



Home Office

# **TACKLING GANGS**

## A PRACTICAL GUIDE FOR LOCAL AUTHORITIES, CDRPS AND OTHER LOCAL PARTNERS





# Foreword by the Home Secretary



In September 2007, I set up a Ministerial Taskforce to focus renewed action on serious gang violence in the cities of Birmingham, Liverpool, London and Manchester. I was determined that central government should work with regional and local partners to get a grip on a problem that can devastate the lives of individuals and communities. That determination was shared by my ministerial colleagues, regional government offices, the police and local authority leaders from the four areas.

Under the leadership of the Association of Chief Police Officers' Serious Organised Crime Co-ordinator, Deputy Chief Constable Jon Murphy, a multi-disciplinary team was quickly brought together from across government and from the four cities to drive forward the Tackling Gangs Action Programme (TGAP). The programme built on the successes already being achieved in each of the four locations, and provided support to them to enable the development of new and innovative approaches to tackling gangs. But more importantly it served to show the affected communities that we **can** tackle this problem and together we can fight the culture of despair that gangs prey on.

This guide captures just some of the good work developed in the four cities and elsewhere.

Key successes in TGAP cities included provision of £1.5 million for interventions such as:

- Operation Argon in London – used TGAP funding during Christmas and New Year to operate Neons (high-visibility policing), resulting in zero nightclub fatalities during the festive period;
- high-visibility policing operations in Liverpool for deployments of Operation Staysafe – which removed young people from the streets late at night – and covert surveillance of gang members;
- Operation Pepper and Operation Angelcake in Manchester – provided local reassurance patrols and targeted gang members through overt and covert disruption tactics;
- funding for targeted civil injunctions, Anti-Social Behaviour Orders (ASBOs) and police support for enforcement of ASBOs in Birmingham;

- additional funding for British Transport Police search arches;
- the establishment of a mediation and transformation service in London;
- mentoring and short-term accommodation for young people managed under the Multi-Agency Public Protection Arrangements in Birmingham;
- specialist Crown Prosecution Service legal support for Liverpool;
- Manchester/Trafford Crime and Disorder Reduction Partnership Violent Gangs Strategy Group to build capacity and participation between organisations;
- funding for the National Ballistics Intelligence Service for increased intelligence capacity through accelerated input of back data; and
- a day of action in November 2007 which resulted in 124 arrests and the seizure of 10 real, and over 1,000 imitation, firearms. Vehicles, cash and drugs (including heroin, crack and more than 2,000 ecstasy tablets) were seized as well.

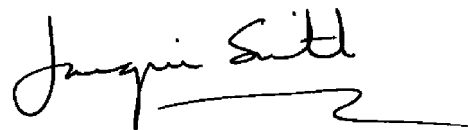
While gangs pose a problem in some neighbourhoods within a few UK cities, the scale of the problem is far removed from that experienced in some other countries, such as the United States – and I am determined that we should not get to that stage. The work of TGAP set in motion a programme of work to deliver sustained change on the ground. I know that enforcement alone is not the answer. This problem needs to be addressed by a range of partners and tactics, including working with young people to prevent them from joining gangs, engaging the community to resist gangs, and supporting young people to leave gangs. Local partnerships have a key role to play in tackling gangs – and this guide aims to support your local area in doing so.

Work to tackle violent gangs is one of the key elements of *Saving Lives. Reducing Harm. Protecting the Public: An action plan for tackling violence 2008–11*, which sets out a range of actions Government will be driving forward to reduce priority crime types, including gun and gang-related crime; knife crime; and sexual and domestic violence. The Youth Crime Action Plan (published summer 2008) sets out specific actions relating to youth crime.

From April 2008, the TGAP successes and future work are supported by new cross-government Public Service Agreements, which prioritise action to reduce serious violence and to ensure an effective response by the criminal justice system where violence does occur.

Local Area Agreements from 2008 also enable those cities with gang problems to prioritise tackling gangs and serious violence. These agreements are supported by increased local flexibility over the use of mainstream resources, three-year funding allocations and the movement of at least £5 billion into non-ring-fenced grants across the entirety of local authority responsibilities in 2008–11.

I would like to thank everyone who supported TGAP and who has contributed to this guide. I would particularly like to thank Deputy Chief Constable Jon Murphy who led the TGAP team and whose energetic and committed leadership was key to making the programme a success. I am confident that it will prove a good first step to identifying a range of potential solutions to the problems caused by violent street gangs.



**Jacqui Smith**  
**Home Secretary**

# Contents

Section 1: Introduction	7
Who should read this guide?	8
How can this guide help?	8
A note of caution	8
Section 2: Your checklists	11
Understanding your partnership's gang problem	11
Planning your partnership's response	12
Preventing gang membership	12
Devising exit strategies	13
Targeting gang members	14
Reassuring your community	14
Section 3: Setting the context	17
Birmingham	17
Liverpool	18
London	19
Manchester	20
Section 4: Understanding your partnership's gang problem	23
Making an initial assessment	23
Understanding the nature of your area's gang problem	25
Section 5: Planning your partnership's response	31
Setting up a multi-agency strategy	31
Effective information sharing	35
Section 6: Preventing gang membership	39
Engaging with the audience	39
Possible interventions	39
Section 7: Devising exit strategies	51
Risk management	51
Possible interventions to support gang members to leave gangs	53
Women and gangs	62

Section 8: Targeting gang members	65
Tackling gangs through enforcement	65
ASBOs (and injunctions)	65
Automatic number plate recognition	69
Armed checkpoints	69
Bail and licence management	69
Collateral targeting	69
Crack house closures	70
Critical incident policy	70
Dangerous dogs	70
Environmental survey	70
Evidence-gathering teams	70
Financial investigation	71
Home visits	71
Housing legislation	71
Human Rights Act 1998	71
Immigration crime partnerships	71
Licensed premises	72
Patrol activity	72
Proceeds of Crime Act 2002	72
Positive arrest policy	72
Pulse policing	73
Stop search/Section 60	73
Section 30 Dispersal Orders	73
Handheld wands and mobile search arches	74
Search warrants	75
Vehicle seizure	75
Warrants	75
Police operations to disrupt gangs	76
Other partners in enforcement action	78
Dealing with witness intimidation	78
 Section 9: Reassuring your community	 81
Communicating with the public	81
Working with the media	86

Section 10: Resources and other useful information	89
Sources of information	89
Section 11: Research	90
Crime statistics	90
Research reports	90
Annex A: List of acronyms	91
Annex B: Relevant legislation	92
Annex C: The Tackling Gangs Action Programme – national and local context	94
Annex D: Draft service level agreement with a VCS organisation	97
Annex E: ASBO court appearance risk assessment template	103
Annex F: Human Rights Act letter	104
Annex G: Criminality Notice from Merseyside Police to gang members	106







# Section 1: Introduction

This guide sets out a range of key approaches to tackling violent street gangs used in the four Tackling Gangs Action Programme (TGAP) areas and other cities. It aims to support your local partnership in devising a gangs strategy, and then in understanding the range of tools available to deliver that strategy. Each section provides a number of possible interventions that your local area might consider adapting to your local circumstances.

We have set out the information in six steps, as follows.



## **WHO SHOULD READ THIS GUIDE?**

This guide will be useful to all local partners, at both the strategic and operational levels, with a role in tackling violent street gangs, including:

- anti-social behaviour teams;
- children and young people's services including safeguarding teams;
- the Crown Prosecution Service (CPS);
- housing services;
- the police;
- probation services;
- Youth Offending Teams (YOTs); and
- the voluntary and community sector.

But there is also specific guidance available for schools, YOTs (both available in May 2008), parents and carers, the CPS (both available summer 2008) and the Probation and Prison Services (available autumn 2008). Your local partnership can find links to this guidance at:

**[www.homeoffice.gov.uk](http://www.homeoffice.gov.uk)**.

## **HOW CAN THIS GUIDE HELP?**

This guide will showcase the range of approaches and opportunities that are available to your local partnership when tackling violent street gangs in your area. It will help you to:

- identify an emerging gang problem;
- understand the nature of that problem (see the problem profile template on page 25);
- identify the broadest possible range of partners for delivery in your area;
- consider a range of options for tackling the problem (including prevention, targeted work with individual gang members, risk assessment, mediation and transformation, enforcement and community reassurance);
- understand the legislation that can support you in tackling gangs; and
- find more information about gangs.

## **A NOTE OF CAUTION**

It is important to note, however, that this is **not** a definitive guide to what your local partnership should do. It is instead the first step in gathering together examples of the activity that is being undertaken by local areas – much of which has not yet been fully evaluated.

In each case you are advised to analyse your local problem and consider which approaches might be appropriate to adapt for your area. What works in one area may not be directly transferable to another – your local partnership needs to understand the local context and adapt any approaches to that situation.

Please also be aware that the case studies selected for inclusion were chosen to cover the broadest range of possible interventions. To avoid duplication, we have highlighted only one example when cities have taken a similar approach.







## Section 2: Your checklists

The checklists below are for you to use as a quick reference guide to tackling gangs in your area.

### Understanding your partnership's gang problem

- Has your partnership agreed on a definition of 'gangs'?
- Has your partnership established whether or not you have a gang problem?
- Has your partnership considered commissioning an external expert (for example an academic or a Neighbourhood Renewal Advisor) to map your gang problem?
- Has your partnership identified who you should talk to in order to build a 'local picture' of gangs?
- Has your partnership looked at neighbourhood graffiti to get a picture of local gangs?
- Has your partnership looked at websites for information and warnings of gang activities?
- Has your partnership set up a central repository for the storage of your gang-related information? (This needs to be constantly updated to ensure that you have a good picture of emerging gang problems and changing patterns of behaviour.)
- Has your partnership spelt out the value of collecting gang information to all partners, and have you been clear about what they will receive in response? (For example you could provide information to teachers to enable them to counter 'playground rumours' in relation to local gangs and their activities, in return for information from them about gang activity in schools.)
- The problem profile template on page 25 will be useful at this stage.

## Planning your partnership's response

- Which agencies do you need to work with? (Think broadly about which strategic partners, including local businesses and the voluntary and community sector, you need to engage to address your locally defined problem.)
- Think even more broadly about partners for targeted enforcement action – have you talked to your Area Licensing Department, the Department for Work and Pensions, the Driver and Vehicle Licensing Agency, Her Majesty's Revenue and Customs, the UK Border Agency and TV Licensing?
- Has your partnership got senior-level buy-in from all partner agencies?
- Has your partnership set up an accountability structure or process?
- Has your partnership agreed costs and dedicated resources to meet those costs?
- Has your partnership agreed outcomes and timescales?
- Has your partnership ensured that roles and responsibilities are clear?
- Has your partnership put in place appropriate training for staff?
- Has your partnership set up a process of evaluation?
- Has your partnership got a plan for sustaining action?
- Has your partnership put inter-agency information-sharing protocols in place?
- Has your partnership put in place an agreed co-ordinated plan to respond to a critical incident? You must be clear about who will do what so that you can act quickly and effectively to manage the immediate fall-out from a critical incident.

## Preventing gang membership

- Has your partnership considered how safeguarding arrangements can be used to protect young people who are at risk?
- Have you started early prevention work, targeting the young people who are most vulnerable to gang membership (for example those found on the streets late at night and the siblings of known gang members)?
- Has your partnership offered support to schools and further education (FE) colleges in educating young people not to join gangs or carry weapons? (Schools-based police officers can promote this message.)
- Has your partnership thought about what help you can offer schools and FE colleges to consider how their extended schools provision and Family Learning can help to divert young people into positive activities and away from gangs?
- Has your partnership considered the range of provision of out-of-school, targeted positive activity programmes in your area?
- Has your partnership considered offering mentoring programmes to support vulnerable young people?
- Has your partnership used restorative justice approaches to prevent community or neighbourhood disputes from escalating to gang violence?
- Has your partnership worked with parents? (They can exert pressure on young people to resist gang membership.)
- Have members of your partnership met young people and worked with them to ensure that your service fulfils **their** requirements and not those of your service?

## Devising exit strategies

- Has your partnership considered targeting services to support vulnerable young people and their families, for example tailored parenting support programmes, access to mentors and positive role models for children and young people at risk?
- Has your partnership set up multi-agency risk management processes so you can manage the most violent gang members?
- Has your partnership put in place a range of tactics to engage with gang members?
- Has your partnership gone out to find gang members, rather than expecting these young people to come to you?
- Has your partnership thought about where you are signposting young people to? (If you are suggesting that a member of one gang attends a particular course, you need to think carefully about whether you can signpost a member of a rival gang to the same college at the same time, even if it is for a different course.)
- Has your partnership thought about how you will work with young women who are gang members or gang associates?
- Has your partnership worked with partners to consider how to respond to requests to rehouse gang members?
- Has your partnership considered working with other cities to establish a voluntary agreement by which you rehouse that area's gang members in return for it rehousing yours?



## Targeting gang members

- Has your partnership been working with the widest range of partners to target gang members?
- Has your partnership been using all possible tactics, both civil and criminal, to target gangs?
- Has your partnership been taking advantage of **all** the legislation that can support you to do this?
- Does your partnership know that witness evidence from the community can be replaced with police officers' observations and evidence from statutory bodies where necessary?

## Reassuring your community

- Does your partnership know who is in your community?
- Does your partnership know what reassurance the community wants?
- Does your partnership have a clear understanding of which messages and means of communication are most effective with different parts of that community?
- Has your partnership agreed the overall objectives for community reassurance in your area?
- Has your partnership thought about the messages that you would like the media to disseminate?
- Has your partnership worked with the media to ensure that they understand those messages and work with you to communicate them? (Be patient and persistent in your relationship with the media. Don't stop engaging with them if stories and reports don't go your way – it's the job of the media and the press to be independent.)
- What evidence does your partnership have that your current communications approaches are working?
- Are all relevant parties engaged as part of the solution?
- Does your partnership have a joined-up communications strategy involving all parties?
- Does your partnership have more than one spokesperson available and trained in media and press engagement?
- Do your partnership's spokespeople have the authority to deliver all the communications necessary to meet your objectives?









# Section 3: Setting the context

The Tackling Gangs Action Programme was established by the Government to focus renewed action on tackling gun crime and serious violence in Birmingham, Liverpool, London and Manchester. These four areas have been identified by the police as suffering disproportionately from problems with street gangs, and account for over half of all firearms offences in England and Wales.

Many of the examples highlighted in this guide have been taken from the lessons learnt from the activities that have taken place in the four cities. We set out the problem profiles of these four locations so that you can understand the context in which the areas developed their approaches.

## **BIRMINGHAM**

### **THE PROBLEM**

Gangs in the West Midlands evolved from drug gangs which operated in the 1980s and 1990s. The best known and most established gangs are the Johnson Crew and the Burger Bar gang. During the 1990s, these gangs became more chaotic in their behaviour, and by 2003 gang issues and shootings were described as “surrounding respect, revenge and revenue” by Tim Ragget QC, at the Letisha Shakespeare and Charlene Ellis murder trial (more information about these shootings is available at [http://news.bbc.co.uk/1/hi/england/west\\_midlands/4010485.stm](http://news.bbc.co.uk/1/hi/england/west_midlands/4010485.stm)).

The gang problem in Birmingham remains characterised by the rivalry between these two gangs. A number of splinter and feeder groups align themselves to one or the other predominantly along territorial lines. West Midlands Police estimate that there are 400 gang members operating in the North West Birmingham area, and these have been the focus of Birmingham’s work in tackling gangs to date. There is evidence of an emergence of drug-related organised criminal gangs of Asian origin in other parts of the city and further concerns about possible emerging younger gangs which unify around a Muslim identity.

### **THE RESPONSE**

Birmingham’s partnership response to tackling gang violence began following the murders of Charlene Ellis and Letisha Shakespeare on New Year’s Day 2003. The statutory agencies came together with the local voluntary and community sector to form Birmingham Reducing Gang Violence (BRGV) which became one of the core priority groups within the Birmingham Community Safety Partnership.

The partnership has evolved to consist of four distinct groups:

- the executive group of BRGV – providing overall strategic direction;
- BRGV1 – focusing on enforcement and offender management;
- BRGV2 – focusing on community engagement and cohesion; and
- BRGV3 – the Independent Advisory Group (IAG) acting as the critical friend for BRGV.

In May 2007, following a series of critical incidents during the preceding months, an emergency joint meeting of BRGV was called. The outcome was the creation of a multi-agency team consisting of West Midlands Police officers, Birmingham City Council anti-social behaviour officers and probation officers. The team also had strong links to nominated youth offending team officers.

The aim of this team was to obtain injunctions and Anti-Social Behaviour Orders (ASBOs) on those involved in gang-related activity, and to begin to work with them while under these controls to encourage them to exit gangs. By October 2007, over 50 interim and full orders had been obtained. To manage those receiving these orders, individuals were assessed by a citywide Multi-Agency Public Protection Panel (MAPPP) dealing specifically with gang members, or a Shared Priority Forum (which manages the risk associated with gang members who do not meet the Multi-Agency Public Protection Arrangement (MAPPA) thresholds). Management plans (based on the offender management model) were created for all of those who received civil orders. Alongside the work to obtain orders and manage gang members, BRGV2 developed a community reassurance communications programme.

## **LIVERPOOL**

### **THE PROBLEM**

In 2002/03, a criminal family emerged as the major street suppliers of controlled drugs in Croxteth and Norris Green. The family forged links with other crime families and began to use extreme forms of violence to enforce debts and dealing rights.

In January 2004, an individual linked to this family was shot and killed. The investigation into this incident revealed that two distinct criminal groups had formed in the area, namely the Croxteth Crew and the Strand gang. After the shooting, a number of 'tit for tat' shootings and attacks against property and people took place. Reprisals between the groups continued during 2004 and 2005. By March 2005 the number of known criminals associated with the two groups had grown to about 20 on each side.

In August 2006, a member of the Norris Green faction was shot and killed outside a local prison. The death was

reported in both local and national press and the victim was described as a 'gang leader'. Graffiti and floral tributes left at the spot also referred to gangs.

Members of these two groups are engaged in criminality at all levels – from burglary to drug dealing. They are capable of using extreme forms of violence, including the use of firearms and knives, against each other and their victims.

### **THE RESPONSE**

In January 2005, Merseyside Police created the Matrix Firearms Team – a specialist unit to tackle gun and gang crime – by combining covert investigative resources with uniformed disruption officers. A reactive investigation arm was added to provide a consistent approach to the investigation of all firearms discharges across Merseyside. The team began to develop longer-term education and harm-reduction programmes working with local partners. A co-ordination arm brought together specialist teams, Basic Command Units (BCUs), communities and partner agencies. A tactical Joint Agency Group (JAG) meets weekly and a strategic Multi-Agency Governance Group (MAGG) meets quarterly.

Two major strategic models inform the Merseyside approach.

### **THE 'BOSTON' MODEL**

This recognises that effective responses require strategic and 'joined-up' use of criminal justice and partnership processes.

- A partnership of law enforcement, key public agencies and communities was formed. Membership includes: police, the CPS, the Probation Service, education services, YOTs, children's services, housing providers and others.
- Direct, sustained communication provides a simple, uniform message that gun crime will not be tolerated. If guns are used, every available legal sanction is used against members of the group and their families. Non-cooperative survivors of gun crime are liable to interventions (after refusing witness assistance/protection) to deter/prevent retaliation.

## THE 'BOSTON' PLUS 'HOT SPOT' MODEL

- Aggressive police tactics are employed to clear gang members from small, priority areas. These tactics are complemented by the strategic use of partnership powers (evictions, care proceedings, etc.). The aim is to build community confidence through a demonstration of commitment from all partner agencies.
- Neighbourhood-style policing follows with support of partners and a revived community. The aim is to support the community in developing its own social controls.
- Gains are consolidated through longer-term work with partner agency support, in order to improve the area's environment. This includes the development of an extensive programme of prevention and diversionary work around young people at risk, conflict management and mediation skills training for community activists and front-line services.

## LIVERPOOL

The Crime and Disorder Reduction Partnership (CDRP) in Liverpool also operates a longer-term strategy group of key partners, critically children's services, community safety anti-social behaviour managers and community representatives, to consider changing ways of working to pre-empt and tackle emerging gang-related activity across the city. This group also commissioned a local problem-solving group to focus on delivering specific local diversionary and preventative services tailored to the needs of the worst affected Alt Valley community.

## KNOWSLEY

The key strategic partners in Knowsley (local authority, primary care trust, housing, education and police) have come together and pledged £1,000,000 and resources over three years to tackle gang and gun-related crime in the borough. Key workstreams have been set up to include data and intelligence, enforcement, offender management, diversion, prevention, risk and resilience, education and marketing. A dedicated gun crime team has been set up which includes a detective inspector, three detective constables, 12 enforcement police officers, six police community support officers (PCSOs), four schools officers and a volunteer.

## LONDON

### THE PROBLEM

Research conducted in London by the Metropolitan Police Service (MPS) and its partners has revealed the following:

- The numbers of those involved in serious violent offending as part of gangs remains small in comparison with the overall offending population.
- A small number of street gangs who have pursued criminal activity for a number of years have progressed into organised criminal networks.
- Street gangs tend to comprise young people. In some cases, these young people support organised criminal networks by committing offences and concealing drugs and weapons.
- Serious, gang-related violence is concentrated in a limited number of areas and venues where gang members gather.
- The degree of organisation, name and membership of each gang is variable and subject to frequent change.
- Those involved in gang activities tend to be prolific offenders – responsible for a high volume and wide range of violent offending.
- Street-level gangs typically comprise a small number of highly active, violent criminals intent on a criminal career, together with a wider group of vulnerable young people who are attracted to or coerced into active involvement.
- Gangs are characterised by frequent internal and external disputes typically involving issues of 'respect'. A limited number of career criminals seek to enhance their status through criminal offences and serious violence directed towards rival gangs.
- Evidence of seizure and intelligence indicates that weaponry for street gangs is dominated by knives and imitation firearms.
- The internet is used by some street gangs as a means of enhancing their status.

## THE RESPONSE

Each London borough and police BCU is using a range of activity to tackle serious youth violence, through pan-London initiatives such as Operation Blunt (dealing with knives) and Operation Curb (dealing with serious youth violence).

The Gangs, Guns and Weapons Reduction Board (GGWRB) operates with a practitioners group to co-ordinate and deliver cross-agency responses at a pan-London level. In addition, the Youth Justice Board/ Youth Offending Team London Regional Gangs Forum reports to and feeds an action plan into the GGWRB.

In September 2006, the Five Boroughs' Alliance (formerly the Five Borough Gang Project) was created to pilot a multi-agency response to the problem of serious youth violence related to gangs across Croydon, Greenwich, Lambeth, Lewisham and Southwark, which increasingly required collaboration across CDRP boundaries.

The Alliance receives direction from a stakeholder forum that brings together chief executives from the five London boroughs, senior local politicians, the MPS Violent Crime Commander, the BCU Commanders and officers from the Probation Service, the Metropolitan Police Authority, and Government Office for London.

The Five Boroughs' Alliance operates as a test-bed for the development of tactical interventions, including those highlighted from national and international research. In addition to sustained enforcement activity, the Alliance delivers:

- an enhanced intelligence capability comprising a central police unit supporting borough-based joint units with partners;
- a mediation and transformation service targeted to reducing serious violence;
- the provision of enhanced security for witnesses and victims involved in cases of serious, gang-related violence;
- specific action to restrict the supply of realistic imitation firearms and remove existing stock from the retail sector;

- an advice and support phone service for parents, carers and young people seeking help with involvement in gang-based criminality;
- a youth text service that allows key safeguarding information to be disseminated by statutory and community organisations;
- enhanced joint operational responses to locations, venues and transport infrastructure where there is a heightened risk of gang-related violence; and
- resources for a coherent reassurance and communications approach across the five boroughs.

In addition, the MPS Serious Crime Directorate is leading an initiative based on US experience, known as Operations Pathways. This initiative seeks to formalise communications with those involved in serious gang violence. It will target enforcement and support at groups of offenders in order to maximise their exit from gang-based lifestyles.

## MANCHESTER

### THE PROBLEM

During the 1980s the Pepperhill and Gooch gangs developed from groups who took over the heroin and cocaine markets from established crime organisations in the Moss Side area of Manchester. These groups started to use local disaffected young men to carry out their street-level business. These young men then developed an attitude in which loyalty to the organisation and the elimination of enemies was more important than economic gain.

