



HM Government

Ending Gang and Youth Violence: Annual Report 2013



Ending Gang and Youth Violence: Annual Report 2013

Presented to Parliament
by the Secretary of State for the Home Department
by Command of Her Majesty

December 2013

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Any enquiries regarding this publication should be sent to us at Violent Crime Unit, Home Office, 4th Floor Fry Building, 2 Marsham Street, London SW1P 4DF or email: seriousyouthviolence@homeoffice.gsi.gov.uk

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Home Secretary



Gangs are a scourge on our society. They ruin the lives of people - especially young people - who get caught up in them. Girls and young women are particularly at risk of sexual abuse and exploitation. But the reality is that that gangs blight the whole of any neighbourhood in which they flourish.

The Coalition Government is determined to identify the measures that will be most effective in curbing gangs and the culture that breeds them, and to put those measures into effect. We cannot allow gangs to continue to spread violence and to erode decent and civilised behaviour.

In November 2011, the Government launched Ending Gang and Youth Violence, a report precipitated by the riots of that summer. It examined what measures would have the biggest impact in diminishing gangs. As a consequence of that report, we set up a dedicated team of people with experience in dealing with gangs to work in the 33 local authority areas with the highest levels of gang and youth violence. And we created a programme: Ending Gang and Youth Violence.

The report published here brings together the findings of our review of that programme's first year.

The most striking result is that there were continued falls in youth violence recorded by the police across the local areas where the programme operated. The initiative is working, the crimes that the programme aims to tackle are diminishing. While of course crime statistics must be interpreted with care, and it is difficult to draw solid conclusions from such a short period, there is no doubt that everyone who participated in the review felt that they had made positive changes to the way they addressed gang and youth violence as a result of the programme. The programme has led to more effective leadership and a greater sense of strategic direction. That has helped those on the front-line increase the effectiveness of their work. And that has contributed to the drop in youth violence.

We know that the majority of gang and youth violence is concentrated in a small number of police force areas. The Police and Crime Commissioners and Chief Constables of those areas have a special responsibility to make sure their forces tackle the problem. We need to make sure they have the help they need to do so.

Part of what they need is data that tells them when and where youth violence takes place. In order to get that information, data needs to be shared between agencies. For years, those involved in combating youth violence have asked for such sharing. It is now going to happen. We have established a group whose purpose is to ensure that health professionals share anonymised information on youth violence with the police.

Youngsters who start off in urban street gangs may end up working for organised crime groups. It is vital that professionals are aware of the connections between street gangs and organised crime: recognising those connections can be critical not just to diminishing organised crime, but to protecting girls from the sort of awful sexual abuse at the hands of ruthless criminal organisations that association with street gangs can lead to.

A crucial part of winning the war against gangs is offering gang members viable alternatives to a self-destructive and violent way of life. There is a series of Government programmes, including the Troubled Families Programme and the Serious Organised Crime Strategy, which can contribute to that goal. The Home Office will continue to provide leadership and focus to help ensure it is achieved. But only local partners working on the front-line are capable of the sort of action that will diminish gang membership – and I hope police forces will make it a priority.

One of those interviewed for the Ending Gang and Youth Violence review said “the problem [of gang and youth violence] wasn’t caused in six months, and it won’t be solved in six months”. That is clearly true. There is no quick fix that will make gangs and the violence they perpetrate and encourage disappear. It is going to take years of determined and co-ordinated work to defeat the culture that breeds and sustains gangs.

I am determined that we should eradicate gangs and the violence they cause from our society. And I am sure that, in time, following the policies discussed in this report, we shall do so.

A handwritten signature in black ink, appearing to read 'T. May', with a stylized flourish at the end.

Right Honourable Theresa May MP
Home Secretary

Secretary of State for Work and Pensions



It is now two years since we published the Ending Gang and Youth Violence Strategy.

For some, the riots which prompted that decisive action may seem a distant memory, yet we should not underestimate the scale of the challenge we still face. Now is not the time to allow gangs in this country to slip back into the shadows, nor to lose our focus in tackling the problem at its source.

It is vital that we continue to take meaningful steps to end gangs and youth violence altogether. That was our ambition two years ago. This report outlines the extensive work underway in Britain's 33 worst-affected areas and the progress we have made to date.

Our task starts with preventing young people from joining gangs in the first place, supporting the most vulnerable and ensuring that school, work and family offer a meaningful alternative. Through the Innovation Fund, over 6,000 disadvantaged young people have been helped so far, and already over 1,800 positive outcomes have been achieved. From reduced truancy to better GCSE results, each is a step towards employment and a better life, where gang life might have otherwise prevailed.

So too for those who have become caught up in gangs and youth violence, where our job is to ensure that individuals can find a way out. In the worst-affected London Boroughs, expert employment advisers have now helped over 1,300 youngsters – some as young as 14 – over 700 of whom have moved into work, education or training. What's more, for the first time, jobcentres have helped young people to turn their back on gangs and start their own businesses, applying an entrepreneurial spirit that might have been misdirected on the streets to bringing new enterprise to their local area.

Having a stable family life, a safe place to live, getting a job – these will be vital to individuals leaving gangs and rejoining the community. Promisingly, this report outlines real progress in terms of improved partnership working, joining up different organisations to deliver holistic, proactive support. We now have jobs advisers and health specialists going out onto the streets, finding a way to engage individuals, rather than waiting for gang members to end up in the care of statutory services.

These are significant developments, however there is still more to do, particularly to enable better and more proactive data-sharing. We need to be able to identify and trace

those involved and do more to circulate that information, including to the voluntary and community organisations which can change the path of a young person's life.

Nothing illustrates that transformation better than the case studies and examples in this Report – and we should be encouraged by the impact that our Strategy has had on the ground. In 2011, we recognised that engaging grassroots and community leaders would be crucial; today, overall, the areas involved consider the Ending Gangs and Youth Violence programme a success, and report having had a strong and positive influence over how it is run. With Government backing, it remains in their power to set the future direction and maintain national impetus.

Over the rest of this Parliament, and beyond, we must work together – keeping up the pressure in tackling gangs and youth violence. For without a long-term commitment, we risk that a destructive cycle continues. One gang fills the vacuum left by another, yet more children are drawn into their clutches, and neighbourhoods are destroyed as businesses and decent people move out.

Our ambition must be to replace that vicious cycle with a virtuous cycle, helping young people to move onwards and upwards, realising their potential and the opportunity of a better life.

A handwritten signature in black ink, appearing to read 'Iain Duncan Smith', written in a cursive style.

Right Honourable Iain Duncan Smith
Secretary of State for Work and Pensions

Context

This report is the second annual update to the Ending Gang and Youth Violence report, published in November 2011. It summarises recent achievements, and sets the ambition for the programme between now and the end of this Parliament.

Thirty-three areas across the country, expanded from the original 29 areas, continue to be part of the Ending Gang and Youth Violence programme. With the support of our frontline team of peer advisers, these areas have made real improvements to the way they work together in partnership to address youth violence at a local level.

The Ending Gang and Youth Violence programme is not about 'top-down' direction or target setting. It is about giving local areas the support they need to respond in the most effective way to their particular local challenges, and to look beyond enforcement and towards early intervention, prevention and routes out of violent lifestyles.

We have not performance managed the 33 areas: that is not in the spirit of the programme, but we do want to know that our investment and support has made a difference. To that end, we have conducted a review of the programme in 2012-13, which provides a qualitative overview, put into context by police recorded crime data. The findings of this review are summarised in the first chapter of this report.

Review of the first year of the programme

We completed a review of the first year of the Ending Gang and Youth Violence programme to find out what the original 29 priority areas who had been part of the programme since its start felt had worked well and what might be improved.¹ We also wanted to know what aspects of our work we could build on to support local areas to tackle gang and youth violence.

Aims and approach

We had two main questions:

1. What has the programme achieved in local areas?
2. Has the Home Office engagement with local areas been successful?

We felt a qualitative approach could best answer these questions. However, we also considered police recorded crime data in order to put the qualitative findings into context (other potential approaches were also considered and are discussed in more detail in the review report).

