

**London Crime Reduction Board
Partnership Anti-Gangs Strategy
DRAFT**

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1) Background

Tackling gang-related offending and violence in London is a key priority for the Mayor, Metropolitan Police Service (MPS), criminal justice system partners and local authorities.

Gangs are a significant driver for a range of criminal activity, ranging from drug supply, knife crime, serious violence through to firearms offences and murder. In addition to the serious criminality posed by organised gangs in London, the emergence of violent youth gangs also poses specific challenges around serious youth violence, street robberies, anti-social behaviour as well as violence in and around schools and colleges.

In February 2012, the MPS launched the Trident Gang Command, a centralised unit which manages the collation of information and intelligence relating to individuals associated with criminal gang activity who are assessed as posing a high risk of harm. The unit co-ordinates enforcement activity for borough-based Trident Gang Units.

Local authorities and a broad range of criminal justice partners are also developing individual and partnership plans to deliver effective responses to the challenges posed by gangs in London.

The London Crime Reduction Board – chaired by the Mayor of London and bringing together local authorities, the MPS and criminal justice agencies – sees tackling gangs as one of its three priorities. Its other two areas of focus are reducing reoffending, and anti-social behaviour ('quality of life' crimes). The purpose of the board is to provide strategic leadership to improve co-ordination at a regional level in respect of policing and crime reduction in London. The board carries out joined up strategic assessments to identify joint priorities and to help achieve focus and value¹.

In May, the Delivery Management Group of the London Crime Reduction Board commissioned the development of a pan-London partnership strategy for tackling gangs in London to complement the approach of the Trident Gang Command. The Mayor's Office for Policing and Crime (MOPAC) has developed the draft on behalf of the board.

This strategy aims to align a number of shared priorities across key agencies and London boroughs. Once formally agreed, the board will initiate a number of workstreams, together with associated monitoring arrangements, to deliver the agreed action points to reduce the impact of gangs in London over the next five years.

This strategy will be reviewed and potentially refreshed on an annual basis.

This strategy contains a number of action points which, once in delivery, will be monitored via a performance framework to measure:

¹ See Appendix 1 LCRB Terms of reference

- Effectiveness of enforcement activity against gang members;
- Effectiveness of multi-agency arrangements to manage risk associated with gang members and individuals at risk of involvement in gangs;
- Effectiveness of prevention and diversionary arrangements to reduce the number of individuals involved in gangs and gang-related offending;
- The overall impact of current activity in reducing gang related offending, i.e. serious youth violence, gun and knife enabled violence, etc.

2) Current Position

Efforts to tackle gangs in London involve a range of agencies including the MPS, Prison Service, Crown Prosecution Service, London Probation Trust, Youth Offending Teams, health partners, local authority Community Safety Partnerships and children's services.

Activity to tackle gangs covers a number of areas. These range from developing intelligence-led enforcement approaches and case management of known gang offenders within the criminal justice system through to enhanced resettlement and gang exit provision. In addition to reactive measures designed to minimise the harm caused by active gang members, multi-agency arrangements at borough level are dedicated to the early identification of young people at risk of involvement in gangs.

A wealth of activity is also taking place across the capital to align innovative models of multi-agency identification of 'at risk' young people and localised responses to priority offenders, such as Multi Agency Safeguarding Hubs (MASH) and Integrated Offender Management (IOM).

At a national level, the work of the Troubled Families Unit, established by the Department for Communities and Local Government, is also complementing local arrangements to support those families affected by a number of problems which can also lead to a young person's involvement in gangs.

The Home Office 'Ending Gang and Youth Violence' programme has also allocated £4.4 million of additional funding to 18 London boroughs over 2012/13, and is conducting a programme of peer reviews to examine current partnership arrangements at borough level and consider good practice.

3) Aims of the Strategy

The London Crime Reduction Board Partnership Anti-Gangs Strategy aims to:

- support closer alignment across agencies and partners in agreeing and addressing key priorities;
- agree a view across agencies to scope the number of individuals involved in gang activity in London;
- agree shared approaches to assessment and management of risk across relevant agencies;

- support the development of more effective partnerships at a strategic and local level;
- improve outcomes relating to prevention, diversion, gang-exit programmes, resettlement and reducing re-offending for gang members;
- identify priority issues, gaps in provision and opportunities for adding value to existing provision;
- assess and improve commissioning arrangements and priorities;
- incentivise all partners to use (and generate) evidence of proven approaches at all times.

It is important to ensure that the range of activity in London to tackle gangs draws together broad themes, shared priorities and agreed underlying principles to ensure a consistent and joined up regional approach.

The strategy therefore draws together the existing priorities of statutory and non-statutory agencies and addresses some of the key gaps and challenges identified by partners.

4) Key Themes

Three initial themes have been identified via consultation with partners to date for development through the strategy:

- **Enforcement**
- **Partnerships**
- **Prevention / Diversion**

Effective and meaningful community engagement is seen as integral to all three areas.