In 1990 the Pepperhill gang rebranded itself as the Doddington gang and embarked on a concerted attempt to monopolise crack sales in south Manchester. The Gooch gang initially dealt in heroin and pure cocaine, but the increasing popularity of crack, and the tendency of addicts to buy both from the same dealer, caused them to embark on a violent campaign to re-establish themselves in the 'marketplace'. Since then various sub-gangs have developed, but these are broadly aligned to either the Doddington or the Gooch gangs. The wider south Manchester gang and gun-crime problem is predominantly a young Black Caribbean issue.



Intelligence gathered about gangs in Manchester reveals the following.

- In Moss Side there are almost equivalent numbers of shootings that each gang is responsible for.
- Although most gang members say that money is a key motivating factor (and they are often found in possession of large amounts of cash), almost all monies go back to their drugs supplier.
- Many gang members believe that it is impossible to leave a gang. However, there is little evidence to suggest that Manchester gangs actively pursue members who have left. If an ex-member is pursued, it usually relates to an unpaid debt rather than the member's decision to leave.
- There is no evidence of gang initiations, and, with one known exception, members are recruited by 'grooming' rather than by coercion.
- No formal code of conduct for gang members is imposed, but informal rules do exist – notably that gang members very rarely attack the police or 'civilians'.
- Gangs have no stable hierarchy and what seniority there is usually comes from long service rather than achievement.
- Occasional feuds break out within gangs, but these are usually short-lived and dealt with by consensus. These feuds, while short-lived, can escalate extremely quickly with disproportionate levels of violence, including the use of firearms, to resolve them.
- Gangs commit all forms of criminal activity but are tied, and organised, by illicit drugs. This trade provides the finance for firearms and many of the front organisations of senior gang members. Young gang members are provided with weapons and drugs to sell, causing them to put their lives at risk on a daily basis.
- There has been a noticeable and significant lowering of the age profile of recognised gang members. These young gang members are now motivated by simple issues of respect, territory and gang identity in resorting to gang-related criminality and violence. The younger gang members engage in a much lower level of criminality and in a disorganised way, including street robbery, burglary, assault and anti-social behaviour.

## THE RESPONSE

In 2004 Greater Manchester Police (GMP) launched Operation Xcalibre to provide a strategic and tactical response to support the objective of the operation – 'Aiming for gun free streets'.

In 2006 GMP established the Xcalibre Task Force to deal with intelligence and enforcement for locally based younger gang members, who were resorting to disproportionately high levels of extreme violence. This included a joint tasking group to include both police and local authority services.

Manchester and Trafford local authorities also established a joint Violent Gangs Board to provide a strategic response to the emerging cross-authority gang issues.

Manchester has an IAG dedicated to the area of gun and gang activity within Moss Side and Hulme, in addition to a number of community-based initiatives within the areas.

The Manchester Multi-Agency Gang Strategy (MMAGS), located within the CDRP framework, is dedicated to working on the problems of street gangs and associated firearms use through multi-agency co-operation. (For more information, see the case study on page 34.)

The principal aim of this team is to eradicate gang violence in Manchester within three years (starting from 2007). It is working to:

- reduce the incidence of death and injury caused by firearms gangs;
- reduce offending among gang members;
- return those involved in gangs to education or employment; and
- protect victims.





# Section 4: Understanding your partnership's gang problem

The first step to tackling gangs is establishing whether you have a violent street gang problem. The initial information in this section will help your partnership make an assessment of the situation. If you conclude that you have a problem, subsequent information in this section will help you understand the nature of that problem.

## MAKING AN INITIAL ASSESSMENT

### AGREE ON A DEFINITION OF 'GANG'

The first step to assessing the situation in your area is to agree on your local partnership's definition of a 'gang'. This is important because you need to work to a common aim with an agreed client group. For example, if one service focuses on low-level anti-social behaviour,<sup>1</sup> while another is solely interested in street gang members who use guns, you will find it difficult to agree a joint strategy and action plan.

There are two main definitions of a gang used in the four TGAP areas – the first from Simon Hallsworth and Tara Young and the second from MMAGS.

### THE HALLSWORTH AND YOUNG (2004) DEFINITION

Hallsworth and Young argue that there are three types of groups commonly referred to as gangs.

- **Peer groups:** relatively small, unorganised and transient entities that come together in public spaces. Delinquency and criminal activity are not integral to such a group's identity or practice. Offending is periodic, spontaneous, intermittent and opportunistic. Offences are often low-level nuisance or anti-social, with little to no engagement in serious assault or acquisitive crime.
- **Street gangs:** relatively durable, street-based groups who see themselves and are seen by others as a group for whom crime and violence are essential to group practice and solidarity. Crime, especially violent crime, is instrumental as well as expressive, as it involves a distinctive form of culture and masculinity.

- **Organised crime groups:** composed principally of individuals for whom involvement in criminal activity is an occupation and a business venture. In economic terms, organised crime groups exercise disproportionate control over the illegal means and forces of crime production.

### THE MMAGS DEFINITION

MMAGS' definitions are:

- **A gang:** a group of three or more people who have a distinct identity (e.g. a name or badge/emblem) and commit general criminal or anti-social behaviour as part of that identity. This group uses (or is reasonably suspected of using) firearms, or the threat of firearms, when carrying out these offences.
- **A gang member:** someone who has identified themselves as being a member of a gang (as above), e.g. through verbal statements, tattoos, correspondence or graffiti. This identity is corroborated by police, partner agencies or community information.
- **A gang associate:** someone who offends with gang members (as above); or who is associated – by police, partner agencies or community information – with gang members. It also includes someone who has displayed, through conduct or behaviour, a specific desire or intent to become a member of a gang.

<sup>1</sup> This guide is aimed at areas that have violent street gang problems. If your problem is related to anti-social behaviour, you should see relevant guidance available at [www.direct.gov.uk/en/CrimeJusticeAndTheLaw/CrimePrevention/DG\\_4001652](http://www.direct.gov.uk/en/CrimeJusticeAndTheLaw/CrimePrevention/DG_4001652).

### SOURCES OF EARLY INFORMATION

It is essential to identify a potential gang problem as early as possible to prevent it from escalating. Sources of early information can include the following.

Potential sources of information	Potential information available
Neighbourhood Policing Teams	Intelligence about stop and search operations and about emerging gangs Community engagement information Neighbourhood profiles Neighbourhood priorities Key Individual Networks
Anti-Social Behaviour Team	Intelligence about anti-social gang behaviour in particular neighbourhoods
Traffic police	Intelligence, and weapons and drugs seizures
Police involved in Safer Schools Partnerships	Intelligence relating to young people and emerging gangs
Surveys of local graffiti on walls by local authorities, neighbourhood managers or social housing providers	Are there references to groups, colours or rivalries?

Potential sources of information	Potential information available
School staff and education welfare officers Police officers linked to local schools	Are there young people who are glamourising those who have died in shootings or stabbings? Are there young people who appear to be under threat? Has the use of search wands (handheld metal detectors) revealed weapons in particular schools? Are there escalating rivalries between groups within or between schools?
Local parents	Are they aware of any gang-type activity relating to their or other children?
Community Advisory Groups and Key Individual Networks	Community information – what do they know about emerging gang members, rivalries between gangs, criminal activities (which are not always reported to the police)? When talking to the community, the word 'information' appears to be better received than 'intelligence', which can raise fears among community representatives
Websites	Search through websites aimed at young people (e.g. social networking sites and youth culture sites) specifically for content that glamourises local gang members

## UNDERSTANDING THE NATURE OF YOUR AREA'S GANG PROBLEM

If your partnership concludes that you have a gang problem, you need to understand the nature of that problem.

### COMMISSIONING SPECIALIST SUPPORT

Your partnership could commission some specialist support to work with you to map out your local problem. For example, **Liverpool Citysafe (Liverpool's CDRP)** commissioned two Neighbourhood Renewal Advisors to help with its understanding of the gang problem in Croxteth and Norris Green. If you wish to do so, you should contact your Regional Government Office or Regional Improvement Partnership for further details.

In 2001, the **Greater Manchester Police** commissioned an intensive six-month academic research project into the nature of the problem in their area, the findings of which were published as *Crime Reduction Research Series: Paper 13* ([www.homeoffice.gov.uk/rds/pdfs2/crrs13.pdf](http://www.homeoffice.gov.uk/rds/pdfs2/crrs13.pdf)).

The database produced for that research project is still maintained and in daily use. It enables partners in Manchester to examine trends in firearms crime across Greater Manchester and to target interventions at core groups and in specific target areas.

### MAPPING YOUR GANGS' PROFILES

On this page is a template of the type of questions your partnership needs to answer in order to understand the nature of your problem. It will also enable you to get a clearer picture of the 'personality' of the gang problem you are dealing with.

Questions for potential partners	Potential sources of information
<ul style="list-style-type: none"> <li>• How many gangs are there?</li> <li>• What are the names of the gangs?</li> <li>• How many members does each gang have?</li> <li>• Who are the key members?</li> <li>• What are key members' criminal histories?</li> <li>• Do members wear distinctive clothing?</li> <li>• Do members have tattoos relating to gangs or to deceased gang members?</li> <li>• How do gangs recruit members?</li> <li>• Are the gangs involved in specific criminal activity, e.g. drug dealing or mugging?</li> <li>• Do they use drugs?</li> <li>• Do they have links to other gangs?</li> <li>• Where are particular gangs' territories?</li> <li>• Do gang members frequent specific establishments (e.g. pubs, bars, clubs or betting shops)?</li> <li>• What systems of communication exist between gangs?</li> <li>• Are there any female gangs or gang associates?</li> </ul>	<ul style="list-style-type: none"> <li>Anti-Social Behaviour Unit</li> <li>Community Advisory Groups</li> <li>Community Safety Teams</li> <li>Crimestoppers</li> <li>Detached youth workers</li> <li>Education services (including schools and education welfare officers)</li> <li>Health visitors</li> <li>Housing providers, including local authorities, registered social landlords and private providers</li> <li>Key Individual Networks</li> <li>National Intelligence Model (<a href="http://police.homeoffice.gov.uk/news-and-publications/publication/police-reform/Interactive_NIM_1_.pdf">http://police.homeoffice.gov.uk/news-and-publications/publication/police-reform/Interactive_NIM_1_.pdf</a>)</li> <li>Police</li> <li>Probation Service</li> <li>YOTs</li> </ul>

Questions for potential partners	Potential sources of information
<ul style="list-style-type: none"> <li>• Are there women gang members within predominantly male gangs?</li> <li>• Who are the women associates of gang members?</li> <li>• What is the ethnic, faith or religious background of gang members?</li> </ul>	

Questions about school pupils' knowledge of gangs	Potential sources of information
<ul style="list-style-type: none"> <li>• Are there young people who are glamourising those who have died in shootings or stabbings?</li> <li>• Are there young people who appear to be under threat?</li> <li>• Has pupil searching or screening (e.g. using search wands) revealed weapons in particular schools?</li> <li>• Are there escalating rivalries between groups within or between schools?</li> <li>• Is there gang-related graffiti (tags) on school premises or pupils' property?</li> <li>• Are there young people who demonstrate a significant knowledge of local gangs?</li> </ul>	<p>School staff and education welfare officers</p> <p>Police officers linked to particular schools, including Safer School Partnership officers</p>

Intelligence relating to imprisoned gang members	Potential sources of information
<ul style="list-style-type: none"> <li>• Is there Pattern Analysis System (PAS) information in relation to key gang members within prisons?</li> <li>• Who is visiting them?</li> <li>• Who are they associating with?</li> <li>• And crucially, when will they be released? (You may need to plan for their release, either to support them in leaving gangs or to prevent reprisal shootings or attacks.)</li> </ul>	<p>Prison Service</p>

Questions about firearms availability	Potential sources of information
<ul style="list-style-type: none"> <li>• Who do gang members with access to firearms source them from?</li> <li>• Does the source differ depending on the type of weapon (e.g. deactivated, real, converted, imitation)?</li> <li>• Do gang members have their own weapons or is there a pool of weapons within a gang?</li> <li>• Which individuals in the area are capable of converting imitation firearms? Who are these individuals linked to?</li> <li>• To what extent are the weapons and ammunition sourced from a single regular contact?</li> <li>• How much does an individual pay for weapons and ammunition and what factors influence the price of these (e.g. have the weapons been used previously)?</li> <li>• Are weapons available to rent, and what are the conditions of rental?</li> <li>• To what extent do particular gang members have access to a ready supply of ammunition?</li> </ul>	<p>National Ballistics Intelligence Programme (<a href="http://www.west-midlands.police.uk/ballistics/index-temp.asp">www.west-midlands.police.uk/ballistics/index-temp.asp</a>)</p> <p>Police</p>

Questions about firearms availability	Potential sources of information
<ul style="list-style-type: none"> <li>• Approximately how many and what types of firearms are in circulation in the area?</li> <li>• Are these weapons real, imitation, converted or disguised?</li> <li>• Once in possession of a weapon, will individuals routinely store their weapons and ammunition and access them only for specific purposes?</li> <li>• If weapons are carried habitually, who carries the weapons (e.g. partner or female associate)?</li> </ul>	<p>Police</p>

Criminal activities of gang members	Potential source of information
<ul style="list-style-type: none"> <li>• What criminal activities do gang members engage in?</li> <li>• Are different sections of the same gang involved in different areas of criminality?</li> <li>• To what extent are the victims of firearms incidents members of gangs themselves and/or involved in criminality?</li> <li>• How is communication facilitated within gangs or between individuals before, during and after an incident or offence?</li> </ul>	<p>Police</p>



What is known about gang victims?	Potential source of information
<ul style="list-style-type: none"> <li>• What is the profile of a typical victim of gang-related violence?</li> <li>• To what extent are the victims of firearms incidents or gang violence members of gangs themselves and/or involved in criminality?</li> <li>• Are women associated with gangs being victimised (with the use of violence including rape) by members of rival gangs?</li> </ul>	<p>Police</p> <p>Hospital accident and emergency (A&amp;E) departments – often gang members do not report injuries to the police but will go to A&amp;E for treatment</p>

What do local health services know about local gangs?	Potential source of information
<ul style="list-style-type: none"> <li>• Are gang members appearing at A&amp;E departments with injuries caused by weapons or violence?</li> <li>• Are gang members or their families being treated for mental health problems?</li> <li>• Are gang members being treated for drug problems?</li> </ul>	<p>A&amp;E departments</p> <p>Mental health services</p> <p>Drug Action Teams and Drug Intervention Projects</p>

What does the community know about local gangs?	Potential source of information
<ul style="list-style-type: none"> <li>• What is the community's perception or knowledge of the threat from gangs within the area?</li> <li>• What is the community's perception of access to firearms by gang members within the area?</li> <li>• What factors affect the community in assisting the police in gang-related investigations?</li> </ul>	<p>Community information through Community Advisory Groups, Key Individual Networks, neighbourhood policing teams, neighbourhood action panels, engagement and priority-setting meetings</p>

**INTERNET-BASED INFORMATION**

A recent study of gangs in Enfield (*Touching the Void* by Mark Edmunds, undertaken in 2007) showed that some gangs now have their own websites. These can feature photos of key gang members (often holding large sums of money or weapons), and sometimes list their street names or nicknames.

Some of the websites are linked to online chat rooms, which gang members use to communicate with each other and to trade insults with other gangs. This practice can build tension between different gangs, and this can then spill over into real violence.

Your partnership should consider regularly monitoring gang websites to collect information on the individuals, groups and networks involved. This can be particularly important following serious incidents, when you might be able to get hold of information about potential reprisals.

As part of the London Borough of Wandsworth's anti-gangs strategy, police officers scan websites to identify those featured. As well as providing useful information about gang members, rivalries, territories and language, this activity is used to offer support to those who might want to escape from gang activities. Individuals are visited at home by YOT workers, and help is offered to those who want it.

## ETHNIC PROFILING OF GANG MEMBERS

Your partnership should think about whether it is appropriate to ethnically profile gangs in your area. You might need this information in order to ensure programmes working with gang members are culturally sensitive.

Manchester's gangs team, MMAGS, has looked in detail at the ethnic breakdown of the gang members who it has been working with.

Of 90 known shootings in the city during 2007/08, 48 known victims have the following ethnicity breakdown.

### Manchester firearms victims by ethnicity

Asian/Asian British – Indian count	2
Asian/Asian British – Other count	5
Asian/Asian British – Pakistani count	3
Black/Black British – African count	2
Black/Black British – Caribbean count	17
Black/Black British – Other count	1
Mixed – Other count	1
Mixed – White/Black Caribbean count	2
White – British count	14
White – Irish count	1

Although there is a spread across the different ethnic groups found in the city, the biggest single group affected by this problem are black males, making up almost 40 per cent of all victims, significantly higher than the representation of this group in the city's population. More than 70 per cent of victims come from a black and minority ethnic (BME) group. Within Manchester, 33 per cent of shootings are known to be gang-related and, within this group, BME victims rise to over 85 per cent. Unfortunately, due to the low conviction rate for firearms discharges, Manchester does not have meaningful data in relation to offenders (intelligence information may be held but is not disclosable).

MMAGS client base is intended to be representative of the group affected. Of the 169 people who were contacted by MMAGS in 2007-08 the breakdown is as follows:

### MMAGS clients 2007-08

Asian/Asian British – Indian count	3
Asian/Asian British – Other count	2
Asian/Asian British – Pakistani count	1
Black/Black British – African count	6
Black/Black British – Caribbean count	79
Black/Black British – Other count	5
Chinese/Other ethnic	1
Mixed – Other count	3
Mixed – White/Black African count	4
Mixed – White/Black Caribbean count	39
White – British count	26

Again, there is a wide spread of groups represented, although BME groups make up 85 per cent of this group, echoing the data for victims in gang-related shootings.

Each MMAGS intervention plan is tailored to the assessed needs of the individual and can include work around cultural identity and responsibility. Furthermore, MMAGS is now introducing culturally relevant work into its group work sessions, using specialist groups for programme development. MMAGS plays a key role in supporting local community organisations and has an IAG that includes members of the communities and populations affected.







# Section 5: Planning your partnership's response

Once you have established that you have a gang problem and understood the profile of that problem, the next step is to devise your response. This section will help you agree on a multi-agency gang strategy and assist you in putting together a team that will be responsible for delivering that strategy. It will also explain how to set up information-sharing arrangements between the agencies within your multi-agency team.

## SETTING UP A MULTI-AGENCY STRATEGY

### THE STRATEGIC CONTEXT

The wider Local Strategic Partnership (LSP) offers an opportunity to engage partners who might not usually hold a direct interest in guns and gangs but who could nevertheless contribute to preventing or tackling the problem. LSPs are the forum in which the Sustainable Community Strategy and Local Area Agreement (LAA) are negotiated.

Your LSP will use evidence-based and community-based mechanisms to establish the high-level priorities for your area. The Sustainable Community Strategy is the delivery framework for this.

The LAA provides a shorter-term delivery mechanism for the overarching Sustainable Community Strategy from which the work of thematic partnerships, such as the Community Safety Partnership, related sub-groups and relevant strategies will flow. These thematic groups should always take account of the cross-cutting priorities identified in the community strategy, especially when developing new plans for delivery, and feed into its development when it is being refreshed.

LAAs are no longer divided into 'blocks' as they have been previously (although local partners are free to organise their LAAs into blocks if they so choose). This is to encourage more cross-cutting thinking between workstreams. Your partners should consider (a) how they can contribute to delivery of the LAA, and (b) how other parts of the LAA will be contributing to the tackling of guns and gangs (e.g. tackling employment rates, bullying, school exclusions, child poverty).

### PARTNERSHIP WORKING

Partnership working is key to tackling gangs. While each of the four TGAP cities has organised its multi-agency approach differently, they each engage in partnership working to make the most of the intelligence and resources available from a wide range of interested/appropriate agencies and other relevant bodies. A TGAP survey of 99 CDRPs with the highest levels of violent crime (of which 56 responded) and 75 Connected Fund projects revealed that, on average, key projects involved four agencies consistently, and four more as and when required. (See the case study below on MMAGS.)

Multi-agency working arrangements range from virtual teams to dedicated, co-located teams. The type of team your area decides to establish will depend on the scale and nature of the gang problem you face.

Here are some examples of types of teams which have been established, in response to various scenarios.

- **The Birmingham Reducing Gangs Violence** Executive Group brings together statutory agencies with the voluntary and community sector to set strategic direction for: BRGV1, which focuses on enforcement and offender management; BRGV2, which focuses on community engagement and cohesion; and BRGV3, the IAG acting as the critical friend for BRGV.
- **Liverpool's** response to the gangs problem has been mainstreamed within the existing CDRP agencies' mainstream activities, and an additional cross-partnership strategy group has been established to commission new work around jointly identified needs. A tactical JAG brings together local partners and meets weekly, and a strategic MAGG meets quarterly.

- **London's Five Boroughs' Alliance** has a small core Alliance team who are responsible for co-ordinating the broad strategy. Given the size of the five boroughs, however, most partners remain located within their host organisations.
- **Manchester** has a history of three generations of gang members. A dedicated co-located gangs team set within the CDRP framework has proved a vital part of its approach.

### WHO SHOULD BE ON BOARD?

Ensure that a prospective team is tailored to the needs of the intended client group and is sufficiently senior to be able to work independently of single-agency line management.

The team should include the police and the local authority. However, the local authority's involvement will vary according to your problem so you might consider including the anti-social behaviour team, children and young people's services, the housing team, etc. The team could also include the CPS, FE college partnerships, the Prison Service, the Probation Service, the YOT and others.

As well as statutory agencies, you should consider how you include the business sector and the voluntary and community sector (VCS), including any relevant BME groups, because they can provide vital community information and deliver services to hard-to-reach parts of your community. The business sector can prove a key partner – reducing crime levels can be a significant factor in improving business success in a particular area and you should think about how you can work with this sector to seek mutually beneficial solutions. This involvement can span from financial sponsorship, providing volunteers with business skills, helping tackle long-term causes of crime by, for example, generating job experience, training and employment opportunities, and being co-designers of measures which increases community safety.

### WORKING IN PARTNERSHIP WITH THE VCS

You should consider how you can take a strategic approach to your relationship with the VCS. This should include having a dialogue with the sector about how best to work with gang members. Involving the VCS in this type of discussion can enable you to find the most effective solutions and can also help you to gain community support. Even where resources are scarce or diminishing, an open discussion about how best to manage that resource can reap results in terms of making the right decisions and bringing the community with you. You might want to discuss:

- What are the needs of gang members in your area?
- What is the resource envelope available to respond to these needs?
- What provision already exists that can be used to target this group – are there organisations which provide diversionary activities or targeted work with young offenders that could meet the needs of gang members?
- How can you jointly make best use of the resources available locally?

There are a range of key commissioning approaches to working with the VCS which include:

- contracting specific services from the VCS – the VCS can often reach young people that statutory services find hard to engage with;
- providing grants – for supporting the general work of specific VCS groups operating in the area over a period of time or one-off grants which provide funding for capital projects or for piloting new solutions;
- asset transfer – enabling the VCS to become more sustainable;
- providing non-financial support such as access to offices and other forms of premises at a peppercorn rent, access to business support facilities;
- partnerships – between the VCS and local partners, which can also include the business sector; and
- engaging the VCS in a constructive dialogue about service needs and provision, and community intelligence.

Where providing grants to the VCS (or business organisations) the starting point, subject to overall affordability, purpose and securing best value, should be that it should be provided for at least three years.<sup>2</sup>

Liverpool commissions over half of its young people's services from the VCS, and has also commissioned the Merseyside Youth Association to engage in capacity building with new VCS organisations. This enables them to meet the local authority's procurement requirements.

For further advice and examples on how to engage the business sector, see *Business in the Community*: [www.bitc.org.uk](http://www.bitc.org.uk).

For further advice on how you can commission the VCS, see:

- Annex D for a draft contract used by Liverpool City Council;
- Office of the Third Sector at [www.cabinetoffice.gov.uk/third\\_sector.aspx](http://www.cabinetoffice.gov.uk/third_sector.aspx);
- National Council for Voluntary Organisations at [www.ncvo-vol.org.uk](http://www.ncvo-vol.org.uk); and
- National Programme on Third Sector Commissioning at [www.idea.gov.uk/idk/core/page.do?pageId=6583598](http://www.idea.gov.uk/idk/core/page.do?pageId=6583598).