The evidence we looked at includes:

- Perceptions of key local contacts from the 29 priority areas, collected through interviews (conducted throughout the year) and surveys (conducted at the beginning and end of the 2012-13 programme period);
- Peer review reports for each priority area, completed in the course of the 2012-13 programme period; and
- Police recorded crime data for 2012-13, focusing on selected violent offences. The figures should be considered as an early snapshot, as it is doubtful whether the full impact of the programme on levels of crime would have been seen in its first year. It is also important to note that these data provide only a partial picture of youth violence in the areas – they show victimisation, not what offences were committed by young people.

¹ The full review report is available at <https://www.gov.uk/government/policies/reducing-knife-gun-and-gang-crime>

Key findings

Overall, the first year of the Ending Gang and Youth Violence programme was considered to be a success by the local priority areas. In particular:

- Areas felt that they had been able to drive the programme to a greater extent than previous Home Office initiatives, in terms of influencing both how the programme supported them locally and the national impetus of the programme;
- Particular strengths of the programme were seen to be the peer reviews, the general manner of support (which was felt to be flexible and responsive to local issues), and the encouragement of local cross-agency working;
- Areas felt they benefitted from being a part of the programme, and that positive changes to addressing gangs and youth violence had been made locally as a result of the programme;
- Positive changes felt to have been made due to the programme included: improvements to the level of local strategic direction and leadership around tackling gangs and youth violence; increased involvement of other local agencies (e.g. health, Job Centre Plus) and the voluntary and community sector; and new or improved approaches to specific issues (understanding the local context, and supporting girls and women associated with gangs, for example).
- The reported benefits of the programme were accompanied by continued falls in overall police recorded youth violence (i.e. violence affecting 10-19 year olds) in the areas taken as a whole in 2012-13 compared with 2011-12. These falls continued those seen in 2011-12 compared with 2010-11 (before the programme began), and occurred against the background of national falls in levels of violent crime overall. While we cannot link these reductions directly to the programme, the picture is positive.

Lessons learnt

There were also lessons for the future, in particular concerning:

- Programme timings – local areas told us they had to satisfy both central and national commissioning processes, and this was seen to complicate the use of funding. In this context, some local area contacts would have preferred having their peer review earlier in order to make it easier to use the results to target the funding in the 2012-13 financial year.

- Clarity around future engagement – uncertainty about the programme in the following financial year (i.e. 2013-14) reportedly raised concerns amongst local areas about their ability to sustain local support for gangs and youth violence prevention work (in particular, sustaining links established with the voluntary sector over the course of the programme).

Local areas, particularly those in London, reported a desire to see the programme focus on cross-border working to a greater degree in 2013-14. They felt that this would enable them to identify gang issues in other locations that could affect them, or to recognise things happening in their area that could potentially lead to problems elsewhere.

There were also specific issues that some areas felt would benefit from further attention from the programme over the next year. These included ensuring effective referral pathways were in place for gang members, and improved data sharing between local agencies.

The Ending Gang and Youth Violence Programme – year one

The review of the first year of the programme highlights the strong relationships that have been established between the Ending Gang and Youth Violence frontline team and the local priority areas. The programme is seen positively by the local areas.

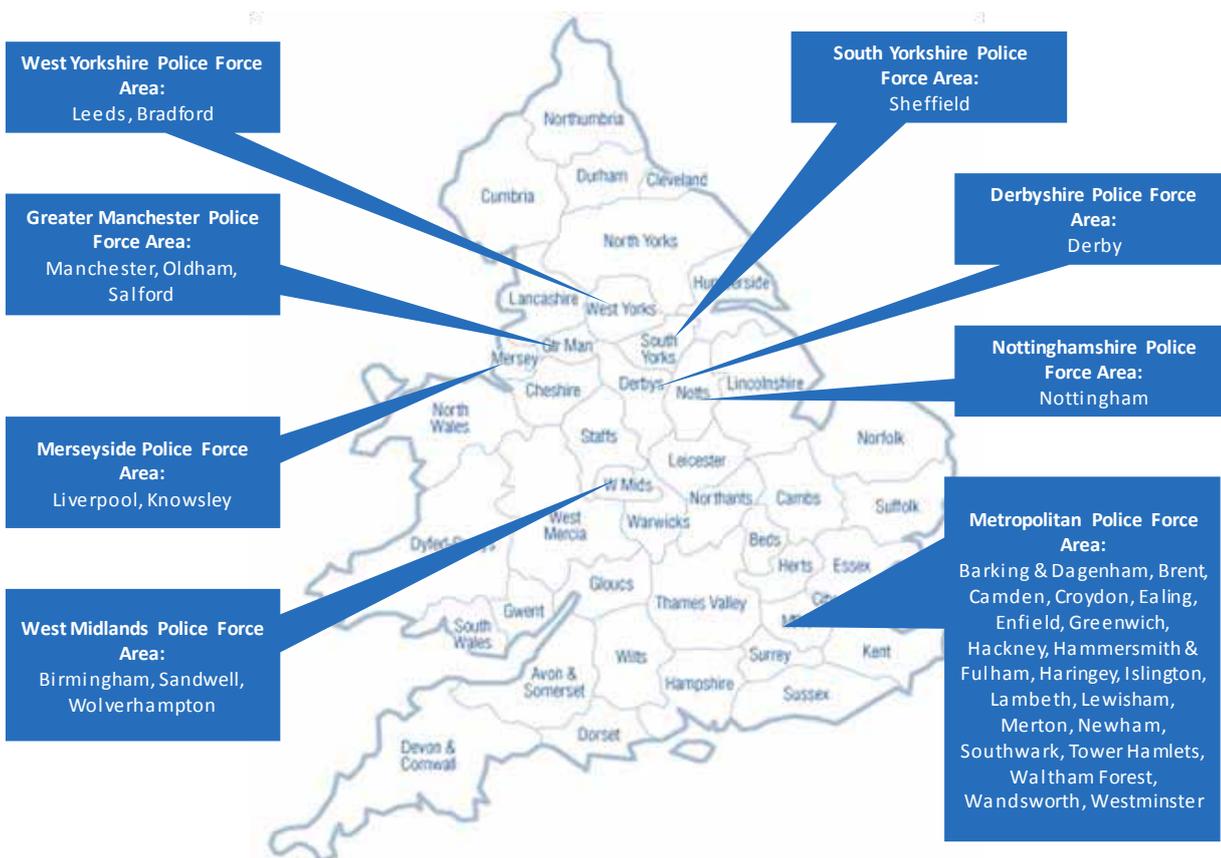
The priority areas have told us that the programme's collaborative approach has resulted in progress on tackling gangs and youth violence. The review also identified aspects which the programme could build on, and these have informed the second year of the programme.

As the progress described below shows, we have responded to the needs of local areas. In 2013-14 we have focused on issues that cross borders, providing timely support to areas on emerging challenges, examining and improving referral routes for gang members, and promoting data sharing. We have tailored the programme for the priority areas, and we will ensure that it continues to be driven by what local areas need.

Working with local areas

The work of our frontline team with 33 priority local areas across the country continues to be at the heart of the Ending Gang and Youth Violence programme. In the first year of the programme (2012-13), the Home Office invested £10 million in an initial 29 areas, to enable them to implement sustainable improvements to the way they responded to youth violence. In December 2012, a further four areas were added to the programme to receive support from our frontline team. In 2013-14, the Home Office transferred community safety funding to Police and Crime Commissioners, which they can use to invest in local priorities. We are pleased that the 33 areas have continued to work with us to tackle gang activity and reduce youth violence.

Ending gang and youth violence 33 priority areas



In 2013-14, the frontline team has continued to support the 33 priority areas, helping them to make further improvements to tackle gangs and youth violence. The advisers have identified emerging national issues and trends, and facilitated focused local work with key stakeholders (e.g. health, education and employment). The frontline team has explored specific relationships, such as with the secure estate, and the findings will inform our future approach. The review of the programme in 2012-13 has highlighted the value of the peer-led approach to local areas, which is testament to the professionalism and dedication of our 70-strong frontline team. The team will continue to undertake intensive work across a range of topics including health, education and housing to directly support priority areas.

Birmingham

Ending Gang and Youth Violence funds helped to create, launch and deliver a mental health training package entitled 'The Revolving Door' developed by Birmingham and Solihull Mental Health Trust. The training was delivered to over 90 individuals across a wide range of partner agencies and has allowed for a greater understanding of this vital issue and its impact on gang and youth violence. Alongside this, medical staff were trained in recognising and signposting individuals attending A&E in relation to serious violence.

