Enfield Tackling Gangs and Serious Youth Violence Strategy

2015-2017
Executive Summary

This document sets out what Enfield partners working collaboratively, are seeking to achieve by 2017, to combat gang violence and reduce the harm caused by gangs to individuals and communities in Enfield. The timescale of the strategy to 2017, with a planned annual review, reflects the need to ensure that we match the rapidly changing profile of London Gangs within the context of other regional or national policy changes.

1.1 We know that typically our gang members are getting younger, they are often poor, and their families face challenges that would test the best of us. Our aim is support parents who want to see their children achieve success and not break the law. The picture in Enfield is further complicated by the effect of cheaper housing costs that make Enfield an attractive borough to place gang members from other boroughs.

1.1.1 The approach focuses on 4 key elements:

Identification: The prevention, intervention, and enforcement work will be underpinned by a firm commitment to improve how partners share information and resources and the development of an even better understanding of the gang crime picture, and what works to reduce the harm caused by gangs.

Prevention: Ensuring that children and young people avoid gang involvement by providing prevention programmes accessible through schools and other agencies.

Intervention: A consistent approach to commissioning and delivering sustainable services in the community to reduce serious youth violence and the harm caused by gangs.

Enforcement: A targeted criminal justice system approach which delivers swift appropriate justice to deter and put a stop to the criminal behaviour of the most harmful gang members.

1.2 We work closely with the Home Office, the Mayor’s Office for Policing and Crime (MOPAC) and our peers in other areas to seek critique and validation for the approaches we take. The Home Office “Ending Gangs and Youth Violence Team” (EGYV) Peer Review was first carried out in Enfield as a reflection of the strong partnership locally. The recommendations and noted good practice from that report are included in the approaches outlined and supported by a robust performance framework monitored by the Senior Officers of the Community Safety Partnership and other relevant groups. We are also required to report to a cross party Overview and Scrutiny Panel made up of local councillors and co-opted members.
2. **What we will do**

2.1 We believe that all young people have choices to make in life and it is part of Enfield Councils 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.

2.2 The Metropolitan Police Service (MPS) have committed bespoke teams to tackle gangs and in Autumn 2014 the Met launched Operation Equinox to reduce violent crime (including those carried out by gangs). They have a dedicated team working on this agenda and some officers work directly with council analysts and other staff resources to provide in-depth intelligence and support for front line workers.

2.2 Like many London Boroughs, Enfield has seen an escalation of serious youth violence and gang-related activity since 2007. 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 (2014-15), Enfield has seen further increases of knife injuries of 39.7% compared with the average London increases of 6.2% (figures to December 2014). Injuries from guns in the same period have fallen compared with the previous 12 months.

2.3 There is a recognised gang problem predominantly in the east of the borough, with problems in the north east now as significant as those to the south-east of the borough on the border of Haringey. There is also is a notable association between members and associates of gangs across the two boroughs, as both allies and rivals. Since 2009 Enfield has worked with neighbouring Haringey to delivering cross-border offender management groups. Operation Swift was launched to address this and the group formed has now evolved into the Gangs Partnership Group. An alignment of the work between the two boroughs has led to increased information sharing and a reduction in the duplication of work.

2.4 For those who are at risk of involvement with gangs and serious youth violence, including vulnerable women and girls, the Enfield Gangs Partnership Group (GPG) provides targeted support and actively promotes positive futures. The group also agrees enforcement options to be used against gang members and their families if they fail to engage and change their criminal behaviour. There is a close working relationship with schools in the borough as they are key in identifying and diverting young people.

2.5 We will ensure that our Youth Offending Unit (YOU), National Probation Service (NPS), Community Rehabilitation Company (CRC), Enfield Targeted Youth Engagement Board and a wide range of other partners continue to work together 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.

2.6 We will further increase our efforts to ensure that those carrying and using knives will receive appropriate sentences at court to reinforce the message of tough consequences. We will also support the police to make determine efforts to reassure the public and make our young people safer through appropriate measures such as intelligence led “stop and search” practices and the use of knife arches to detect anyone carrying weapons.