How can your partnership work with schools? Talk to:

- individual head teachers – who are critical to engagement with schools;
- school partnerships for improving behaviour and tackling persistent absence – these are being developed across the country with the aim of including all secondary schools and have an important role in local problem solving; and
- the local authority Director of Children's Services – who can provide key access to support structures and strategies.

## WHO SHOULD TAKE RESPONSIBILITY?

While all contributing agencies should retain ownership of the process and team, it is important to appoint a leader. Although the police service should be a major participant in any dedicated multi-agency gangs team, placing the team within a police setting, or having a visible police lead to the project, may make it difficult to engage young people on the fringes of criminality. Leadership should, as much as possible, be seen to be impartial and representative of the partnership involved.

## WHAT YOU CAN EXPECT FROM A MULTI-AGENCY GANGS TEAM

Although the overarching aim should be a reduction in gang violence, targets should also focus on the other issues affecting the client group. Issues such as reductions in the number of young people who are not in education, employment or training (NEETs), first-time entry to the youth justice system among 10–17-year-olds, re-offending by young offenders and others are possible indicators. These can be supplemented by output measures relating to case and group work sessions. Care should also be taken to ensure that a dedicated multi-agency gangs team is fully incorporated into the relevant CDRP(s) and that there is senior-level buy-in from all participants.

## WHO IS YOUR CLIENT GROUP?

Important in establishing a multi-agency gangs team is a detailed knowledge of the intended client group. Anecdotal evidence from around the UK suggests that different areas have different profiles in their gang make-up. For example, in Manchester the target group falls predominantly in the under-19 category, hence its decision to focus significantly on children's services staff. Other areas should tailor their teams accordingly, to suit their client group.

## ESTABLISHING A DEDICATED CO-LOCATED MULTI-AGENCY GANGS TEAM

Dedicated co-located multi-agency teams are effective for a range of problems, notably those involving gangs where no single agency or partnership is responsible for an issue, but many are affected by it.

<sup>2</sup> *Creating Strong, Safe and Prosperous Communities: Draft for Consultation*, Communities and Local Government, November 2007.

Benefits include:

- sharing the financial and administrative burden across a partnership;
- providing a means of identifying and intervening with specific groups in much greater detail;
- providing better access to real-time, force-wide information than even robust information-sharing systems such as MAPPA cannot provide; and
- value for money – the operating costs of such a team equate to about half of the costs of responding to a fatal shooting (using the Home Office Cost of Crime figures).

However, you should carefully consider whether the scale of your area's gang problem requires such a response. Your problem might be better managed through a CDRP thematic group or virtual team which doesn't require dedicated office space or budgets, etc.

#### OTHER AGENCIES THAT MIGHT BE HELPFUL

Other agencies might be able to provide you with useful data or work with you on specific projects. You might consider working with the following agencies.

- **Department for Work and Pensions** – you can work together to crack down on gang members who are claiming benefits while working.
- **Driver and Vehicle Licensing Agency (DVLA)** – you can work together to crack down on gang members who commit vehicle licensing offences.
- **Her Majesty's Revenue and Customs (HMRC)** – which has a role in tackling the illegal importation of weapons and in regulating those brought in legally. It also has a role in preventing illegal drugs coming in, which is crucial because of the links between some gangs and drug dealing.
- **Primary care trusts** – gang members will often present at hospitals when injured, but will not report their injuries to the police.
- **TV licensing inspectors** – who can go into gang members' homes and can be used as one of many tactics to encourage/pressure gang members to leave gangs.

- **UK Border Agency (UKBA)** – which works with the police to target serious harm caused by illegal immigrants in the local community.

#### MMAGS

MMAGS is a multi-agency team, located within the CDRP framework, dedicated to eradicating gang violence in Manchester within three years (from 2007).

MMAGS works to:

- provide support to victims, witnesses, young people and families;
- rehabilitate those convicted of gun crime and gang-involved offending;
- present young people with opportunities in education and employment as positive alternatives to gun and gang crime;
- enforce the law through multi-agency targeted action, to secure convictions and deter people from gang and gun crime;
- reduce the impact of gun crime and gang-related activities on the community; and
- work with local businesses to create job opportunities for those leaving gangs.

It provides:

- risk assessments;
- an information request service;
- contributions to the MAPPA and prolific and priority offender (PPO) process;
- safeguarding arrangements for young people who are at risk;
- prison work – working with offenders in prisons and young offender institutions to tackle their offending behaviour and prepare them for life outside;
- schools work – delivering a prevention programme which highlights how young people can become unwittingly involved in gangs, and how to protect themselves from doing so; and



- training for MMAGS staff but also for other teams working on gangs issues in CDRPs across the country.

### **Who is involved?**

The MMAGS team is formed of senior seconded practitioners from:

- Manchester City Council (education worker, housing officer, social worker, youth worker);
- GMP (constable);
- the Probation and Youth Offending Services (an officer from each);
- a number of MMAGS-specific roles (two outreach workers, two mentors and the management team);
- a practitioner working in the neighbouring area of Trafford; and
- a prison officer, based at Lancaster Farms young offender institution.

By seconding fully funded staff, each service recognises the impact of the problem on its own work, which means that the team retains structural and practice ties to the partnership – MMAGS workers retain their professional identity and areas of expertise while working within a single team with single-point management.

### **How are staff trained?**

MMAGS trains its front-line staff, voluntary sector agencies and strategic bodies. Its training programmes, used locally for both new and existing staff, provide up-to-date information on the shifting shape of gangs in Manchester. Outside the city, MMAGS delivers training for groups such as the Prison Service, substance-misuse workers and health professionals. This involves areas such as identification, management and the risk assessment processes. MMAGS also offers strategic support to local authorities outside Manchester who are seeking to address their own gang problems.

### **Outcomes**

- Between 1997 and October 2001 (a 60-month period), there were 23 gang-related homicides. This compares with 20 gang-related homicides from October 2001 to 2007 (an 80-month period).
- Reoffending rates were only 33 per cent.
- Only one MMAGS client was convicted for firearms offences while with MMAGS between 1997 and 2007.

**For further information on MMAGS, go to [www.manchester.gov.uk/site/scripts/documents\\_info.php?categoryID=200030&documentID=720&pageNumber=6](http://www.manchester.gov.uk/site/scripts/documents_info.php?categoryID=200030&documentID=720&pageNumber=6).**

## **EFFECTIVE INFORMATION SHARING**

Your partnership will not have an effective multi-agency response to your gang problem unless each partner agency shares what it knows with others. Information sharing is key to:

- strategic planning, risk assessment and risk management;
- targeting the right interventions at the right gang members;
- your ability to respond to a critical incident; and
- ensuring that enforcement activities take place in the most affected areas.

**For the Information Commissioner's Office *Framework code of practice for sharing personal information*, go to: [www.ico.gov.uk/upload/documents/library/data\\_protection/detailed\\_specialist\\_guides/pinfo-framework.pdf](http://www.ico.gov.uk/upload/documents/library/data_protection/detailed_specialist_guides/pinfo-framework.pdf).**

## HOW THIS IS DONE

To ensure that information is shared effectively, ensure that your partnership:

- understands the legislation that enables you to share information (your partner agencies should also understand this) – as long as you are confident that you are acting within the law, you should be willing to challenge any partners who are reluctant to share information with you;
- has inter-agency information-sharing protocols in place both for responses to critical incidents and for everyday working;
- has a shared understanding of different agencies' service thresholds; and
- has developed a common language and a shared approach. For example, you might consider using a Common Assessment Framework (CAF) (see below) for working with young people.

## THE COMMON ASSESSMENT FRAMEWORK

Your partnership should consider how you can use CAF to identify the needs of specific children and young people. CAF provides a simple process for a holistic assessment of a child's needs and strengths, taking account of the role of parents, carers and environmental factors on their development. It offers a standardised approach to conducting an assessment of a child's wellbeing and additional needs, and for deciding how those needs should be met.

**You can find more information by visiting [www.everychildmatters.gov.uk/deliveringservices/caf](http://www.everychildmatters.gov.uk/deliveringservices/caf).**

## Manchester's information-sharing systems

Manchester's gangs team, MMAGS, houses all the relevant agencies and its data systems in one place. This enables it to produce detailed and comprehensive risk assessments for staff and agencies.

The detailed knowledge gained by the team makes it the central location for identifying potential conflicts and providing intervention before they arise. This position led to MMAGS playing a key role in the production of the Serious Organised Crime Agency threat assessment for the North West. It also places MMAGS as a first port of call for the investigative arms of GMP.

Possessing information is a first step, but ensuring that it is accessible to relevant parties is also key. MMAGS can only work with a section of those involved and there is a clear need for other front-line practitioners to have access to this information.

MMAGS provides an **information request service**, allowing agencies that have concerns about individuals to address them and improve their service. This requires a good understanding of the legislation in place relating to information sharing.

The MMAGS service operates under the provisions of Section 29 of the Data Protection Act 1998 and Sections 5, 17 and 115 of the Crime and Disorder Act 1998, outlining the sharing of personal data when relevant for the purposes of crime reduction.

**For further information on the legislation for information sharing, see Annex B.**









# Section 6: Preventing gang membership

This section looks at preventing young people from joining gangs.

## ENGAGING WITH THE AUDIENCE

Research and anecdotal evidence suggests that young people join gangs for a range of different reasons. As a result, any strategy to prevent them from doing so must be multi-faceted.

The strategy must also engage with the needs of young people and place an emphasis on what they say are the reasons behind their involvement in gangs. Successful engagement with young people needs to start from where they are and with a rationale they understand.

Reasons given by young people for joining gangs include:

- protection from other gang members;
- nothing better to do;
- peer pressure;
- defending what they regard as their territory;
- a sense of belonging; and
- it gives them respect, self-esteem and status among their peers.

## POSSIBLE INTERVENTIONS

Prevention work covers a broad range of activities.

- Targeted work to take the most vulnerable young people off the streets (e.g. Liverpool's Operation Staysafe).
- Targeted work with siblings of gang members because they are at particular risk of being drawn into gang activity (e.g. Manchester's safeguarding work).
- Partnership-led activities delivered in schools targeted at vulnerable young people that address gang behaviour and violence as part of a programme of intervention (e.g. Liverpool's Behaviour and Educational Standards Team and School Mates approaches, and Greenwich's Extended Schools project). Also look at the Department for Children, Schools and Families guidance to schools on gangs and youth offending.
- Programmes which offer diversionary activities to young people at risk of becoming involved in, or being victims of, crime, including those at risk of gang membership (e.g. the Kickz programme).
- Restorative justice approaches that work as early intervention in disputes, preventing them from escalating to serious violence (e.g. Lewisham's work in New Cross Gate).
- Work to alert parents to the signs of gang involvement and to let young people know that their behaviour is under scrutiny (e.g. Croydon's Extended Schools work).

Relevant case studies to illustrate the above interventions can be found on the following pages.

## GETTING YOUNG PEOPLE OFF THE STREETS

For some young people who are identified as at particular risk, you should provide targeted interventions.

**Liverpool's Operation Staysafe** works to ensure that young people who are on the streets are kept safe.

### **Operation Staysafe, Liverpool**

#### **Aims/objectives**

To keep children safe.

#### **How does it work?**

Staysafe is positive police action in partnership with Liverpool City Council's Children Services. It is based on provisions in the Children Act 1989, under which the police can take children and young people into 'police protection' under Section 46(1) where a constable has reasonable cause to believe that a child would otherwise be likely to suffer significant harm. The constable may remove the child or young person to suitable accommodation ('place of safety') and keep them there. This power is based on a subjective judgement by the individual officer.

Examples showing when a subjective judgement has been made are:

- a child or young person in possession of or having consumed alcohol;
- a child too young to be out on the streets at night;
- a child or young person involved in anti-social behaviour;
- a child or young person in the company of adults who may be involved in anti-social behaviour or crime; and
- a child in possession of a firework.

#### **Requirement to inform the local authority**

This requirement (under the Act) is achieved by ensuring full operational commitment by the local authority's children services. This has been achieved through a number of meetings with senior executives in Liverpool Children Services and trial evenings with Children Services personnel.

#### **Place of safety**

Under the Act, 'place of safety' does not give restrictive interpretation other than to suggest a police station should never be considered. Two approaches have been taken. During operational evenings a church hall, which has been risk assessed, has been used. Both police and Children Services have designated this as 'a place of safety' while jointly staffed. At other times, and also during operational evenings, the home address of the young person is a natural 'place of safety'.

When the power is exercised by an officer, the child or young person is taken to the designated 'place of safety'. They are jointly met by police and a member of Children Services. Their details are taken and their parents are contacted and requested to attend to be reunited with their child.

Where a parent has been unable to leave their home to come to the 'place of safety', the child is taken home by police and Children Services, so that a joint message can be given to the parent about taking responsibility for their child.

#### **What has the project achieved?**

To date parental feedback has been very supportive for the positive action taken. This initiative has enabled Children Services to identify the need for and deliver appropriate interventions into particular families.

## WORKING WITH SIBLINGS OF GANG MEMBERS

In October 2007 the **Manchester Safeguarding Children Board** introduced a protocol specifically for working with young people at risk of gang involvement.

### **Manchester Safeguarding Children Board**

#### **Aims and objectives**

While the more serious cases of gang involvement are addressed by MMAGS, the Manchester Safeguarding Children Board ([www.manchesterscb.org.uk](http://www.manchesterscb.org.uk)) provides a forum for agencies to work together under the Every Child Matters agenda to:

- prevent vulnerable young people from becoming involved in gangs; and
- provide early intervention for at-risk young people.

#### **How does it work?**

The MMAGS social worker convenes and chairs an initial multi-agency safeguarding meeting. Where necessary, outline intervention support plans are then created, which are progressed and reviewed through either Level 2 or Section 17 case planning processes.

#### **What has the Manchester Safeguarding Children Board achieved?**

The management of young people who are at risk of gang involvement has improved, and early interventions have increased.

## SUPPORT OFFERED TO SCHOOLS

Schools-based police officers form part of the national programme of Safer Schools Partnerships, in which around 450 schools are involved.

### **Liverpool's Behaviour and Education Support Team (BEST)**

BEST is a multi-agency team working with young people, their families and schools.

As part of the team's work, 12 school-based police officers are responsible for dealing with issues involving negative behaviour and its impact on the community.

One officer, Constable Robert Pritchard (known as 'Robbie the Bobbie'), has received national acclaim for his work to get young people to understand the risks of carrying weapons. He has organised a number of 'hand-ins', which have resulted in over 50 weapons being handed in.

Constable Pritchard has also developed a programme of plays, as well as a hard-hitting drama workshop, about the risks of handling firearms. Delivered in conjunction with the Merseyside Matrix Firearms Team, the workshop was delivered to all local primary and secondary schools.

#### **BEST programmes**

BEST has also developed a range of programmes on guns and gang issues:

- Miss Dorothy/Watch Over Me programmes ([www.missdorothy.co.uk/home.asp?pid=430&t=0](http://www.missdorothy.co.uk/home.asp?pid=430&t=0)) are currently being offered across Liverpool (and in other TGAP cities – often funded by CDRPs). Designed as an educational resource, the programmes aim to develop self-esteem, emotional intelligence and awareness of personal safety issues among children aged under 16. Miss Dorothy is relevant to the work of the national Social and Emotional Aspects of Learning (SEAL) programme for schools.
- Restorative justice work for young people from Croxteth and Norris Green is under development.
- All teams involved in BEST and police staff are being trained in restorative justice practices.

- The School Help Advice Reporting Page system ([www.thesharpsystem.com](http://www.thesharpsystem.com)) – a third-party reporting tool for schools – is under development.
- BEST is also involved in the city-wide anti-bullying programme ([www.liverpool.gov.uk/Images/tcm21-97332.pdf](http://www.liverpool.gov.uk/Images/tcm21-97332.pdf)).

### **Who was involved?**

A wide range of partners – including health staff, teachers, the police, the fire and rescue service and Everton FC – are part of the delivery programme. The police officers work across 13 secondary schools (and their related primary schools).

### **Views expressed by local partners**

- A multi-agency, multi-disciplinary team is key.
- Good working relationships with schools and good local knowledge are important.
- Willingness to work alongside young people to fulfil their requirements and not those of the service was also important.

### **What do local partners believe the project has achieved?**

Work is still ongoing and is expected to be reviewed in summer 2008.

## **Liverpool's School Mates programme**

### **Aims and objectives**

The School Mates programme was created to provide peer mentoring support for young people during their transition from primary to secondary school. It was based on Street Mates, a successful peer mentoring programme for 16–19-year-olds set up by Liverpool Youth Service in 2005/06.

The aims of School Mates are to:

- provide a befriending service to vulnerable young people in their transition to secondary school;
- support vulnerable young people and those at risk of causing anti-social behaviour to engage in positive activities;
- encourage and support disadvantaged young people to become involved in positive activities during school holiday periods; and
- reduce bullying and peer pressure on vulnerable young people.

### **How does it work?**

Each school advertised peer mentoring opportunities to its Year 12 and 13 students, and carried out a selection process to identify 42 School Mates in total. Training was provided by Liverpool Youth Service, and the School Mates were paid in vouchers and driving lessons. They received prizes for reaching targets or showing exceptional commitment.

Year 6 children were encouraged to sign up through:

- treasure hunts;
- games and quizzes about the new school building;
- being introduced to key staff;
- anti-bullying work;
- group trips; and
- activity booklets.



### **How was it funded?**

Finance for the initiative comes from a range of sources, including the Children's Fund, The Children's Society, Liverpool Youth Service, Youth Participation Unit, extended services through schools, Positive Activities for Young People and TGAP.

### **Who was involved?**

Pupils from Years 6, 7, 12 and 13, as well as youth workers and teachers from primary, secondary and special educational needs schools (although the process was slightly different for the latter).

### **Views expressed by local partners**

- You need a fair system of rewarding young people who volunteer as mentors – because not all would be able to afford to do so otherwise.
- Think about training and support for the young people who volunteer as mentors.
- Carefully consider the criteria for choosing the children who are to be mentored.
- Involve young people in the planning and delivery of the scheme.

### **What do local partners believe the project achieved?**

Young people have been provided with:

- structure;
- someone who cares;
- one-to-one support;
- a variety of activities;
- protection from peer pressure;
- an older buddy; and
- a 'reason to be different'.

Research shows that, following involvement with the scheme, students had positive perceptions of their new school and attendance rates improved (among mentors as well as those being mentored).

## **Greenwich's Accelerated Extended Schools Programme**

### **Aims and objectives**

Greenwich's extended schools programme provides school-based support and interventions to divert children and young people away from offending. The programme's aims are to:

- monitor violence in schools and test initiatives;
- improve partnership working in the three extended school clusters that correlate to crime hotspots;
- improve communication between young people and statutory agencies; and
- promote trust, protection and role models.

### **How does it work?**

The programme provides:

- awareness-raising training for teachers and other school staff on how to identify young people who are at risk;
- a 12-week intervention programme for young people who are at risk, which includes workshops and community activities; and
- a detached youth worker who is focused on life changes, territorialism, and training for teachers and school staff in emotional literacy, mentoring, conflict resolution.

### **Who was involved?**

CDRP partners, youth services and education services.

### **Views expressed by local partners**

- Carry out a review of local provision at the very beginning of the project.
- Communities, pupils and parents should all be consulted.
- Agree goals with partners.
- Identify needs, and then plan services in response to those needs.

### **What do local partners believe the project has achieved?**

While there has not yet been a formal evaluation, participants have been very positive towards the training sessions.

## **DIVERSIONARY ACTIVITIES**

### **Kickz Programme**

#### **Aims and objectives**

Vision: Using the power of football and the appeal of professional football club brands to engage with young people who may otherwise be difficult to reach, the purpose of Kickz is “to target some of the most disadvantaged areas of the country in order to create safer, stronger, more respectful communities through the development of young people’s potential”.

#### **Where?**

From the end of 2008, 64 projects delivered in London (two in every borough) and up to 100 nationally.

#### **General Kickz sessions format**

All Kickz sessions run three nights a week, 48 weeks per year. Along with increasing the ‘diversion’ element, the long-term focused activity builds trust and better relationships with young people, allowing for development opportunities and messages beyond football to be delivered. Sessions include two nights of football (coaching and competition) and one ‘flexible’ session, which could include aspects such as other sports (e.g. basketball, street dance and boxing), music-based sessions and a range developmental activities (e.g. drug awareness, healthy eating, volunteering, career development and anti-weapons workshops).

Kickz is geographically targeted in areas based on multiple deprivation and high rates of crime/anti-social behaviour. Young people primarily engage via self-referral. They may or may not be known to the authorities; however, those living in the areas will generally be deemed at higher risk of becoming involved in crime, or being victims of crime.

With specific reference to weapons and gang-related issues, a number of approaches have been adopted. These include anti-weapons sessions delivered by the police. For example in Croydon, Metropolitan Police representatives from ‘Trident’ delivered an anti-weapons workshop at Crystal Palace’s Kickz session. Based on the success of workshops delivered in Newham at West Ham’s Kickz project, the Metropolitan Police have accessed additional funding to deliver ‘Be Safe’ workshops in every London borough on issues including:

- knife crime;
- gun crime;
- offending and criminal life;
- dealing with authority;
- gangs; and
- personal safety.

#### **Funding**

All Kickz projects are costed at up to £47,500 per year, with the majority of costs being allocated to staff time and facility hire where relevant. Where clubs deliver multiple projects, average costs have reduced to £40,000 per year.

From September 2008 all Kickz projects receive 50 per cent funding from the central allocation, and 50 per cent funding will be required from local sources such as the local authority, police and social housing groups.

#### **Who was involved?**

The Kickz project is centrally managed by the Football Foundation but locally delivered by the professional football club and a local steering group, which includes the police, Safer Neighbourhoods Team and various members of the local authority including youth services, YOT, social housing providers and other relevant local groups. Local partnerships are considered essential in terms of sharing relevant local information and issues and offering delivery expertise in a range of expertise where the football club may not have relevant experience.

**Checklist (factors to consider and what is critical to success)**

- Intensity of provision: three nights a week, 48 weeks per year. Long-term focused activity builds trust and better relationships with young people, allowing for development opportunities beyond football.
  - Proactively identifying areas and times of need using a number of local partner resources to audit the area and current provision, including police reports on anti-social behaviour.
  - The projects are ‘taken to’ the young people, with local delivery ensuring ease of access. Ideally delivery staff should be local and understand local issues facing the young people involved. Specialist youth workers may be required where local issues are considered high risk.
  - Additional community-focused training for deliverers is key. This includes training for football coaching staff on issues such as managing conflict and engaging young people who are considered hard to reach.
  - Effective partnerships between football and statutory agencies at national and local level.
  - Co-ordinating football club brands to further engage hard-to-reach young people and break down potential barriers.
  - Catalyst funding supports and encourages local partners’ attempts to gain match funding from a variety of sources, and gives the chance to grow a sustainable project into additional areas of need using the Kickz model.
  - Offers increased chances for young people to make a difference in their local community, through personal development, training and volunteering opportunities.
- Provides a benchmark for clubs to deliver social inclusion projects – a flexible model and chances to work together and learn from each other.
  - While Kickz has made a positive start in its initial years of delivery, there are a number of continuing challenges. One aspect in particular is the availability of specialist youth workers, professionals and resources for dealing with issues such as weapons and gangs. It is also important to note that the issue of weapons and gangs is not the sole focus of the Kickz Programme, although it is an important issue particularly in the major cities of Birmingham, Liverpool, London and Manchester.

## **Case study: Fallowfield/Moss Side Kickz project**

### **Specific objectives**

Manchester City Football Club, through its registered charity City in the Community (CITC), became the first club outside London to become involved in Kickz in August 2006.

CITC recruited a team of football coaches and youth workers who all live within one mile of Platt Lane to work at Kickz. This local understanding is extremely beneficial in connecting with local young people.

In consultation with the police and local authority, the peak times of concern with youth crime and anti-social behaviour were directly addressed. Sessions are held on Thursday between 7.30pm and 9.30pm, Friday between 4pm and 7pm and Saturday between 5pm and 7pm.