Greenwich

A collaboration between St Giles Trust SOS Project and the Child and Adolescent Mental Health Service Non Violent Resistance Project has delivered parenting support for families of gang members. Fourteen parents initially engaged and eight remained on the programme. Those who dropped out were referred to various agencies so that they still received support. Feedback from the parents who remained on the programme suggested that it has had a positive impact on their home-life and had improved their relationship with their children.

Islington

The 18-24 Gangs and Youth Violence Transitions Service is a partnership between the Islington Community Safety Partnership, London Probation Trust, Camden and Islington Mental Health Foundation Trust, the Drugs and Alcohol Service and the police. The service has a focus on safeguarding, and an assertive and persistent outreach approach. Intensive interventions to reach the most at risk young people are delivered in the community and in custody. The approach also assesses and plans for the needs of the whole family, to bring about sustained change.

Sheffield

Local volunteer medical students known as the 'Street Doctors' have been provided with funding to use their expertise to teach young people the basic medical skills necessary to manage the victim of a violent attack. This includes recognising the symptoms of blood loss, managing a penetrating wound, the recovery position, performing CPR, how to calm the victim and how to respond when the ambulance arrives. This is being delivered to young people known to the city's Community Youth Teams and Youth Justice Service but is also available in a variety of settings upon request.

Croydon

A project was set up to strengthen communities in some of the most deprived wards using 'Community Connectors'. These are well-known and well-respected community members who aim to create safer communities and build good relationships among a diverse community. The Community Connectors worked to encourage people to develop projects or initiatives that would strengthen the community, with access to pots of matched funding. To date, more than 60 community projects have emerged from the new connections made, including ideas for projects working with local young people, homeless people and the elderly.

Knowsley

Safer Knowsley Partnership has set up a community messaging system to improve the relationship between the local community and the partnership, and tackle gangs and youth violence. The messaging system links the council's Safer Partnership to the community by alerting the public with up-to-date relevant and timely information about local crime. This mode of communication is capable of reaching thousands of families through email text or voice messages and allows the community to reply confidentially about information on local crime.

Partnership working and information sharing

The Ending Gang and Youth Violence programme has emphasised the need for strong partnership working around complex issues of crime and social justice. We have seen real improvements made locally, with the support of our frontline team. We have also seen continued frustrations and blockages caused by a lack of clarity about what information about vulnerable individuals and/or offenders can and cannot be legally and appropriately shared between partners.

This chapter is written in the context of the announcement in the Spending Review that the Coalition Government will establish a Centre of Excellence to reduce the complexity of sharing data between services, and will also explore options for new legislation to that end. The Home Office will continue to work closely with the Cabinet Office, the Department for Work and Pensions and the Department for Communities and Local Government to ensure that this work meets the needs of those working locally to reduce youth violence.

Since November 2012:

- There have been significant improvements in partnership working across our 33 priority areas. This has been achieved with the support of our frontline team, working with the areas to trouble-shoot particular issues. For example, an Ending Gang and Youth Violence schools forum has been set up in Liverpool to bring local partners together – in particular, ensuring partnership attendance at a weekly meeting to ensure appropriate placement of young people who have been excluded from school and who are associated with gangs.
- The Home Office has published Multi-Agency Working and Information Sharing Project: Early Findings to improve national and local understanding of the different multi-agency models in place to support information sharing around safeguarding.²

We will continue to support local areas to improve their partnership working and overcome challenges around information sharing in order to work more efficiently and effectively with individuals and their families involved in gang or youth violence.

2 Home Office (2013) Multi-Agency Working and Information Sharing Project: Early Findings. Retrieved from: <www.gov.uk/government/uploads/system/uploads/attachment_data/file/225012/MASH_Product.pdf> [1/11/2013]

- We will develop the Information Sharing Centre of Excellence so that it becomes the first port of call for local partners seeking advice on data sharing issues. We will continue to shape this work through the Ending Gang and Youth Violence programme by providing specific example of challenges, and indeed successes, from our 33 priority areas.³
- The Home Office will be providing safeguarding professionals clear, up to date guidelines which set out the risks to gang-involved or associated young people, those who may be vulnerable to gang-association (including young people who go missing) and the responsibilities for protecting these young people.
- As part of the Coalition Government's action plan on Sexual Violence against Children and Vulnerable People, the Home Office will develop the findings of a project to look at multi-agency models around safeguarding, and identify options for disseminating the learning and findings to local areas and more widely.⁴
- Building meaningful relationships with local communities is one of the biggest challenges for local partners. Drawing on the expertise of Ending Gang and Youth Violence frontline team members with experience of working with communities, we will produce a guide on good practice for local areas.
- We will raise awareness amongst frontline staff of the drivers and nature of gang culture, to help them provide more effective support to young people involved in or on the periphery of gangs. An awareness training session has already been trialled with staff in Jobcentre Plus Districts in London and at an employment workshop delivered by the Department of Work and Pensions, with very positive feedback.
- Our frontline team will continue to support local areas, including through a series of workshops on particular subjects such as joining up the health and violence agendas locally, making the links between Troubled Families and gangs work, and working effectively within a Multi-Agency Safeguarding Hub.
- The Home Office will publish a fact pack for Police and Crime Commissioners on the programme, highlighting issues and opportunities around tackling gangs and youth violence and presenting work undertaken in each of the 33 priority areas.

3 <<http://informationsharing.co.uk/>> [1/11/2013]

4 HM Government (2013) Sexual Violence against Children and Vulnerable People National Group Progress Report and Action Plan. Retrieved from: <www.gov.uk/government/uploads/system/uploads/attachment_data/file/230217/Sexual_Violence_against_Children_and_Vulnerable_People.PDF> [1/11/13]

- To support the engagement of local politicians in the Ending Gang and Youth Violence programme, we are working with the Local Government Association to provide information to local leaders on lessons learned from the programme, as part of a wider communications strategy. We will hold a Local Government Association workshop in early 2014 to share good practice.
- Information on foreign national gang members will be shared between local gangs teams and Home Office Immigration Enforcement staff in priority areas. Immigration Enforcement staff will receive training on gang awareness, and be advised about appropriate points of contact for support or enforcement.
- The Coalition Government is committed to protecting children from the harms associated with accessing age-restricted products, including preventing minors from being sold knives illegally. The Home Office and the Department for Business, Innovation and Skills will work with trading standards, business and retailers to promote targeted enforcement of age restricted sales.

Youth violence and health

We have made significant progress in terms of the recognition of the role of health organisations in youth violence reduction, aided by the persuasive business case set out in the 2012 Protecting People, Promoting Health report.⁵ This shift in perspective at a national level is having an impact at local level. Our priority areas recognise that the health sector should play a key part in youth violence prevention and reduction, and several have requested support from the frontline team to improve local links. Health and Wellbeing Boards provide one potentially important framework for strategy development, identification of shared outcomes and joint commissioning. We will continue to work closely with Public Health England and NHS England to highlight that Health and Wellbeing Boards and Clinical Commissioning Groups can play an important role in youth violence prevention.

Since November 2012:

- Our frontline team has helped local areas to build effective relationships with health organisations to develop strategies to tackle gangs and youth violence. For example, they have worked with a London borough to identify shared priorities around youth violence between health and community safety, and to develop a clear action plan owned by the Community Safety Partnership and the Health and Wellbeing Board.
- We have worked with the World Health Organisation Collaborating Centre for Violence Prevention based at Liverpool John Moores University to produce a Health data for violence prevention manual for community safety partnerships and other violence prevention partners. Due to be published later this year, the manual gives straightforward advice on the benefits of using health data, how to access it, and how to use it.
- A new Task and Finish Group, led by NHS England and the police, has been established to achieve effective data sharing between hospitals and police to target violence prevention interventions.

5 North West Public Health Observatory (2012) Protecting people, Promoting health: A public health approach to violence prevention for England. Department of Health. Retrieved from: <<http://www.nwph.net/nwpho/Publications/Protecting%20People%20Promoting%20Health%20Web.pdf>> [1/11/2013]

- The Home Office has worked with the NHS Confederation, the Department of Health, and the Local Government Association to produce practical, sector-led guidance on joint working around violence prevention.

