



CHILDREN & LEARNING OVERVIEW & SCRUTINY SUB-COMMITTEE AGENDA

7.00 pm	Thursday 14 February 2019	Committee Room 3A - Town Hall
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Members 9: Quorum 3

COUNCILLORS:

Judith Holt (Chairman)
Gillian Ford (Vice-Chair)
Michael Deon Burton

Tony Durdin
Tele Lawal
Sally Miller

Carol Smith
Christine Vickery
Reg Whitney

CO-OPTED MEMBERS:

Statutory Members representing the Churches

Lynne Bennett, Church of
England
Jack How, Roman Catholic
Church

Statutory Members representing parent governors

Julie Lamb, Special Schools

Non-voting members representing local teacher unions and professional associations:
Ian Rusha (NEU)

For information about the meeting please contact:

**Taiwo Adeoye - 01708 433079
taiwo.adeoye@onesource.co.uk.**

Protocol for members of the public wishing to report on meetings of the London Borough of Havering

Members of the public are entitled to report on meetings of Council, Committees and Cabinet, except in circumstances where the public have been excluded as permitted by law.

Reporting means:-

- filming, photographing or making an audio recording of the proceedings of the meeting;
- using any other means for enabling persons not present to see or hear proceedings at a meeting as it takes place or later; or
- reporting or providing commentary on proceedings at a meeting, orally or in writing, so that the report or commentary is available as the meeting takes place or later if the person is not present.

Anyone present at a meeting as it takes place is not permitted to carry out an oral commentary or report. This is to prevent the business of the meeting being disrupted.

Anyone attending a meeting is asked to advise Democratic Services staff on 01708 433076 that they wish to report on the meeting and how they wish to do so. This is to enable employees to guide anyone choosing to report on proceedings to an appropriate place from which to be able to report effectively.

Members of the public are asked to remain seated throughout the meeting as standing up and walking around could distract from the business in hand.

What is Overview & Scrutiny?

Each local authority is required by law to establish an overview and scrutiny function to support and scrutinise the Council's executive arrangements. Each overview and scrutiny sub-committee has its own remit as set out in the terms of reference but they each meet to consider issues of local importance.

The sub-committees have a number of key roles:

1. Providing a critical friend challenge to policy and decision makers.
2. Driving improvement in public services.
3. Holding key local partners to account.
4. Enabling the voice and concerns to the public.

The sub-committees consider issues by receiving information from, and questioning, Cabinet Members, officers and external partners to develop an understanding of proposals, policy and practices. They can then develop recommendations that they believe will improve performance, or as a response to public consultations. These are considered by the Overview and Scrutiny Board and if approved, submitted for a response to Council, Cabinet and other relevant bodies.