### **Notable firearms incidents in the area**

Jessie James was killed on Saturday 9 September 2006 and Kickz was launched in the area soon after. In the summer of 2007 Kickz delivered additional nights in the park next to the Moss Side Millennium Powerhouse (where Jessie was killed).

During the first week of the sessions a group of young people attempted to access the open sessions wearing 'bullet proof' vests – the coach running the session had worked in the area for over 15 years and was able to positively deal with this situation. Following this incident CITC met with GMP, which agreed to guarantee a police presence at the session, focus CCTV on the session and also notify CITC of any potential incidents that might affect the project. Then later that month (August), during the inquest of Jessie James, they advised CITC against running a session due to the increase in the firearms incidents in the area.

The general area still suffers from ongoing firearms issues, and a young man was fatally shot in February 2008. The individual was known to many of the current Kickz participants. Since the young man was killed, this group are now accessing the project on a more regular, constructive basis and also interacting more with other groups within the project. Sessions have also seen a more regular police presence from GMP on Saturday evenings. A local youth worker commented that there are serious concerns between rival groups from Fallowfield and Moss Side, but the young people see Kickz as a 'safe zone'.

### **How did the project operate and achieve its objectives?**

The Fallowfield/Moss Side project has adopted a number of approaches and schemes of work to deliver a rounded approach towards achieving the overall Kickz and local objectives.

- Thursday, Friday and Saturday evening sessions, which include football coaching, competition, gym access and music-based workshops.
- Local coaches and delivery staff are selected and trained to ensure local knowledge and understanding of issues facing the young people.
- Sessions are supported by locally experienced youth project workers from 'The Hideaway'. One-to-one discussions and mentoring are facilitated by these workers including (where relevant) issues related to weapons and gangs.
- The Hideaway youth project has also worked with the police Armed Response Team to deliver a group workshop on the dangers of weapons.
- Other Kickz workshops have included 'Stop and Search' rights, delivered by the police in response to concerns from young people travelling to and from sessions.



- MC and DJ workshops focus on discussing local issues and positive lyric writing.
- Regional tournaments (including one based at Manchester City's stadium and an anti-racism themed tournament) to improve interaction with young people from other backgrounds and areas.
- A successful residential course was delivered with the specific aim of improving relations between Somali and Black Caribbean young men.
- Young person ownership is taken seriously, and a young person forum informs and influences what is delivered, and raises any concerns or issues.
- Accreditation opportunities have been delivered, with many young people gaining football coaching qualifications. This is linked to volunteering opportunities in the hope that staff of the future are 'home grown' from the local community.

### **Who was involved?**

Manchester City's local partnership also includes GMP, Manchester City Council Sports Development, Crime and Disorder Team, Housing Department, 4CT (voluntary sector organisation), Hideaway Youth Project, Moss Side, the Premier League, the Football Foundation and the Platt Lane Leisure Complex.

### **What did it achieve?**

The initial pilot stage of the Manchester City Project saw the following statistics fed back by the police, although it is not possible to directly attribute the reductions to Kickz.

- The reduction in total crime during the specified days and times was 33 per cent.
- The average reduction in anti-social behaviour during the time of the sessions was 43 per cent (with particular success noted on Saturday evenings).
- Police statistical testing reveals the reductions during the Kickz times to be significant, with only a 5 per cent chance that these reductions were due to random fluctuation alone.

## **RESTORATIVE JUSTICE APPROACHES**

### **Lewisham's Restorative Justice Project**

Lewisham's Restorative Justice Project in the New Cross Gate New Deal for Communities area, has enabled a specialist restorative justice development officer to intervene early in neighbourhood and community disputes to prevent them from escalating into serious or gang violence.

#### **Aims and objectives**

This project aims to prevent neighbourhood and community disputes from escalating into serious violence. Lewisham Council, New Cross Gates' New Deal for Communities and the police have teamed up to provide restorative justice in response to incidents of anti-social behaviour and low-level crime in New Cross Gate's Evelyn and Telegraph Hill wards.

#### **How does it work?**

The project works by bringing everyone affected by an incident together with a trained facilitator. The victim is given a voice in saying how they have been affected and what they need to happen next. By enabling everyone involved to find a way forward, it prevents the problem from escalating further into serious violence or group offending. Support is also given for the people who caused the harm while holding them fully accountable for what they have done. Members of the community, including young people, were helped to develop and maintain good relationships, and encouraged to take responsibility for their actions within that community. Members of the community have also been offered training in conflict resolution.

#### **How was it funded?**

By New Cross Gate New Deal for Communities and Lewisham Council.

### **Views expressed by local partners**

- Engage with the community in designing the project.
- Involve those most affected.
- Focus on repairing relationships and positive changes for the future.
- Establish an evaluation process at the beginning.

### **What do local partners believe the project has achieved?**

Community confidence and reassurance has increased. There has also been a reduction of low level group offending and the escalation of conflict.

### **WORKING WITH PARENTS**

Working with parents<sup>3</sup> to ensure that they can spot early warning signs and intervene to prevent their children from joining gangs is an important part of tackling the problem.

In the London borough of Croydon, the police and the YOT work together to alert parents and carers to the behaviour of at-risk young people who have displayed signs of gang involvement.

### **Raising parental and carer awareness, London Borough of Croydon**

#### **Aims and objectives**

- The early diversion of young people at risk of criminality or victimisation from gang association.
- Prevention of development of anti-social behaviour.
- Raise awareness among parents and carers of risk and signs of gang association.
- Make young people aware that they are under scrutiny.
- Raise awareness of partnership working at strategic and operational levels.
- Develop reassurance throughout the community.

#### **How does it work?**

The police and YOT identify at an early stage young people at risk. They make joint home visits to inform parents and carers of the risks of gang association and victimisation. Support through diversion is offered.

#### **Who was involved?**

The MPS, Croydon YOT, Victim Support and Croydon Voluntary Action.

#### **How was it funded?**

No additional costs were incurred over mainstream agency activities.

<sup>3</sup> Look out for the parents and carers guide, to be published by the Home Office in mid-2008.

### **Views expressed by local partners**

- Target young people at high risk and fast track the most vulnerable.
- Use intelligence-led actions through cross-agency information-sharing.
- Monitor those at risk through Safer Neighbourhood Teams.
- Put in place support projects and diversion schemes.
- Make the project part of an overall enforcement, prevention and diversion strategy.
- Have an evaluation framework in place.

### **What do local partners believe the project has achieved?**

Apart from reassuring the community, there has been a reduction in low-level group offending, anti-social behaviour and the escalation of conflict. Young people have been diverted from gang association and related activities, and there has been increased engagement with those who are at risk. The project has also resulted in enhanced parental and carer knowledge of early signs of gang association.







# Section 7: Devising exit strategies

The first part of this section looks at managing the risk posed by gang members and outlines how risk management can be used to persuade gang members to leave gangs. The second part goes on to outline a number of other interventions aimed at supporting gang members to leave gangs. The third part considers women and gangs.

## RISK MANAGEMENT

The Tackling Violence Action Plan, *Saving Lives. Reducing Harm. Protecting the Public: An action plan for tackling violence 2008–11*, published by the Home Office in February 2008, emphasises the importance of managing risk when tackling all violent crime, including gangs.

## DEALING WITH ESTABLISHED GANG MEMBERS

One aspect of supporting gang members to leave gangs is to actively manage the risk that they pose. Your partnership needs to set up arrangements to manage these risks – you could consider using MAPPA, the PPO strategy, safeguarding arrangements or a specific gang risk management process.

The Tackling Gangs Action Programme survey of 99 CDRPs with the highest levels of violent crime found that different areas managed risk in different ways. The survey revealed that of the 25 CDRPs that identified a gang problem, 15 had put in place specific gang-related risk management procedures. Of these, nine used existing PPO and eight used existing MAPPA arrangements, while 10 used an assessment adapted, or specifically developed, for gang problems. The survey revealed that safeguarding assessments appear to be less well used.

## USING MAPPA

The MAPPA process can be used to manage the risk associated with convicted gang members. Information about offenders who are subject to MAPPA, or who have been identified as posing a high risk of harm to the public, is stored on the Violent and Sex Offender Register. This system is being developed to support the efficient sharing of information between the responsible authorities.

For more information about MAPPA, see the guidance at [www.crimereduction.homeoffice.gov.uk/workingoffenders/workingoffenders65.htm](http://www.crimereduction.homeoffice.gov.uk/workingoffenders/workingoffenders65.htm).

MAPPA partners in Birmingham have set up a bespoke pan-Birmingham MAPPP<sup>4</sup> to ensure that they are able to manage the specific risks associated with gang members. The partners have also put together a Shared Priority Forum, which manages the risk posed by ‘lower level’ gang members.

In Manchester, MMAGS operates a ‘permanent’ risk management process that can manage risks as they occur, rather than waiting until a MAPPA meeting can be convened.

You should consider how to ensure the safety of all staff working with gang members. Look out for guidance on this and other gang-related issues for children’s services from the Association of Principal Youth and Community Officers (see [www.apyco.org.uk](http://www.apyco.org.uk)).

<sup>4</sup> Birmingham uses this term rather than the more commonly used ‘MAPPA’.

### **Birmingham's gang MAPPP**

The pan-Birmingham MAPPP meets monthly to manage the risk posed by those in the higher echelons of gangs. The decision to bring together a pan-Birmingham MAPPP enabled members to build up particular gang expertise by understanding who the gang members were, what risk they posed, etc.

The MAPPP sits across all of Birmingham's nine Operational Command Units (OCUs), although resources predominantly come from the areas where the gangs are most prevalent – from the OCUs serving North West Birmingham and the city centre.

In addition to the police, the Birmingham MAPPP involves the following agencies:

- Probation Service (co-chair with the police);
- Youth Offending Service;
- Bromford Housing Group (mentoring service);
- Anti-social Behaviour Unit;
- Birmingham City Council Housing Services;
- HM Prison Service;
- West Midlands Mediation and Transformation Service;
- Birmingham City Council Children's Service (Safeguarding); and
- Operation Malva (ASBOs and Injunctions).

Police offender managers from relevant OCUs attend the meeting. By holding the MAPPP centrally, the expertise and specialist services (such as mentoring and mediation) can be accessed from a single point. Between 20 and 30 individuals are managed within the MAPPP at any one time.

### **Birmingham's Shared Priority Forum**

Towards the end of 2006, the West Midlands Police Intelligence Department identified approximately 400 individuals in Birmingham with affiliations and links to gangs.

The criteria required for individuals to be managed under MAPPP would not be met for all these gang members, partly because it is difficult to obtain successful prosecutions as a result of gangs intimidating witnesses.

A Pan-Birmingham Shared Priority Forum was therefore established from the PPO programme. Not all of the gang members brought forward to the Pan-Birmingham Forum can be managed there, so some are returned for management to the local OCU.

Both the Pan-Birmingham MAPPP and the Shared Priority Forum meetings are attended by the same agencies and are held on the same day.

### Person profile: Birmingham's Shared Priority Forum

An 18-year-old male was sentenced to 36 months in custody at Birmingham Crown Court for an offence of grievous bodily harm.

When he was released, he was registered as a PPO at a local level and, due to his gang association, he became a Pan-Birmingham PPO in November. Licence conditions for non-association were sought and agreed.

The Pan-Birmingham PPO scheme engaged the West Midlands Mediation and Transformation Service, Bromford Housing Group (a mentoring service) and Jobcentre Plus. One of his sentence plan objectives was to secure training and employment.

As the Jobcentre Plus representative attends the Shared Priority Forum, she was able to assist him with work opportunities and he was signed up to the New Deal training programme. She was also able to arrange for him to attend a different Jobcentre Plus office, to lessen the risk of him coming into contact with rival gang members.

His attendance at supervision sessions has been good. He is starting to progress and is working with the West Midlands Mediation and Transformation Service and Bromford Housing Group to look at future training and lifestyle changes, as well as conflict resolution and mentoring.

There has been no new intelligence received to suggest that he has been involved in any gang activity.

### POSSIBLE INTERVENTIONS TO SUPPORT GANG MEMBERS TO LEAVE GANGS

Preventing gang members from reoffending requires a broad spectrum of interventions. These include:

- targeted work with gang members, including work in prisons and young offender institutions with convicted gang members and those who are moving through the criminal justice system;
- the use of mediation and transformation services;
- programmes that young people can voluntarily engage with;
- the provision of information directly to gang members, their families, communities and professionals; and
- rehousing gang members who are at risk.

Relevant case studies to illustrate the above interventions can be found on the following pages.

## TARGETED WORK WITH CONVICTED GANG MEMBERS AND THOSE WHO ARE MOVING THROUGH THE CRIMINAL JUSTICE SYSTEM

### Manchester's one-to-one work with gang members

Around half of MMAGS' work is dedicated to one-to-one intervention with young people, many of whom are involved in the criminal justice system. As part of this, the team works extensively in prisons and young offender institutions, engaging groups and individuals to try and prevent gang involvement on release.

#### Person profile: Manchester's case management process

**Referral and assessment:** referral was made from school inclusion services in relation to this client, who was a 13-year-old male, subject to YOT intervention. The referrer was concerned by the subject's criminal behaviour, intimidation of other young people, substance misuse, lack of stability at home, and self-confessed activity with gangs. He had achieved only 30 per cent attendance at school over the previous year.

The MMAGS team's initial assessment, conducted by a YOT officer, identified problems with accessing education and considerable family problems to do with a lack of parental support and the inability of the extended family to cope with the client and his siblings.

He admitted to taking part in robbery and other offences with members of a known gang, and had started to meet frequently with older and more sophisticated gang members. He was unconcerned by the consequences of his actions and stated that he was not worried by the prospect of a custodial sentence. His attitude to offending, and his belief that gang members were true friends, made him exceedingly vulnerable. He was rated as a medium risk to members of the public and a potential danger to himself.

**Action plan:** a three-month supervision plan was devised. This included 24 planned appointments, each with a targeted area of work to address his gang-related behaviour – mentoring support, victim awareness, gun ownership (looking at specific consequences and legal issues), pros and cons of gang membership. A client contract was signed by both MMAGS and the client, indicating what was expected from both parties. At all stages the school inclusion services (as the referrer) were kept informed of the client's progress and actions were taken.

**Mid-way review:** the mid-way review reconsidered all the aspects of the initial assessment, to reassess the client's progress. Compliance was good, although some problems were experienced with other agencies involved. The subject had returned to and maintained full-time schooling. Criminal behaviour was reduced significantly through the period of intervention (there was one incident of minor criminal damage that did not result in a charge). He was then rated as a low risk.

**Closure:** A closing contact was completed by the practitioner and the MMAGS professional.



### Person profile: Manchester's work in young offender institutions

MMAGS had tried to engage a young male cited as a key member of one of Manchester's biggest and most violent gangs. Aged 16 at the time, he was highly prominent in gang circles and was regarded as a senior member by gang members on both sides. He was initially reluctant to engage with MMAGS, and there was no statutory power to compel him to do so.

Later he was arrested for a number of offences and charged with burglary and theft. The MMAGS team was able to get access to him at the police station, during a break from a police interview. He was remanded in custody, and MMAGS maintained contact and engagement throughout the remand and sentence period. While in custody, he worked through the MMAGS Above and Beyond programme, which addresses issues around peer pressure, violence and firearms possession.

As release approached, it was agreed that MAPPAs legislation would be used to manage him on release. He had MAPPAs-authorized conditions imposed on him, including an exclusion zone and a lengthy list of non-associates. The reasoning behind this was communicated to the individual by the MMAGS probation officer, and arrangements were made for accommodation and opportunities on release.

The MMAGS team has continued to be engaged with him throughout his licence period, maintaining contact even now that he has relocated to live with family outside Manchester. His licence has not been breached and he has not been suspected of any further offending to date. Once his licence expires, contact will be voluntary rather than enforceable, but MMAGS outreach staff remain available for maintaining support and advice for the case as when it is needed.

### 'Wraparound' services in Birmingham

Birmingham's Operation Malva set in place a 'carrot and stick' approach to tackling gang involvement – using ASBOs and injunctions to restrict gang members' activities, but also providing extensive 'wraparound' services to support gang members who are subject to orders to leave gangs.

### Wraparound services, Birmingham

#### Aims

- To develop a wraparound programme of intervention for young people who are subject to interim and full ASBOs due to their involvement with gangs and related criminal or anti-social behaviour.
- To support young people to change their behaviour through offering alternative lifestyle options and to directly address gang-related issues.
- To develop programmes that will meet individual need and access community groups who can deliver additional support.
- To test out joined-up working across third sector groups and between these groups and the YOT, to offer an enhanced, more responsive and tailored service to these young people and their families.
- To identify the factors that have led to gang involvement and provide an awareness of alternative options and life chances, and support in accessing these where possible.

#### How did it do this?

The target group was young people who are subject to ASBOs and Individual Support Orders as well as those identified as PPOs by the Shared Priority Forum.

Twenty-two young people were initially involved in the programme. They received individually tailored programmes and targeted interventions delivered in partnership. The programmes included:

- mentoring;
- family support;
- supporting young people with housing;
- supporting young people with budgeting/benefits;
- one-to-one work – understanding the implications of their ASBO and consequences of breach;
- a gang programme group;
- sexual health advice;
- mediation;
- job opportunities – taking them around their local communities and showing them what is available;
- support with filling out forms and general job application advice;
- a five-day Fire Intervention Project – linked with West Midlands Fire Service;
- self-esteem work to enable them to realise their full potential and show them that they have choices; and
- funding – short-term funding identified through the Youth Offending Service and TGAP funds.

### **Who was involved?**

The Youth Offending Service, four third sector groups, West Midlands Police, and Birmingham City Council's Anti-Social Behaviour Unit.

### **What did it achieve?**

Young people engaged with the programmes and demonstrated signs of changing their mindsets and behaviour. The young people either moved into training or employment, or began to demonstrate an interest in accessing it.

Parental feedback has been extremely positive and parents have played a key role in promoting the programme to their children.

It was a successful model for third sector groups working together. One organisation has acted as co-ordinator of the third sector groups.

While there were breaches of the ASBOs and interim ASBOs, the majority of breaches related to association clauses and exclusion zones and not to a repeat of the behaviour that had led to the ASBO. Court outcomes relating to these breaches did not result in custody.

A minority of the young people referred were already in the Secure Estate and work was also undertaken to facilitate an effective rehabilitation.

### **Critical success factors**

Critical success factors are:

- working through the third sector, which is seen by gang members as independent, enabled the services to win the community's trust;
- strong and transparent relationships between the third and statutory sectors;
- involving the third sector in the statutory risk management process; and
- strong internal risk management processes to protect staff.

### Person profile: Birmingham's wraparound services

The client has always lived in Birmingham with his mother, stepfather and older brother. He had previously breached Court Orders and had served a custodial sentence, and was on licence when the ASBO worker became involved. He was involved in gang-related activities.

Interventions included:

- mentoring by a third sector organisation;
- family support;
- engagement on a Fire and Rescue Service programme and 'street culture' gang programme; and
- one-to-one work supporting the client to find alternative accommodation and to access training opportunities.

The client is also a talented footballer and is completing his 12-week coaching course with a local professional team. The police offender manager secured additional funding to enable this to happen. He is also due to start a fitness training gym instructor course. He says: "It has definitely made a difference and made me realise that it isn't about postcodes and gangs, not at all. It's not worth it. I have been well supported throughout."

Feedback from his parents is also very positive. He is now influencing others positively to rethink their lifestyle choices.

### Knowsley's work with key gang members

The top 10 gang members in Knowsley were identified through intelligence and information from all the partners. They were placed under close scrutiny by each of the agencies.

Each gang member now has an action plan with a menu of options available to them. A Criminality Notice is served on each gang member, and then followed up with an offer to attend a meeting with relevant partners in an effort to support them and divert them away from gangs. See Annex G for a copy of a Criminality Notice sent by Merseyside Police. At this meeting the gang member is invited to enter into an Acceptable Behaviour Contract (ABC), with the emphasis on offering support, guidance and help out of their current lifestyle.

This approach is supported by robust police enforcement and if a gang member fails to accept and continues with his/her offending behaviour, then enforcement action is undertaken.

### Person profile: Knowsley's work with key gang members

The partnership targeted a gang member and his family. It became apparent that he wanted to enrol in a trades course, but did not have the confidence, finance or support to take the first steps.

This information was considered at a partnership meeting focused on managing key gang members. The local authority's diversionary services identified a key worker, who could engage with him to assess suitability for a placement and potential course enrolment.

He was invited to attend an initial meeting with the key worker and one of the detective sergeants. Despite initially being suspicious, the gang member has now begun a structured programme that will lead to an accredited course and qualification and a potential route out of his gang activities.

## MEDIATION AND TRANSFORMATION SERVICES

### West Midlands Mediation and Transformation Services (WMMTS)

#### Aims and objectives

The aim of WMMTS is to facilitate a negotiated cessation of hostilities between those engaged in gang-related shootings, and to prevent the use or threats of extreme violence across Birmingham and the wider West Midlands.

In addition, WMMTS aims to:

- reduce territorialism or postcode hostilities between street gangs from different estates, and support them to change their behaviour and leave gangs;
- reduce the number of violent inter-gang incidents through identification of and intervention in hotspots;
- support the transformation of gang members, enabling them to leave gangs and develop more positive activities; and
- develop mutual respect between workers and young people based on clearly outlined boundaries.

#### Where?

WMMTS was formed in the West Midlands and has predominantly worked in Birmingham and Wolverhampton. It has also been commissioned by the Five Boroughs' Alliance in South London to assess capacity in London.

#### How does WMMTS work?

Mediators work around all aspects of the problem, working closely with partners from statutory frameworks (such as Birmingham's MAPPP and Shared Priority Forum – both of which operate to manage the risk posed by gang members) and with offenders as part of their management through these arrangements.

Additionally, WMMTS accepts direct referrals from gang members or their families. It also talks to key gang members following critical incidents, aiming to defuse the situation and/or buy time to try to prevent an immediate retaliation and escalation of the problem. WMMTS is not a statutory agency, but it is accepted as playing a crucial role in tackling the gun and gang problems in Birmingham and the wider West Midlands. WMMTS is represented on Birmingham's strategic gang partnership, BRGV.

WMMTS is a not-for-profit limited company. It is funded to work in Birmingham through BRGV.

#### Who was involved?

The mediation service is independent and has trained mediators from within the community it serves. This includes mothers and young male role models, who can act both as mediators and as mentors.

#### What do local partners believe it achieved?

The service is seen to be an invaluable part of BRGV, and plays a mainstream role alongside statutory partners. It is also an independent, calming voice that can be mobilised after critical incidents to try to prevent immediate retaliation or escalation.

You can access more information at [www.wmmts.org.uk](http://www.wmmts.org.uk).



### Person profile: WMMTS

A 13-year-old male was involved in a number of conflicts:

- he had assaulted a girl at school, which resulted in him being confronted by 40 school pupils in a local park, and being threatened with a knife by the 'leader' of this group;
- he was the subject of a school disciplinary process that meant he was close to expulsion from his school; and
- he had assaulted the 12-year-old daughter of a neighbour, who was related to a prominent member of one of the more established gangs within the West Midlands. The gang member went to the 13-year-old's home demanding to see him and was refused entry by the 13-year-old's mother. She was then attacked, sustaining a broken jaw and several lost teeth. This matter was not reported to the police.

Mediators from WMMTS were assigned to the case. They introduced mediation processes to address each of the issues that had brought the client into conflict, and worked with the client, his mother, the local education authority, the school, youth services and housing services. They also set up group mediation sessions at school and among gang members.

The mediators selected had extensive knowledge of the community, because they were from the community: one was a mother whose son had been shot because of his involvement in a gang, while the other was a coach and mentor working in local schools and colleges, with extensive knowledge of local gang members and young people.

As a result of the mediation processes, the client and his mother were moved away from the West Midlands. Work continues to get him back into full-time education. The 'leader' of the group that confronted the 13-year-old has returned to school, and has not been involved in further incidents or assaults at school.

### PROGRAMMES THAT YOUNG PEOPLE CAN VOLUNTARILY ENGAGE WITH

Some programmes are set up to engage with young people on a voluntary basis. This voluntary engagement is seen as critical to the success of the London Borough of Lambeth's X-it Programme.

