

## MUNICIPAL YEAR 2015/2016 REPORT NO.

### MEETING TITLE AND DATE:

Overview and Scrutiny  
Committee, 30 July 2015

### REPORT OF:

Director of Finance,  
Resources and Customer  
services

|  |              |
|--|--------------|
| <b>Agenda – Part:</b>                          | <b>Item:</b> |
| <b>Subject: Gangs and weapon enabled crime</b> |              |
| <b>Wards: All</b>                              |              |
| <b>Key Decision No: N/A</b>                    |              |
| <b>Cabinet Member consulted:</b>               |              |

Contact officer and telephone number: Susan Payne 020 8379 6151

E mail: susan.payne@enfield.gov.uk

### 1. EXECUTIVE SUMMARY

- 1.1 This scrutiny workstream was set by the Overview and Scrutiny Committee to look at gangs, young people and weapon enabled crime.
- 1.2 This is a top priority for the Safer & Stronger Communities Board (SSCB); young people are over-represented as both victims and offenders in crime statistics.
- 1.3 Enfield has seen a disproportionate escalation in the levels of serious youth violence above the London average.
- 1.4 This report identifies the evidence collected and provides a number of recommendations for consideration.

### 2. RECOMMENDATIONS

- The workstream requests that Overview and Scrutiny Committee agree the following recommendations:
- 2.1 The Gangs Call-in is well regarded by the workstream and seen as a valuable process. Members recognise the difficulty of evaluating the process, given that outcomes take time. However, as the Call-in has now been in operation for 3 years, members felt that some evaluation should be developed in order to provide some quantitative and qualitative data to inform the process.
  - 2.2 The workstream recommend that the gangs strategy and action plan to come back to a future meeting of the standing crime scrutiny workstream to monitor and that they are kept informed of its implementation.
  - 2.3 The Council considers holding further “Say it like it is” events for primary school pupils to come together and have a voice with a suggested focus on making the right choices.
  - 2.4 To note that Gang awareness and knife crime training will now form part of the training offered to all PEP members.
  - 2.5 All Workstream members have agreed, and it is suggested that all Ward Councillors make contact with, and attend some sessions at local youth activity events, and secondary schools within their ward to promote their role as a ward councillor and community leader.
  - 2.6 To note that Gang Awareness training will be offered to all Councillors, this will form part of the Member Development Programme.

### **3. BACKGROUND**

- 3.1 Following agreement of the Overview and Scrutiny Committee (OSC) a scrutiny workstream was set up to look at young people, gangs and weapon related crime.
- 3.2 This is a top priority for the Safer & Stronger Communities Board (SSCB); young people are over-represented as both victims and offenders in crime statistics.
- 3.3 The workstream noted from the draft gangs strategy that whilst there has been a rise in serious youth violence in London, Enfield has seen a disproportionate escalation on levels 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. Serious Youth Violence figures help to build a picture of gang offending. The offences showed under this are those which have a juvenile victim of either violence or robbery.
- 3.4 Workstream members recognised that this is a highly complex issue and agreed that the aims that they would like to focus on were:
- The extent of these issues in Enfield and investigate how the Community Safety Partnership currently addresses these issues.
  - Work undertaken with primary schools in Enfield
  - Work with parents on gangs
  - To explore what Ward Councillors could do in their role as community leaders to link in with the community
  - Gang Call in process

### **4 Findings**

- 4.1 There is significant strong partnership working in the borough and there are many instances of innovative approaches in Enfield which have been recognised at national level.
- 4.2 The Ending Gangs and Youth Violence (EGYV) Home Office team have reviewed Enfield twice and been impressed with what they have seen. Enfield 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 taken. There is a monthly meeting at the Home Office which is attended by 43 police forces and ideas are also exchanged here.
- 4.3 Gang problems are highly complex and cannot be solved by one borough or one body alone.