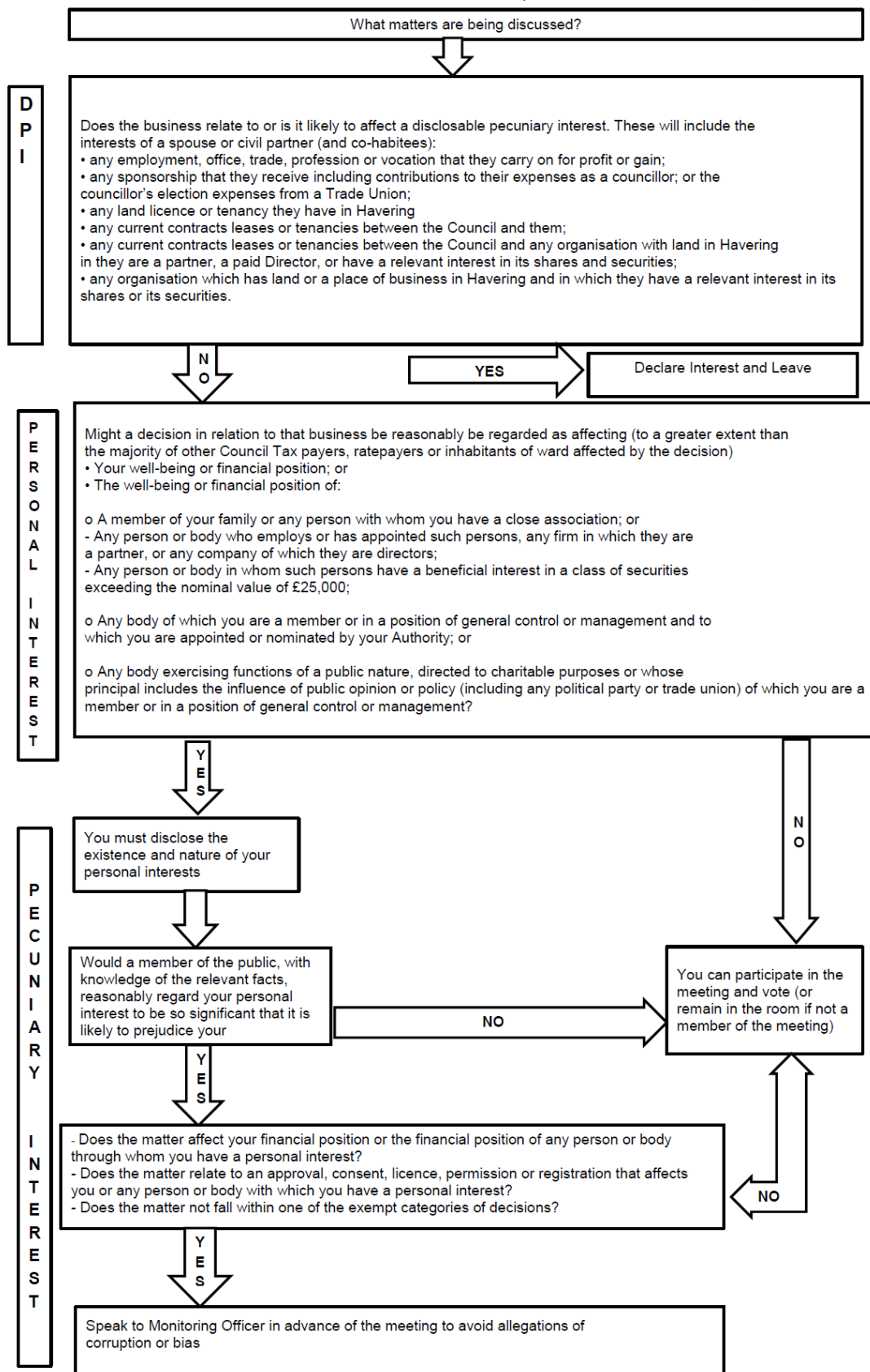
Sub-Committees will often establish Topic Groups to examine specific areas in much greater detail. These groups consist of a number of Members and the review period can last for anything from a few weeks to a year or more to allow the Members to comprehensively examine an issue through interviewing expert witnesses, conducting research or undertaking site visits. Once the topic group has finished its work it will send a report to the Sub-Committee that created it and will often suggest recommendations for the Overview and Scrutiny Board to pass to the Council's Executive.

Terms of Reference

The areas scrutinised by the Committee are:

- Pupil and Student Services (including the Youth Service)
- Children's Social Services
- Safeguarding
- Adult Education
- Councillor Calls for Action
- Social Inclusion

DECLARING INTERESTS FLOWCHART – QUESTIONS TO ASK YOURSELF



AGENDA ITEMS

1 APOLOGIES FOR ABSENCE AND ANNOUNCEMENT OF SUBSTITUTE MEMBERS

(if any) - receive.

2 DISCLOSURE OF INTERESTS

Members are invited to disclose any interests in any of the items on the agenda at this point of the meeting. Members may still declare an interest in an item at any time prior to the consideration of the matter.

3 CHAIRMAN'S ANNOUNCEMENTS

The Chairman will announce details of the arrangements in case of fire or other events that might require the meeting room or building's evacuation.

4 MINUTES (Pages 1 - 8)

To approve as a correct record the Minutes of the meetings of the Committee held on 27 November 2018 and authorise the Chairman to sign them.