#### X-it, Lambeth

##### Aims and objectives

The initiative is targeted at young gang members who want to change their behaviour. It aims to:

- reduce territorialism and postcode hostilities between street gangs from different estates, and support them to change their behaviour and leave gangs;
- reduce the number of violent inter-gang incidents by identifying hotspots and working intensively with young people in those hotspots;
- support the transformation of gang members, enabling them to leave gangs and engage in more positive activities; and
- develop mutually respectful relationships between programme workers and young people, based on clearly outlined boundaries.

##### How does it work?

The programme consists of four modules, which take place over a period of 32 weeks. They include a 10-week group work programme, a 6-day intensive residential programme (organised by Brathay Hall Trust), a 20-week leadership programme and a personal development and mentoring support scheme.

The programme deals simultaneously with gang members on three estates. Participants are introduced to a range of social education activities, which require them to build trust in each other through group and inter-dependent activities (such as rock climbing).

The young people then go on a 20-week leadership programme devised by the charity Involve. Specific training programmes are provided to improve ex-gang members' social skills, and to enable them to become peer mentors and advocates. The project is based on a voluntary relationship between young people and the project workers – young people attend because they want to change.

### **Who is involved?**

The lead officers are an officer from the Metropolitan Police and a Lambeth Council youth worker. Also involved are the teams from the Youth Advocate Programme, Involve and Brathay Hall Trust. Central to the success of the programme was the involvement of ex-gang members who were known to the 'wannabes' and those who were already embedded in gang membership.

### **What do local partners believe the programme has achieved?**

It has provided opportunities for gang members to gain new skills, and has helped them to adopt more positive behaviours. Some of those involved became self-employed as a direct result of the programme, including becoming consultants on tackling gangs to other London boroughs.

An independent evaluation of the project by John Pitts (*An Evaluation of the X-it gang desistance programme, Lambeth*) published in March 2006 found that 72 per cent of participants stopped offending during their involvement with the programme. Mentors are now going into schools to speak to young people about how to avoid peer pressure.

Lambeth Council won the *Guardian* Award for a children's services programme for the X-it programme in 2007.

### **How is it funded?**

Core support is provided by the two leading agencies – the MPS and Lambeth Council – and additional resources are secured through fundraising and grant applications. The total project costs £56,500 for each 32-week programme.

## **INFORMATION PROVIDED DIRECTLY TO GANG MEMBERS, THEIR FAMILIES, COMMUNITIES AND PROFESSIONALS**

### **Southwark's Gates Project, London Borough of Southwark**

#### **Aims and objectives**

The Southwark Gates Project aims to provide information and initial support to any young person, member of the community or professional who has concerns over gang- or youth-related crime using a phone line and text service.

#### **How does it work?**

There are two elements to this project.

- a text alert and answer service that gives two free text messages per week to subscribers and advice in relation to gang-related concerns, and gives information on events in the local area; and
- a phone advice line that provides details of all local statutory, voluntary and community sector services relating to gangs.

The service:

- provides free advice to young people, communities and agencies working with young people;
- is independent from the police which helps to gain the trust of young people in local services;
- works in colleges;
- provides information at community events;
- promotes its activities through stands in shopping centres;
- communicates the service to all practitioners;
- provides information on training, events, personal safety advice, help and support for practitioners working in young people's services and young people; and
- enables agencies to proactively reach young people at risk.

The advice line is staffed daily between midday and 10pm Monday to Thursday and until midnight on Fridays and Saturdays.

The service uses a directory with details of all local statutory and voluntary services, including child protection information for practitioners and details of single points of contact to children's services and adult social services.

### Who was involved?

Victim Support Southwark formed a partnership with Kickstart, a youth organisation, to deliver the project.

### Critical success factors

Critical success factors are:

- community engagement;
- ensuring that operating times are appropriate;
- ensuring that young people are involved in the set-up of the services;
- being responsive to community tensions;
- effective promotion and publicity materials, including website links;
- an effective evaluation framework to support expansion and replication;
- training for operators; and
- alignment with other projects, e.g. education and diversion.

### What do local partners believe the programme has achieved?

In 2007 the texting service attracted nearly 400 subscribers. An evaluation in December 2007 by the London Borough of Southwark showed that callers found the text service to be less intimidating and more accessible than other forms of communication.

The programme's success resulted in a decision to extend it across the other boroughs in the Five Boroughs' Alliance (Croydon, Greenwich, Lewisham and Lambeth).

### How is it funded?

Victim Support Southwark and Kickstart successfully bid for £30,000 from the Safer London Foundation and the London Borough of Southwark to establish the project. Additional funding was later secured through the Five Boroughs' Alliance Board.

### REHOUSING AT-RISK GANG MEMBERS

In a small number of circumstances, you might want to consider whether a gang member needs to be rehoused in another part of your city or even in another city in order to ensure their safety and make it easier for them to leave the gang. Gang territories tend to be well defined and localised, with rival territories often adjoining each other. Making a complete break from the area but avoiding the rival territory can be critical to enabling gang members to exit gangs.

However, it is not easy for social housing providers to make offers of accommodation to those who have been (and may yet still be) involved in gangs, given the risks associated with doing so and limited resources and housing stock. Liaison with local housing providers is therefore a vital part of any gang management process.

You might also want to consider whether you can make voluntary reciprocal agreements with other cities to rehouse your area's gang members in return for you rehousing theirs.

Within the TGAP cities, Manchester has made agreements with private landlords both within Manchester and outside the city. In Birmingham, the city housing service is represented at the senior level at both the MAPPP and the Shared Priority Forum, where agencies come together to manage the risk presented by gang members. In addition, the local housing team is involved in Operation Malva (Birmingham's joint police and local authority ASBOs and injunctions team).

In Birmingham, a joint housing protocol has been developed to facilitate rehousing requests related to gang involvement. In summary, the protocol covers:

- the use of safe houses for victims in the immediate aftermath of gang-related crime;
- the need for information sharing to take place at the earliest opportunity;
- the establishment of single points of contact within all agencies;
- the need to make full use of all agencies and to understand the roles and responsibilities they have;
- making best use of housing stock across all tenures and co-ordinating the use of such accommodation;
- clarity for affected communities about what assistance can be offered; and
- ensuring that housing is one component of a wider package of wraparound support services for young people wishing to leave gangs.

## **WOMEN AND GANGS**

There is little documented information about women and gangs in the UK, and there are few services designed specifically to support this group. Further work is needed to develop more comprehensive approaches to tackling the issue.

Women who are involved in gangs can occupy a number of roles, including:

- perpetrators: participating in gang violence alongside male gang members;
- victims: partners, sisters and mothers can be targeted by gangs. For example, if a debt is owed to a gang, women who are associated with the debtor may be targeted to pressure the debtor to pay up. Women associated with rival gangs can also be targeted with violence (including rape); and
- associates: partners, sisters and mothers might be involved with hiding drugs and weapons, washing blood-covered clothing, etc. Even where they have no formal involvement, partners can serve to 'glamourise' gang members, and to put pressure on them to provide the material wealth associated with criminal behaviour.

However, women can also play a role in supporting gang members to leave gangs – peer and parental pressure can be a key tool in persuading gang members to change their lives.







# Section 8: Targeting gang members

The information in this section outlines the tactical options available which can be used by your partnership to disrupt the unlawful activities of gang members. The methods outlined below should be considered in conjunction with covert police activity (which is not covered in this guide) to ensure maximum impact.

## TACKLING GANGS THROUGH ENFORCEMENT

Every possible lawful use of legislation and tactics to disrupt criminal and anti-social behaviour by gang members should be considered, and your partnership should think broadly about the range of partners who might be able to help you to target gang members.

Partners might include:

- area licensing departments;
- the Department for Work and Pensions;
- the DVLA;
- Fire and Rescue Services;
- HMRC;
- neighbourhood wardens;
- primary care trusts;
- registered social landlords;
- the Royal Society for the Prevention of Cruelty to Animals (RSPCA);
- TV Licensing;
- the UKBA; and
- utility companies.

It is worth being aware that witnesses can often be intimidated. In response to this, witness evidence from the community can be replaced with police officers' observations and evidence from statutory bodies.

We list below a range of partnership tactics that your area might consider using to tackle gangs.

## ASBOS (AND INJUNCTIONS)

ASBOs (and injunctions) are tools provided to local authorities to pursue gang members through civil means. They are most effective when combined with wraparound services that support gang members to leave gangs.

On the granting of an ASBO the magistrates must also consider whether to also make:

- an Individual Support Order;
- a Parenting Order; or
- a Drug Intervention Order.

Injunctions under the Housing Act 1996 can be pursued providing there is relevant conduct which is housing-related, commonly referred to as the anti-social behaviour injunction (ASBI). Powers of arrest can be attached where there is violence or threats of violence or a significant risk of harm. Authorities have also used Section 222 of the Local Government Act 1972 to pursue Injunction Orders against gang members; however, practitioners should be aware that the Court of Appeal will be considering the use of this power on 24/25 June 2008 following a decision of the Birmingham County Court that it had no jurisdiction to grant injunctions against gang members.

## PRACTICAL STEPS FOR OBTAINING ASBOS (AND INJUNCTIONS)

There is a range of guidance that exists on obtaining ASBOs which focuses on tackling anti-social behaviour. Below we focus on the specific gang-related elements for obtaining gang-related ASBOs. You should note that there are statutory criteria for granting ASBOs, and the application package must satisfy these requirements. The Judicial Studies Board has issued guidance on drafting the prohibitions in ASBOs (see [www.jsboard.co.uk/publications.htm](http://www.jsboard.co.uk/publications.htm)).



The existing guidance, *A guide to anti-social behaviour orders* (published by the Home Office in August 2006), can be found at [www.respect.gov.uk/uploadedFiles/Members\\_site/Documents\\_and\\_images/Enforcement\\_tools\\_and\\_powers/ASBOGuidance\\_HOAUG2006\\_0043.pdf](http://www.respect.gov.uk/uploadedFiles/Members_site/Documents_and_images/Enforcement_tools_and_powers/ASBOGuidance_HOAUG2006_0043.pdf).

## MANAGING RISK RELATING TO AN IMMEDIATE THREAT

ASBOs can be obtained on a ‘without notice’ or ‘ex-parte’ basis if the threat is immediate or urgent, or if the divulgence of the commencement of the ASBO or injunction action would put witnesses at risk. An important part of obtaining an order is to be sure of the plans for serving it and managing it immediately after it has been served. In some cases the order can safely be served by neighbourhood policing teams; however, where the risks are greater, armed officers may be needed to serve the order.

## HOW GANG-RELATED ASBOS WORK

The prohibitions obtained in the injunction or ASBO prevent individuals from demonstrating specified unacceptable behaviours. The prohibitions and duration of the order must be tailored proportionately to the individual or behaviour that it is sought against.

There are two main prohibitions:

- exclusion zones; and
- non-association clauses.

## EXCLUSION ZONES

An exclusion zone prevents an individual from entering the part of the city where their offending behaviour has had the most impact or where their gang has most influence. The aim is to take away the territory that they regard as theirs.

This is a particularly powerful tool to use against gang members because gangs rely on dominating ‘their’ territory where they intimidate potential witnesses, making it difficult for the police to gather evidence of criminal activity.

An exclusion zone is simple and policeable. A typical clause is that the defendant shall not “Enter that part of

the City of xxx shown on the attached plan and delineated in red” and it is supported by a clear street map with the exclusion area delineated and shaded.

Where necessary, the exclusion zone can include access routes where the individual lives within it or needs to access their place of work or training, place of education, job centre or a service such as their general practitioner.

In some cases the exclusion clause might cover a wide geographical area. For example, in some cases in Birmingham, gang members have been excluded from the whole city. This is aimed at preventing displacement from one part of the city to another.

## NON-ASSOCIATION CLAUSES

A non-association clause prevents individuals from associating with other members of their gang. The typical clause is that the defendant shall not “be in any public place in the City of xxx with any of the following people: [list of names]”.

This reduces the ability of gang members to offend as part of a group by restricting their ability to gather and associate with each other. This is particularly significant for gang members, given the role of the group in encouraging negative behaviours, and the level of intimidation that a gang can exert on other members of the community.

## TARGETING GANG MEMBERS

Be sure of your target list and prioritise the most dangerous or influential gang members first. However, you need to be able to respond to critical incidents and emerging threats – make sure your intelligence-gathering is picking up on gang members (or new gangs) who are gaining influence.

ASBOs (and injunctions) are orders obtained against individuals, however it is possible to issue proceedings against individuals in a group. One of the characteristics of a gang is its cohesive nature, and you can add to your case by demonstrating the impact of the gang’s collective behaviour. Although you will still need to prove the individual’s unacceptable behaviour, the behaviour of the gang or group – and the effect of this on the wider community – can have an impact on the decision to grant



an order and the extent of it. However, there are potential logistical problems with large group actions and management of court time.

### **HANDLING THE PUBLICITY**

Home Office guidance relating to publicising ASBOs is available at [www.respect.gov.uk/uploadedFiles/Members\\_site/Documents\\_and\\_images/Enforcement\\_tools\\_and\\_powers/ASBOs\\_PublicisingGuidance\\_0031.pdf](http://www.respect.gov.uk/uploadedFiles/Members_site/Documents_and_images/Enforcement_tools_and_powers/ASBOs_PublicisingGuidance_0031.pdf).

In advance of a full hearing, you might want to consider bringing together partners for a publicity meeting to decide what publicity is necessary or appropriate to reassure the community and to provide a deterrent to others acting in similar ways. This might be attended by:

- the officer who prepared the court papers;
- a police press officer;
- a police force solicitor;
- a senior local authority representative;
- a local authority press officer;
- a member of the local authority legal services;
- a probation officer (if relevant); and
- the YOT.

The meeting is used to identify the risks associated with publicity for the case, i.e. what publicity is appropriate to add value to the order and proportionate to the threat presented by the individual within the context of reassurance for the community.

It will also take account of any increased threat to the gang member, which may arise if rival gangs choose to take action against him/her or his/her family in response to the publicity.

In addition to the press release, leaflets can be distributed to the neighbours of the gang member and in the areas of his/her previous negative behaviour.

### **MANAGING RISK RELATING TO A COURT APPEARANCE**

It is also important to undertake a full risk assessment in advance of a court hearing, for example you should avoid scheduling hearings for members of rival gangs in the same court at the same time.

**See Annex E for a template used by Birmingham to assess the risk associated with court appearances of individual gang members.**

### **Who needs to be involved?**

The local authority anti-social behaviour team, legal services, the police, the CPS, the Probation Service (if relevant), the YOT (if relevant) and housing providers.

### **Partnership working**

At the earliest opportunity, you need to agree with lead solicitors (and if possible counsel) the tactical approach for putting together evidence for the ASBO request. This might include the extent of evidence to be presented, the style of statement or the extent of impact statements.

Discuss the issues with your local courts, and ensure that they are aware of the intention to use ASBOs (and injunctions) in this way. Work with them to ensure that security issues are satisfied: offer police support for managing trials, and work with listings clerks to ensure that rival gang members are not appearing at the same time.

You might like to note that for injunctions, only the local authority can make an application for a Local Government Act injunction. Housing injunctions (ASBIs) can be sought by social landlords. This requires close working relations and information-sharing protocols between the police and local authority or social landlord.

### **ENGAGING THE COMMUNITY**

A significant consideration in using this tactic is how the community can be engaged to assist in obtaining, managing and enforcing the restrictive orders.

Both exclusion and non-association clauses are more effectively policed when members of the community are willing to talk to the police about any breaches they become aware of.

An effective communications plan around the orders and the purpose of them is critical to gaining the community's support.

### **USING INFORMATION**

Collect impact statements from the community about what it is like living in the areas affected by the gangs. If community representatives are unwilling to make these statements, you can use hearsay evidence – professionals from statutory services can explain the impact of gangs on community safety, crime, health, worklessness, etc.

If you are using police intelligence, ensure that it is 'safe' to place this into the hands of those you are tackling. If necessary, separate the filtering of the available intelligence from the case-building team.

Intelligence can soon become irrelevant if it is not refreshed and kept up to date. Encourage all partners to log all relevant intelligence.

### **COSTS**

The cost of obtaining a civil order depends on a number of factors. However, court costs and legal time can cost around £1,500 to £2,500 per case.

In addition to this, you will require:

- a case worker to build a file;
- a legal resource;
- a resource to serve the order;
- funding to police the order;
- resources to prosecute breaches – which will need to be the CPS if the case relates to an ASBO, and the local authority if it relates to an injunction; and
- funding for management of the court.

The costs per case are reduced if you set up a dedicated team. This is because the team's experience enables it to put together a focused and tightly drawn case in advance of submitting it to the case solicitor, rather than expecting the solicitor to wade through large swathes of documentation.

## **Birmingham's use of ASBOS (and injunctions)**

### **Aims and objectives**

Birmingham's Reducing Gangs Violence strategy has pioneered the use of ASBOs (and injunctions) against street gangs. It set up a dedicated multi-agency team, Operation Malva, to seek ASBOs (and injunctions) against gang members. This particularly focused on those whom the police could not obtain convictions for, because witnesses were unwilling to come forward.

The team's aim is to obtain ASBOs (and injunctions) to control the behaviour of those involved in gangs who are posing the greatest risk to the communities of Birmingham.

### **How does it work?**

As Malva evolved and delivered a high volume of civil orders, the importance of combining these orders with effective one-to-one 'offender management' became apparent. Malva therefore evolved its role to deliver an overall package to draw gang members away from gang activity, with the civil order forming one part of that package. See the 'Devising exit strategies' section on page 51 for further information on the wraparound services provided by Birmingham.

### **Who was involved?**

Operation Malva was made up of a multi-agency team of police officers, local authority anti-social behaviour staff, Probation Service and YOT workers.

### **What did it achieve?**

While it is hard to quantify impact, senior police officers have partly attributed reductions in gang-related violence to the restrictions that ASBOs (and injunctions) have brought, and the message that injunctions and ASBOs were being sought against gang members.

There are also early signs that some of the work to challenge and seek to change the lifestyles of those involved in gangs has been positive. A number of community representatives, notably some of mothers' groups, have also stated that they feel that the problem has been contained through the use of restrictive orders. Support from the community for this work is increased when real alternatives are offered alongside the restrictive orders. The period after a legal ruling that injunctions could not be used to manage gang-related behaviour saw a rise in gang-related incidents, particularly in the city centre.

### ASBOs and injunctions checklist

- Consult the guidance relating to ASBOs highlighted above.
- Identify and prioritise the gang members you plan to pursue – but be flexible in response to critical incidents.
- If a critical incident occurs, consider whether you need to apply for an immediate or urgent ASBO.
- Identify an appropriate exclusion zone.
- Identify the individuals you are seeking to prevent a gang member from associating with.
- Make sure you engage the CPS early – the drafting of prohibitions is critical to the enforceability of orders. Keep the CPS informed of any strategy that will involve subsequent prosecutions.
- Consider what level of publicity is appropriate for a gang member.
- Consider how you can manage the risk of a court appearance.
- Engage key stakeholders, including the legal profession, courts and the community.
- Consider what support you can provide to gang members subject to civil orders to encourage them to exit gangs (see page 51 for further details).

### AUTOMATIC NUMBER PLATE RECOGNITION

Automatic number plate recognition (ANPR) technology should be considered both from fixed sites and mobile terminals. You can then populate the Police National Computer (PNC) and ANPR with vehicles associated with criminal elements of gangs to ensure activity is targeted and intelligence-led.

Lockdown operations in specific areas ensure a tight net is spread to monitor vehicle movements and denies criminals the use of roads. This tactic should be considered to run alongside Section 60 (see below), armed checkpoints and/or collateral targeting.

**Partners:** Police, Department for Work and Pensions, DVLA.

**Costs and considerations:** Technology resource, staff to monitor fixed camera, staff to intercept vehicles, mobile site staff, custody considerations, control room staff to manage increase in communications.

### ARMED CHECKPOINTS

Forces have developed mobile and static checkpoints involving armed and unarmed officers. Mobile resources travel in convoy and set up road checks (linked to Section 60 authorities) where key vehicles and suspects are stopped. The inclusion of ANPR resources prove a useful addition to the operational capabilities.

### BAIL AND LICENCE MANAGEMENT

Rigorous management and enforcement of relevant bail and licence conditions is a crucial tactic in disrupting the activities of specified targets. This management should be linked into the criminal justice system and probation services to ensure that all opportunities to prevent breach of licences and bail conditions are seized.

### COLLATERAL TARGETING

Collateral targeting can be used to increase pressure on known criminal targets. Making full use of existing legislation and preventative measures such as stop and search (Section 60 of the Criminal Justice and Police Act 2004), tenancy agreements and the Road Traffic Act 1988, officers target associates and licensed premises

used by gang members. This tactic increases pressure on the targets, including, in some cases, pressure from their family and peer group.

**Partners:** Police, housing providers, HMRC.

### **CRACK HOUSE CLOSURES**

Where your local problem is linked to drugs, targeting of premises used for the supply of Class A drugs can have a significant impact on gang-related crime. A superintendent of police may issue a closure notice in respect of premises if they have reasonable grounds to believe it has been used in connection with the unlawful use, production or supply of a Class A controlled drug at any time during the previous three months, or the use of the premises is associated with occurrences of disorder or serious nuisance to members of the public. The closure notice must be verified by a court order.

The superintendent must be satisfied that the local authority for the area has been consulted and reasonable steps have been taken to establish the identity of any person living on the premises or with control of, responsibility for, or interest in, the premises. Evidence can be supported through use of professional witness services.

**Partners:** Police, CPS, local authority, housing providers.

**Considerations:** Costs incurred through maintaining closures through legal proceedings.

### **CRITICAL INCIDENT POLICY**

A critical incident is any incident where the effectiveness of the police response is likely to have a significant impact on the victim, their family and/or the community. Gang-related violence, and in particular shootings, are likely to fall into this category. By adopting a critical incident management policy a command structure is put into place at the earliest opportunity to manage this threat. Running alongside this structure is the Community Impact Assessment, which serves to monitor community intervention and community tensions.

The National Policing Improvement Agency (NPIA) provides guidance on the management of critical incidents (see [www.npia.police.uk/en/8110.htm](http://www.npia.police.uk/en/8110.htm)).

**Partners:** Police.

### **DANGEROUS DOGS**

A number of breeds of dog are used by gang members as status symbols and to intimidate members of the public. In addition to the Offences Against the Person Act 1861 and the Public Order Act 1994, the Dangerous Dogs Act 1991 can be used to seize animals and prosecute owners for their possession or control.

**Partners:** Police, RSPCA.

**Considerations:** Breed, etc. must be proven and kennelling must be taken into account.

### **ENVIRONMENTAL SURVEY**

Recognising that gang-related violence is very much influenced by environmental features, benefits can result from a full environmental survey carried out by police architectural liaison officers with the local authority and housing providers.

**Partners:** Police, local authority, housing providers.

**Considerations:** Costs associated with target-hardening options.

### **EVIDENCE-GATHERING TEAMS**

Evidence-gathering teams, which observe clothing and appearance, can provide vital evidence and also erode the confidence of targets and their associates, disrupting their normal behaviour. This strategy can also generate evidence of association, which can be vital when considering conspiracy offences.

**Partners:** Police.

**Considerations:** Unless carried out overtly, may be covered by Regulation of Investigatory Powers Act 2000 requirements.



## FINANCIAL INVESTIGATION

Key gang members can be subjected to examination of their financial records to establish sources of income. Specialist advice should be sought from the appropriate experts within police forces to make the best use of available legislation. Such investigation should be conducted with other agencies, including the Department for Work and Pensions, utility companies, TV Licensing, DVLA. (See the NPIA practice advice on financial investigation (2006) at [www.npia.police.uk/en/6670.htm](http://www.npia.police.uk/en/6670.htm).)

**Partners:** Police, Department for Work and Pensions, DVLA, utility companies, TV Licensing.

## HOME VISITS

This tactic was first developed in the US where visits were made to the home addresses of gang members by police officers and local authority lead support services. This was to engage with the suspects and family members in an effort to discuss their criminal activity.

Parents are informed and consulted and suspects offered ways out of their criminal behaviour. They should be offered support from agencies (e.g. health, education and training, children and social services) and they should be informed that should they refuse to co-operate, the law enforcement agencies will proactively target them.