Theme 1: Enforcement

The London Crime Reduction Board and the Mayor value a robust approach to public protection and enforcement and see it as a critical priority for the management of gang-related offending and violence in the capital. A central aim of the LCRB is to ensure the successful identification and apprehension of gang members who commit crimes. The board is keen to ensure the most harmful individuals are targeted with the right kind of enforcement interventions – and charged, convicted and sentenced proportionately.

The establishment of the Trident Gang Command and rollout of its identification matrix has initiated the development of a model for the consistent identification of the most harmful gang-affiliated offenders in London boroughs. In line with the Trident approach, entries on the matrix are assessed and ranked in accordance with the level of risk of harm posed, and targeted for appropriate enforcement or prevention / diversionary interventions.

It is estimated that, in the first instance, the number of individuals on the matrix will rise beyond 4,000; in early July 2012, approximately 2,500 had been identified and assessed.

In addition to the matrix, gang flags are being utilised in the MPS Crime Reporting Information System (CRIS) for flagging gang-related offences. Gang markers are also being developed for use on the Police National Computer (PNC) as well as on the National Police Improvement Agency's Violent and Sexual Offender Register (ViSOR).

- **Scoping the Problem**

The Trident approach uses a number of criteria to identify individuals associated with gang-related offending and violence. These include their offending history, previous arrests and other police intelligence.

It should be noted that a number of additional partners and statutory agencies also have models in place to identify this cohort and assess their associated risk. London Probation Trust (OASYS risk assessment system and Gang screening tool), Youth Offending Teams (ASSET and ROSH assessment), the Prison Service and individual local authority Community Safety and Children's Services have also developed a number of frameworks for the identification and risk assessment of individuals who are either involved in or at risk of involvement in gang activity.

There is a need for confidence across partners that agencies have a firm and consistent sense of the numbers, as well as a sense of where the most significant risks are in order to prioritise efforts, both strategically and in real time. Current feedback from partners indicates that there is still significant variation in identification criteria and assessment of associated risks between the MPS Trident Gang Command, criminal justice system and local authority partners. However, feedback also shows that partners see the benefit in an aligned and consistent approach across agencies and across London, and that the Trident Gang Matrix represents a useful initial start for developing a joined up assessment of risks relating to gang members..

A number of boroughs report that a significant amount of young people who are either involved in gangs or at risk of involvement are recognised by agencies, but would not be represented on the Trident Gangs Matrix. Some Youth Offending Teams have reported that gang members make up roughly a third of their caseloads, many of whom are not on the Trident matrix. This represents a significant number of young gang members solely known to Youth Offending Teams and local partners in London boroughs. There is therefore a need for similar consistency and confidence in the identification of the younger, 'at-risk' gang cohort who should also be targeted for appropriate enforcement and prevention or diversionary interventions. In addition to young gang members who are in the youth justice system, a significant number of young people who have never been convicted are also recognised by local agencies as being involved in, or at risk of involvement in, gangs.

There is a need to ensure the London Crime Reduction Board is updated as to the total number of gang members identified by agencies, ranging from those involved in serious criminality to younger gang members who have not yet been convicted for offences. This will support a regional assessment of arrangements to prevent those at-risk young people from becoming involved in more serious gang-related offending.

Action Points²

- 1) Partnership arrangements will be strengthened to build upon the MPS Trident approach to develop a consolidated multi agency model for the identification and scoping of the number of high harm individuals associated with gangs in London who require monitoring.
- 2) Stronger alignment of the existing range of risk assessment efforts across agencies will provide a more robust and consistent view of where risk sits and support more effective and joined-up decision making in management of risk. A model will be developed to align assessment of risk relating to individuals involved in gangs across the MPS, criminal justice system and borough partners.
- 3) The board will develop a means of capturing the number of young people involved in (or at risk of involvement in) gangs, but not represented on the Trident Gang Matrix of high harm gang-associated offenders.

- **Monitoring Enforcement**

A key measure of the effectiveness of London's approach to tackling gangs will be the number of high harm gang-associated individuals subjected to effective enforcement action.

The Trident Gang Crime Command performance indicators are being developed to capture a range of enforcement measures, particularly criminal justice system disposals discharged against those individuals represented on the matrix.

The Crown Prosecution Service has already introduced Borough Gang Prosecutors in priority Trident Gang Crime Command Boroughs, to facilitate better intelligence for prosecutors in recognising and assessing gang cases, understanding local dynamics relating to gangs and making appropriate and timely charging decisions. Gang prosecutors also provide advice on disruption and the use of ancillary orders.

MPS Trident Gang Command Performance indicators:

- Sanction detection rates for gang-involved individuals
- Number of gang-involved individuals convicted
- Number of gang-involved individuals in custody

² A summary of the action points is at Appendix 2

- Number of gang-involved individuals engaged by partners for prevention / diversion / Gang Exit interventions
- Reductions in rates of gang related offences
- Increase in gang-involved individuals subject to judicial restrictions

Changes in legislation (the Police Reform and Social Responsibility Act 2011) mean MOPAC are responsible for holding the MPS to account for the effective and efficient discharge of their duties. In line with this, MOPAC intends to monitor the performance of the Trident Gang Command as a matter of routine business.