5 QUARTER THREE PERFORMANCE REPORT (Pages 9 - 22)

Report attached

6 DOMESTIC ABUSE AND CHILDREN (Pages 23 - 32)

Report attached

7 KNIFE CRIME AND CHILDREN (Pages 33 - 124)

Report attached

8 PUBLIC SECTOR LEASING AND CHILDREN (Pages 125 - 132)

Report attached

Andrew Beesley
Head of Democratic Services

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**MINUTES OF A MEETING OF THE
CHILDREN & LEARNING OVERVIEW & SCRUTINY SUB-COMMITTEE
Committee Room 3A - Town Hall
27 November 2018 (7.00 - 8.55 pm)**

Present: Councillors Judith Holt (Chairman), Gillian Ford (Vice-Chair), Sally Miller, Reg Whitney, Tele Lawal, Carol Smith and Christine Vickery

Co-opted Members: Julie Lamb – Special School

Church Representatives:
Jack How

Non-voting Member: Ian Rusha

The Chairman advised those present of action to be taken in the event of an emergency evacuation of the building becoming necessary

Apologies for absence were received from Councillor Michael Deon Burton and co-opted member Lynne Bennett

19 DISCLOSURE OF INTERESTS

There were no disclosures of interest.

20 CHAIRMAN'S ANNOUNCEMENTS

The Chairman welcomed the non-members of the sub-committee who were in attendance.

The Chairman outlined that the following Executive Decisions had recently been considered by Cabinet:

1. Bids for School Nurseries Capital Fund
2. Provision for School Places: Robert Beard Centre for the Pupil Referral Service (PRS) – Olive Academy Work

The Chairman reported that she had responded to the consultation on the Draft Commissioning Plan for Education Provision, which closed in November 2018. The Chairman advised that Children's Services were consulting on the proposal for the establishment of an Additional Resource Provision at Nelves Primary School.

The Chairman recently conducted visits to Suttons Primary, Scotts Primary and Hacton Primary Schools and attended the opening of The Concordia Academy in Romford.

The Chairman and several Members visited The Cocoon where they met with Young People in their space.

21 MINUTES

The minutes of the meeting of the Sub-Committee held on 27 September 2018 were agreed as a correct record and signed by the Chairman subject to the addition that Mr Ian Rusha sent apologies for his absence for the meeting.

22 SECONDARY OUTCOMES 2018 (PROVISIONAL) (5)

The Sub-Committee received a report that provided an update on the provisional outcomes of the 2018 statutory assessments within the secondary and post-16 sector; and headline figures for attainment and progress at GCSE and Attainment at A-Level.

In attendance was Mr Stuart McLaughlin (Head Teacher Bower Park Academy) in his capacity as Chair of the Havering Learning Partnership (HLP).

The Sub-Committee noted that attainment standards in Key Stage 4 in Havering were in line with national performance. The average attainment 8 score in 2018 was 46.8, compared to 46.5 nationally. The outcomes in Havering had fluctuated over the last few years due to ongoing changes in exams and methodology calculations and had not improved as rapidly nationally or swiftly as other London boroughs.

The report outlined that in the Key Stage 4 (GCSEs) English Baccalaureate (Ebacc) exams. Havering students performed well in terms of entry resulting in Havering being placed in the top quintile nationally. Mr McLaughlin commented that there had been an approximate 50% uptake in Ebacc following the extensive working arrangement between schools.

The Sub-Committee noted the following:

- Key Stage 4 attainment achieving a standard pass in English and mathematics - Havering's performance had slowly steadily improved.
- Key Stage 4 Progress –. Havering had performed just below national in the middle quintile, and marginally above its statistical neighbours.
- Key Stage 5 Attainment – Attainment had not improved as rapidly as elsewhere nationally, or as swiftly as other London boroughs. Nevertheless, Havering had outperformed its statistical neighbours.

- Key Stage 5 Attainment excluding FE colleges – Attainment had not improved as rapidly as elsewhere nationally or as swiftly as other London boroughs but outperformed its statistical neighbours.

The Sub-Committee noted that the Local Authority had worked closely with the Havering Learning Partnership to deliver a joint improvement strategy and action plan. The HLP and Local Authority had jointly funded specific improvement activity to target areas in need of improvement, which had started to produce results.

The following action plans were outlined:

1. Working to identify students who should be in alternative provision.
2. Part of the strategy for the last school year was to make science a key focus area and make provision for adequate support.
3. The establishment of a subject network.
4. The appointment of a Maths subject lead with the aim to get borough schools focused on improvement.
5. Working with external consultant (two days a week) to identify improvement areas and development of a strategy.
6. Working with primary schools to provide support for pupils transferring to secondary in the following year.