This has been supplemented in cases in the UK with letters sent to individuals upon release from custody, warning them of the implications of their involvement in criminal activity and the fact that the letter will be used to support future ASBO/criminal proceedings.

**Partners:** Police, primary care trust, children and young people's services, social services.

## HOUSING LEGISLATION

Where gang members live in social housing, their families are subject to tenancy agreements to ensure a certain standard of behaviour. Liaison with housing providers will provide the opportunity for warnings and eventual revocation of tenancy agreements. In addition to the impact of an individual's removal from an area, the fact that such measures have been taken once can serve as a warning to other gang members and their families.

**Partners:** Police, social housing providers.

**Considerations:** Removal costs, legal costs associated with termination of tenancy agreements.

## HUMAN RIGHTS ACT 1998

When tackling gangs through enforcement, it is important to understand and take into account the Human Rights Act 1998, which applies to all public authorities. The following considerations must be taken into account when deciding on which tactics are relevant to a given situation.

- Proportionality – there should be a balance between the needs of society and individual rights.
- Legality – actions must be in line with common law or statutory powers.
- Accountability – all the options considered and all the relevant factors must be recorded.
- Necessity – any infringement of rights must be justified.

The Human Rights Act can also be a tactic used in tackling gangs. For example, Section 2 relates to the right to life and has been used by GMP to protect young people who are believed to be at immediate risk. A letter is sent to an individual outlining the police concerns that they are at risk, and detailing a number of behaviours that the individual should refrain from if they wish to protect themselves. A draft letter is attached at Annex F.

## IMMIGRATION CRIME PARTNERSHIPS

In May 2007 the Border Immigration Agency (BIA – now UKBA) and the police formed a strategic alliance and launched a pilot, Operation Swale. Three joint police/BIA teams were established within London and Croydon's BIA enforcement sections, and were tasked with undertaking operations targeting serious harm caused by illegal immigrants in the local community. The Croydon team has worked successfully to use immigration solutions to tackle local gang activity by highlighting youth offenders and instigating their removal from the UK.

In June 2007, a further joint police/BIA team was formed, this time operating from police stations in Hackney, Islington and Waltham Forest. These teams

were tasked with the improvement of intelligence of immigration crime at local level and to establish the best way to target those causing the most harm including gun and gang crime.

**Partners:** Police and BIA (now UKBA).

### **LICENSED PREMISES**

Some gangs use licensed premises to conduct their business activities. Club Industry Minimum Operating Systems encourage the industry to work with police to promote a minimum set of safety standards. Police crime intervention officers identify areas of strength and weakness in nightclubs, licensed venues, etc. and give practical advice about the use of metal detectors, wands (handheld metal detectors) and so on.

Regular visits to licensed premises that are identified as being used by targets will give support to licencees seeking to run a proper establishment. Such visits can also be used to gather evidence against those premises that are allowing criminals to gather and no latitude over minor infractions of the licensing regulations should be given. Joint activity with other agencies can inform these considerations, for example if counterfeit or non-duty-paid goods are found on the premises, officers from Area Licensing Departments and HMRC should be involved.

This will have the effect of sending a clear message to all persons frequenting these licensed premises. The overall aim of this tactic is to increase pressure on targets and deny them the use of safe locations in which to further their criminal ambitions. This also reassures law-abiding patrons of these licensed premises. The Area Licensing Departments have a key role to play in supporting this tactic.

It is also possible for the police to call for a review of a premise's licence under the prevention of crime and disorder licensing objective if intelligence suggests that this is necessary. This could include the planning of crime by gangs – they do not have to have committed a crime on the premises. A review may lead to conditions being added to the premise's licence, suspension or revocation of the licence.

**Partners:** Police, Department for Work and Pensions, UKBA, Area Licensing Departments, Fire and Rescue Service, HMRC.

**Considerations:** Licence enforcement legal costs.

### **PATROL ACTIVITY**

The deployment of properly briefed High Visibility Patrols has a significant impact on reassuring the community and disrupting criminal elements of gangs. The use of mounted patrols, dogs and officers on mountain bikes all fall into this category and should be deployed in locations where vehicular access is difficult or as a supplement to foot patrols.

**Partners:** Police, PCSOs, neighbourhood wardens.

### **PROCEEDS OF CRIME ACT 2002**

Under the Proceeds of Crime Act, powers exist to seize cash that is believed to be from a criminal source and in excess of £1,000. Such seizures deny the means for gang members to continue a lifestyle based on illicit gains.

**Partners:** Police (Financial Investigation Units).

**Considerations:** Legislation provides short timescales to have confiscations confirmed in court. In addition there are specific provisions in relation to forensic handling and interviewing of suspects. Local guidance should be considered in all circumstances.

### **POSITIVE ARREST POLICY**

Gangs can be involved in a range of criminal activity from minor public order offences to burglary, robbery, offences against the person and drugs activity. It is important to maintain a record of contact between police, enforcement agencies and gang members to ensure all opportunities are maximised in terms of gathering forensic profiles, searches of property and bad character evidence. The Criminal Justice Act 2003 provides the mechanism for the use of bad character evidence in subsequent proceedings.

It is unlikely to be in the public interest for fixed penalty disposals for such individuals, and so a positive arrest policy may be legitimately adopted. This provides the opportunity to conduct property searches and gather further intelligence about the individual and their lifestyle.

Once arrested, control of the individual should be established by making maximum use of bail conditions. Conditions to consider are curfews and fixed address, with a duty to present to an officer on request, reporting conditions and exclusion zones.

Court applications will be strengthened by reference to previous breaches, bad character evidence, gang intelligence and community views. It is important that court hearings are attended by officers involved in the investigation to ensure that a robust case for remands and enforceable bail conditions is made.

**Partners:** Police, CPS, community representatives.

### PULSE POLICING

Pulse Policing Operations involve intensive police activity in a defined area for short periods of time on a frequent but unpredictable basis. The purpose is to disrupt criminal and anti-social behaviour in a manner that will also maximise the available resources.

Pulse policing operations in areas frequented by target gang members should take place with significant numbers of officers being deployed. Section 60 of the Criminal Justice and Public Order Act 1994 orders will enhance the effect of any pulsing operations and should be authorised where evidence exists to substantiate the authority. (See following section to learn more about Section 60.)

Pulsing operations should take place at different times of the day and never become predictable in nature or location. This will maximise the effect in terms of arrests and the erosion of confidence of criminals in the localities targeted.

**Partners:** Police (although can include DVLA, Department for Work and Pensions).

**Considerations:** Community reassurance.

### STOP SEARCH/SECTION 60

Section 1 of the Police and Criminal Evidence Act 1984 provides the legal basis for the stop search powers, which must be applied in an intelligence-led manner. This tactic can be strengthened by application of orders under Section 60 of the Criminal Justice and Public Order Act 1994. Under Section 60, a police superintendent (or inspector in appropriate circumstances) may designate an area where stop search powers can be applied without having to rely on the usual reasonable grounds.

This power may be applied in anticipation of serious violence and must be used in an intelligence-led manner. The authority can last for 24 hours, and may be extended by up to a further 24 hours.

The intention of using such powers is to prevent gang members from carrying weapons on the street, as a result introducing fear and anxiety in the criminal community. It also develops the intelligence picture when entered into the intelligence system, identifying association, clothing and movements of individuals of note.

This has the overall effect of developing the picture in relation to gang membership – invaluable when looking at injunctions and interventions.

**Partners:** Police.

**Costs and considerations:** In addition to those officers engaged in search activity, you must ensure the resilience to deal with an increase in stop forms that require inputting into intelligence systems. It is vital that the intelligence picture is accurate and as up to date as possible. Keeping the community updated through Community Advisory Groups and Key Individual Networks in relation to why activity is taking place and positive results will reduce anxiety. Evidence of association is vital when considering offences involving a conspiracy.

### SECTION 30 DISPERSAL ORDERS

Section 30 of the Anti-social Behaviour Act 2003 provides the facility for the dispersal of groups and the removal of persons under 16 to their place of residence. An authority under this section may be granted, where members of the public have been intimidated, harassed, alarmed or distressed as a result of the behaviour of two

or more persons, or anti-social behaviour is a significant and persistent problem. The granting of such orders is subject to agreement from the local authority.

**Partners:** Police, local authority.

### **HANDHELD WANDS AND MOBILE SEARCH ARCHES**

Mobile metal detectors – both search arches and handheld wands – can be used to identify guns and knives. You might consider using them at nightclubs, pubs and bars; at transport hubs; and in schools.

#### **Southampton's use of wands in schools, pubs and bars**

##### **Aims and objectives**

Following a murder, Southampton's CDRP set up a multi-agency group to maintain the otherwise low levels of knife crime and gang violence.

The group identified a number of actions that needed to be undertaken to achieve its objectives. These included:

- conducting a survey of all secondary school pupils to ascertain the experience of young people around the prevalence of weapons and gang culture;
- developing a communications strategy;
- developing a range of enforcement opportunities, including the use of the Violent Crime Reduction Act 2006 (which gave teachers the power to search pupils for weapons, including using search wands); and
- deterring young people from bringing weapons into school through publicising the use of search wands.

##### **How did the project work?**

Talking to education officers, the CDRP recognised that schools had concerns about undertaking searches, some of which would be reduced if they had access to search wands.

The CDRP decided to give every school a wand free of charge, but left it to the head teachers to decide what use they made of them. Providing them to every school prevented individual schools from being stigmatised for having wands.

Two police youth engagement officers delivered the wands personally to each school, along with a pack of information and contact details for more advice.

Head teachers were given information regarding what action they should take if they found a knife on a young person. They were told about the support that would be available to them from the police under such circumstances.

At the same time, the Southampton CDRP gave wands to the door staff of nightclubs and late-night pubs. The idea was to control weapons going into licensed premises.

##### **How was it funded?**

The total cost of providing the wands to every school was £1,820. This cost was met by the local authority and the police.

##### **Who was involved?**

Members of the CDRP's Violent Crime Sub-group, which reports to the CDRP, and includes representatives from education and children's services – particularly head teachers and youth workers.

##### **Views expressed by local partners**

- Recognise the sensitivities among schools and unions, and be prepared to negotiate around them.
- Recognise that schools need to engage voluntarily – imposition of the project would not have been appropriate.
- Have a media plan in place to deal with the resulting publicity and subsequent interest.



### What do local partners believe the project has achieved?

Initial signs are that the project will have a positive impact on making young people aware of the risks of taking knives into school.

### SEARCH WARRANTS

The execution of search warrants under relevant legislation has a dispiriting and unnerving effect on the criminal community. Every opportunity to execute warrants on addresses used by targets should be taken. Advice should be sought from Police Search Advisors prior to searches being carried out. The importance of this tactic cannot be overstated and it should be supported by leaflet drops and signposting in the immediate area to explain what is taking place.

This tactic should link into Crimestoppers. It is important to be seen to quickly verify then act in response to receiving such information in order to encourage others in the community to provide information.

**Partners:** Police.

**Considerations:** Think about how you can feed back to the public what you have done with the information provided.

### VEHICLE SEIZURE

Full use should be made of powers under the Serious and Organised Crime Act 2005 and the Road Traffic Act 1988 to deny targets the use of vehicular transport.

These Acts allow for vehicles to be seized if used without tax or insurance. Such activity is particularly effective when run alongside ANPR operations.

Vehicles can be seized under Section 59 of the Police Reform Act 2002 where a vehicle has been used in a manner which causes alarm, distress or annoyance, where there is careless or inconsiderate driving, or a vehicle is being driven off road. The vehicle is retained until payments for recovery and storage have been made.

**Partners:** Police, DVLA.

**Considerations:** Storage costs and vehicle removal costs must be taken into account; however, recuperation of costs can be made through sale of vehicles if they are not claimed.

### Operation Tango, Merseyside Police

As part of an effort to deny criminals access to the roads, Merseyside Police takes a robust approach to dealing with vehicles being driven by drivers who are not properly licensed or insured. ANPR technology is employed by officers from the roads policing department to detect offending vehicles.

A campaign was developed to promote the operation, with the key message that vehicles driven without insurance or a licensed driver would be seized. The message was communicated in a number of different ways, including covering seized vehicles with highly visible stickers and displaying them in prominent areas of the city. The local media was also widely used to publish results.

Operation Tango has seen tens of thousands of vehicles seized. In addition to drivers being prosecuted for offences disclosed, vehicles must be insured and taxed prior to being released, and removal and storage costs paid. If this does not happen within two weeks, the vehicles are destroyed or sold.

Taking uninsured vehicles off the roads has had a real impact on crime and anti-social behaviour. In addition, Merseyside Fire Service has had fewer call-outs to abandoned or burnt-out cars. The methods used have been replicated in a variety of UK forces, Ireland and the US.

### WARRANTS

Those suspected of being involved in gang-related criminality may have outstanding warrants or fines. Strict monitoring of wanted persons will ensure that these are highlighted at an early stage and will enable early deployment of resources to take any necessary action.

**Partners:** Police.

**Considerations:** Arrest criteria, need for the intelligence system to maintain a record of activity.

### **POLICE OPERATIONS TO DISRUPT GANGS**

The four TGAP areas have established dedicated police teams to tackling gun and gang crime. These police operations are set out below.

#### **OPERATION MALVA – WEST MIDLANDS POLICE**

Operation Malva is the West Midlands Police and Birmingham City Council's joint response to tackling gangs. In addition, West Midlands Police uses the full range of police tactics outlined in the summary of police-led tactics above. (See the ASBOs and injunctions section for further details on Operation Malva, on page 68).

#### **MERSEYSIDE POLICE MATRIX FIREARMS TEAM**

In January 2005, the Merseyside Police created a specialist Matrix Firearms Team to tackle gun and gang crime. It established four arms:

- disruption – using uniformed officers;
- covert – using covert techniques;
- reactive – providing a consistent approach to all firearms investigations; and
- co-ordination – bringing all aspects of the Matrix Firearms Team's activities together via a weekly tactical JAG and a quarterly strategic MAGG. In addition, a lawyer who specialises in firearms offences has been assigned within the co-ordination unit.

Disruption activity is targeted at 'impact players', who are defined in this case as those with the potential to cause the most harm. BCUs worst affected by gun crime were asked to nominate those that they felt fitted this definition. The Matrix Firearms Team co-ordination unit then carried out a quality assurance exercise assessing BCU nominees against a series of discriminators. These discriminators included the following:

- high-quality intelligence showing involvement with firearms;
- victims of gun crime who were not co-operative with the police;

- family members who were involved with gun crime;
- a family address that has been subject to a firearms discharge; and
- intelligence that indicates a threat to life (*R v. Osman*).

This exercise produced a list of impact players. These impact players were then served with a written notice which warned them that unless they ceased their involvement in gun-enabled crime they would be subject to focused, partnership enforcement and disruption activity. See Annex G for an example of letters sent to impact players. This would take the form of:

- the use of named Section 60 orders to allow them to be searched for weapons at any time;
- the seeking of ASBOs to prevent them from frequenting geographical locations or contacting named individuals from part of their network;
- eviction if they were causing disorder in the neighbourhood;
- implementation of child protection measures if children within their families are at risk of harm;
- enforcement of the law for all offences, however minor; and
- the seeking of tight bail conditions for any offences dealt with and robust policing of those conditions.

Tracking of progress in relation to controls placed around these players takes place at the weekly multi-agency JAG meeting.

#### **OPERATION TRIDENT – METROPOLITAN POLICE SERVICE**

The MPS Trident unit is dedicated to the prevention of and investigation into shootings. Trident investigates all fatal and non-fatal shootings and also carries out intelligence-led covert operations to tackle the supply of guns, disrupt and dismantle criminal networks involved in shootings and firearms supply, and to deal with threats to life.

Trident also investigates murders, including those by shooting, where both the victim and the suspect(s) are from black communities. Trident's murder investigations are usually complex and typically generate good community intelligence.

The unit's work is guided by its IAG, which has enabled strong working relationships to be built up with black communities (three out of every four shootings in London have both a black suspect and a black victim).

Trident's Community Engagement Team delivers presentations on the impact of shootings to schools, YOTs, Pupil Referral Units and other organisations working with young people. It has carried out research into a range of issues, including the factors prompting young people to carry and use firearms, and has developed a valuable database. Trident has for several years run annual media campaigns aimed at persuading young people not to carry and use firearms.

Trident's Crime Prevention Design Advisors have completed a guide to security in schools, and give advice to individual schools on their particular needs. They also complete security reviews of nightclubs and bars in order to support managers and promoters in providing a safe environment (15 per cent of all shootings in London take place within or close to nightclubs and bars).

Trident led on the delivery of Operation Argon over Christmas and New Year 2007/08, usually a period of increased shootings in clubs. The operation combined security advice to licensed premises and club managers and promoters with intelligence-led firearms operations. There were no nightclub-related shootings during the period of the operation and no shootings at all on the night of New Year's Eve or on New Year's Day.

Trident continues to use intelligence-led policing to target those involved with shootings, while working to prevent them happening in the first place. It recognises that police alone cannot provide the solution, therefore building strong links with communities and partners is an integral part of Trident's approach.

## **XCALIBRE – GREATER MANCHESTER POLICE**

Xcalibre is GMP's response to tackling gun-related crime. The team carry out intelligence-led operations to target known individuals who commit this type of crime, and particularly those who pose the greatest threat.

It has a dedicated firearms intelligence unit which provides a comprehensive picture of individuals involved in firearms-related incidents. Disruption tactics are also used to prevent them from going about their daily activities.

Xcalibre aims to reduce the number of firearms incidents and remove or negate the supply of firearms and ammunition. The team is constantly adopting different tactics to tackle the changes in the way weapons are used.

In October 2006 the Xcalibre Task Force (XTF) was set up as a dedicated unit to tackle the emerging trend of young gang members carrying guns and demonstrating the willingness to use them.

XTF proactively targets and disrupts known offenders who pose the greatest threat. It focuses its activities on gangs and their members in the Metropolitan and Trafford areas of Greater Manchester.

According to GMP's intelligence reports, the majority of guns used in crime are converted blank firing pistols or air weapons. Around half the weapons seized in Manchester have started life as an alarm or starting pistol and been converted to fire live ammunition.

A significant amount of investigative work is resulting in major recoveries of weapons. For example Operation Greenway, where 30 converted self-loading pistols plus a quantity of ammunition from mainland Europe were seized, and Operation Carbon, which uncovered 272 weapons that were being imported and was described at the time as the largest ever importation of guns into the UK.

Although Xcalibre plays an important role in tackling gun crime, it recognises it cannot do it alone and that other agencies and communities play a crucial part in addressing some of the deep-seated problems underpinning gun crime.

GMP works with local communities and partner agencies on prevention measures and is constantly looking at successful strategies in other areas of the country and adopts its tactics accordingly.

### **OTHER PARTNERS IN ENFORCEMENT ACTION**

Other agencies that also play a role in tackling gangs include HMRC and the forthcoming National Ballistics Intelligence Service (NABIS).

#### **HER MAJESTY'S REVENUE AND CUSTOMS**

HMRC is responsible for collecting the majority of tax revenue (e.g. income tax, VAT, Customs and Excise duties) and for enforcing and administering border and frontier protection.

One of its aims is to reduce the risk of the illicit import and export of material at the UK's borders and frontiers, which might harm the UK's physical and social wellbeing. This would include drugs, firearms (including stun guns, CS gas/pepper sprays and realistic imitation firearms) and other offensive weapons.

HMRC works in close collaboration with other UK enforcement agencies such as the Serious Organised Crime Agency, the police and other government departments.

The system of control in respect of firearms utilised by HMRC includes the following:

#### **Frontier anti-smuggling checks**

Selective, risk-based anti-smuggling checks on both intra-European Union and third country transport, containers, passengers and their baggage, crew members, military personnel and postal packages (including those handled by courier companies).

#### **Regulatory checks**

HMRC staff conduct routine regulatory checks and physical examinations of commercial and private importations of declared firearms.

#### **Compliance checks**

Risk-based verification visits are undertaken by HMRC's national Firearms and Explosives Officer network to UK

Registered Firearms Dealers whose trade involves the import and export of firearms. All significant illicit importations of firearms into the UK will be subject to criminal investigation.

#### **NATIONAL BALLISTICS INTELLIGENCE SERVICE**

NABIP was set up in 2006 to deliver a National Ballistics Intelligence Service (NABIS) by April 2008. The programme is funded by the Home Office and the Association of Chief Police Officers.

NABIS delivers a new intelligence capability, providing, for the first time, a national database of all recovered firearms and ballistic material, such as complete rounds of ammunition, cartridge cases and projectiles.

The database also links ballistics items to tactical intelligence recorded by police forces and other UK law enforcement agencies such as the Serious Organised Crime Agency and HMRC.

The programme also provides police-based forensic capabilities to link firearms incidents. Three regional facilities in Birmingham, London and Manchester link firearms and materials to other incidents across the UK.

For further information, visit [www.west-midlands.police.uk/ballistics/index-temp.asp](http://www.west-midlands.police.uk/ballistics/index-temp.asp).

### **DEALING WITH WITNESS INTIMIDATION**

#### **PROTECTING YOUR WITNESSES**

Police forces need to consider how to encourage witnesses to come forward and, if necessary, protect them while they go through the criminal justice system. Witnesses to crimes involving gangs, guns and knives are often unwilling to give information to the police, because they fear reprisals or because of the 'no grass' culture which is prevalent in crimes involving gangs.

A way around this is to work with trusted local community organisations such as a church, mosque or BME group, which may be able to provide the links needed to retrieve community information. Police in North Liverpool, for example, worked with Breckfield Community Centre to encourage third-party reporting. GMP has worked with the courts and a specialist company to produce an



interactive DVD outlining witness protection measures that are available when giving evidence, presented at a number of community-based workshops.

There is national guidance on tackling intimidation, which sets out a framework of action that can be taken by the police and other criminal justice agencies to minimise the risk of intimidation and deal effectively with it when it occurs.

This is available at <http://frontline.cjsonline.gov.uk/guidance/victims-and-witnesses>.

Police forces should prioritise action in such matters as public safety and public confidence. Guidance on this is available at <http://frontline.cjsonline.gov.uk/guidance/human-rights>.

Where the intimidation is so serious that a witness may need to be moved for their own safety, you can seek assistance and advice from the National Witness Mobility Service at [witness.mobility@homeoffice.gsi.gov.uk](mailto:witness.mobility@homeoffice.gsi.gov.uk).

## COURT MEASURES THAT OFFER PROTECTION

The Youth Justice and Criminal Evidence Act 1999 provides for a number of special measures to assist vulnerable or intimidated witnesses to give their best evidence in court. Children under the age of 17 are automatically eligible, as well as witnesses whose evidence is likely to be diminished by fear and distress due to the process of giving evidence.

Relevant measures include:

- live links which enable the witness to give evidence during the trial from outside the courtroom through a televised link. The witness may be accommodated either within the court building or in a suitable location outside the court. This is particularly helpful in cases where intimidated witnesses have been relocated for their own safety and would not wish to return to the area;
- screens to shield the witness from the defendant;

- the provision for evidence to be given in private. This excludes members of the public and the press (except one named person to represent the press) from the Court; and
- voice distortion, to protect the identity of the witness.

Police officers should consider whether such measures might help a witness and discuss options with the CPS.

Further guidance is available in *Achieving best evidence*, which can be found at <http://frontline.cjsonline.gov.uk/guidance/victims-and-witnesses>.

Joint police/CPS witness care units can also arrange additional support through the witness service. They can offer pre-court visits and accompany the witness to court. They can also liaise with the court to ensure that the witness is able to avoid the defendant in court by accessing separate entrances and waiting rooms. Other court measures to protect witnesses include anonymity, reporting restrictions and proceedings conducted in camera.



# Section 9: Reassuring your community

It is not enough just to take action to stop crime; you also need to communicate what is being done. This section addresses a range of considerations you need to take into account when you are planning how you will communicate the issue of guns and gangs with the public. This includes who makes up your community, the strategic models you can apply and what communications can be carried out on an ongoing basis.

## COMMUNICATING WITH THE PUBLIC

Overall crime levels are coming down, yet people continue to believe that crime is escalating.<sup>5</sup> People need to hear, see and believe that action is being taken to tackle the problems in their area. CDRPs have a duty to undertake community engagement, as do a number of the partners within the CDRP.