2.7 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 also be provided by 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 from primary to secondary school and from childhood to adulthood.
2.8 We will remind young people regularly that we will support them in making positive choices, through the Court Call-in process, where young people have a direct insight to the consequences of using a knife, taking a life, or just being present when one of their gang does that. We will also contact young people directly if we think they are at risk or could use some extra help. By opening up more direct communication we will have more opportunity to promote positive action by young people to get the very best out of the legitimate opportunities that Enfield has to offer.

2.9 Information regarding serious injuries sustained by young people through violence, particularly knife injuries, which come to notice via health services have not been routinely shared within the Community Safety Partnership. This is now dramatically improving as we have commissioned a youth engagement worker based at North Middlesex University Hospital A&E department and agreed the systematic sharing of data with the hospital. We have support for the approach from NHS England and locally through the Health and Wellbeing Board. This will allow us to receive information on when and where incidents are happening, to better inform and target resources.

2.10 We know that the mental health of young offenders is often poor and we are developing work with statutory health partners and voluntary agencies to deliver outreach which is attractive to young people and avoids stigmatisation sometimes perceived as linked with Mental Health services.

2.11 Our response is designed to improve life for young people and communities in Enfield based on the evidence available to us but we will also consider regional strategic aims as outlined by the Mayor’s Office for Policing and Crime. Furthermore, we will seek to obtain further financial commitment from MOPAC to deliver this strategy.
3. **What we know - Location and Demographics**

3.1 The distribution of crime in general and serious youth violence in particular is distinctive in Enfield due to the clear divide between the western areas of the borough, and the east of the borough where indices of multiple deprivation present a more challenging environment.

3.2 The map of London and the changes over the past 12 months in terms of serious youth violence offences are depicted in the map below. Geographically, North and Central London boroughs have been most affected by the London wide increase in SYV, with most West London boroughs experiencing reductions over this same period.

![Figure 1 – Enfield Serious Youth Violence Hotspots, (Victims aged 10-19 years old)](image1)

![Figure 2 – London wide Serious Youth Violence Change (2013/14)](image2)

3.3 Locally, Enfield town centre, Edmonton Green and the North East area of the borough are the primary hotspots for total serious youth violence.

3.4 Hotspots for gun and knife crime injuries sustained are largely concentrated in the south-eastern part of Enfield; nominally 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. Currently, these two geographical areas are the location for Enfield’s two main rival gangs (DA/YDA from Edmonton and GMG from north-east Enfield).

3.5 The south-eastern area as a whole is the location for more than a third of gang linked offences. It was also responsible for almost 40% 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 25 highest London wards for gun, knife and weapons injuries, as do some neighbouring wards in Haringey.

3.6 Victims of serious youth violence in the Enfield are overwhelmingly male and male offenders account for more than 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.

3.7 Although the Edmonton area is likely to be the main focus area for the activity, 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 also aware of smaller groupings on estates to the south/west of Enfield including Arnos Grove and parts of Southgate.
3.8 A significant shift in gang rivalries and allegiances across North London begun during the latter months of 2014, as summarised by the following map. This was further exacerbated by a series of violent incidents, including a murder in the Edmonton area in November 2014. Based on crime reports, police and community intelligence, there now appears to be a new alliance between various gangs and sub-cliques from the N17, N15, N16 and N4 area, all of which have a common rivalry with Edmonton affiliated groups. Furthermore, early intelligence in this developing picture suggests that the GMG is also aligning with this Haringey cohort, due to their mutual rivalry with Edmonton. Additionally, various internal disputes within both Edmonton gangs and Wood Green MOB have also weakened their longstanding historic alliance with one another. This essentially has left Edmonton gangs and the Wood Green MOB isolated during this turbulent and chaotic period.

3.9 Gang problems cannot be solved by one borough or one body alone and the partnership will work closely with neighbouring boroughs, which has been highlighted by the ongoing cross-borough tensions. Enfield has established a working relationship with the Haringey Gangs Partnership Group, which will continue to share information and explore opportunities for joint operations and joint commissioning of projects.