With Public Health England and NHS England, we will focus our attention for the next year and beyond on a clear set of actions to make sustainable improvements to the way health agencies work with community safety partners around this shared priority.

- We will ensure that sexual health and other health professionals are clear about how to identify young people at risk of, or suffering from, sexual exploitation, and about the responsibilities on them to share information appropriately with relevant organisations. To do this, we will work with the British Association for Sexual Health and HIV to develop a new screening proforma for healthcare professionals.
- We will act to improve the level of awareness about mental health need amongst gang members and violent young people, and to improve these young people's access to mental health support. For example, the Home Office will work with the Department of Health, Public Health England and NHS England to produce a briefing note for our priority local areas, setting out evidence about the links between mental health and gang membership.
- We will continue to work closely with health partners to support Health and Wellbeing Boards and Clinical Commissioning Groups to understand their role in youth violence prevention, through preparing briefings, that we will seek to co develop with the Local Government Association and NHS England.
- The Department of Health and the Home Office will work with Professor Mark Bellis, and Public Health England to produce an e-learning module on violence for health professionals. Public Health England will explore the use of a series of 'podcasts' of experts speaking about youth and gang violence and the important role of health, which we will also promote to criminal justice partners. These will be based on a recent series 'podcasts' on domestic violence and the evaluation will inform the development of such an approach.
- The frontline team will continue to work with local areas to help them improve their relationships with health partners. For example, the team will work with four north London boroughs and St Mary's Hospital in Paddington to develop and implement a proposal for youth workers based in A&E and in the community. The proposed model is based on the one used by Redthread at King's College Hospital.
- The Department of Health and the Home Office will also work with Public Health England to run a series of events across the country, where health and criminal justice partners can come together to share good and promising practice around gang and youth violence reduction and prevention.

Gang members and mental health

Gang-associated young people are often exposed to a higher range of traumatic and abusive environments (including domestic violence) than other young people, even those in the youth justice system. These young people may have been involved in violence as a victim, perpetrator or witness. Gang-associated females may have a higher level of exposure to risk than gang-associated males.

Such experiences can have a serious impact on mental health. There is strong evidence, for example, that Post Traumatic Stress Disorder is linked to early experiences of violence and abuse. In addition, conduct disorder, antisocial personality disorder, anxiety disorders and psychosis can also be associated with exposure to violence.

In turn, exposure to violence and / or mental health issues may also increase the likelihood of joining a gang. Research suggests that poor attachment relationships (i.e. the bond between the primary care giver and a child in the early stages of child development) may cause lasting neurological damage. There is anecdotal evidence (e.g. from voluntary sector organisations) that gang-associated young people often have attachment issues. Young people with such issues may feel a “need to belong”, potentially leading to them getting involved in a gang.

CASE STUDY: MAC-UK

MAC-UK is working with young people involved in gangs across three London pilot sites, using the Integrate© model to put mental health workers at the heart of activities led by young people themselves.

Integrate works with young people aged 16-25 involved in highly anti-social behaviour and/or gang activity. Young people develop and lead their own activities, and the MAC-UK team work collaboratively with them, helping them develop leadership and employment skills. These activities can be anything from decorating the project's base; starting to write a film script or making music. The process of setting up the activities together, allows young people to both develop new skills and to develop trusting relationships with mental health trained staff.

Young people can then access 'streetherapy©' at their own pace and wherever and whenever they feel comfortable. Streetherapy is based on evidence of what works from the mental health field, and delivers mental health promotion and treatment in a highly flexible way. Integrate also seeks to prepare young people for services and services for young people. The Integrate model is currently undergoing an independent evaluation, led by the Centre for Mental Health, with youth researchers trained and employed to work alongside them.

Integrate is being piloted via multi-agency partnerships across London. The latest Integrate project started in Southwark in October 2012 as a partnership between Southwark Council, South London and the Maudsley NHS Foundation Trust, and MAC-UK, funded by Guy's and St Thomas' Charity. The young people in Southwark have called their project Reachout | outReach – RO|OЯ.

www.mac-uk.org

The criminal justice response

We have focused our attention over the last year on the challenges faced by the secure estate in managing and addressing violence (and particularly gang-related violence) in custody. A series of recent reports by Her Majesty's Inspectorate of Prisons has brought this issue into sharp focus. We have also made progress on information sharing about gang members between the police and the secure estate, and on programmes to address gang or group-related offending.

However, it is important to note that there are significant changes due to be introduced in offender management under plans for Transforming Rehabilitation and Transforming Youth Custody. We will need to ensure that progress to date is maintained and built in to new procedures with new providers engaging effectively in information sharing. Where offenders are gang-associated it will clearly be critical to their successful rehabilitation for this to be addressed coherently throughout their criminal justice pathway.

Since November 2012:

- Our frontline team has worked with a number of secure establishments to help them improve the way in which violent young people are managed in custody and after release. We have addressed issues such as better working with the police and Crown Prosecution Service (CPS), training and awareness-raising for staff, and interventions to address gang culture and violent behaviour.
- Specific actions on gun and knife crime are included within the Transforming the CJS strategy and action plan.⁶ These will improve the efficiency of the system and the support to vulnerable and intimidated victims and witnesses, including victims of gun and knife crime. They include: encouraging the wider use of community impact statements which enable sentencing decisions to be informed by additional relevant information about the impact of a crime on the local area; improving information sharing between criminal justice agencies to ensure that appropriate security measures are put in place to manage gang members or violent offenders at court; and considering whether and how we could improve processing for firearms offences, looking at a number of possible causes for delay, including forensics.

6 Ministry of Justice (2013) Transforming the CJS: A Strategy and Action Plan to Reform the Criminal Justice System. Retrieved from: <https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/209659/transforming-cjs-2013.pdf> [1/11/2013]

- The National Offender Management Service (NOMS) has developed an intervention to address gang or group-related violent offending behaviour: the Identity Matters programme. This is specifically targeted at offenders who have previously committed serious violence because of their affiliation or identification with a group or gang. While interventions already exist to address violent offending, Identity Matters places more emphasis on addressing issues of group affiliation which for some offenders is particularly significant. This is currently being piloted in two city regions and two Young Offender Institutions, with a view to further roll out and possible accreditation.
- The Youth Justice Board (YJB) has commissioned NOMS to develop the Intelligence Directed Placement (IDP) system to ensure transfers and placements in Young Offender Institutions can be tested for suitability based on known risk factors. IDP uses intelligence about young people, including on gang and serious youth violence, to test the suitability of different environments for them. Placement review teams can then decide on the best placement option and ensure all decisions are in the best interests of the young person.
- We have continued to work with Home Office Immigration Enforcement and the Metropolitan Police Service (MPS) on Operation Nexus. This operation targets 'high harm' foreign national offenders, including gang members, for removal. Operation Nexus has been running since October 2012 in London, and has so far removed 75 'high harm' individuals through proactive targeting, and over 1400 foreign nationals following arrest and identification in MPS custody suites. Operation Nexus will shortly be extended to other areas of the country.
- We have seen significant steps forward in London on tackling gangs and youth violence in the secure estate. This has been led by Her Majesty's Prison and Young Offender Institution Isis, the MPS, the London CPS and MOPAC, with the full support of NOMS, the Ministry of Justice and the Home Office.
 - An Information Sharing Agreement has been signed between the MPS and NOMS. Intelligence on gang members is now passed from the MPS 'Trident Matrix' to over 80 establishments on a fortnightly basis, along with a tension monitoring report, representing a significant step forward.
 - Anecdotally, concerns have been raised over the relatively low proportion of crimes investigated in prison by police that result in a conviction rather than being referred back to the adjudication procedure in the Estate. In response, the MPS, London CPS and HMPYOI Isis are trialling a new approach to the prosecution of violent assaults in prison. The central Trident Gangs Command will investigate crimes in Isis that involve a Trident gang nominal (either as a suspect or victim) with a view to increasing prosecutions, sending a message that gang members will be dealt with robustly within the secure estate as well as in the community.