You might like to look at the evaluation of the National Reassurance Policing Programme ([www.crimereduction.homeoffice.gov.uk/policing17.htm](http://www.crimereduction.homeoffice.gov.uk/policing17.htm)) for information about successful reassurance activities. The Community Engagement in Policing website ([www.communityengagement.police.uk](http://www.communityengagement.police.uk)) is also helpful.

## DEFINING COMMUNITY REASSURANCE

You first need to consider whether you are seeking to reassure all the people living in an area or borough, or just those living or working in an area affected by gun and gang crime. You also need to be clear who your community is and what reassurance it wants.

## WHO IS YOUR COMMUNITY?

Each and every community will be a different size, have a different make-up, a different demographic and different cultural context. If you are planning on communicating with your community, you need to know who they are.

You need to be able to answer the following questions about your community:

- How many people does the community consist of?
- How many of these are pensioners?
- How many of these are under 16?
- How many single-parent families are there?
- How many people are at home during the day?
- How many people live on their own?
- What is the ethnic make-up of your community?
- How do different parts of your community receive information that they believe (TV, friends and families, magazines, contact with statutory bodies, etc.)?
- Are there any communications channels that may be suitable for particular BME groups, such as a church newsletter or website or local BME journal?
- Are there 'word of mouth' options for getting messages out to particular communities?

If you do not already know this information, think about how you might start to collect it. Is this information held anywhere else? Could you pull together several different strands of information from different bodies to help you build the picture?

<sup>5</sup> The Ipsos/MORI research *Closing the Gaps. Crime and Public Perceptions* (2008) highlights how public perception often does not reflect reality.



**Examples of available information**

Census	Use with caution. The census is conducted every 10 years, so information may be out of date.
ACORN Neighbourhood Classification	A Classification of Residential Neighbourhood (ACORN) is a geo-demographic classification using census and other data to classify postcodes into neighbourhood categories. The classification has been developed by the marketing-data company CACI. You have to pay for access to ACORN.
Police information on the neighbourhood	Neighbourhood Policing Teams (police officers, PCSOs, local authority wardens)
MOSAIC and Experian	MOSAIC and Experian provide information about residents at ward and Super Output Area level. Commercial companies use them to understand the community they are interested in selling to. Again, this is information that you have to pay for.

**WHAT REASSURANCE DOES YOUR COMMUNITY WANT?**

When considering reassurance, don't only think about what your own organisation wants to tell people. For community reassurance to be effective you need to consider what it is that will make that particular group feel reassured. Here are some examples of how different people may feel reassured in different ways.

**Lone pensioner concerned about safety**

- Visible police presence on the street (PCSOs).
- Personal contact with a named police officer.
- Information delivered in her local pensioners group meeting.
- Information detailing the help that is available to make her home more secure.
- Information delivered in residents' newsletters.

- Messages such as: "the chances of you being a victim are slim"; "not all kids hanging around on the street are bad".

**Young victim of a gang attack**

- Evidence that the culprit has been caught or that work is being done to catch them.
- Information on help and advice available to prevent another attack.
- Reassure victims that you will take their individual needs and wishes into account when pursuing a case (remember some victims will not want any action taken because of fear of reprisals).
- Information on additional support services available, such as witness protection, housing agencies, parenting classes, probation and YOTs.

**Young family**

- Information on what is being done to tackle the problem in a particular area with leaflets which provide regular updates on specific activity, eg "two young men from Drew Lane received ASBOs".
- Information on what signs might indicate that your child is becoming involved in gang activity.
- Information on how to stop young people getting into gangs.
- Information on how to get your child help to exit a gang.
- Information on any parental support that is available.

**Children and young people hanging around on the street**

- Information on alternatives to joining a gang – specific activities in your area.
- Information on how to get out of a gang and the help available.
- Demystification of the glamour of gangs.



- Remember, young people may want to receive messages of reassurance through their own channels for communicating, such as social networking sites on the internet, SMS texting and email.
- Explicit recognition that young people are the most common victims of youth crime, and that fearful young people are more likely to join a gang for perceived safety.

Generic communication to a community will often be ineffective. Communities are not homogeneous and by targeting specific groups with specific messages you will achieve better results.

You should also consider the terminology you are using. For example, the word ‘gangs’ can conjure up images of US-style gang culture. Therefore you need to be explicit about what you mean when you talk to the community about ‘gangs’.

### **TARGET AREAS AS WELL AS GROUPS**

People are generally more concerned about what is being done in their immediate neighbourhood and street than in a wider city or borough context.

Be specific about activity that is being done to tackle the problem. Avoid generic phrases such as “we are investing in diversionary activities”. Instead use specific details about that area. For example, “the local authority is providing additional funding of £3,000 to the Garage Youth Club to stay open an extra three hours at the weekends”, or “two youths from the Garage estate, who were arrested in September last year, have now been convicted and sentenced to three years’ imprisonment”.

This level of detail allows the community to feel connected to the action being taken on their behalf.

### **WHO DOES YOUR COMMUNITY WANT REASSURANCE FROM?**

Different partners will be better placed to deliver different messages. No one partner will be able to deliver all the topics and information you wish to communicate. It is worth thinking about who has credibility to deliver the message and who has the best channels to reach your intended audience.

It may be that a combination of channels will work best. You will need to allocate resources to co-ordinating your communications and making sure each partner knows which message, channel and target audience they are working with.

Partners who might have a role to play in communication include the following:

- BME groups;
- faith groups;
- the Fire and Rescue Service;
- the local authority – including councillors and lead officers;
- the media;
- the police;
- police authorities;
- primary care trusts;
- the VCS; and
- other statutory bodies.

### **WORKING WITH AN INDEPENDENT ADVISORY GROUP DRAWN FROM THE COMMUNITY**

Operation Jug and Operation Eagle were examples in Manchester of extensive searches of curtilages of dwellings, without the knowledge/consent of the occupiers, for weapons and ammunition hidden in properties adjacent to gang members’ houses. The involvement in the planning process of community IAG members prevented a community backlash and supported the media strategy to reassure the community.

### **TAKING A STRATEGIC APPROACH**

Developing a strategic framework for community reassurance is one way to ensure a long-term and sustainable approach. It guarantees senior-level buy-in and provides a reference document that all parties can look to for guidance. Ideally a strategic approach should engage all parties involved in delivering the solution.

As with all strategy documents, the first thing you should identify is the overall objectives you would like to achieve. You may be working with a number of different organisations who each have their own objectives. If this is the case it is key to find objectives common to all partners.

Two strategic models for reassurance that are currently in place are:

- Birmingham Reducing Gang Violence 2 (BRGV2) – Strategic Framework, which provides a joint council and police media management approach; and
- the London Five Boroughs’ Alliance Reassurance Sub-Group (tel: 020 8314 6087), which aims to equip front-line staff and the communications units of partners with a common message.

### DEALING WITH CRITICAL INCIDENTS

Community tensions and fear of tit-for-tat reprisals are often at their peak during the first 48 hours after a critical incident, so speed is essential.

The police are likely to take the lead on community reassurance in the initial response to critical incidents. The police are in possession of the most up-to-date information and it is the police that the community want to see addressing the problem. Each police force will have a protocol on how to deal with such incidents. However, it is important that other partners are made aware of the incident, including the emergency services – don’t assume that someone else has informed the emergency services.

	Example of police activity in dealing with critical incidents	Community reassurance communications
<b>Step 1</b>	Critical incident meeting of Gold group (police, CDRP, IAG, community police consultative group, local authority, elected members)	Identify a spokesperson and prepare a holding statement. Appeal for witnesses, and for calm
<b>Step 2</b>	Intelligence gathering	Work with the press and ask them not to speculate at this stage
<b>Step 3</b>	Investigation	Prepare key messages and share them with all partners (e.g. officers at scene, PCSOs, Key Individual Networks, businesses and schools in the area, youth workers as appropriate)
<b>Step 4</b>	Community impact assessment and interventions	Develop a communications plan, advise internal community reassurance command team, communicate to all key delivery partners
<b>Step 5</b>	Disruption of gang activity	Monitor ongoing impact in schools, give regular updates direct to community
<b>Step 6</b>	Identify and agree resources and finance	
<b>Step 7</b>	Set date for next meeting	

While the police may be leading the community reassurance, it is important that the community sees how the local authority and other bodies are supporting the police in their work. When a critical incident occurs, the police need to be able to direct resources into finding the perpetrators.

At this stage the local authority, other statutory bodies, and voluntary and community groups need to assist by leading on the additional direct work with the community. This could include sourcing appropriate help for the victims and their families (for example, counselling), listening to community concerns, or sign posting people to further help.

### Critical incident checklist

- Do you have a joined-up protocol between all relevant parties in the event of a critical incident?
- Produce a holding statement immediately.
- Give clear messages based on the facts.
- Ask the media not to speculate at this stage.
- Devote sufficient resources to managing the public and the media.
- Give the community regular updates on the situation.
- Identify a suitable venue in the community where you can address them in person.
- Make sure the person managing a public forum is trained to do so.

### ONGOING COMMUNITY REASSURANCE

There are a range of tools and channels which you might consider for communicating with the public on an ongoing basis.

There follow examples of work that is currently taking place in some areas.

#### Operation Staysafe

This is an initiative in Liverpool to get young people off the streets late at night. (See page 40 for further details.)

#### Midnight bus

This is a bus in Birmingham where young people can go in the early hours. It offers them a chance to come off the streets, get advice and learn about careers in the music industry. It moves between different areas, so gang members do not have to cross into other gangs' territories to access it. The fully staffed bus is kitted out with a variety of facilities, including animation and sound equipment and food and drinks services.

#### Cinema adverts

Croydon Borough Council commissioned cinema adverts in the local cinema warning about the dangers of gang membership. These ran for a period of three months before and after every film at a cost of £4,000.

#### SHARP (Schools Help Advice Reporting Page)

SHARP is a computer system that gives young people the chance to report crime and other problems in their schools. It also offers users the opportunity to leave contact details if they want return contact or help. SHARP also provides some basic educational information on issues such as bullying, weapons, drugs and anti-social behaviour.

#### Ad vans

Advertisements encouraging the community to come forward with information are put on the back of a Ford Transit van. The van can be driven around a community or parked in particular spots. Merseyside Police has used this approach.

#### Poster campaigns

Operation Trident has developed a range of hard-hitting adverts available for use. For example, Nottingham Crime and Drugs Partnership paid Trident to use a poster showing a body in a mortuary. Nottingham consulted with the community before choosing which poster to use and after the poster had been publicly displayed, and the posters received a very positive response. This is a more economic option than commissioning bespoke advertising for your area.

### **Plays and DVDs**

Nottingham Crime and Drugs Partnership worked with young people in Nottingham to help them create their own DVD about gangs. The young people interviewed their peers, filmed it and produced it.

In Manchester and Trafford, youth community groups have produced a play, *Live to die*, outlining the peer pressures of gang activity and the consequences of gang membership. As well as being performed live, the play is to be produced in DVD format for delivery at youth workshops and in schools.

### **ASBO leaflets**

Birmingham's Operation Malva team creates leaflets for distribution in restricted areas when the courts serve an ASBO on a young person (but note that the courts need to agree to the wording used, and to the distribution of the leaflets). The leaflet includes a photo of the young person, their name and date of birth, a map of the exclusion zone permitted by the Court Order and contact numbers for people to phone if they see this person in the restricted area.

### **Stop and search sessions**

These are organised events at which police officers show young people what happens during a stop and search operation. Young people also have the opportunity to stop and search the police officers, to help them to understand what's involved.

### **Key Individual Networks**

Key Individual Networks are set up by Safer Neighbourhood Teams to identify individuals in a community who can help engagement with the community and to ensure that communication is a two-way process.

## **WORKING WITH THE MEDIA**

The issue of guns and gangs is always of great media interest. There is a balance to be struck between communicating with the press and protecting the profile of the community. Your area will need to take a view on the right approach.

Working proactively with the media can encourage them to respond positively to initiatives that address the problem of guns and gangs, and provides an opportunity to highlight action that is being taken. Choosing not to talk to the media can result in a one-sided story about gangs, rather than presenting the good work that is being undertaken to tackle the problem.

Try to make sure that the media are part of the solution to guns and gangs in your area, not part of the problem.

### **Working with the media checklist**

- Make contact with your local press editor and invite journalists in to hear what you are doing. If they understand that you are trying to stop young people from shooting each other and that there is a lot of good work going on, they may give the initiatives more positive press coverage.
- Check to see if any of your staff need training in how to work with the press, as this can often be overlooked. From chief executives to press officers, all staff who come into contact with the press need to be equipped and qualified to do so.
- Provide the media with a named contact who has the authority to provide accurate information quickly.



## Merseyside's Matrix Firearms Team

To ensure that members of the public and criminals in Merseyside were made aware of the new specialist Matrix Firearms Team, a proactive communication strategy, focusing on the media, was put in place.

A Matrix Firearms Team brand was developed as part of the strategy, and the newly created logo was put on the vehicles to be used by the specialist team.

Merseyside Police continually use the regional media (written and broadcast) to promote and inform members of the public about the work of the Matrix Firearms Team.

There was a high-profile launch of the new unit, and during the first year the *Liverpool Echo* provided quarterly updates on its work. There were a large number of regional TV and radio features dedicated to showcasing the work of the Matrix Firearms Team.

Because the Matrix Firearms Team was so new, it was easy to establish a system that counted numbers of arrests, firearms recovered, assets recovered and drugs seized. This could then be used for the regular media updates. Processes were put in place for the team to get good news stories or items of interest to the press office quickly. Significant arrests and seizures are also reported to the press office, so that they can respond to press interest and use the information in any potential community communication.

Officers have also used the media to good effect, with appeals for witnesses and the issuing of 'Most Wanted' appeals in both the regional and national media.

As part of its community reassurance message, Merseyside Police has made the following promises to its community:

- Every child will know the name of the police officer responsible for policing their school.
- Each school, from infants through to senior, will have a police presence, providing a valuable role model at every stage of a child's education.
- All legal and ethical means will be vigorously pursued to disrupt known gang members.
- Every potential target will be 'owned' by a designated police officer.
- A visible police presence will be provided on foot or cycle, on the streets of the affected area 24 hours a day, 7 days a week, 365 days a year.
- A nominated police officer will be responsible for every street affected by gun crime.

### Communication channels

Other communication channels used by the Matrix Firearms Team include:

- leaflets and newsletters;
- events at schools;
- SMS, email and website;
- face-to-face meetings; and
- advisory groups and community meetings.

Particular approaches were successful because:

- communications were designed by the target audience themselves;
- communications aimed at young people were linked into youth culture; and
- links to the community were strengthened through building relationships with individuals in the community.

## **Knowsley's marketing messages**

Partners in Knowsley (the local authority, the primary care trust, housing, education and the police) have worked together on a marketing initiative to raise awareness of gang issues, appealing for information and providing community assurance and awareness.

Postcards with six messages have been printed, to convey that the partnership is working together with the community to embrace and tackle the problem. The messages are: “search warrant being conducted now”; “open land search now”; “firearms warrant being executed now”; “foot patrol in the area now”; “arrests being made now” and “acting on community intelligence now”. The cards are delivered to all residents in a given area, as appropriate, together with Crimestoppers calling cards.

Knowsley has also used ad vans and infomercials on local radio which inform the community of positive results to date and appeal for further information. These have proved to be both popular and worthwhile, resulting in a steady increase in community-based information and intelligence.

The steady rise in community intelligence comes directly through the BCU intelligence unit and is either disseminated to one of the central teams (such as the Matrix Firearms Team – see page 87) or assessed and processed by the dedicated Knowsley team. Firearms-related search warrants jumped to an average of 20 per month in Knowsley after the team was set up and more recently weapons recoveries are up by over 20 per cent.

# Section 10: Resources and other useful information

## SOURCES OF INFORMATION

### SAFER SCHOOLS PARTNERSHIPS

[www.everychildmatters.gov.uk/ete/ssp/](http://www.everychildmatters.gov.uk/ete/ssp/)

[www.teachernet.gov.uk/wholeschool/behaviour/saferschoolpartnerships/](http://www.teachernet.gov.uk/wholeschool/behaviour/saferschoolpartnerships/)

[www.yjb.gov.uk/en-gb/yjs/Prevention/SSP/](http://www.yjb.gov.uk/en-gb/yjs/Prevention/SSP/)

Safer School Partnerships are a new approach to partnerships between police officers and schools whereby a police officer is situated on site at a school. This encourages the police, children and young people to build good relationships, trust and mutual respect.

### ANTI-SOCIAL BEHAVIOUR

*Directgov anti-social behaviour website*

[www.direct.gov.uk/en/CrimeJusticeAndTheLaw/CrimePrevention/DG\\_4001652](http://www.direct.gov.uk/en/CrimeJusticeAndTheLaw/CrimePrevention/DG_4001652)

Anti-social behaviour includes a range of problems: noisy neighbours; abandoned cars; vandalism; graffiti; litter and intimidating groups. The site includes information on locating your local anti-social behaviour co-ordinator and interventions.

#### *Anti-Social Behaviour Orders*

*A guide to anti-social behaviour orders* can be found at [www.respect.gov.uk/uploadedFiles/Members\\_site/Documents\\_and\\_images/Enforcement\\_tools\\_and\\_powers/ASBOGuidance\\_HOAUG2006\\_0043.pdf](http://www.respect.gov.uk/uploadedFiles/Members_site/Documents_and_images/Enforcement_tools_and_powers/ASBOGuidance_HOAUG2006_0043.pdf)

### CRITICAL INCIDENT MANAGEMENT

*Practice Advice on Critical Incident Management*, published by the NPIA, can be found at [www.npia.police.uk/en/8110.htm](http://www.npia.police.uk/en/8110.htm)

# Section 11: Research

## CRIME STATISTICS

Most recent crime statistics (2006/07):

[www.homeoffice.gov.uk/rds/pdfs07/hosb1107.pdf](http://www.homeoffice.gov.uk/rds/pdfs07/hosb1107.pdf)

Youth Justice Board research – groups, gangs and weapons:

[www.yjb.gov.uk/publications/Scripts/prodView.asp?idproduct=341&eP](http://www.yjb.gov.uk/publications/Scripts/prodView.asp?idproduct=341&eP)

Findings from the Offending, Crime and Justice Survey 2004 on the prevalence and nature of gangs:

[www.homeoffice.gov.uk/rds/pdfs06/rdsolr1406.pdf](http://www.homeoffice.gov.uk/rds/pdfs06/rdsolr1406.pdf)

Home Office research on the market in and use of illegal firearms:

[www.homeoffice.gov.uk/rds/pdfs06/r279.pdf](http://www.homeoffice.gov.uk/rds/pdfs06/r279.pdf)

## RESEARCH REPORTS

Home Office research on gangs and shootings in Manchester:

[www.homeoffice.gov.uk/rds/pdfs2/crrs13.pdf](http://www.homeoffice.gov.uk/rds/pdfs2/crrs13.pdf)

Home Office research on robbery – some information on offending in gangs (page 17) and armed robbery:

[www.homeoffice.gov.uk/rds/pdfs2/hors254.pdf](http://www.homeoffice.gov.uk/rds/pdfs2/hors254.pdf)

Her Majesty's Inspectorate of Constabulary Report – *Guns, Community and Police*:

[www.inspectorates.homeoffice.gov.uk/hmic/inspections/thematic/gcap1/](http://www.inspectorates.homeoffice.gov.uk/hmic/inspections/thematic/gcap1/)



# Annex A: List of acronyms

A&E	accident and emergency	NEET	not in education, employment or training
ANPR	automatic number plate recognition	NPIA	National Policing Improvement Agency
ASBO	Anti-Social Behaviour Order	OCU	Operational Command Unit
BCU	Basic Command Unit	PCSO	Police Community Support Officer
BEST	Behaviour and Education Support Team	PNC	Police National Computer
BIA	Border and Immigration Agency	PPO	prolific and priority offender
BME	black and minority ethnic	TGAP	Tackling Gangs Action Programme
BRGV	Birmingham Reducing Gang Violence	UKBA	UK Border Agency
CAF	Common Assessment Framework	VCS	voluntary and community sector
CDRP	Crime and Disorder Reduction Partnership	WMMTS	West Midlands Mediation and Transformation Service
CITC	City in the Community	XTF	Xcalibre Task Force
CPS	Crown Prosecution Service	YOT	Youth Offending Team
FE	further education		
GGWRB	Gangs, Guns and Weapons Reduction Board		
GMP	Greater Manchester Police		
HMRC	Her Majesty's Revenue and Customs		
IAG	Independent Advisory Group		
JAG	Joint Agency Group		
MAGG	Multi-Agency Governance Group		
MAPPA	Multi-Agency Public Protection Arrangement		
MAPPP	Multi-Agency Public Protection Panel		
MMAGS	Manchester Multi-Agency Gangs Strategy		
MPS	Metropolitan Police Service		

# Annex B: Relevant legislation

There are no laws that prohibit gang membership or that ban certain gangs. Instead the law focuses on criminal behaviour, and there are a range of offences that cover the illegal activities of gangs. These include:

- supply and possession of illegal drugs;
- criminal damage;
- possession of knives and other offensive weapons;
- possession of a firearm (there is a five-year minimum sentence for this);
- violent and sexual offences; and
- burglary, robbery and other acquisitive offences.

When sentencing for an offence, judges will take into account all the circumstances of the case. If the offenders operated in a group or a gang, this must be considered as an aggravating factor and may lead to a longer sentence.

The Violent Crime Reduction Act 2006 introduced a number of new laws, which:

- give teachers the power to search pupils for weapons;
- create a new offence of using someone to look after, transport or hide a weapon;
- raise the minimum age for buying a knife from 16 to 18;
- ban the manufacture, importation and sale of realistic imitation firearms;
- tighten the law around the sale, possession and use of air weapons and crossbows; and
- increase the maximum sentence for possession of a knife in a public place from two to four years.

Where gang members are causing a nuisance but are not offending, or where they are offending but it is not in the public interest to prosecute them, it may be possible to use civil orders to control their behaviour.

## ANTI-SOCIAL BEHAVIOUR

### ACCEPTABLE BEHAVIOUR CONTRACT (ABC)

This is a written agreement between a public agency and an individual who has been involved in anti-social behaviour. It sets out the behaviour that the person has agreed to stop, and states that legal action in the form of an ASBO could be the consequence of breaching the agreement. ABCs are not direct precursors to ASBOs, but they can be used as evidence in applying for an ASBO.

### DISPERSAL ORDERS

The Police, with the agreement of the local authority, can use Dispersal Orders to designate areas within which groups of young people can be dispersed. They are targeted at problem areas where people feel threatened by groups persistently hanging around causing intimidation and acting in an anti-social manner. Police can disperse groups where they have reasonable grounds for believing that their presence or behaviour has resulted, or is likely to result, in a member of the public being harassed, intimidated, alarmed or distressed. Individuals can be directed to leave the locality and may be excluded from the area for up to 24 hours.

## LEGISLATION TO SUPPORT PROPERLY CONTROLLED INFORMATION EXCHANGE

### 1. CRIME AND DISORDER ACT 1998

“**Section 17:** Duty to consider crime and disorder implications:

- (1) Without prejudice to any other obligation imposed on it, it shall be the duty of each authority to which this section applies to exercise its various functions with due regard to the likely effect of the exercise of those functions on, and the need to do all that it reasonably can to prevent, crime and disorder in its area.”

“**Section 115:** Disclosure of information

- (1) Any person who, apart from this subsection, would not have power to disclose information—
  - (a) to a relevant authority; or
  - (b) to a person acting on behalf of such an authority,

shall have power to do so in any case where the disclosure is necessary or expedient for the purposes of any provision of this Act.

- (2) In subsection (1) above ‘relevant authority’ means—
- (a) the chief officer of police for a police area in England and Wales;
  - (b) the chief constable of a police force maintained under the [1967 c. 77.] Police (Scotland) Act 1967;
  - (c) a police authority within the meaning given by section 101(1) of the [1996 c. 16.] Police Act 1996;
  - (d) a local authority, that is to say—
    - (i) in relation to England, a county council, a district council, a London borough council or the Common Council of the City of London;
    - (ii) in relation to Wales, a county council or a county borough council;
    - (iii) in relation to Scotland, a council constituted under section 2 of the [1994 c. 39.] Local Government etc. (Scotland) Act 1994;
  - (e) a probation committee in England and Wales;
  - (f) a health authority.”