The Sub-Committee was informed that the plan for the current academic year included plans to establish a curriculum group and a coordinated approach to recruitment of secondary school teachers.

In response to an enquiry on support for Special Educational Needs and Disability from the HLP, the Sub-Committee was informed that the Partnership worked closely with the Local Authority to support all Young People in Havering.

The Chairman thanked Mr Stuart McLaughlin for his attendance.

23 CORPORATE PERFORMANCE UPDATE - QUARTER TWO (6)

The Sub-Committee received performance data for seven of the eight agreed indicators in quarter two. It was noted that five of the indicators have been given a RAG status. Two (40%) have a status of Green, two (40%) have a status of Amber and one (20%) has a status of Red.

The report provided the following highlights in Quarter Two:

- The percentage of Looked After children in good or outstanding schools was within target tolerance. Two schools were inspected in June and have since been published; both receiving a 'Good' judgement.

- The average number of children missing from education in Quarter 2 was higher than Quarter 1 but lower than at the same point last year. It was noted that other boroughs have been more pro-active this year in placing pupils that have moved during the summer break, meaning Havering had been able to trace children to areas - and subsequently schools - more quickly.
- The number of adopters approved is on target for this point in the year and higher than at the same point last year.

The update report also detailed the following areas where improvement was required:

- The percentage of initial child protection conferences (ICPCs) held within 15 working days was below target for the quarter but within the agreed tolerance; at 81%. It was noted that during the month of September, 100% of ICPCs were held to timescale.
- The number of new in-house foster carers was in line with the same point last year (5) but behind the target set (8). It was noted that work remains ongoing to recruit high quality foster carers through the Face to Face Pathways Programme. Marketing was being targeted at the caring professions (e.g. teachers, nurses and social workers), certain faith communities and those prospective carers who are prepared to look after older children, to increase the diversity of foster carers and reflect the profile of children needing care.

The Sub-Committee noted the performance update.

24 SOCIAL CARE IMPROVEMENT PLAN - OFSTED IMPROVEMENT REPORT (7)

The Sub-Committee received an update report that outlined the Improvement Plan for Children's Social Care Service following the Ofsted Inspection in June 2018 and detailed the improvement work within the Service to address issues and risks throughout the social care system, review existing projects and consider if new areas of work needed to be explored and developed.

The service had achieved an overall 'good' grading and the Improvement Plan would ensure that the service could be both proactive and reactive to the improvement needs. Each of the strands in the Plan had a dedicated project officer, who would support and facilitate each area, managing risks and issues including all relevant reporting. The Sub-Committee noted that these improvements would be overseen by the Head of Service and Innovation Officer bringing together all activity under the programme. In response to an enquiry, the Sub-Committee was informed that the plans were yet to be implemented as they were to be considered by Cabinet.

In response to an enquiry on sharing data with North East London NHS Foundation Trust, at present there was no direct link to share data but the service was investigating the transfer of data from the data warehouse.

The Sub-Committee noted the planning for improvement work within the Service and agreed to receive regular updates on the social care improvement plan.

25 SEND ACTION PLAN - UPDATE (8)

The Sub-Committee received a report that provided an update on the actions required following the Ofsted/Care Quality Commission inspection of Special Educational Needs and Disability (SEND).

The report detailed the action plan that would be monitored by the SEND Executive Board which comprised of partners, parent representatives, schools and representatives from health and the local council.

The SEND Strategy was agreed by the Health and Wellbeing Board in September 2018 and incorporated all of the priorities and areas of improvement already identified by the service and its partners. The Strategy's headline priorities, areas for improvement and progress on implementation were:

- To establish a SEND Executive Board to manage and monitor implementation of SEND reforms, putting children and young people at the centre of planning and to develop "co-production" - The Board was operational, with parents and partners fully engaged as members of the Board and would meet approximately six times a year to monitor progress.
- To Implement Havering's High Needs Review and Strategy - The Strategy had been approved and detailed the Council's provision for children, young people and their families; and how the Council would ensure that sufficient provision could be adapted to meet changing needs and demands.
- To review and identify the therapy services on offer to those children and young people with SEND, and to ensure they were fit for purpose, properly resourced and any gaps identified.
- To continue to develop, maintain and keep the local offer up to date, to ensure it was responsive to their needs - The work was in progress, with further development planned for late 2018.
- To establish an EHC hub, an interactive web-based platform to make EHC assessment and planning process more efficient and transparent