3.10 Enfield’s population has grown significantly in both the medium and long term, 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 6th highest rate of children (under 16 years old) in poverty in London, and the highest overall volume. These figures are even more stark in gang affected areas, with over 40% of children within the Enfield Lock, Turkey Street, Ponders End and Edmonton wards living in poverty.

3.11 Unemployment in Enfield is above both the London and England averages, with the wards of Edmonton Green, Enfield Lock and Lower Edmonton suffering disproportionately compared with the rest of the borough. Whilst Enfield has an above average percentage of residents claiming Job Seekers Allowance, the borough is experiencing a reducing trend since mid-2013. Household income is below that of the London average.

3.12 Whilst health and life expectancy indicators are similar to the national average, childhood obesity rates are significantly higher than the England average. Overall, Enfield deprivation ranking has declined according to the Indices of Multiple Deprivation for 2004, 2007 and 2010. In 2004, Enfield was the 104th most deprived local authority, in 2007 it was the 74th most deprived and in 2010 it was the 64th most deprived.
3.13 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. Additionally, almost 70% of child protection plans recorded by the local safeguarding team in Enfield included domestic abuse as a contributing factor. This work will be delivered in conjunction with the Transportation and Sexual Exploitation Meeting (TSEM) and the Multi-Agency Sexual Exploitation (MASE) groups. Enfield is also one of the boroughs in the MsUnderstood project, being delivered by Bedfordshire University.

4. What we will do

4.1 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 Partnership Group (GPG) in co-ordination with Haringey. The work of the GPG 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 first Gang Injunctions. Enfield also introduced the first court Call-In to England, developing parts of the pioneering work of Boston Ceasefire and Cincinnati and Glasgow CIRV, a community initiative to reduce violence.

4.2 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 (and their families) 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 advised if 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, every enforcement option will be pursued against them and their associates.
- The YOU, NPS and CRC will work with the Crown Prosecution Service (CPS) 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 Partnership 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.
- A communications strategy will be developed and delivered.
### 5. Delivery Methodology

#### Identification
- Information sharing processes

#### Prevention
- Targeting the ‘at risk’; those vulnerable to criminal behaviour and gangs
  - School Prevention / Early Prevention
  - Outreach
  - Mentoring
  - Parenting and Family Support
  - Positive Activities for Young People
  - Supporting NEETS
  - Targeted Female Prevention
  - Voluntary & Community Sector

#### Intervention
- Targeting those involved in low-medium level criminality / gang activity choosing to engage
  - ASB Legislation
  - Victim Support / Victim Workers
  - Parenting and Family Support
  - Integrated Offender Management
  - Targeted employment and training
  - Exit / Mediation
  - Voluntary & Community Sector

#### Enforcement
- Targeting those heavily involved in serious violence / gang activity
  - ASB Legislation
  - Police Operations
  - Immigration Enforcement
  - Tenancy Enforcement
  - Gangs Unit / Trident
  - Court Order Enforcement

#### Outcomes
- **Identification**
  - Improvement in information sharing between partners
  - Up to date mapping of gang members and those at risk
  - Fast time response to emerging issues

- **Prevention**
  - Reduction in number of first time entrants to CPS
  - Increase number of young people accessing support
  - Increase in number of parents accessing support
  - Better school attendance and attainment by young people at risk
  - Support young people into employment

- **Intervention**
  - Reduction in serious youth violence and gang related offending
  - Support young people into employment
  - Increase in number of young people leaving gangs
  - Reduce hospital admissions for serious violence

- **Enforcement**
  - Reduction in serious youth violence and gang related offending
  - Reduction in number of children joining gangs
5.1 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:

5.2 How we will take action - Delivery Methodology, Identification and Information Sharing

5.2.1 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 Partnership Group.

5.2.2 Schools are one of the key partners in the identification of young people at risk of gang membership as it is accepted that young people who are in the transition from primary to secondary education are particularly vulnerable to approaches from gangs. These young people need to be identified and the right support provided.

5.2.3 We will improve information sharing with health practitioners who engage with young people presenting with physical injuries or mental health as a result of gang related offending so that any additional support can be provided.