- 4.4 There are two main gangs in Enfield and over 250 individuals are monitored by the Gangs Partnership Group (GPG).
- 4.5 The GPG has evolved over a period of 5 years and is well attended and intelligence led around the young person and the family. The GPG meets fortnightly and is made up of a range of professionals and agencies. They look at performance data and priority individuals and the action plans around them. They have access to a small amount of MOPAC funding to be used to keep people on track, e.g. putting people on courses in return for non offending. The highest risk individuals are monitored by the police on a daily basis.
- 4.6 Members were presented with an anonymised case study which demonstrated the difficulties and complexities including parental issues and living in a gang area. It demonstrated that young people cannot simply be moved, the issue needs to be tackled to prevent the problem going with them.
- 4.7 The first Gang Call-in was introduced on 31<sup>st</sup> January 2012. Some of the Councillors from the workstream have attended to see this in action and thought this was very powerful and thought provoking. The Metropolitan Police have endorsed this and are committed to rolling this out across London. Members were advised that it is hard to quantify success as this is a long process starting with building foundations working with individuals that live such chaotic lifestyles.  
*Recommendation: The Gangs Call-in is well regarded by the workstream and seen as a valuable process. Members recognise the difficulty of evaluating this process, given that outcomes take time. However, as the Call-in has now been in operation 3 years members felt that some evaluation should be developed in order to provide some quantitative and qualitative data to inform the process.*
- 4.8 The Head of Community Safety informed the workstream that the picture of gangs in the borough has changed over the last couple of years with the typical gang member becoming younger and poorer.
- 4.9 There has been a notable shift in gang rivalries and allegiances across North London and this has created tensions and power struggles.
- 4.10 The way in which gangs operate has also changed and has become more organised and increasingly driven by drug dealing. Gangs used to operate in mass congregations. This rarely occurs now; they are usually in cars or on public transport. This makes them much more mobile and less visible.
- 4.11 Statistically most of the gang members are long term Enfield residents although they may have moved around the borough. Both victims and offenders of serious youth violence are overwhelmingly male. The

transfer of offenders into the borough does however create risks, often unclear if communication is not robust.

- 4.12 The Head of Community Safety then went on to outline the partnership strategy. The key message within the Enfield Draft Gangs and Serious Youth Violence Strategy is to work with us and we will support you or face the consequences of your actions. A communications strategy has been developed to support and reinforce this message.
- 4.13 The approach in the Draft strategy 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.
- 4.14 The Strategy should be in its final version shortly and will have an action plan developed with this. This will be reviewed annually by the SSCB. Members were encouraged both by the work that is ongoing and being planned, particularly around primary schools and parents and will form part of the action plan.
- Recommendation: The workstream would recommend that the gangs strategy and action plan to come back to a future meeting standing crime scrutiny workstream to monitor and that they are kept informed of its implementation.*
- 4.15 The workstream was informed that Enfield does not attract the resources that some other boroughs do, particularly given the crime profile and the geographical size of the borough.
- 4.16 Enfield was disappointed not to be a borough taking part in Operation Shield; it is unclear how boroughs have been selected for this. Operation Shield is based on the Boston Ceasefire model, with a key advantage being that police resources are ring-fenced and cannot be moved out of borough.
- 4.17 A workstream member has written to Joanne McCartney, the Assembly Member for the Greater London Authority for details of how boroughs have been selected for this. Once this information is received this will come back to the Standing Crime Scrutiny Panel.

- 4.18 Placing people in different areas to minimise the risk to them could inadvertently create a network in a new area. In the last year or so, there has been a notable increase in the number of people placed in Enfield from other boroughs where the housing is more expensive. There has sometimes been little or no transfer of information or advance warning.
- 4.19 As a result of this Enfield are developing a local measure of numbers and individual cases to help improve risk management procedures in place.
- 4.20 In addition to this young people also enter the borough to stay with relatives in an attempt to move away from an area where they are having difficulties. However, their problems often follow them and new allegiances can also be created.
- 4.21 The workstream discussed London protocols for moving people across London. Protocols do exist when an individual is subject to an order but not if they are not. The police advise there are protocols in place for those on the gang matrix. Protocols also exist around clients of the Youth Offending Service. However, despite this information is not always being shared by outside (placing) boroughs.
- 4.22 The workstream have contacted the Local Government Association (LGA), London Councils and MOPAC, to see if they can assist with this issue and the responses are listed below:
- MOPAC are not working on any protocols currently. Details were provided on the Safe and Secure relocation service for gang members which does inform and work with some boroughs when the gang nominal is moved to a different borough. However, this is a tiny proportion of the total cases and MOPAC is currently developing a pan-London gang exit and resettlement model, which would work at a pan-London level (splitting London into sectors, such as quadrants) which will facilitate greater knowledge when a gang nominal does move borough. This is still at the earlier stages of this project and currently the specification is being written, however we have been advised that our points would be taken into consideration.
  - LGA are not currently undertaking any specific work on this. However, there is also a council duty to track participation of 16 to 19 year olds / reduce NEET. LGA have done some work to help councils with this
  - London Councils were unaware of any specific London Councils protocol on this issue. However advised that the London Safeguarding Children's Board are currently looking into the practicalities of setting up a basic registration scheme of supported housing providers within London to enable boroughs to more effectively manage issues within their localities.