- London CPS has introduced a 'gang flag' to deliver a 'premium service' for gang-associated offenders/offences with allocation to dedicated gangs prosecutors. It is aimed at supporting victims and witnesses and ensuring the successful prosecution of gang offenders. The Ending Gang and Youth Violence Criminal Justice System working group will consider recommending adoption across England and Wales.
- An event was held in September which brought together CPS gangs prosecutors and MPS Trident Gangs Command leads to launch the specialised service for Gang related cases and to encourage the use of Community Impact Statements in the identification of Gang nominals.
- We have taken further steps to educate young people about the risks of involvement in gangs, and to ensure that the right punishment is available for those who are involved in gang-related violence:
 - The Home Office with the Ministry of Justice and the CPS has produced a training pack and DVD on Joint Enterprise for professionals to use with young people involved in gangs or at risk of involvement.
 - We are taking forward legislation to introduce a new firearms offence of 'possession with intent to supply' in the Crime and Courts Bill, with a maximum sentence of life imprisonment, whilst also bringing the maximum sentence for illegal importation of a firearm in line with this.

Over the next year, we will build on the work already underway to realise significant and sustainable improvements in the way gang offenders are managed through the criminal justice system.

- The Home Office, Ministry of Justice, NOMS and YJB will continue to improve the level and consistency of two-way intelligence sharing about gang members between the police and the secure estate. We will continue to work with police forces with the most significant gang and youth violence issues to support regular information sharing with the secure estate – ensuring that the information sharing agreement pioneered in London is extended to these police forces.
- The Ministry of Justice and the Home Office will support work underway in London between the MOPAC, the CPS, HM Courts and Tribunals Service and the MPS to agree an 'end to end' protocol for the management of gang members, ensuring that a high quality service is provided, and that cases move swiftly through the criminal justice system. This will include protocols around sharing information and ensuring appropriate court security.
- The Ministry of Justice will further increase the use and effectiveness of Community Impact Statements in gang cases, in line with the action in the CJS Reform strategy and action plan. A new template and guidance for Community Impact Statements or specific gang

impact statements will be agreed and promoted, informed by work being led by the MPS and MOPAC. The use of impact statements for incidents within the secure estate will also be considered, as part of the work to increase prosecutions for violence in custody.

- Research being conducted by NOMS to provide a more detailed picture of the risk and need characteristics of gang-associated offenders will be used to inform evidence-based commissioning advice for the provision of services to gang-associated offenders. This work will combine the findings of a Rapid Evidence Assessment with primary analysis into the risk and need of gang-associated offenders.
- If the pilots of the Identity Matters programme are evaluated positively and approved for use within NOMS (via appropriate accreditation processes), the programme will be made available for commissioning services within custody and, if appropriate, community in 2014-15. Arrangements for commissioning Identity Matters in the community will be subject to the restructure of the Probation Service as part of the Transforming Rehabilitation Strategy.
- The Home Office will review the use of gang injunctions across the country in consultation with local partners including HM Courts & Tribunals Service and judiciary, in line with the requirement set out in the Police and Crime Act 2009. We will move gang injunctions currently issued within the county court to the youth court (they will remain a civil remedy) and provide local partners, judiciary and court staff with revised statutory guidance, as well as practical advice on the use of the injunctions. We will also hold a number of regional seminars to support local partners. Our work with the CPS in London, for example, will include a consideration of how to promote civil measures – including gang injunctions - to tackle gang-related crime.
- The Home Office will produce an up to date reference document which lists all available legislative powers to tackle gang activity by type of intervention (e.g. housing), a description of what provision the legislation provides, and the lead agency.

CASE STUDY: MPS/HMP & YOI Isis pilot on increasing prosecutions for violence in custody

The Metropolitan Police Service and Her Majesty's Prison and Young Offender Institution Isis have undertaken a pilot to reduce gang violence in the secure estate.

The approach focuses on offering tailored support to offenders, identifying where offending is linked with gangs, and investigating any offence within the secure estate where the victim or the perpetrator is a known gang member. Offences with 'gang links' are also investigated, at the discretion of the senior investigating officer.

Offenders are tracked through the secure estate in order to target interventions and support, and to ensure that release plans are tailored according to their specific needs. Any violence that takes place within the secure estate is investigated to see whether the suspect or the victim are associated with gangs, with a view to securing a conviction or (if dealt with by adjudication in prison) to ensure that this is reflected when determining licence conditions for release.

Understanding and responding to links with organised crime and radicalisation

Our work with the 33 priority areas has provided emerging evidence of complex relationships between street gangs, drugs markets, troubled families, organised crime and radicalisation. The work of the Ending Gang and Youth Violence frontline team in local areas, together with organised crime group mapping, indicates overlaps between street gangs and organised crime groups. Areas of high gang activity in the UK tend to be areas where organised criminals are most active. Organised criminals may use street gang members as part of their supply chain, including street-level drug dealing or transporting drugs around the country. We also recognise that vulnerable young people need to be protected from being drawn into radicalisation and extremism. The Ending Gang and Youth Violence programme will ensure an effective, strategic response to these potential links.

Since November 2012:

- The Coalition Government has published the new Serious and Organised Crime Strategy⁷ in October 2013. The strategy includes a new focus to prevent people from engaging in serious and organised crime, and will build on existing work, particularly the Ending Gang and Youth Violence and Troubled Families programmes. The aim is to encourage areas to make the best use of existing local partnership working and resources and to learn from work already underway.
- The Home Office is working with local boroughs to improve the practical ways local partners can identify and address the problem of gangs involved in street drugs markets.
- Gangs and counter-terrorism prevention (Prevent and Channel) leads from selected areas, together with representatives from NOMS, YJB and the prison service, attended an event to explore common links. Presentations on street gangs have also been made at London Prevent and national Channel events.

To progress this work further, we will continue to engage local stakeholders to raise awareness and improve the response to street gang members involved in organised crime or at risk of radicalisation.

- The work of the Ending Gang and Youth Violence frontline team will be extended to include a focus on tackling the links between street gangs and organised crime. We will add people with experience of tackling serious and organised crime to the network of Ending Gang and Youth Violence advisers, to provide first hand advice on how to identify and work with individual young people in street gangs at risk of being drawn into serious or organised crime. We will also continue to support our priority areas to identify and act upon risk factors known to make young people more likely to join gangs or engage in serious criminality.
- The frontline team will work with local gangs and organised crime leads in the Ending Gang and Youth Violence priority areas to improve information sharing and bring together their respective local problem profiles and threat assessments for street gangs and organised crime groups, building on existing local multi-agency arrangements.
- The Home Office and National Crime Agency will explore whether Organised Crime Group Mapping can be developed to help identify and manage links between organised crime groups, organised crime nominals and gangs.
- We will explore what additional research may be required to understand the links between street gangs and organised crime, building on the Home Office report, 'Understanding criminal careers in organised crime'.⁸
- We will build expertise amongst Ending Gang and Youth Violence leads on how to identify the signs of radicalisation by encouraging local areas to roll-out WRAP (Workshop to Raise Awareness of Prevent) training, prioritising those with the most relevant local communities. In addition, local partners will be encouraged to attend each other's case management conferences.
- Information on current practice on the issues raised in this section will be shared via the Ending Gang and Youth Violence Knowledge Hub.

7 HM Government (2013) Serious and Organised Crime Strategy. Home Office. Retrieved from: <https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/248645/Serious_and_Organised_Crime_Strategy.pdf> [1/11/2013]

8 Francis, B., Humphrys, L., Kirby, S. and Soothill, K. (2013) Understanding criminal careers in organised crime. Home Office. Retrieved from: <https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/246392/horr74.pdf> [1/11/2013]

CASE STUDY: Project Gulf, Salford

Project Gulf brings a range of organisations together in a co-located team to tackle serious organised crime, gangs and violence using the full extent of powers available to them. For example, following a series of shootings in September 2012, the Gulf team worked with local authority solicitors to secure gang injunctions against a number of individuals. Breaches of the conditions resulted in custodial sentences, and another five interim gang injunctions have been secured against members of the same gang. The Gulf team also organised Operation Prenton in which police and partners (social workers, housing officers and benefit fraud investigators) executed 15 warrants simultaneously at the addresses of known gang members. This resulted in a referral for a social worker assessment on a three year old child at one property, and a child protection plan agreed for four children at another property in very poor condition and with drugs in the house. There were benefit fraud cases associated with almost every property on which warrants were executed.