5.2.4 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 and Police. This will seek to link across to the existing Single Point of Entry (SPOE), Multi-Agency Safeguarding Hub (MASH), Youth Offending Unit (YOU), National Probation Service (NPS), 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.

5.2.5 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.

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

5.2.7 As the violent disorder of 2011 showed 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.

5.2.8 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 and their parents/guardians 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 with the Change and Challenge programme. The young person and their
parents/guardians 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' measures. Where appropriate this information will be shared with educational establishments that are involved in the education of the young person and/or their siblings.

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1 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.
5.3 Delivery Methodology - Prevention & Intervention

5.3.1 Enfield is clear that we will not reward bad behaviour. However, what we will do is provide young people with a clear 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.

5.3.2 Young people at risk of becoming involved in gangs

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

5.3.3 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 be as part of a formalised arrangement through an order or voluntarily and 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

5.3.4 In addition, we will actively seek to work with local voluntary and community sector to engage with those gang involved individuals who are unwilling to engage at any level with statutory bodies. A
recommendation of the EGYV Peer Review was to consult and engage with the community in order to mobilise them and maximise their contributions.

5.3.5 Research has been carried out regionally into the area of women and girls affected by gangs. We are also mindful of other relevant strategies and documents that will impact on this area, such as the report of the Office of the Children’s Commissioner into Child Sexual Exploitation in Gangs and Groups and the Mayor of London’s Violence against Women and Girls Strategy. We will work with the Safeguarding Children’s Board, Trafficking and Sexual Exploitation and Missing children group and Child Sexual Exploitation sub-groups to ensure appropriate interventions are developed. Links will also be reinforced with the Domestic Violence Strategic and Working Groups to support girls and young women who are subject to abusive relationships.

5.3.6 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 Unit who will support all victims of gang related offending.

5.4 Delivery Methodology - Enforcement

5.4.1 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 Partnership Group. In addition, those who become subject to Gangs Partnership Group monitoring will be subjected to possible sanctions if they repeatedly refuse to co-operate in the associated Call-In project.

5.4.2 The Gangs Partnership Group will monitor young people who continue to choose to engage in gang related activity and who do not engage with interventions. All enforcement options and tactics will be used to target this cohort. It must be stressed that at each stage of enforcement the young person and their family will be offered the option of working with partners to cease the offending.

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

- Achilles Heel
- Criminal Behaviour Orders
- Community Orders
- Direction Powers (Police)
- Crime Prevention Injunctions
- Drug Warrants
- Gang Injunctions
- Tenancy Enforcement
- Border Force
- Premise Closure Orders

5.5 Delivering long-term change

5.5.1 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 which will be sought from the appropriate strategic boards.

6. Finance

6.1 Financing Enfield Gangs Partnership 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 Unit, National Probation Service, 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 (SSCB) and other strategic partnerships.
6.2 The Safer Stronger Communities Board has prioritised the prevention of serious youth violence and has secured four-year funding from the Mayor’s Office for Policing and Crime (MOPAC).

6.3 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

6.4 Pressures

**Social and welfare reform:** The Welfare Reforms implemented in April 2013, have resulted in families having to move to unfamiliar areas and reports from Social Care suggest that more children are entering the care system as families already under pressure 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. One in five properties in Enfield are currently privately let and this, with the additional pressure from other placing boroughs, causes significant strain on housing services as they attempt to accommodate young people and their families. Furthermore, these individuals and families are more likely to have greater needs which may lead to increased demands on local 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 as the borough has been promised an increased number of officers. It is clear that increased numbers of police have a beneficial impact on levels of crime London continues to host high profile events and 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 support London in hosting 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 provision of a dedicated Gangs Unit, the Gangs Call-in and the preparation of case files for court applications for CBOs 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).

**Update- Economic climate and jobs:** Enfield has the 11th highest rate of unemployment in London and this is increased to the 7th 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 Partnership Group we have developed good relationships with Job Centre Plus and have direct contact with other providers including direct work with employers. The Gangs Strategic Group will monitor the progress of Project Enfield and look for opportunities that will support the aims of the strategy.