- The hub had concluded a pilot phase and had been introduced across all schools from September 2018.
- To develop a single joint commissioning process which would inform the commissioning of services for those children and young people with SEND.
- A complex needs panel had been established to ensure children with the most complex health and educational needs were considered earlier in the process.
- To commission a new free school which would meet the needs of children and young people in the borough. The provider and site had been located and was planned to open in September 2021.
- To deliver a programme of new provision to see a better distribution across the borough and throughout both primary and secondary schools - One new Primary ARP was planned to open at Easter 2019 and another in September 2020. Consultations were taking place with two secondary schools to explore having ARPs in their schools. A Member was of the opinion that the outlined plans were not smart enough; that there was a gap in what was funded and what was not funded and there was concern that the 60 new places would be inadequate to meet current requirements.
- To improve the quality of Education, Health and Care needs assessments and plans, ensuring that they paint an accurate picture and produced in a timely manner – Ofsted had expressed concern regarding the processing of Education, Health & Care Plans and Members were reassured that the EHC hub developments and the refining of the EHC Panel to become more efficient and focussed would alleviate any concerns.
- To provide an excellent transition to ensure that every young person with SEND and their parents/carers have a smooth and positive experience of transition - The adulthood workers within Local Authority disability services. were working with parents and young people to assess eligibility for Adult Social Care support and worked with education providers to ensure a co-ordinated support plan are in place that build upon the aspirations of the young person.
- A SEND co-production event was held in October 2018, with a focus on better 'co-producing' services. The event was attended by parents, school representatives and statutory and voluntary partners. It was anticipated that there would be further similar events in the future and in the long-term for services to be commissioned using co-production principles.

The Sub-Committee noted the progress made to implement the detailed SEND action plan following the CQC/Ofsted inspection of March 2018, including the establishment of the Executive Special Educational Needs and Disabilities Board (comprising of health, local authority and partner agencies including schools and parents).

Chairman

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CHILDREN AND LEARNING OVERVIEW AND SCRUTINY SUB-COMMITTEE, 14 FEBRUARY 2019

Subject Heading:	Quarter 3 performance information
SLT Lead:	Jane West, Chief Operating Officer
Report Author and contact details:	Lucy Goodfellow, Policy and Performance Business Partner (Children, Adults and Health) (x4492)
Policy context:	The report sets out Quarter 3 performance relevant to the Children and Learning Sub-Committee
Financial summary:	<p>There are no direct financial implications arising from this report. However adverse performance against some performance indicators may have financial implications for the Council.</p> <p>All service directorates are required to achieve their performance targets within approved budgets. The Senior Leadership Team (SLT) is actively monitoring and managing resources to remain within budgets, although several service areas continue to experience financial pressure from demand led services.</p>

The subject matter of this report deals with the following Council Objectives

Communities making Havering	<input checked="" type="checkbox"/>
Places making Havering	<input type="checkbox"/>
Opportunities making Havering	<input checked="" type="checkbox"/>
Connections making Havering	<input type="checkbox"/>

SUMMARY

This report supplements the presentation attached as **Appendix 1**, which sets out the Council's performance within the remit of the Children and Learning Overview and Scrutiny Sub-Committee for Quarter 3 (October 2018 - December 2018).

RECOMMENDATIONS

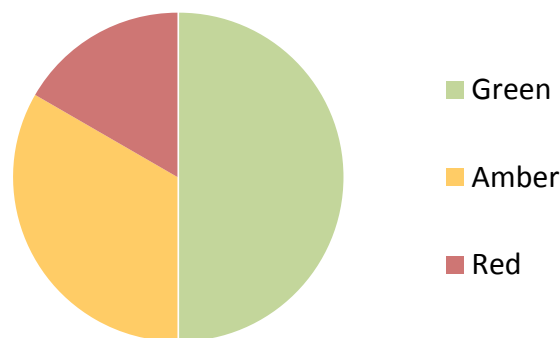
- That the Children and Learning Overview and Scrutiny Sub-Committee notes the contents of the report and presentation and makes any recommendations as appropriate.
- That the Children and Learning Overview and Scrutiny Sub-Committee agrees which two out of the eight indicators should be reported to Overview and Scrutiny Board in the fourth quarter of 2018/19.