- **Alternative Enforcement Opportunities**

As well as criminal justice system disposals, other options for enforcement are presented through civil law with the potential imposition of Criminal Anti Social Behaviour Orders and tenancy enforcement measures against gang members. The London Crime Reduction Board will support more consistent use across London boroughs of civil enforcement against gang members.

Initial scoping between the MPS and UK Borders Agency through Operation BITE indicates that a significant number of high risk individuals associated with gangs may come under the remit of the UK Border Agency for enforcement action. There are unexplored opportunities for greater join-up in sharing of information around the irregular immigration status of gang-involved individuals who are causing most harm, as well as contributing to assessments of “good character” requirements.

Feedback from the Prison Service also highlights the significant level of violent criminality which continues among gang members within the secure estate. There is a need to ensure that a consistent message is delivered in relation to robust enforcement against gang-related offending both in the community and within prisons.

Action Points

- 4) The board supports the introduction of borough gang prosecutors, and will work to facilitate joint working with the MPS, London Probation Trust, Youth Justice Board, local community safety partnerships and CPS to establish a dashboard for sharing intelligence and information.
- 5) The board supports the use of Community Impact Statements and Victim Personal Statements to highlight gang involvement as an aggravating feature for consideration at sentencing. The board will therefore support MOPAC’s emerging sentencing functionality to increase and monitor the use of such statements for cases involving gang members.
- 6) The board will assess the current issues relating to the use of Criminal Anti Social Behaviour Orders and tenancy enforcement against gang members and will support the consistent delivery of civil enforcement opportunities

across London.

- 7) The board will develop work with the MPS, UKBA and partners to establish a framework for effective information sharing and consideration of immigration issues for the most significant high risk gang-associated individuals.
- 8) Consideration will be given to how charging decisions in relation to gang-related offending and violence within the secure estate can best align the priorities of the MPS, London's prisons, MOPAC and the Crown Prosecution Service.

Theme 2: Partnerships

A range of partners have responsibilities for the management of gang-related offenders within the criminal justice system, as well as ownership of relevant information systems.

A significant proportion of the high harm gang-associated individuals identified by the Trident Matrix will be under the supervision of London Probation Trust, Youth Offending Teams or the Prison Service.

In addition to these individuals, many younger gang members who are not identified by the matrix will be known to other public services, such as children's services, health providers, schools, Pupil Referral Units and colleges. Across London's local authorities, there is a wide range of local multi-agency arrangements for considering and managing the issues and needs of this group. The development of Multi Agency Safeguarding Hubs, as well as funding made available through the government's Troubled Families scheme, provides further support for strengthening partnership arrangements for tackling gangs in London.

- **Criminal Justice System**

Initial responses from partners have highlighted a number of opportunities for strengthening partnerships across agencies within the criminal justice system. Despite various initiatives over recent years, improving information sharing across relevant agencies is still seen as the key area for improvement.

London Probation Trust retains a statutory responsibility for the management of risk for offenders completing community orders or under post-custodial licence supervision. While Probation assess risk through the OASYS system, the most accurate assessment of risk to support the effective management of gang members relies upon good information sharing across the criminal justice system. Better use of MPS and Prison Service intelligence will support Probation's management of gang-associated offenders.

Various prisons holding London prisoners report that recognised gang-associated offenders are not always flagged and brought to their attention – in terms of their gang membership, significance of their roles in gangs and potential for violent rivalry with other inmates. HMYOI Isis reports that up to 60% of their inmates are associated with gangs. The high proportion of gang members in Young Offender Institutions such as Feltham and Isis creates a huge challenge to the running of the secure estate, given the impact of gangs in driving violence and offending within custody. Timely receipt of intelligence relating to gang-related offenders will support the prison service in managing rival gang members and recognising those inmates who are likely to be key gang “influencers”.

Conversely, given the growing interplay between gang dynamics within the community and the secure estate, the collection of information relating to gangs in prison is also of significant importance to Probation and MPS partners. Assessing risks, monitoring relationships and taking action around gangs in prison can often influence violent gang-related activity in the community.

Action Points

- 9) The board will ensure priorities relating to information sharing are aligned between London Probation Trust, Youth Offending Teams, the Prison Service and the Metropolitan Police to address:
 - information received by London prisons from partners relating to gang members
 - information shared by London prisons relating to gang activity in the secure estate
 - information shared by London prisons relating to information received regarding gang activity in the community
 - access to MPS information by London Probation Trust and Youth Offending Teams to support risk assessments

- **Prosecution and Courts**

The focus on developing a more effective enforcement approach for tackling gangs will potentially involve greater input and prioritisation from the Crown Prosecution Service and HM Courts Service to consider evidence, prepare and process cases through the courts.