## 2. DATA PROTECTION ACT 1998

**Section 29** states that:

“(3) Personal data are exempt from the non-disclosure provisions in any case in which—

- (a) the disclosure is for any of the purposes mentioned in subsection (1), and
- (b) the application of those provisions in relation to the disclosure would be likely to prejudice any of the matters mentioned in that subsection.”

And **subsection (1)** says:

“(1) Personal data processed for any of the following purposes—

- (a) the prevention or detection of crime,
- (b) the apprehension or prosecution of offenders, or
- (c) the assessment or collection of any tax or duty or of any imposition of a similar nature,

are exempt from the first data protection principle (except to the extent to which it requires compliance with the conditions in Schedules 2 and 3) and section 7 in any case to the extent to which the application of those provisions to the data would be likely to prejudice any of the matters mentioned in this subsection.”

# Annex C: The Tackling Gangs Action Programme – national and local context

## THE GOVERNMENT’S BROADER APPROACH TO TACKLING VIOLENCE

Tackling violent street gangs is a major focus of the Home Office’s Tackling Violence Action Plan, *Saving Lives. Reducing Harm. Protecting the Public: An action plan for tackling violence 2008–11*, published on 18 February 2008.

Key measures in the action plan include:

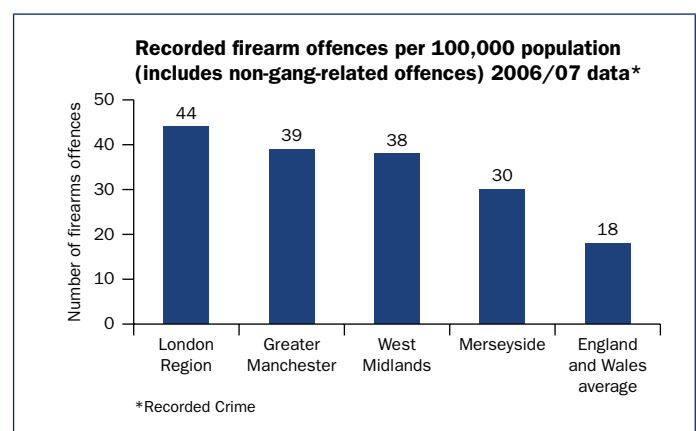
- creating a presumption to prosecute those who are found carrying a knife and tougher sentences for knife crime;
- providing the police with 100 portable knife arches and 400 search wands immediately, and making more available over the next year to ensure that this technology is available where needed across the country;
- a new £1 million campaign to challenge the ‘glamour’, fear and peer pressure that can drive youngsters to knife crime, and working with ‘Be Safe’ to offer over 1 million young people access to workshops on the dangers of weapons;
- new controls on deactivated firearms; and
- working with the police to identify key gang members, enhance the use of covert surveillance and implement targeted, multi-agency crackdowns.

Further details about the Government’s approach to tackling **youth** violence will be published in a Youth Crime Action Plan later this year.

## WHAT DO WE KNOW NATIONALLY ABOUT TACKLING GANGS?

Problems of violent street gangs are restricted to a small number of areas in England and Wales, the majority of which are neighbourhoods in and around the major conurbations of Birmingham, London, Liverpool and Manchester.<sup>6</sup> In 2006/07, more than half (55 per cent) of all non-air weapon recorded firearms offences in England and Wales occurred in just three police authorities: **Metropolitan Police Service, Greater Manchester Police** and **West Midlands Police**.

The chart below presents the number of **all** recorded firearms offences per 100,000 of the population and is **not** restricted to gang shootings. It shows that the four TGAP areas are significantly above the England and Wales average.



<sup>6</sup> A survey of 99 CDRPs, of which 56 responded, indicated that gangs are a problem in 25 authority areas, of which 18 had problems of gangs using violence and/or weapons. All except three of these are authorities in or neighbouring London, Manchester, Birmingham or Liverpool.



Table 1 below shows total firearms offences and fatalities – which again includes non-gang-related offences – for the past two financial years both for the TGAP areas and for England and Wales as a whole.

<b>Table 1: Total firearms offences and fatalities (includes non-gang-related offences) for the TGAP areas</b>				
	<b>2005/06</b>		<b>2006/07</b>	
	<b>Firearms offences*</b>	<b>Firearms fatalities**</b>	<b>Firearms offences*</b>	<b>Firearms fatalities**</b>
Greater Manchester	1,200	5	993	4
Merseyside	485	1	410	5
West Midlands	946	5	979	3
London Region	3,884	22	3,331	29
<b>England and Wales total</b>	<b>11,088</b>	<b>49</b>	<b>9,645</b>	<b>59</b>

\*Police-recorded crime.

\*\*Povey P, Coleman K, Kaiza P, Hoare J and Jansson K (2008) *Homicides, Firearm Offences and Intimate Violence 2006/07*. Home Office Statistical Bulletin.

The four police forces nominated key gang nominals, who were subsequently matched to the Police National Computer in order to develop criminal profiles. The results are presented in Table 2.

<b>Table 2: Criminal profile of key gang members within the four TGAP areas***</b>				
	<b>London</b>	<b>Manchester****</b>	<b>West Midlands</b>	<b>Merseyside</b>
Mean age	20	20	22	21
Ethnicity	Black Caribbean (86%)	Black Caribbean (87%)	Black Caribbean (93%)	White European (96%)
Mean number of convictions	9	11	12	16
Youth convictions (<18)	79%	78%	83%	94%
<b>Percentage that have been convicted of a:</b>				
Summary offence (excluding motor)	54%	68%	71%	79%
Drug offence	63%	54%	55%	76%
Violent offence	45%	50%	55%	55%
Theft offence	43%	50%	52%	58%

\*\*\*Early research findings from the Tackling Gangs Action Programme. (Paul Dawson, 2008).

\*\*\*\*Note that Manchester's Multi-Agency Gang Strategy works with a sub-set of this group, whose profile differs slightly from that outlined.

The TGAP team surveyed the 99 CDRPs with the highest levels of recorded serious violent crime as a proxy for potential gang issues, to build a national picture of the gang situation. This found that there are both CDRP and community-led projects tackling gangs. Projects tend to focus more on the cause of violence (gangs) rather than specifically on targeting the weapons used, although this does play an important role. CDRP-led projects use a broad mix of interventions combining enforcement, community reassurance, prevention and support for victims, families, young people, etc. Community-based projects tend to focus more on prevention, with some community reassurance and support activities, with understandably much lower use of enforcement.

Of the 56 CDRPs that responded:

- 25 identified a ‘gang problem’ in their area;
- 21 include gangs in their CDRP or other local strategy;
- 17 have a community reassurance strategy;
- 19 have set up projects specifically aimed at targeting gangs and 18 identified up to three gang projects in their areas; and,
- eight use Multi-Agency Public Protection Arrangements and eight use the prolific and priority offender process to risk assess young people.

# Annex D: Draft service level agreement with a VCS organisation

## SERVICE LEVEL AGREEMENT

This agreement is made the \_\_\_\_\_ between

The City Council of Liverpool Youth and Community Service situated at The Fairfield Centre, Sheil Road, Liverpool **L3 6AA** hereinafter referred to as **The Council** and \_\_\_\_\_ hereafter referred to as **The Organisation**

Address \_\_\_\_\_  
\_\_\_\_\_

The agreement provides a framework for the provision of Children's Services in particular:

- youth work
- play development
- connexions
- multi-agency work
- community safety.

For the benefit of residents living in \_\_\_\_\_ The Council recognises that the services provided by The Organisation are only in part due to the financial assistance being given to The Organisation by the Council.

## Status

Implicit in this agreement is the understanding that The Organisation is a separately constituted body responsible for the internal management of its own affairs. It is also assumed that The Organisation is operating legally within its constitution or Article of Association. The purpose of this agreement is to develop a full and effective partnership and to set the framework in which each party promises to work, and resolve any disputes as set out in clause 16.1a and 16.1b.

## 1.0 Duration

1.1 This agreement shall commence on \_\_\_\_\_ and continue for a period of \_\_\_\_\_ years, and is subject to an annual finance review on the 1st April each year. Either party can terminate the agreement by giving the other not less than 90 days notice in writing subject to the conditions set out in 17.0, 17.1 and 17.2.

## 2.0 Support

2.1 The Council will seek to comply with all reasonable requests from The Organisation to ensure the provision of sufficient support, advice and information to enable it to carry out its obligations under this Agreement.

## 3.0 Financial arrangements

3.1 The Council shall provide finance for the approved level of programmes and activities as agreed annually and shall endeavour to notify The Organisation of the level of funding by 31st March of the preceding financial year. The funding for the year ending 31st March will be £\_\_\_\_\_ which will contribute to:

- full-time youth worker employed
- proportional youth workers employed
- running cost of the building located at \_\_\_\_\_
- curriculum development
- quality assurance
- programmes and activities.

Nothing in this Agreement shall be taken to imply that The Council is in any way the employer of any of The Organisation's staff.

3.2 In addition the Council will provide free access to the following training courses:

- essential training programmes for employees of Youth and Community
- part-time youth work training course
- introduction to Play-work Course
- new policy initiatives having a direct impact on the provision of the services provided under this agreement.

3.3 Employees of The Organisation can apply to attend other courses organised or delivered by The Council. However, The Council reserves the right to levy an appropriate charge as the circumstances may determine. Making applications to such courses does not imply that The Council is obliged to provide the number of places requested.

3.4 The grant and other funding which forms part of this agreement shall be paid in four equal instalments from the 1st of April in each year. During the financial year under consideration each of the first two instalments will be paid in advance. However, the third and subsequent instalments shall be subject to audited or annual statement of accounts being submitted by 1st September each year, which evidence appropriate expenditure.

3.5 The Organisation must notify The Council if for any reason it is unable to sustain the level of programmes and activities outlined in **Appendix One** of this agreement and will return such parts of the unspent grant and/or finance as The Council may determine, having regard to The Organisation's:

- continuing commitment during a period of reduced service provision
- winding up costs in the event of termination of this agreement
- constitution.

3.6 In changed financial circumstances the level of funding to The Organisation may be altered in line with the decisions of The Council. Should this be necessary The Council will advise The Organisation at the earliest opportunity and the details outlined in **Appendix One** of the agreement will be amended accordingly.

#### **4.0 Financial records**

4.1 The Organisation must show clearly in its Audited Accounts or Annual Statement, under sources of income, all funds from The Council and wherever possible, the specific application of these funds.

#### **5.0 Financial obligations**

5.1 The Council shall not be responsible for any contract entered into or liabilities incurred by The Organisation.

5.2 The Organisation shall ensure that any expenditure incurred will not result in contravention by The Council of any statutory provision.

#### **6.0 Health and safety**

6.1 The Organisation shall be required to produce a Health and Safety Policy and which must be attached to the Agreement, **Appendix Two**. In addition, at all times it will comply with:

6.2 All relevant Health and Safety Acts, Health and Safety Regulations and Codes of Practice approved by the Health and Safety Commission;

6.3 All relevant and appropriate guidance and good working practices as published or accepted by the Health and Safety Executive, professional/trade bodies or similar organisations;

6.4 Its own Health and Safety Policy, health and safety systems and procedures.

6.5 In the event of inadequate health and safety performance at any stage during the Agreement period, it shall be deemed as a breach of the agreement.



6.6 The Council may undertake investigations and require any improvements that are necessary to ensure compliance with health and safety standards.

6.7 In cases where there are serious health and safety risks or where The Organisation repeatedly under-performs in relation to health and safety management The Council will, as appropriate:

- a) insist that the necessary improvements are made
- b) require that part or all of the programmes and activities be suspended until necessary improvements are carried out
- c) terminate this agreement.

### **7.0 *Equal opportunities***

7.1 The Council is committed to the principle of equality of opportunity and requires The Organisation to comply with the spirit and letter of Race Relations and Equal Opportunities legislation. It shall not discriminate against any person or organisation, or supplier of goods or services on the ground of race, gender, colour, national origin, religious belief, age, disability, sexual preference or marital status.

7.2 The Organisation shall do all such things as may from time to time be reasonably required by The Council during the Agreement period in order to secure compliance with Section 71 of the Race Relations Act 1976. This requires The Council to have regard to the need to eliminate racial discrimination and promote equality of opportunity and good relations between persons of different racial groups.

7.3 The Organisation's attention is drawn to the importance in all aspects with:

- a) the provisions of the Sex Discrimination Act 1975 in relation to the offering of equal opportunities for employees

- b) the requirements of the Disability Discrimination Act 1998 and 2005
- c) the provision of the Race Relations Amendment Act 2000
- d) the Age Discrimination Act 2006.

### **8.0 *Insurance***

8.1 The Organisation shall indemnify and keep indemnified The Council and its employees against injury to or death of any person, or loss or damage to any property, which may arise out of the act, default or negligence on the part of The Organisation, its employees or agents in the performance of this agreement and against all actions, costs, claims, and demands. The Organisation shall not be liable for, nor required, to indemnify The Council in respect of any loss or damage resulting from any act, default or negligence on the part of The Council, its employees or agents.

8.2 The Organisation's insurance shall include Public Liability and Employer Liability with an insurance company recognised by The Council. Confirmation that appropriate insurance policies are held and maintained will be required from The Organisation's insurance firm or company, **Appendix Three.**

### **9.0 *Policies and procedures***

9.1 The Organisation shall have the following:

- a) a written complaints procedure, which service users are made aware of and which includes a system for recording and keeping records of all complaints and representations received from service users, **Appendix Four;**
- b) an equal opportunities policy, **Appendix Five**
- c) a no smoking policy, **Appendix Six**
- d) a system for recording and keeping records, which complies with statutory requirements.

### ***10.0 Services to be provided***

The Organisation will:

#### **10.1 Strategic Framework**

- a) Provide a core service, which is linked to The Council's Strategic Plan.
- b) Maintain a prime focus on the needs of young people aged 13–19 years old within a social education context.
- c) Ensure that its provision is open to all regardless of race, religion, gender, disability, sexual preference or any other focus for discrimination.
- d) Ensure that the accommodation and other provision that is necessary for the successful operation of this Agreement are fit for purpose.

#### **10.2 Partnership**

Work in collaboration with other providers in its locality to promote and deliver youth services and services to young people. Particular attention is drawn to the need to make a positive contribution to the delivery of Children Services, Integrated Youth Support Services and Targeted Youth Support Strategy, multi-agency working, positive activities for young people and community safety.

#### **10.3 Marketing and Publicity**

Provide information to the public about the range of youth work programmes and positive activities offered and acknowledge the financial support of The Council on materials used for publicity purposes.

#### **10.4 Outputs**

Provide the outputs specified in **Appendix One**. These outputs will be updated annually and will reflect the level of resources made available or any adjustments that have been agreed.

### ***11.0 Quality assurance***

- a) Ensure the participation of users in the effective development and delivery of the service and provide training and support for volunteers.
- b) Employ qualified and experienced staff as a priority.
- c) Ensure that unqualified staff are provided with the opportunity to become qualified within a designated time-scale and take appropriate actions to enforce this requirement.
- d) Ensure that staff are adequately managed and supported and have access to continuous professional development opportunities including one to one management supervision and regular staff meetings.
- e) Have in place mechanisms for the continuous self-monitoring and evaluation of all aspects of its programmes and activities.
- f) Work within the quality assurance arrangements nationally or locally agreed, in particular, the Ofsted Inspection Frameworks and The Council's inspection processes.

### ***12.0 Performance measures***

- a) Provide the management information required by The Council to fulfil its obligation to contribute to the national data collection undertaken annually by the National Youth Agency or any similar body mandated to collect such information.
- b) Agree to any request to participate in inspections impacting on local youth services undertaken by The Council, Ofsted or other national bodies having jurisdiction.
- c) Provide access to such records and produce such information as The Council may reasonably request from time to time, in the execution of its statutory duties.

- d) Keep its Link Officer or other duly authorised officers of The Council informed of its performance and any actions that may affect its ability to deliver the outputs identified in **Appendix One** of this Agreement (not shown).

### **13.0 The Council will:**

- a) Support The Organisation in the development of its policies in particular equal opportunity, health and safety, quality assurance, staff development and training.
- b) Arrange meetings or observation visits for monitoring and evaluation purposes. Monitor and review the financial arrangements in accordance with the provision for an annual budget and ensure that The Organisation receives the agreed level of funding as specified in 4.0 above.
- c) Offer access to The Organisation's staff to centrally co-ordinated staff training programmes and meetings.
- d) Provide access to initial training programmes for part time youth workers within existing budgets.
- e) Undertake reviews and inspections of the work as part of a cycle of reviews and to satisfy the requirements of the Ofsted Inspection and Self-Assessment Frameworks. Prior to an inspection The Council will ensure that The Organisation's staff have seen and have training opportunities to increase their understanding of the above-mentioned Ofsted Frameworks.

### **14.0 Changes to the Agreement**

- a) The terms of this Agreement may be amended by mutual consent at any time. Such changes shall be recorded in writing and signed by both parties.

### **15.0 Resolution of disputes**

- a) In the event of any problems or disputes arising over the performance of this Agreement every effort will be made to resolve the issues between The Council and The Organisation at the earliest opportunity and at the lowest level.

- b) Any matter that is not resolved through routine liaison shall be referred to the Executive Director of Children Services who will make the final decision.

### **16.0 Termination of the Agreement**

- a) This Agreement may be terminated by The Council without notice if The Organisation is found guilty of misconduct or negligence in the management of the programmes and activities.

#### **16.1** Either party may terminate this Agreement:

- a) upon 90 days' written notice
- b) should there be a consistent breach by the other and failure to comply provided that written notice of the failure had been given to the party concerned.

#### **16.2** The Agreement will be terminated where The Organisation:

- a) becomes bankrupt or made composition or arrangement with its creditors, or has a proposal in respect of The Service for the voluntary arrangements for composition of debts, or scheme or arrangements approved in accordance with The Insolvency Act 1986
- b) has an application to the courts under the Insolvency Act 1986 in respect of the Organisation to the court for the appointment of an administrative receiver
- c) has a winding-up order made, or (except for the purpose of amalgamation or reconstruction) a resolution for voluntary winding-up passed
- d) has a provisional liquidator, receiver or manager of the business or undertaking duly appointed
- e) is the subject of an investigation by the Charities Commission. In such circumstances the Agreement will be suspended pending the outcome of the investigation. Following the investigation the recommendations of the Charities Commission will be implemented.

***17.0 Signatures***

Signed by: .....

Name: .....

Position: .....

On behalf of The Organisation

Dated: .....

Signed by: .....

Name: .....

Position: .....

On behalf of Liverpool City Council

Dated: .....

Appendix One: Outputs

Appendix Two: Health and Safety Policy

Appendix Three: Evidence of Insurance

Appendix Four: Complaints Procedure

Appendix Five: Equal Opportunity Policy

Appendix Six: No Smoking Policy



# Annex E: ASBO court appearance risk assessment template

A COURT APPEARANCE RISK ASSESSMENT TEMPLATE IS SET OUT BELOW.

<b>Pre-hearing Risk Assessment Template</b>
Name:
Gang affiliation:
<b>Community Risk Assessment</b>
High / Medium / Low (delete as appropriate)
<b>Supporting comments</b> Links to firearms, drug dealing, serious assaults/attempted murders
<b>Court Risk Assessment</b>
High / Medium / Low (delete as appropriate) (If classed as high please see Operational Order)
<b>Supporting comments</b> Concerns that the court should be prepared for his/her associates to attend and for there to be possible tensions in the court building because of this.
<b>NOT to be listed with individuals affiliated to the following named gangs:</b>

Authorised by:.....

# Annex F: Human Rights Act letter

**Section 2 of the Human Rights Act relates to the right to life. GMP sends a letter to an individual outlining police concerns that they are at immediate risk, and detailing a number of behaviours they should refrain from.**

## **MANCHESTER METROPOLITAN DIVISION LETTER OF CONCERN REGARDING PERSONAL SAFETY**

Dear:

Date:

I have provided you with this letter to inform you of concerns that I and the Greater Manchester Police have regarding your personal safety.

These concerns relate to increased tensions that exist in the area. You may be aware of firearms incidents that have occurred in recent times. Some of these incidents have resulted in serious injury and, tragically, in some cases, fatality.

I believe that you are at an increased level of personal risk and injury, and that you may suffer serious harm by engaging in a number of activities. Some activities may include:

- attracting the attention of individuals associated with gangs who may use firearms;
- gathering in areas where gang tensions have increased;
- inadvertently giving the impression that you may be part of a gang; or
- by virtue of the time of day, location, association, style of clothing, and your behaviour, making yourself otherwise vulnerable.

You are requested to take these concerns seriously and recognise that you have responsibility for your own personal safety.

You are asked to refrain from gathering as part of a group or gang in these areas.

**Specifically, and in relation to your own activities, the following has caused concern for your personal safety:**

### ***Example summary of concerns:***

At (time, day, date, place), you were (seen wearing body armour) outside (specific location). I observed that you (specific actions).

This type of activity could lead others to conclude that you:

- are a member of a gang;
- associate with people who are members of gangs; or
- are sympathetic to members of gangs.

This behaviour could increase your level of personal risk or serious injury.

### **Handwritten summary of concerns:**

**You are now advised that Greater Manchester Police has recorded your activities. In the event of you being charged at any future date with a criminal offence, the prosecution may seek to introduce this information into evidence, to provide proof of your lifestyle or character.**

We will take positive and robust action against any person who engages in criminal activity – especially those engaged in gangs and gun crime – and we will pursue such individuals relentlessly.

The fact that you have been served with a copy of this letter does not imply that you have done anything wrong. But you are asked to consider your position, behaviour, activities and personal safety, and to consider if you are putting yourself or others at risk.

Chief Superintendent David Keller,  
Divisional Commander,  
Manchester Metropolitan Division

Time served: \_\_\_\_\_

Date served: \_\_\_\_\_

Officer serving letter: \_\_\_\_\_

Signature of recipient: \_\_\_\_\_

Signature of appropriate adult (where appropriate): \_\_\_\_\_

Should you wish to provide any information regarding gun crime, please contact Crimestoppers (0800 555 111) or the XTF confidential hotline (0161 856 4438).

The National Offender Management Service's guidance to the Prison and Probation Services will be published in autumn 2008 – keep an eye on <http://noms.justice.gov.uk/news-publications-events>.

# Annex G: Criminality Notice from Merseyside Police to gang members

**Merseyside Police sends letters to people who have been linked to firearms use by intelligence. The letter sets out the intention to use every available tactic to persuade the individual concerned that they should have nothing to do with firearms.**

Merseyside Police is committed to the reduction of gun crime in our communities. To achieve this aim, the force is working closely with agencies including the Crown Prosecution Service, the Probation Service, Youth Offending Teams and local authorities.

Merseyside Police and its partner agencies will target any person, identified through intelligence, as being involved with guns. Those identified will be a priority for attention from Merseyside Police and its partners.

**Intelligence has linked you to firearms. You will be part of the new approach. There is a simple way to avoid this: have nothing to do with guns or others who use them.**

Tactics to be used against those identified could include:

- use of powers under Section 60 of the Criminal Justice and Public Order Act 1994. A police officer of superintendent rank or above can authorise the search of individuals they believe are involved with guns;
- obtaining Anti-Social Behaviour Orders, preventing individuals from frequenting certain areas or associating with other named individuals;
- eviction from homes if they are disrupting their neighbourhood;
- rigorous enforcement of the law for all offences committed; and
- the use of care proceedings to protect children and young people who may be at risk if people in their family are involved with guns.

These tactics and others will be used in a focused way against those who are involved with guns.









Home Office

ISBN: 978-1-84726-676-7

Published by the Home Office © Crown copyright 2008

Further copies are available from:

Home Office Publications

Tel: 0870 241 4680

Fax: 0870 241 4786

E-mail: [homeoffice@prolog.uk.com](mailto:homeoffice@prolog.uk.com)

Or view online: [www.homeoffice.gov.uk](http://www.homeoffice.gov.uk)

Produced by COI on behalf of the Home Office,  
May 2008

Ref: 286313



**50% recycled**  
This publication is printed  
on 50% recycled paper