- 4.23 Members were advised of a number of wider factors and circumstances that enable gang activity:
- The mobility of the population in London does not allow people to put down roots, people are moving very frequently;
  - London also has a lot of young people and is also very diverse, so young people may feel cut off, in Enfield the Parent Engagement Panel (PEP) and the Youth engagement Panel (YEP) try to reach out to these young people;
  - Nationally there has been a change to how gangs operate, they are much more organised with the business aspect of gangs increasing. Of most importance is money and drugs; status does have a place but money is more important;
  - As other boroughs get extra resources crime moves out into the surrounding areas. Recently both Haringey and Waltham Forest have been allocated more resources and this has had an effect on Enfield. Crime does have a knock on effect when extra resources are put in. Hertfordshire has now got its own gang unit as trouble is pushed outwards.
- 4.24 The Change and Challenge programme (known nationally as the Troubled Families programme) is due to run till at least 2016. This is a government funded programme that provides additional support for families experiencing difficulties.
- 4.25 Enfield entered into Phase 2 of the programme on 1<sup>st</sup> April 2015.
- 4.26 The expanded programme will retain the current programme's focus on families with multiple high cost problems and continue to include families affected by poor school attendance, youth crime, anti-social behaviour and unemployment. However, it will also reach out to families with a broader range of problems, including those affected by gang affiliation, domestic violence and abuse, with younger children who need help and with a range of physical and mental health problems.
- 4.27 Young people affiliated to gangs will be identified through the Gangs Partnership Group and the Gang Call-in. A Change and Challenge worker is a member of the Gangs Partnership Group. If the family is not accepted onto the programme they will be referred to the most appropriate point for help.
- 4.28 Change and Challenge provide a coordinating role providing additional support. As part of their role they will look at the goals of the lead agency working with the family to try to tailor the Action plan for the family to meet their full potential in life.

#### **Work with Primary Schools**

- 5 The Police provide a mostly reactive service at primary level. Enfield has the largest Safer Schools Unit within London but most officers are

focussed on secondary schools all of which have a designated officer. Albeit that some officers will cover more than one school.

- 5.1 Junior Citizens Day currently runs across all primary schools and the main focus of this half day session is gangs and personal safety.
- 5.2 The police also run a 3 hour workshop on Gangs- Making the right choices for Year 6 pupils. This is open to all schools and ran in 24 schools last year. . It is a whole school interactive presentation and parents are invited to attend. The programme consists of:
  - Leap conflict training
  - Personal Safety
  - London Ambulance Service run a session on life altering knife injuries
  - Joint Enterprise and what this means
  - Legalities around behaviour
  - 2 ex-gang members who are now part of the YEP speak comparing lives as gang members and as YEP members
- 5.3 The Youth Engagement Panel (YEP) is a charity and works with young people through music and mentoring. They also carry out detached work patrolling in high crime areas to provide a reassuring presence.
- 5.4 The designated child protection officer at each primary school must attend mandatory Safeguarding training every three years. This training is to assist in identification of problems. This does include training covering gangs and child sexual exploitation.
- 5.5 There are a number of initiatives in schools to assist children recognising their personal strengths and making the right choices in life e.g. resilience programmes, personal, social, health and economic education (PHSE) and Healthy Schools London.
- 5.6 The Primary Behaviour Support Service (BSS) have noticed an increase in referrals where one of the presenting features is 'at risk' behaviour which sometimes verges on criminality. They have also seen an increase in exclusions at primary level within the autumn term of this academic year 2014/15.
- 5.7 The workstream received feedback from a meeting of the Edmonton Schools Partnership; this is also attended by the lead from the Police, Youth and Partnership Team and these issues are a regular agenda item, both Primary and Secondary schools represented. Some of the concerns raised are listed below:
  - More preventative work at primary schools (not just year 5 and 6) but much earlier. Maybe extend and adapt 'Gangs Making the Right Choices' to ensure awareness is raised from a younger age.
  - 'Gangs Making the right choices' could also be expanded/rebranded to include more work around knife crime in general as incidents occur that are not necessarily gang related.

