the heart of Drugs Treatment programmes which were subject to funding specifications. A far greater flexibility to look at alcohol and other substances, depending on local need and prevalence will be helpful. This is supported by the work of the London Health Improvement Board, as well as the London Crime Reduction Board.

## 8 Conclusion

Despite recent progress in preventing involvement in gangs during childhood and adolescence and in reducing serious youth violence and gang crime, the complexity of the youth gang problem defies an easy solution or single strategy. This proposed model of a combination of prevention, intervention, and suppression strategies integrated in a collaborative approach is considered to be the best approach. The creation of the Gangs Strategic Group with an agreed work plan will ensure that the good partnership work that is already taking place will be continued.

## Appendices

### A. Overview of Gang Strategy Programme

#### Gang Information Sharing Process – information sources

- A&E / Primary Care Trust
- Borough Criminal Justice Group
- Children and Adult Mental Health Services
- Children Social Care
- Common Assessment Framework
- Crown Prosecution Service
- Drug and Alcohol Action Team
- Educational Welfare
- Integrated Offender Management
- Local Education Authority (plus Academies and PRU's)
- Local Safeguarding Children Board
- London Ambulance Service
- London Probation Trust
- Metropolitan Police Borough Intelligence Unit
- Prison and Youth Offending Institute Intelligence
- Safeguarding
- Single Point Of Entry
- UKBA
- Voluntary and Community Sector
- Youth Offending Service
- Youth Services

#### Preventative Initiatives

- Angel Reconnect (mediation service)
- Chickenshed Theatre preventative work
- Detached Outreach Response Team
- Edmonton Eageles Boxing Club
- Edmonton and Ponders End Karate Club
- Enfield Judo Club
- Gangs: Making the Right Choices
- Junior Citizenship
- LEAP Confronting Conflict Workshops
- Life Youth Resource Centre
- The 3 E Table Tennis Club
- Parenting Support Service
- Parent Engagement Panel
- Safer Schools

- X-Bus
- Weapons Awareness
- Year 7 Welcome Packs
- Young People's Housing Support Service
- Youth Engagement Panel
- Youth Inclusion Support Panel
- Youth Offending Services
- Youth Services

#### Interventions

- Agreed Behaviour Contracts
- Attendance Centres (adult Mill Hill, youth Haringey and Hertford)
- Community Reparation
- Detached Outreach Response Team
- Gang Call-In
- Gang Liaison Co-ordinator
- Gang Victims Worker
- Group Work (YOI / YOS / PSS)
- Integrated Offender Management
- Life Youth Resource Centre
- Parent Support Service
- Parkguard
- Prison Awareness
- Safe & Secure
- Serious Youth Violence Co-ordinator (GRAIL)
- Young People's Housing Support Service

#### Enforcement

- Achilles Heel
- ASBO's
- Closure Orders
- Community Orders
- Compensation Orders
- Criminal Orders and Youth Orders
- Dispersal Zones
- Dog Warrants
- Drug Warrants
- Education Prosecutions
- Environmental Protection Act notices
- Gang Injunctions
- Individual Support Orders

- Injunctions
- Intervention orders
- Licence Enforcement
- Parenting contracts
- Parenting orders
- Possession Order
- Proceeds of Crime Act
- Protection from Harassment Act
- Tenancy Enforcement
- Targeted police operations
- Trident Gang Crime Command
- UKBA

- B. Information Sharing Protocol**
- C. Terms of Reference**
- D. Governance**
- E. Action Plan**
- F. Performance Framework**
- G. Response to serious incidents**
- H. Media Strategy**

## Endnote: Estimated Costs and Current Confirmed Funding for Enfield gangs work 2011-14

Enfield Gangs Strategic Group							
Initiative	Resources / Comments	Total Cost per year	2012/13 Funding	2013/14 Funding	2014/15 Funding	Funding Gap	Lead
<b>Prevention</b>							
Angel Reconnect Mediation Service		N/A					Anne Stoker
Detached Outreach		N/A					Yemi Akinfenwa
Gangs: Making the Right Choices		N/A					Neil Standring
Junior Citizenship Days		£9,500	£9,500				Neil Standring
Life Youth Resource Centre		£60,000	£60,000				Hillary Thompson
LSCB		N/A					Daniel Crampton
Parenting Support Service		N/A					Anne Stoker
Parent Engagement Panel		N/A					Sam Morris
Targeted employment and training programme		N/A					
Weapon Awareness Talks		N/A					Neil Standring
X-Bus		N/A					Sublime
Young People's Housing Support Service		N/A					Anne Stoker
Year 7 Welcome Packs		N/A					Neil Standring
Youth Engagement Panel		N/A					Neil Standring
Total Prevention		£69,500	£69,500				
<b>Intervention</b>							
Enfield Gang Call-In		£1,500	£1,500				Steve Hodgson
Gangs Action Group		£10,000	£10,000				Steve Hodgson
Gangs Exit		£15,000	£15,000				Steve Hodgson
Gang Victim Worker		£11,551	£11,551				Victim Support / Steve Hodgson
Leap Confronting Conflict		N/A					Neil Standring
Parkguard – Exit Strategy		£9,000	£9,000				Steve Hodgson
Prison Awareness / Wellingborough Present		N/A					Neil Standring
Safe and Secure		£10,000	£10,000				Steve Hodgson
Support to parents		N/A					
Targeted employment and training programme		N/A					
Change and Challenge Work		N/A					Tracy Jenkins
Truancy (targeted)		N/A					Neil Standring
YEP Gang Liaison Coordinator		£15,000	£15,000				Neil Standring / Steve Hodgson
YEP Mentoring / Accredited Music Programme		£33,540	£33,540				Neil Standring
Young People's Housing Support Service		N/A					Anne Stoker
Total Intervention		£105,591	£105,591				
<b>Enforcement</b>							
ASBO's		N/A					Steve Hodgson
Gang Injunctions		N/A					Steve Hodgson
Parent Contracts and Orders		N/A					
Targeted Police Operations		N/A					
Total Enforcement		N/A					
<b>Total Funding</b>			£175,091				

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