However, Project Gulf is not just about enforcement. It offers advice and support for people who want to leave gangs and stop offending, and runs positive activities for young people who are affected by serious organised or violent crime. For example, the Project Gulf partnership commissions the Salford Foundation to offer professional mentoring to young offenders involved in violent crime and gang activity. In 2012/13 the Foundation mentored 75 young people referred by Gulf and reported a reoffending rate of just 5%. Mentors also worked to improve the relationships these young people have with their families and schools, develop their personal and social skills and improve their chances of getting qualifications or employment.

Women, girls and gangs

Identifying and addressing the risks faced by gang-affected young women and girls, particularly around sexual exploitation and abuse, continues to be a priority for us. A number of recent research reports have provided more evidence of the scale and nature of this problem. The Centre for Mental Health, for example, published the *A need to belong: What leads girls to join gangs* report in 2013.⁹ The report found that over a quarter of their sample of gang-associated girls were identified by workers as having a suspected diagnosable mental health problem and over a third showed signs of behavioural problems before the age of twelve.

Since November 2012, we have worked with our partners in the statutory and voluntary sector, in particular via our Women, Girls and Gangs Working Group, to ensure that the Ending Gang and Youth Violence programme addresses these risks. In particular:

- We have included key actions on intervening early to protect gang-affected young women and girls in the Coalition Government's updated Violence Against Women and Girls Action Plan.¹⁰ The Coalition Government's progress report and action plan on Sexual Violence against Children and Vulnerable People also contains relevant actions, including on working with partners to identify and safeguard vulnerable young people via sexual health settings (see partnership working and information sharing chapter).¹¹
- The Home Office has worked with the Mayor's Office for Policing and Crime in London to support areas seeking to tackle previously unrecognised issues relating to gang-associated women and girls. A strategic framework for this has been published.

9 Khan, L., Brice, H., Saunders, A. and Plumtree, A. (2013) *A need to belong: What leads girls to join gangs*. Centre for Mental Health. Retrieved from: <http://www.centreformentalhealth.org.uk/pdfs/A_need_to_belong.pdf> [1/11/2013]

10 HM Government (2013) *A call to end violence against women and girls*. Home Office. Retrieved from: <https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/181088/vawg-action-plan-2013.pdf> [1/11/2013]

11 HM Government (2013) *Sexual Violence against Children and Vulnerable People: National Group Progress Report and Action Plan*. Home Office. Retrieved from: <https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/230217/Sexual_Violence_against_Children_and_Vulnerable_People.PDF> [1/11/2013]

- We have further raised awareness amongst practitioners of the issues and risks facing gang-associated women and girls, including through the Youth Justice Board's effective practice library giving examples of 'safe spaces' where gang-associated women can access youth and criminal justice services without risk to their safety.¹²
- The Home Office has supported the network of Young People's Advocates, who we are funding between April 2012 and March 2015. These advocates are providing direct and dedicated support to young women in gang affected areas who have been victims of, or are at risk of, sexual violence or exploitation.
- The Home Office has rolled out specialist training for domestic violence, sexual violence, child sexual exploitation and gangs practitioners and commissioners working with victims of sexual violence and exploitation, including by gangs. Greater Manchester Police are leading work to identify and map gang-associated women and girls against identified gang nominals, so enabling appropriate risk assessment and case management. This good practice will be shared with other force areas and local authorities, in the form of a practical guide to how to go about this exercise, and what to do with the information once you have it.
- The Crown Prosecution Service has published the final guidelines on prosecuting cases of child sexual abuse.¹³ The guidelines recognise that child sexual abuse may be perpetrated by gangs, including organised criminal groups. The guidelines also set out typical vulnerabilities in children prior to abuse, for example gang association either through relatives, peers or intimate relationships (in cases of gang associated child sexual exploitation only).
- The Crown Prosecution Service has also published a joint protocol for information sharing in child abuse cases, which comes into force on 1 January 2014.¹⁴

Our review of the first year of the programme suggests that many of our local areas are now focusing on this issue for the first time and progress has been made. However, there is still a long way to go before local areas are able to identify vulnerable women and girls and respond effectively to their experiences and the risks they face. The focus will now be on the following:

- Sharing good practice on how to address harmful attitudes towards women and girls with mentors and other professionals working with young men and boys.

12 <<http://www.justice.gov.uk/youth-justice/diversity/working-with-girls-who-offend>> [1/11/2013]

13 <http://www.cps.gov.uk/consultations/csa_consultation.html> [1/11/2013]

14 <<http://www.cps.gov.uk/publications/agencies/protocolletter.html>> [1/11/2013]

- Continuing to challenge harmful societal attitudes via the Violence against Women and Girls and Sexual Violence against Children and Vulnerable People action plans. This will include building issues around street gangs into the next phase of the 'This is Abuse' campaign.
- Further roll out of training on how to identify and support gang-associated women and girls, this time for teachers, health and youth justice professionals, police officers and social workers in areas affected by gang violence. This will be led by the Home Office and supported by the Youth Justice Board, the Department for Education, Public Health England and the College of Policing.
- Supporting local areas to integrate their strategic safeguarding responses to gang and youth violence, sexual violence and child sexual exploitation.
- The Home Office is working with the Metropolitan Police to produce a template 'problem profile' for gang-associated women and girls, to help our priority areas identify vulnerable gang-associated women and girls and target appropriate interventions.
- The Crown Prosecution Service is supporting prosecutors to better understand issues around teenage relationship abuse through: updating key legal guidance; developing accredited training programmes to include education on appropriate restraining orders and bail conditions to protect victims; use of suitable special measures to assist witnesses; and providing effective communications to victims.

Understanding what works

Since the beginning of the Ending Gang and Youth Violence programme, there has been a call from our priority areas for more information about what works in preventing and reducing violence. It is important that we base our work on the best available evidence of effective practice.

Since November 2012:

- We have highlighted evaluations / promising practice in relation to particular programmes to local gangs and community safety leads.
 - We have continued to support practice sharing between our 33 priority areas, for example through workshops on particular topics (e.g. working with health services).
 - The Local Government Association's Knowledge Hub continues to be used by the priority areas to exchange information and ideas.
 - We have worked with the College of Policing to feed into the What Works Centre for Crime Reduction, and to enhance sharing of effective interventions with our priority areas.
 - We have helped local areas to navigate the existing 'what works' databases. For example, the Home Office has worked with areas to increase understanding of the main evidence repositories in violence prevention, their coverage, and how they have selected and assessed programmes.
- Our frontline team have developed a suite of self assessment tools based on the experience and learning gathered since the start of the Ending Gang and Youth Violence programme.
- We have supported local partners to make the case locally for investment in and prioritisation of work to prevent or reduce youth violence. For example, the Home Office has provided a 'ready reckoner' for the priority areas that estimates the cost of serious youth violence to areas, broken down by police, justice and health cost.

- The Home Office has published a review of the first year of the programme to help us to understand what the priority areas have found useful and what we might do differently.¹⁵
- The Home Office has published Addressing youth violence and gangs: Practical advice for schools and colleges.¹⁶ This includes advice on the support available to schools and colleges, a summary of what we know works in tackling violence in educational establishments, some considerations for choosing programmes to commission, and a set of resources and practical checklists.

The focus will now be on the following:

- We will continue to support local partners to make effective decisions about which services they commission to help them reduce youth violence. For example, the Home Office will lead on providing comprehensive advice to community safety partners on how to use evidence in commissioning violence prevention programmes. This will draw together our work around cost estimates, mentoring, and what works repositories.
- We will continue to develop the evidence-base and increase our understanding of gang issues. In particular:
 - The Home Office will commission new research to look at the changing nature of gangs, and emerging risks and threats. This will allow us to develop new insights into gang and youth violence, which will inform our future work and be of practical benefit to local areas.
 - The Home Office will undertake work with police forces to understand local gangs issues, and to identify where it might be possible to intervene to encourage young people to move away from gang-association.
 - The Home Office and NOMS will work with local partners and service providers to improve our understanding of the elements of successful mentoring for young people involved in gangs, and issue advice to local areas.
 - The Home Office and Department for Education will work together to extend the advice to schools and colleges on addressing gang and youth violence to include further focus on primary schools as a key opportunity to enable prevention and early intervention activity. This will be based on the evidence of what works and experiences of teachers and practitioners.