The introduction of Crown Prosecution Service Borough Gang Prosecutors will develop a borough resource and expertise for recognising the particulars relating to gang dynamics and gang-related offences in London boroughs. An aspiration of the partnership approach for tackling gangs is that offences relating to gang members are processed quickly through the courts, ensuring speedy and efficient decision making relating to charging and bail/remand hearings. Effective information sharing protocols between the MPS, Crown Prosecution Service and CJS partners will

support the aspiration for developing a premium service through the courts for gang members and ensuring that Gang Prosecutors are kept abreast of issues relating to gang activity in their localities.

The strategy will also recognise and support the CPS's proactive, problem solving role in working with partners to identifying solutions for tackling gang offending in developing appropriate disruption measures.

An additional challenge highlighted by partners has been the impact of gang-related cases on security at London's courts. A number of violent incidents have occurred at London courts as a result of scheduled cases involving rival gangs being heard concurrently. The development of a framework for the effective management of gang-related cases will support efforts to reduce violence at courts.

Action Points

- 10) The board will support plans to develop a premium service for gang members from the MPS, Crown Prosecution Service and courts relating to the speedy expedition of file preparation, decisions and hearings.
- 11) The board will support the development of an information sharing framework for HMCTS, MPS and local partners to support more effective scheduling of Gang cases at Courts and prevention of violence at Courts.

- **Health**

In addition to the broad criminal justice and local authority partnerships already highlighted, the health challenge posed by gangs in London is also a key theme which has emerged from consultation with partners.

Gangs are a significant driver for violence in London, creating a more prominent role for London Ambulance Service and Accident and Emergency departments who attend to victims of gang-related violence. Engagement with health services can often be the first contact that gang-associated individuals have with any service. This presents an opportunity to ensure that relevant agencies are aware of the potential for suitable interventions for victims (and perpetrators) of gang violence.

In addition to supporting stronger multi-agency assessment of the needs of individual gang members, datasharing between health services and partners can also support the management of gang-related violence in localities. Often, A&E staff may be the first (and sometimes only) people to be aware of a violent incident. More effective data sharing can also support local partners' efforts in managing situations locally, by mobilising appropriate responses to prevent further retaliatory violence after an initial incident.

Research carried out by the Youth Justice Board, NHS London and MOPAC clearly highlights the significant numbers of young people at risk of violent offending who have underlying emotional or mental health needs. Particular reference has been made to the low engagement with Child and Adolescent Mental Health Services (CAMHS) for this cohort, and the variable referral criteria for acceptance to appropriate interventions in the community.

After professional assessment, many gang members have been identified as coming to terms with significant past events such as abuse, bereavement or loss in addition to psychological trauma as a result of suffering or witnessing serious violence in relation to their gang activity. Engagement with Child and Adolescent Mental Health Services for addressing the emotional and mental health needs of young gang-associated individuals therefore remains a key area to be addressed through the London Crime Reduction Board gangs work.

Although there is currently uncertainty about regional commissioning and funding arrangements for health services in London beyond 2013, the board will continue to engage with health partners to ensure that health elements of the gang strategy are addressed.

Action Points

- 12) The board will continue its work to improve data sharing arrangements around A&E and LAS data for the consistent identification of victims (and perpetrators) of gang-related violence who should be considered for partner agency interventions. The board will also consider the development of data sharing protocols to support prevention of retaliatory gang violence.
- 13) The board will explore how Child and Adolescent Mental Health Services, the YJB and local authority partners can ensure appropriate provision for violent young offenders who are involved in gangs is consistent across the capital.

- **Local Partnerships**

A range of borough level partnership arrangements are in place for tackling gangs. Borough Trident Units are working in partnership with local agencies to assess and manage risk for gang-related offenders. London Probation Trust and the MPS lead Multi Agency Public Protection Arrangements (MAPPA) and Jigsaw for the most violent offenders. Integrated Offender Management (IOM) arrangements are also being developed by boroughs to support more joined up partnership working to reduce reoffending for priority groups. A proportion of the offenders under the remit of Integrated Offender Management arrangements are likely to be associated with gangs. In addition, local authorities are developing multi agency arrangements for considering the requirements of younger people who are involved in gangs.

The development of Multi Agency Safeguarding Hubs (MASH) and work funded through the government's Troubled Families scheme offer further opportunities to develop consistency around key principles, priorities and outcomes for young people at risk of (or already involved with) gangs and offending.

While local authorities are best placed to configure local arrangements to meet local priorities, the London Crime Reduction Board is committed to ensuring consistency across London in recognition of key priorities, objectives and outcomes for reducing gang-related offending. The Trident Gang Command performance framework captures activity relating to the number of gang members offered preventative or diversionary interventions; the board is keen to ensure the right kinds of interventions are in place.

Action Point 3 of the partnership strategy highlights the need to develop a clearer recognition of the number of young people in London boroughs who are involved in gangs, but not reflected on the Trident Matrix.

A framework for capturing the services and interventions offered to this cohort will support the board in assessing the resources and provision required to reduce the involvement of young people in gangs. In parallel, work will continue to focus on identifying those interventions that are most successful in demonstrating an impact on violent gang-related offending in London.