**Pressures on Youth Offending Unit:** Many of the gang members who are known to the YOU locally have committed serious and sometimes violent offences for which a custodial sanction is appropriate.
The YOU 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 YOU 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 YOU to Probation. These should be seen as an investment to save.

**Probation service changes:** The proposed changes to the probation service will see the National Probation Service managing only the most serious offenders while the remainder has been opened up to competing providers called Community Rehabilitation Companies (CRCs). The successful bidder for London is MTCNovo. 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. A performance framework has been developed and this will be overseen by the Safer and Stronger Communities Board to enable us to quickly identify any changes (positive or negative) and take appropriate action to bring about positive outcomes. Risk assessments of adult offenders in relation to scoring and allocation of criminals to either the NPS (highest risk) or to MTCNovo (low to medium risk), will be carried out and it seems likely that gang offenders will be scored highly against probable risk in any system.

**6.5 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 first tranches of the programme has been 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 Partnership Group and the Call-in has been amongst the first to receive additional help through Change and Challenge. Enfield has been accepted as an adopter of the next tranche of Change and Challenge. The criteria for this stage are:

1. Parents and children involved in crime or anti-social behaviour;
2. Children who have not been attending school regularly;
3. Children who need help;
4. Adults out of work or at risk of financial exclusion and young people at risk of worklessness;
5. Families affected by domestic violence and abuse;
6. Parents and children with a range of health problems.

**Integrating with health agenda:** A document published by the NHS and the Department of Health entitled “Protecting People – Promoting Health” is one of many publications 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 the Probation Service and the increase in Community Sentences provide the main focus in which adult offenders are managed. We know that the “handover” between the YOU and IOM could be stronger, especially where an offender is not subject to an order of the court. Applications for support to bolster this transitional arrangement between YOU and IOM will ensure that the no offenders fall through the gaps in 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) aims 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 abuse 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. Due to the success of the juvenile SPOE, Enfield is currently coordinating adult/ children’s SPOE/ MASH arrangements.

**Substance misuse – shaping services and flexibility in funding:** Although there are 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 Drug 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. The drug dealing element of gangs which will link to new strategies to tackle serious and organised crime strategies will reflect emerging behaviours of street gangs and their increasing associations with more serious criminality is an area which will be further researched.

7 Conclusion

Despite some ground-breaking activity commissioned locally to preventing young people’s involvement in gangs and attempts to reduce serious youth violence and gang crime, the complexity of the youth gang problem defies an easy solution or single strategy.

“Serious youth violence” currently has increased compared with last year, up 21.4%. Far higher than the London average increase of 9.1%.

This proposed model of a combination of prevention, intervention, and enforcement activity, delivered in partnership by a number of agencies is considered to be the best approach.

The Gangs Partnership Group will ensure that the strong partnership work that is already taking place will be further developed and delivered.

It requires the support of local communities including parents and schools and relies on our ability to share information to make the borough safer.
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
- National Probation Service
- Metropolitan Police Borough Intelligence Unit
- Prison and Youth Offending Institute Intelligence
- Safeguarding
- Single Point Of Entry
- UKBA
- Voluntary and Community Sector
- Youth Offending Unit
- Youth Services

Preventative Initiatives

- Angel Reconnect (mediation service)
- Chickenshed Theatre preventative work
- Detached Outreach Response Team
- Edmonton Eagles 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 Unit
- Youth Services
- SOS+ (St Giles)

Interventions

- Agreed Behaviour Contracts (ABC)
- 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
- Gangs Exit Strategy worker
- Group Work (YOI / YOS / PSS)
- Integrated Offender Management
- Life Youth Resource Centre
- Parent Support Service
- Parkguard
- Prison Awareness
- Serious Youth Violence Co-ordinator (GRAIL)
- Young People’s Housing Support Service

Enforcement

- Achilles Heel
- Criminal Behaviour Orders
- Premises Closure Orders
- Community Orders
- Compensation Orders
- Criminal Orders and Youth Orders
- Direction Orders (Police)
- Dog Warrants
• Drug Warrants
• Education Prosecutions
• Environmental Protection Act notices
• Gang 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