15 The full review report is available at <<https://www.gov.uk/government/policies/reducing-knife-gun-and-gang-crime>>

16 Home Office (2013) Addressing youth violence and gangs: Practical advice for schools and colleges. Retrieved from: <www.gov.uk/government/publications/advice-to-schools-and-colleges-on-gangs-and-youth-violence> [1/11/2013]

- The Home Office and the department for Business, Innovation and Skills will update the existing self-assessment tool for colleges on gangs and youth violence, and hold a conference to share good practice.¹⁷
- The Home Office will conduct assessment activities for the Ending Gang and Youth Violence programme in 2013-14, in order to ensure that we continue to deliver what local areas need.
- The Home Office and National Policing Lead for knife crime will hold a practice sharing event on knife crime prevention for police officers. This event will help shape practical advice for local areas

Prevention and routes out of violent lifestyles

In the past year, we have focused on the important issues of prevention and routes out of gangs and violent lifestyles. These issues lie at the heart of the work of the frontline team with the 33 local areas.

Since November 2012:

- The Department for Work and Pensions (DWP) held a national workshop on employment for Jobcentre Plus staff, priority area representatives and other partners working with gang members, involving a question and answer session with the Secretary of State for Work and Pensions. The workshop gave participants the opportunity to build links with other practitioners, share good practice, and discuss current approaches to working with vulnerable young people at risk of gang membership.
- DWP launched the Youth Pledge initiative in May 2013 in the London Jobcentre Plus Group. This was launched in May 2013 in London Jobcentre Plus Group, with 15 employers already signed up to working with young people to mentor and support them into employment, education or training.
- We have embedded Gang Advisers in all Jobcentre Plus Districts in London priority areas and appointed our first Gang Adviser in Liverpool. Over 600 young people with whom we have worked are now in employment, education or training.
- The Home Office worked with the Department for Communities and Local Government and local housing partners to take an in-depth look at how local areas address the housing needs of high-risk gang members to help them exit violent lifestyles. We are producing an advice document for local areas and Police and Crime Commissioners setting out the key elements of successful re-housing schemes.
- The Home Office published Advice to parents and carers on gangs, a leaflet to help parents and carers identify and respond if their children are affected by gangs.¹⁸ This leaflet has been positively received by a range of local partners, including local authorities, schools and parenting groups.

18 Home Office (2013) Advice to parents and carers on gangs. Retrieved from: <<https://www.gov.uk/government/publications/advice-to-parents-and-carers-on-gangs>> [1/11/2013]

- The Department for Work and Pensions Innovation Fund is a pilot initiative, testing social investment and innovative delivery models. The ten Social Impact Bonds created by the Fund support disadvantaged young people aged 14 years and over, including those at risk of or involved in gangs. To the end of March 2013, the projects had supported 6,100 young people, generating over 1,800 positive outcomes relating to re-engaging in education and employment.¹⁹
- We have also continued to focus on particular issues in youth violence, such as knife crime. For example, the Home Office held a roundtable with our frontline team, representatives from the priority areas, the voluntary and community sector and police to understand what more can be done to stop young people carrying and using knives.

Over the next year, the focus will be on the following:

- The Troubled Families programme aims to turn around the lives of 120,000 troubled families by 2015.²⁰ A significant expansion is planned from 2015/16 to work with an additional 400,000 high risk families. The Troubled Families Team will be working with Government departments, including the Home Office, to build on the evidence from the current programme to consider what type of families would benefit from this intensive support as part of the expansion. This will include consideration of the needs and vulnerabilities of families who have suffered or are suffering violence.
- One potential route into violent lifestyles is through drugs. Through implementation of the Coalition Government's 2010 Drug Strategy we will maintain a targeted approach aimed at specific groups of all ages identified as being particularly at risk of developing drug problems. For example, young people not in education, employment or training (NEET), those involved in the criminal justice system (including those at risk of developing a drug habit in prison), mental health service users, and inter-generational drug use.
- The National Society for the Prevention of Cruelty to Children (NSPCC) will work with the Home Office to extend its Helpline service to support parents and other adults concerned about a young person who may be involved, or affected by, gang violence.

19 Department for Work and Pensions (2013) Youth Unemployment Innovation Fund Pilot: Starts and Outcomes. Retrieved from: <https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/206238/youth_unemploy_if_pilot.pdf> [1/11/2013]

20 The 'Troubled families' are households who: are involved in crime and anti-social behaviour; have children not in school; have an adult on out of work benefits; and, cause high costs to the public purse. See Communities and Local Government (2012) The Troubled Families programme: financial framework for the Troubled Families programme's payment-by-results scheme for local authorities. Retrieved from <https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/11469/2117840.pdf> [1/11/2013]

- The Home Office will work with the National Policing Lead for knife crime, Chief Constable Alfred Hitchcock, to gain a better understanding from forces about what kind of knives are used in crime. This will inform our discussions with retailers on what else can the industry do to limit access to knives.
- The Ministry of Justice is considering whether current sentencing for knife possession is adequate, as part of the knife sentencing review.
- The Department for Work and Pensions will continue to work with Jobcentre Plus staff in all 33 priority areas, ensuring the aims of the Ending Gang and Youth Violence programme is taken forward. For example, networks of Jobcentre Plus staff will be set up to facilitate sharing of best practice and provide mechanisms for internal peer support, and implementation of proven effective interaction methods with vulnerable young people will also be encouraged. The support provided through the Department for Work and Pensions Innovation Fund will continue, with evaluation of the effectiveness of the projects being undertaken.
- The Home Office will work with the Department of Health, Department for Work and Pensions, Department for Education, the Early Intervention Foundation and some of the Ending Gang and Youth Violence priority areas to develop a risk assessment tool for primary school-age children. This tool will identify those at risk of involvement in gangs and youth violence, and enable early intervention and support around vulnerabilities including mental health problems.
- Our frontline team will identify schools and colleges in our priority areas with good links to the local community safety partnership, and explore examples of good practice to share with other areas and educational establishments.
- Produce advice for police officers working with schools to give officers support in dealing with young people associated with gangs, and working in the school environment. This will draw on experiences of officers and teachers – for example, a recent event in London involving head teachers and senior police officers.
- The Home Office will support school governors to understand and address gang and youth violence issues, ensuring they have access to the training around gangs which is currently under development.
- The Home Office will provide supplementary advice to Ofsted on learning and good practice from the Ending Gang and Youth Violence programme.

- The Home Office will work with the Cabinet Office to ensure that vulnerable young people at risk of being in gangs are able to access support from the voluntary sector and take opportunities to build their skills and networks, such as through the National Citizen Service.
- The Home Office will also support the Cabinet Office's Centre for Social Action to promote its Vulnerable and Disengaged Young People Grant Fund. The grant fund will support projects using social action with vulnerable and disengaged young people, including young people at risk of joining, or in gangs, to improve their evidence and scale-up.
- We will identify how the Coalition Government's reforms on children's services and educational reforms can best support those at risk of being involved in gangs and youth violence.
- Carrying a knife has become normalised amongst young people in some communities. The Home Office will work with local partners to change attitudes towards knife carrying within affected communities.

CASE STUDY: Jobcentre Plus projects

London: Jobcentre Plus is working in partnership with the Metropolitan Police Service on a consolidated approach to diverting young people away from gang membership. Both organisations work together to identify and engage with vulnerable young people, showing them the benefits of employment and a settled way of life. The approach has been piloted in the Stockwell area and is now being rolled out across all 20 Ending Gang & Youth Violence priority areas in London.

Liverpool: The Jobcentre Plus Ending Gang & Youth Violence lead in Liverpool is working closely with Liverpool City Council to promote the Ending Gang and Youth Violence programme. Jobcentre Plus has put in place a dedicated Gangs Adviser to work with young people in the Croxteth and Norris Green areas of the city. It is early days, but the Gangs Adviser is already successfully engaging with young people in the area, working in partnership with other statutory agencies to support young people.