MOPAC is currently co-ordinating the development of Integrated Offender Management in London, which will carry forward a range of activity to co-ordinate management of priority offenders in London boroughs and support resettlement provision to reduce reoffending rates. A significant proportion of gang-related offenders in London will fall under the consideration of this work.

While many gang-related offenders aged over 21 are under Probation supervision for community orders, or as part of their licence conditions, a significant number of gang members who serve custodial sentences of less than 12 months are not subject to any form of statutory supervision.

A lack of statutory provision for convicted gang-involved individuals therefore presents a significant challenge in reducing criminality for this group. It will therefore be important to ensure that boroughs have a clear view of the number of gang members in the community who are not subject to statutory supervision, support or interventions, as well as sufficient resources to provide services to support this cohort away from gang-related offending.

- **Safer Learners**

The Safer Learners partnership brings together the GLA, London Councils, MOPAC, Metropolitan Police and the Youth Justice Board to provide strategic co-ordination to improve the safety of pupils across London. The impact of violent youth gangs on schools, colleges and Pupil Referral Units has been reflected by a number of high

profile fatal incidents taking place in and around educational establishments in London. (Sofyen Belamouadden, Victoria, March 2010; Zach Olumegbon, Park Campus, Norwood , July 2010,) In addition, London Ambulance data temporal analysis shows that a disproportionate amount of serious youth violence occurs in the two hour window from 4 pm – 6 pm which directly follows school hours.

The Safer Learners Partnership will lead London-wide strategic activity through the development of a framework for effective information sharing, scoping of current safer schools partnership arrangements and consideration of how best value can be achieved from the range of schools-based programmes, such as Growing Against Gangs, London Fire Brigade LIFE programme, Metropolitan Black Police Association VOYAGE programme etc.

EGYV Peer Reviews

In October 2011, the Home Office launched the Ending Gang and Youth Violence Programme and a £10 million funding stream for 2012/13 to support additional activity and partnership arrangements to tackle gangs in local authorities in England which are affected by gangs.

Eighteen of the 29 local authority areas identified by government are London boroughs, with £4.4 million of the total funding earmarked for allocation in the capital. The programme is conducting a series of 'peer reviews' to consider partnership arrangements and identify models of effective practice. The London Crime Reduction Board will work with the Home Office to collate a narrative and summary of findings of the Ending Gang and Youth Violence London peer review reports and consider how any action points can be carried forward through the board after the completion of the Home Office programme in March 2013.

- **Community Engagement**

Given the impact of gang-related offending on London communities, a central element of an effective approach to tackling gangs entails meaningful community engagement. A number of considerations are raised by the impact of gangs on London's various communities, particularly in relation to 'quality of life' and public sentiment indicators relating to public confidence.

Moreover, it is recognised that given the significant overrepresentation of young black people engaged in gangs and gang-related offending in London, enforcement activity to tackle gangs is likely to disproportionately affect London's black and BME communities. It will be of real importance to ensure that the enforcement response to gangs in London addresses and recognises the sensitivities of those communities who are most significantly affected. The message must not be lost that the majority of young black and BME young people are not involved in gangs and are often those most in fear of gang crime.

An effective community engagement approach will address public confidence issues and reflect community concerns relating to the impact of gangs locally, as well as the appropriateness and efficacy of local responses.

- **Victims and Witnesses**

Victims and witnesses should be at the heart of any crime reduction strategy. Effective engagement with both victims and witnesses poses a significant challenge for the LCRB and the wider criminal justice partnership. Research shows that victims and witnesses in London are commonly reluctant and often refuse to assist with evidence gathering which compromises the effectiveness of criminal justice partners in achieving convictions for serious gang-related violence.

The LCRB will support work among partners to improve confidence levels to increase the level of cooperation from victims and witnesses and support improved sanction detection rates for serious gang-related offending.

Victims of shootings and gang related activity are often repeat victims or offenders themselves. The board will have an increasing role in improving victim services more generally across London, with a specific focus initially on victims of gang-related offending. It will therefore be important that partners identify opportunities to engage with these individuals in order to prevent further offending and victimisation.

Action Points

- 14) Take proactive measures for victims and witnesses of gang-related offences to enhance their understanding and awareness of the measures available to protect them if they choose to cooperate with investigations.
- 15) Explore options for a partnership approach by adopting a sustained publicity campaign to counter gang-related activity in London and improve confidence and satisfaction, particularly in communities most affected by gangs.
- 16) The board will develop a means of capturing interventions and outcomes for the cohort of young people who are not represented on the Trident Gang Matrix (see action point 3).
- 17) Partners will develop a means of monitoring the number of known gang-related offenders in London boroughs who are not subject to statutory supervision or support. Building on Integrated Offender Management work across London, this will ensure that agencies are able to better support this cohort away from offending, and develop a clearer sense of resource requirements and business cases for funding.
- 18) MOPAC, MPS and local authority partners to review current community engagement, victim and witness arrangements in London and make recommendations to be reported to the London Crime Reduction Board.