- Growing concern with regards to knife crime and the age at which children are carrying weapons.
  - Preventative work to involve parents and information to be accessible to local communities.
  - Training needs: workshop/twilight sessions for school staff around Gangs.
- 5.8 Further to this feedback a training session has been developed for professionals from schools, youth and family support service. In addition to this 5 sessions will be run at Ponders End Youth Centre around gangs and knife crime.
- 5.9 All of the concerns and suggestions raised have been passed to the Community Safety Team and will be considered as part of the action plan being developed with the Gangs Strategy.
- 5.10 The Council used to organise a bi annual conference “Say it like it is” for primary schools students to have a voice (2 school council members were invited from each primary school) at each event one topic was explored. For Secondary Schools there was a Say it event operating in a similar fashion. These events were attended by the Cabinet Member; Director of Schools and Children’s Services and the Police and other key service providers. The Primary school event was last run in 2012. This was well received and attended by a large proportion of primary schools. In both 2011 and 2012 the themes of anti-social behaviour and gangs were discussed.  
*Recommendation: The Council considers holding further “Say it like it is” events for primary school pupils to come together and have a voice with a suggested focus on making the right choices.*

### **Work with Parents**

6. The Strengthening Families Strengthening Communities Course (SFSC) is offered to parents although often targeted. SFSC is specifically designed to promote protective factors associated with good parenting and better outcomes for children. This does touch on gang awareness but parents drive the focus.
- 6.1 The Community Parent Support Service supports parents all across the borough. The support offered ranges from low level parenting support to high interventions to parents whose young people are putting themselves at risk, criminal activity or/and in Gangs. Parents are seen on a voluntary basis either through self-referral or via other agencies as well as via the schools where a Parenting Contracts is developed with the parent and children for specific targets to be set to reduce behaviour and exclusion. Further examples and support available are ESCAPE parenting programme and the delivery of gang awareness workshops.

- 6.2 Gang Awareness Workshops are delivered over 3 sessions. The workshop helps parents to identify if their young person is involved or on the verge of becoming involved with the gang culture, knife crime, and to give parents a clear understanding of the implications of their young person becoming involved with joint enterprise. Trident (Police) have attended the workshop and advised that it was very informative and Enfield is the only Borough who supports parents in this manner via a parenting workshop/course. Referrals to the workshops are via agencies/organisations across the borough.
- 6.3 This gang awareness workshop will shortly be delivered to Foster Carers and a one day Gang Awareness workshop is being developed for Social Workers to develop their understanding, knowledge and how to support parents whose young people who are on Child Protection plans/ or those who are Looked After Children.
- 6.4 At the time of this report there were 6 Parent Engagement Panel (PEP) areas with approx. 220 core members including 70 PEP Champions. Each PEP area will focus on what is important to them locally.
- 6.5 The role of a Parent champion does depend on their individual interests, however in general it includes some of the following; mentoring children, the ante natal project, facilitating Strengthening Families Strengthening Communities (SFSC) programmes, providing support at the food banks, working with Healthwatch and Compass Sort It (Young person's substance misuses service), providing support to other parents in the community and some PEP members attend meetings and boards including their local CAPE. PEP members deliver approximately 175 volunteer hours per month and this does not include the PEP meetings that they attend.
- 6.6 There is a training programme for both PEP and PEP Parent Champions members; within this programme there was no specific training around gangs or knife crime. This was raised on behalf of the gangs and weapon enabled crime scrutiny workstream members and following meetings with both the PEP and the police, training on gang awareness and knife crime will be offered to all PEP members.  
*Recommendation: To note that Gang awareness and knife crime training will now form part of the training offered to all PEP members.*

### **Ward Councillors**

7. The workstream members discussed what they could do in their role as community leaders to assist in this work. It was felt the greater the presence of a Ward Councillor in their communities the more effective they could be. Councillors felt that gang awareness training would assist them in this role.