Summary of actions set out in this report

Partnership working and information sharing

Develop the Information Sharing Centre of Excellence so that it becomes the first port of call for local partners seeking advice on data sharing issues	Department for Work and Pensions; Department for Communities and Local Government; Home Office
Provide safeguarding professionals clear, up to date guidelines which set out the risks to gang-involved or associated young people, those who may be vulnerable to gang-association, and the responsibilities for protecting these young people	Home Office
Develop the findings of a project to look at multi-agency models around safeguarding, and disseminate the learning to local areas and more widely	Home Office
Produce a guide on good practice for building relationships with communities for local areas	Home Office
Raise awareness amongst frontline staff of the drivers and nature of gang culture, to help them provide more effective support to young people involved in or on the periphery of gangs	Department for Work and Pensions; Home Office
Continue to support local areas through the work of the frontline team, including through a series of workshops	Home Office
Publish a fact pack for Police and Crime Commissioners on the programme, highlighting issues and opportunities around tackling gangs and youth violence and presenting work undertaken in each of the 33 priority areas	Home Office
Provide information to local leaders on lessons learned from the Ending Gang and Youth Violence programme	Home Office; Local Government Association
Share information on foreign national gang members between local gangs teams and Home Office Immigration Enforcement staff in priority areas. Immigration Enforcement staff will receive training on gang awareness and referring individuals for support or enforcement	Home Office
Work with trading standards, business and retailers to promote targeted enforcement of age restricted sales (particularly of knives)	Department of Business; Innovation and Skills; Home Office

Youth violence and health

Work with the British Association for Sexual Health and HIV to develop a new screening proforma for healthcare professionals	Department of Health
Act to improve the level of awareness of mental health need amongst gang members and violent young people, and improve these young people's access to mental health support	Department of Health; Public Health England; NHS England; Home Office
Work closely with health partners to support Health and Wellbeing Boards and Clinical Commissioning Groups to understand their role in youth violence prevention.	Public Health England; Department of Health; Home Office
Produce an e-learning module on violence for health professionals; and explore the use of a series of 'podcasts' of experts speaking about violence and the important role of health	Public Health England ; Department of Health; Home Office
Work with local areas to help them improve their relationships with health partners	Home Office; Department of Health
Run a series of events across the country, where health and criminal justice partners can come together to share good and promising practice around gang and youth violence reduction and prevention	Department of Health; Public Health England; Home Office

The criminal justice response

Continue to improve the level and consistency of two-way intelligence sharing about gang members between the police and the secure estate	Home Office; Ministry of Justice; National Offender Management Service; Youth Justice Board; National Policing Leads
Support work underway in London to agree an 'end to end' protocol for the management of gang members	Ministry of Justice; Home Office
Further increase the use and effectiveness of community impact statements in gang cases (including for incidents within the secure estate)	Ministry of Justice; Home Office
Research being conducted by NOMS to provide a more detailed picture of the risk and need characteristics of gang-associated offenders will be used to inform evidence-based commissioning advice for the provision of services to gang-associated offenders.	National Offender Management Service
If the pilots of the Identity Matters programme are evaluated positively and approved for use, make the programme available for commissioning services within custody and, if appropriate, community	National Offender Management Service
Review the use of gang injunctions across the country, move gang injunctions to the youth court, and continue to support the police and local authorities to use gang injunctions effectively	Home Office; HM Courts and Tribunals Service
Produce an up to date reference document which lists all available legislative powers to tackle gang activity	Home Office

Understanding and responding to links with organised crime and radicalisation

Extend the work of the Ending Gang and Youth Violence frontline team to include a focus on tackling the links between street gangs and organised crime	Home Office
Continue to support our priority areas to identify and act upon risk factors known to make young people more likely to join gangs or engage in serious criminality	Home Office
Work with local gangs and organised crime leads in the Ending Gang and Youth Violence priority areas to improve information sharing and bring together their respective local problem profiles and threat assessments for street gangs and organised crime groups	Home Office
Explore whether Organised Crime Group Mapping can be developed to help identify and manage links between organised crime groups, organised crime nominals and gangs	Home Office; National Crime Agency
Explore what additional research may be required to understand the links between street gangs and organised crime	Home Office
Build expertise amongst Ending Gang and Youth Violence leads on how to identify the signs of radicalisation	Home Office
Share information on current practice via the Ending Gang and Youth Violence Knowledge Hub	Home Office

Women, girls and gangs

Share good practice on how to address harmful attitudes towards women and girls with mentors and other professionals working with young men and boys	Home Office
Continue to challenge harmful societal attitudes via the Violence against Women and Girls and Sexual Violence against Children and Vulnerable People action plans	Home Office
Further roll out training on how to identify and support gang-associated women and girls	Home Office; Youth Justice Board; Department for Education; Public Health England; College of Policing
Support local areas to integrate their strategic safeguarding responses to gang and youth violence, sexual violence and child sexual exploitation	Home Office
Work with the Metropolitan Police to produce a template 'problem profile' for gang-associated women and girls, to help our priority areas identify vulnerable women and girls and target appropriate interventions.	Home Office; Metropolitan Police Service
Support prosecutors to better understand issues around teenage relationship abuse through: updating key legal guidance; developing accredited training programmes to include education on appropriate restraining orders and bail conditions to protect victims; use of suitable special measures to assist witnesses; and providing effective communications to victims.	Crown Prosecution Service

Understanding what works

Provide comprehensive advice to community safety partners on how to use evidence in commissioning violence prevention programmes	Home Office
Commission new research to look at the changing nature of gang activity, and emerging risks and threats	Home Office
Undertake work with police forces to understand local gangs issues, and to identify where it might be possible to intervene to encourage young people to move away from gang-association	Home Office
Work with local partners and service providers to improve our understanding of the elements of successful mentoring for young people involved in gangs, and issue advice to local areas	National Offender Management Service; Home Office
Extend the advice to schools and colleges on addressing gang and youth violence to include further focus on primary schools	Home Office; Department for Education
Update the existing self-assessment tool for colleges on gangs and youth violence, and hold a conference to share good practice	Department of Business, Innovation and Skills; Home Office
Conduct assessment activities for the Ending Gang and Youth Violence programme in 2013-14	Home Office
Hold a practice sharing event on knife crime prevention for police officers	Home Office; National Policing Lead for knife crime

Prevention and routes out of violent lifestyles

Consider what type of families would benefit from the expansion of the Troubled Families Programme, including consideration of those who are suffering violence.	Department for Communities and Local Government; Home Office
Through implementation of the Coalition Government's 2010 Drug Strategy maintain a targeted approach aimed at specific groups identified as being at risk of developing drug problems	Home Office
The National Society for the Prevention of Cruelty to Children will work with the Home Office to extend its Helpline service to support parents and other adults concerned about a young person who may be involved or affected by gang violence	NSPCC; Home Office
Work with the National Policing Lead for knife crime to gain a better understanding from forces about what kind of knives are used in crime	Home Office
Consider whether current sentencing for knife possession is adequate, as part of the knife sentencing review	Ministry of Justice
Continue to work with Jobcentre Plus staff in all 33 areas to ensure the aims of the Ending Gang and Youth Violence programme are taken forward	Department for Work and Pensions
Develop a risk assessment tool for primary school-age children. This tool will identify those at risk of involvement in gangs and youth violence, and enable early intervention and support around vulnerabilities including mental health problems	Home Office; Department of Health; Department for Work and Pensions; Department for Education; the Early Intervention Foundation
Identify schools and colleges in our priority areas with good links to the local community safety partnership, and explore examples of good practice to share with other areas and educational establishments	Home Office
Produce advice for police officers working with schools to give officers support in dealing with young people associated with gangs, and working in the school environment	Home Office; Department for Education
Support school governors to understand and address gang and youth violence issues	Home Office
Provide supplementary advice to Ofsted on learning and good practice from the Ending Gang and Youth Violence programme	Home Office
Ensure that vulnerable young people at risk of being in gangs are able to access support from the voluntary sector and take opportunities to build their skills and networks, such as through National Citizen Service	Home Office; Cabinet Office

The Home Office will support the Cabinet Office's Centre for Social Action to promote its Vulnerable and Disengaged Young People Grant Fund. The grant fund will support projects using social action with vulnerable and disengaged young people, including young people at risk of joining, or in gangs, to improve their evidence and scale-up.

Home Office; Cabinet Office

Identify how we can make best use of the Coalition Government's reforms on children's services and educational reforms to support those at risk of being involved in gangs and youth violence

Home Office; Department for Education

Work with local partners to change attitudes towards knife carrying within affected communities

Home Office



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