19)MOPAC and Home Office to collate a summary of issues in London highlighted through the Ending Gang and Youth Violence programme, and co-ordinate priorities and activity to be carried forward by the London Crime Reduction Board strategy after the closure of the Home Office programme.

Theme 3 : Effective Prevention and Diversionary Activity

A successful gangs approach not only requires strong enforcement, but will also need to promote effective interventions to provide pathways away from gangs and offending for entrenched gang members as well as those individuals who are at risk of involvement.

The MPS Trident approach will also capture performance around high harm gang related offenders noting whether they have been referred to prevention and diversionary interventions intended to support them away from gangs and offending. The board is keen to ensure that these interventions are as effective as possible, and able to provide sufficient evidence of their impact.

- **Evidence-based Commissioning**

A broad range of learning has been achieved in recent years with respect to “what works” and, conversely, those interventions which have been less effective. However, partners continue to recognise a number of challenges relating to the effective commissioning, delivery and management of appropriate and successful gang programmes and interventions.

Confidence and consensus is still being developed with regard to which types of specific interventions are most suitable, as well as expectations about the type of expertise and approaches that providers should be expected to show evidence of to commissioners.

A significant proportion of preventative and diversionary activity is delivered by community and voluntary sector providers. Issues relating to the challenges faced by the capacity of voluntary sector providers to deliver required outcomes and meet reporting requirements have emerged as prominent themes in feedback from partners.

A successful commissioning model should not only rely on the available evidence of successful interventions, but should share responsibility for generating evidence and building capacity across both commissioners and providers.

It is generally agreed that specific programmes should not be promoted without any clear evidence of their effectiveness. Project Oracle, the Mayor’s approach to “understanding and sharing what really works” to reduce serious youth violence in London, provides a useful framework to support providers to demonstrate the impact of their work. A clear aim of Project Oracle is to build a repository of independently assessed and evaluated programmes, in order to inform decision-making when

commissioning (and de-commissioning) youth projects, with a particular focus on preventing and reducing youth violence.

Ultimately, the London Crime Reduction Board wants to grow evidence of the kinds of projects that we know have an impact on preventing youth and gang-related violence in London. While Project Oracle has a clear remit around improving programmes for young people, the LCRB believes that its approach can be built on and widened to ensure programmes to prevent gang-related offending and re-offending by the majority of the London cohort (i.e. 18-25 year olds) are all based on evidence.

The board will build upon the progress made so far through Project Oracle, and will establish a separate workstream to develop a strategic, evidence-based commissioning model.

- **Girls and Gangs**

The Mayor's Violence Against Women and Girls strategy *The Way Forward* highlights the impact of serious youth violence on young women and girls, including young women and girls being used as "sexual accessories" by young men in gangs; young women and girls hiding weapons and drugs for gang members and sexual violence being used as a weapon between rival gangs. The Mayor has made a commitment to improve the identification of and the response to young women involved in or associated with gangs.

MOPAC has developed a Girls and Gangs Working Group which brings together relevant agencies and practitioners. The MOPAC girls and gangs working group is developing a strategic framework and minimum standards, outlining the roles and responsibilities of agencies to ensure an appropriate and consistent response across London. The board's partnership anti-gang strategy supports the development of effective practice.

Policy and service provision for gangs and serious youth violence in London, and indeed the UK, has been shaped around the needs of men and boys. This has resulted in inadequate structures, interventions and provision of support for women and girls. The most significant gap that has been identified is exit provision for young women and girls. The Girls and Gangs Working Group will focus on developing routes out of and specialist support for young women associated with gangs.

In addition to the needs of girls and young women who are at risk of abuse and victimisation due to their involvement with gangs, it is also important to ensure that intervention strategies are devised which address the issues relating to girls and young women both as victims and perpetrators of gang-related crime.

- **Gang Exit Programmes**

A number of interventions seek to develop Gang Exit programmes to support gang members away from gang membership and gang-related offending. Given the relatively recent emergence of these programmes, the London Crime Reduction

Board will establish a forum for practitioners and academics to consider effective practice, appropriate methodologies for addressing the core drivers and dynamics behind gang culture, in order to develop effective evaluation framework for gang exit provision.

- **Employment**

A wealth of evidence highlights the importance of training and employment in supporting people away from offending. The board will build on a MOPAC pilot where suitably motivated and risk assessed offenders are matched with employment opportunities sourced across supply chains. A number of the successful participants in this pilot activity to date have been gang members, with significant offending histories. The Mayor's Crime Manifesto has also highlighted a commitment to ensure that employers support efforts to reduce reoffending by providing opportunities for work ready offenders.

Progression to employment will be a crucial element of the offer to underpin Gang Exit strategies, by providing gang members with viable alternatives to offending.

A key strand of the London Crime Reduction Board's anti-gang activity will therefore be to ensure that gang members are targeted for inclusion through the Mayor's strategy to improve employer engagement to support resettlement efforts and reduce re-offending rates.