*Recommendation: To note that Gang Awareness training will be offered to all Councillors, this will form part of the Member Development Programme.*

- 7.1 Members of the attending public expressed the following views; they felt that greater understanding is needed as many people do not understand the difference between an MP and a Councillor. Ward Councillors must be as accessible as possible and use all opportunities to introduce themselves, explaining the role of a Ward Councillor and provide details of their Ward surgeries.

*Recommendation: All workstream members have agreed, and it is suggested that all Ward Councillors make contact with, and attend some sessions local youth activity events, and secondary schools within their ward to promote their role as a ward councillor and community leader.*

- 7.2 Ward Councillors as part of their role can help encourage pro social behaviour and build a sense of community encouraging people to become involved and take pride in their communities.

### **Safer Neighbourhood Board (SNB)**

- 8 The workstream was very pleased to receive details from the SNB of the recently accepted three bids for the Safer Neighbourhood Board Fund which is available through MOPAC. The agreed projects which are all around serious youth violence are detailed briefly below:

- St Giles Trust SOS Knife Project and Leaflet  
This will involve sessions running in secondary schools with children in Year 7 to look at young peoples' attitudes to gangs and knife crime. A leaflet around knife crime will be used to further prevent young people from carrying knives. The leaflets will be distributed to both primary and secondary schools and through Parenting Services.
- Parenting Workshops  
Two workshops will be arranged with the purpose of promoting better parental understanding of gangs and serious youth violence.
- Visits to Ben Kinsella Exhibition  
This will provide the opportunity for 500 people to attend the Ben Kinsella exhibition in Islington to understand about the consequences of knife crime and how they can stay safe. This to be targeted and will be secondary school age pupils.

### **9. ALTERNATIVE OPTIONS CONSIDERED**

None.

### **10. REASONS FOR RECOMMENDATIONS**

To support the 'Strong Communities' commitment from the Council's manifesto.

Provide strong community leadership and work in partnership with others to ensure Enfield is a safe and healthy place to live.

To improve the safety of young people and the community.

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

### **11.1 Financial Implications**

Any costs arising from the gangs, young people and weapon enabled crime Scrutiny Workstream recommendations will be found within the existing budgets.

### **11.2 Legal Implications**

Section 17 (1) (a) Children Act 1989 ('the Act') imposes a general duty on all local authorities to 'safeguard and promote the welfare of children within their area who are in need' by providing a range and level of services appropriate to those children's needs. In addition, paragraph 4 of Schedule 2 of the Act requires every local authority to 'take reasonable steps, through the provision of services under Part III of this Act [services for children in their area who are not in care] to prevent children in their area suffering ill-treatment or neglect'.

The proposals set out in this report comply with this legislation

## **12. KEY RISKS**

Implementation of the suggested recommendations should help reduce risks resulting from gang culture in Enfield.

There are opportunities for both ward councillors and parent engagement panel members to use their respective roles to engage and provide a further point of contact in their communities.

## **13. IMPACT ON COUNCIL PRIORITIES**

### **Fairness for All, Growth and Sustainability, Strong Communities**

Gangs and weapon enabled crime is a major issue for Enfield. Any interventions that reduce this will improve the life chances of young people involved in gangs and reduce fear among young people and the community at large. Feeling safer will encourage people to shop locally and will help build stronger communities across Enfield.

## **14. EQUALITIES IMPACT IMPLICATIONS**

Corporate advice has been sought in regard to equalities and an agreement has been reached that an equalities impact assessment is

neither relevant nor proportionate for the approval of this report to agree a work programme. However it may be necessary when delivering work plans that EQIA assessments be undertaken as appropriate.

#### **15. PERFORMANCE MANAGEMENT IMPLICATIONS**

Implementing the workstream's recommendations will contribute to achieving the Council's target of reducing the gang and weapon enabled crime.

#### **16. PUBLIC HEALTH IMPLICATIONS**

If effective, work to reduce gangs related violence and other illegal behaviour will improve health. However, what intuitively may be useful is not always so when evaluated. It is therefore useful to evaluate current gangs related work in Enfield.

#### **Background Papers**

None