Action Points

20) Development of an effective framework for the commissioning of prevention and diversionary activity which:

- Supports local commissioner to commit to evidence-based funding decisions
- Encourages providers of youth crime prevention projects to self-assess online via Project Oracle
- Establishes consistency in measuring outcomes and standardising evaluation methodologies
- Develops cross-borough, sub-regional and pan-London commissioning models
- Considers the development of viable payment by results models
- Engages funders, commissioners and providers in addressing capacity issues

21) Build on the work of the Girls and Gangs Working Group to:

- Share learning, good practice, and identify priority issues relating to girls and young women who may be victims of violence and exploitation by gang members
- Work with the London Safeguarding Children Board, VAWG Panel members and the Home Office to roll out the girls and gangs strategic framework and minimum standards
- Develop a programme to support young women to exit gangs and identify funding to run a pilot in London

22) Linkage of Mayor's Crime Manifesto commitments relating to employment for offenders to work to support gang members away from offending in order to improve resettlement and gang-exit outcomes. The board will work with partners to maximise employment opportunities for those gang members who have been assessed as motivated and work-ready.

23) The London Crime Reduction Board will support efforts to establish a London 'repository' of evidenced approaches to reduce reoffending, with a particular focus on gang-related offending.

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Appendix 1

LCRB Membership and Terms of Reference

London Crime Reduction Board members

Mayor of London (Chair)

Deputy Mayor for Policing and Crime

X 3 Leaders nominated by London Councils

The Commissioner (MPS) - attends the meeting in the capacity of policing advisor

Other partners are also present at the LCRB in the capacity of advisors, including representatives from the;

Mayor's Office of Policing and Crime (MOPAC)

Crown Prosecution Service (Crown Prosecution Service)

London Probation

London Councils

Ministry of Justice (MoJ)

National Health Service (NHS)

Purpose of LCRB

- Provide leadership and improve co-ordination on strategic working at a regional level in respect of policing and crime reduction delivery in London.
- Develop a joined up strategic assessment process in London to identify joint priorities and to help achieve focus and value.³
- Lobby for change and seek to secure/maintain funding for London to achieve crime reduction.
- Provide a consultative link with central government departments on crime strategy development.
- Ensure good practice in London on strategic crime reduction issues is appropriately identified and communicated.
- Identify and resolve barriers to delivering a co-ordinated approach to the crime and disorder agenda within London.
- Assist in the sharing of information between organisations and understanding of key crime reduction programmes.
- Enhance the relationship between police and local authorities for working on crime reduction as well as facilitating a stronger alignment between crime reduction activity and other strands of local strategic partnerships e.g. health, safeguarding , young people, economic development etc.
- Establish shared priorities for pan-London approaches, where these can demonstrably add value to the work of local partnership activity.

³ (NB this is building on strategic assessments already being developed by individual partners, rather than starting from scratch)

DMG members

Deputy Commissioner Craig Mackey	(Chair)
Siobhan Coldwell	(MOPAC)
Christian Steenberg	(MOPAC)
Jeff Jacobs	(GLA)
Dr Simon Tanner	(NHS)
John O'Brien	(London Councils)
Nick Walkley	(LB Barnet)
Heather Munro	(London Probation Trust)
Alison Saunders	(Crown Prosecution Service)
Lucy Bogue	(NOMS)
Alison Keating	(NTA)

Purpose of DMG

- Support the LCRB in developing a London wide joined up strategic assessment process to identify joint priorities and to help achieve focus and value and identify any gaps within the partnership or interventions available to support pan-London crime reduction.
- Develop risk assessments for all its programmes of activity.
- Propose draft priorities to the LCRB, by identifying opportunities where the Board might best add value by co-ordinating partnership efforts.
- Develop a plan for delivery against LCRB priorities.
- Support the LCRB in ensuring good practice in London on strategic crime reduction issues is appropriately identified and communicated.
- Share information between organisations and understanding of key crime reduction programmes.
- Work with the community safety and criminal justice partnership to identify and deliver long-term, resourceful and sustainable solutions to addressing crime and reoffending.
- Identify and pool resources to deliver key objectives.
- Support the MOPAC in engaging with key partners to establish funding criteria and priorities for MOPAC funding streams.

Appendix 2: Strategy Action Plan

Action Point	Action	Lead agency	Partner agency/agencies	Proposed Activity and timescales	Outcomes
1. Scoping the number of gang related offenders in London boroughs.	Strengthen partnership arrangements to build upon the MPS Trident approach to develop a consolidated model for the identification and monitoring of the number of individuals associated with gangs in London.				
2. Aligning risk assessments across agencies – developing a consolidated view of risk	Develop stronger alignment of the existing range of risk assessment efforts across agencies to provide a more robust and consistent view of where risk sits and support more effective and joined-up decision making in management of risk.				
3. Capturing entry level and at-risk young people	Work with local authority partnerships to develop a register for monitoring the number of young people who are involved in gangs or at risk of involvement, but not represented on the Trident Gang Matrix of high harm gang related offenders .				
4. Support the introduction of	Facilitating joint working with the MPS, London Probation Trust, Youth Justice Board, local community				

borough gang prosecutors	safety partnerships and Crown Prosecution Service to establish a dashboard for sharing intelligence and information.				
5. Community Impact Statements	Support the use of Community Impact Statements to highlight gang involvement as an aggravating feature for consideration at sentencing. Establish a model to monitor the use of Community Impact Statements for consideration at sentencing hearings for gang members, to facilitate improved use of CIS's going forward.				
6. Civil enforcement options	Assess the current issues relating to the use of ASBOs and Tenancy enforcement against gang members to support the consistent delivery of civil enforcement options.				
7. UKBA - Operation BITE	Establish a framework for effective information sharing and consideration of immigration issues for most significant gang related offenders under UKBA remit.				
8. Gang violence and offending in prisons – charging decisions	Develop a framework with MPS, NOMS and Crown Prosecution Service for consideration of how charging decisions in relation to gang related offending and violence within the secure estate can best align the priorities of the MPS, London's prisons and the Crown Prosecution Service.				
9. Information sharing between London prisons and other	Develop effective protocols for information sharing between London Probation Trust, the Prison Service, and the Metropolitan Police. Relating to activity within				

agencies	the secure estate and in the community.				
10. Premium service for gang cases by Crown Prosecution Service and HMCS	Development of framework for premium service for gang members from Crown Prosecution Service and courts re speedy expedition of file preparation, Crown Prosecution Service decisions and hearings.				
11. Improving court security relating to gang cases	Development of information sharing framework for HMCS, MPS and local partners to support more effective scheduling of Gang cases at Courts and prevention of violence at Courts.				
12. Health sector data sharing	Development of data sharing arrangements relating to A&E and LAS data for gang related violence for the identification of victims of gang related offending who should be considered for partner agency interventions. Development of data sharing protocols to support prevention of retaliatory gang violence.				
13. Improving access to CAMHS for high risk young offenders	MOPAC will lead workshops with regional CAMHS, YJB and local authority partners to address the issues relating to CAMHS provision for violent young offenders who are involved in gangs.				
14. Addressing victim awareness and participation in legal process	Take proactive measures for victims and witnesses of gang-related offences to enhance their understanding and awareness of the measures available to protect them if they choose				

	to cooperate with investigations.				
15. Increase public confidence through effective community engagement	Explore options for a partnership approach by adopting a sustained publicity campaign to counter gang-related activity in London and improve confidence and satisfaction, particularly in communities most affected by gangs.				
16. Capturing prevention and diversion outcomes for at risk young people	The board will develop a means of capturing interventions and outcomes for the cohort of young people who are not represented on the Trident Gang Matrix (see action point 3).				
17. Scoping gang members in London aged 18+ who are not subject to statutory supervision or support	Partners will develop a means of monitoring the number of known gang-related offenders in London boroughs who are not subject to statutory supervision or support. This will ensure that agencies are able to allocate responsibilities for supporting this cohort away from offending, and develop a clearer sense of resource requirements and business case for funding.				
18. Community engagement, victims	MOPAC, MPS and local authority partners to review current community engagement, victim and witness arrangements in London and make recommendations				

and witnesses	to be reported to the London Crime Reduction Board.				
19. Alignment with Home Office Ending Gang and Youth Violence Programme	MOPAC and Home Office to collate a summary of issues in London highlighted through the Ending Gang and Youth Violence programme, and co-ordinate priorities and activity to be carried forward by the London Crime Reduction Board strategy after the closure of the Home Office programme.				
20. Development of an effective framework for the commissioning of prevention and diversionary activity	<p>Develop a framework that:</p> <ul style="list-style-type: none"> • Supports local commissioner to commit to evidence-based funding decisions • Encourages providers of youth crime prevention projects to self-assess online via Project Oracle • Establishes consistency in measuring outcomes and standardising evaluation methodologies • Develops cross-borough, sub-regional and pan-London commissioning models • Considers the development of viable payment by results models • Engages funders, commissioners and providers in addressing capacity issues 				

21. Girls and gangs	<ul style="list-style-type: none"> • Build on the work of the Girls and Gangs Working Group to share learning, good practice, and identify priority issues relating to girls and young women who may be victims of violence and exploitation by gang members • Work with the London Safeguarding Children Board, VAWG Panel members and the Home Office to roll out the girls and gangs strategic framework and minimum standards. Develop a programme to support young women to exit gangs and identify funding to run a pilot in London 				
22. Resettlement and Employment	Linkage of Mayor's Crime Manifesto commitments relating to employment for offenders to work to support gang members away from offending.				
23. "What works" : Supporting evidence-based practice and interventions	The London Crime Reduction Board will support efforts to establish a London 'repository' of evidenced approaches to reduce reoffending, with a particular focus on gang-related offending.				