REPORT DETAIL

1. The report and attached presentation provide an overview of the Council's performance against the eight performance indicators selected, by the Chair, for monitoring by the Children and Learning Overview and Scrutiny Sub-Committee. Four of the indicators relate to Learning and Achievement and four to Children's Services. The presentation highlights areas of strong performance and potential areas for improvement.
2. Tolerances around targets were reinstated for 2018/19 performance reporting. Performance against each performance indicator has therefore been classified as follows:
 - **Red** = outside of the quarterly target and outside of the agreed target tolerance, or 'off track'
 - **Amber** = outside of the quarterly target, but within the agreed target tolerance
 - **Green** = on or better than the quarterly target, or 'on track'
3. Where performance is rated as '**Red**', '**Corrective Action**' is included in the report. This highlights what action the Council will take to improve performance.

4. Also included in the report are Direction of Travel (DoT) columns, which compare:
 - Short-term performance – with the previous quarter (Quarter 2, 2018/19)
 - Long-term performance – with the same time the previous year (Quarter 3, 2017/18)
5. A green arrow (↑) means performance is better and a red arrow (↓) means performance is worse. An amber arrow (→) means that performance has remained the same.
6. In total, eight performance indicators have been selected for the sub-committee to monitor and all eight are available for reporting this quarter. Six indicators have been assigned a RAG status.

Quarter 3 indicators summary



In summary, of the 6 indicators:

3 (50%) have a status of **Green**
2 (33%) has a status of **Amber**
1 (17%) has a status of **Red**

This is an improvement compared to the position at the end of Quarter 2, when 40% of indicators were rated Green.

7. In 2017/18, the Children and Learning Overview and Scrutiny Sub-Committee received a total of 17 indicators, of which three were reported to the Overview and Scrutiny Board. The Sub-Committee is requested to consider which two out of the eight indicators it now receives should be presented to the Board in the fourth quarter of 2018/19.

IMPLICATIONS AND RISKS

Financial implications and risks:

There are no direct financial implications arising from this report. However adverse performance against some performance indicators may have financial implications for the Council.

All service directorates are required to achieve their performance targets within approved budgets. The Senior Leadership Team (SLT) is actively monitoring and managing resources to remain within budgets, although several service areas continue to experience significant financial pressures in relation to a number of demand led services, such as Children's Services. SLT officers are focused upon controlling expenditure within approved directorate budgets and within the total General Fund budget through delivery of savings plans and mitigation plans to address new pressures that are arising within the year.

Legal implications and risks:

Whilst reporting on performance is not a statutory requirement, it is considered best practice to regularly review the Council's progress.

Human Resources implications and risks:

There are no HR implications or risks arising from this report.

Equalities implications and risks:

Equality and social cohesion implications could potentially arise if performance against the following indicator currently rated as Red does not improve:

- Number of new in-house foster carers

The attached presentation provides further detail on steps that will be taken to improve performance and mitigate these potential inequalities.

BACKGROUND PAPERS

Appendix 1: Quarter 3 Children and Learning Performance Presentation 2018/19



Havering

LONDON BOROUGH

Quarter 3 Performance Report 2018/19

Children and Learning O&S Sub-Committee

14 February 2019

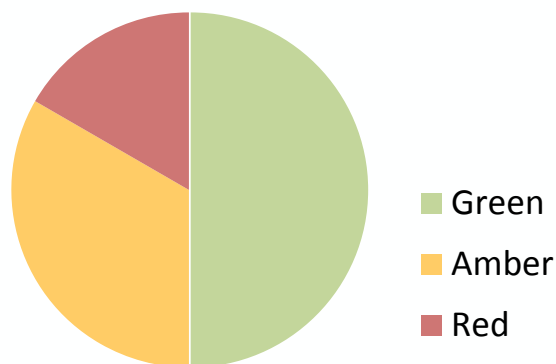
About the Children and Learning O&S Sub-Committee Performance Report

- Overview of the Council's performance against the indicators selected by the Children and Learning Overview and Scrutiny Sub-Committee
- The report identifies where the Council is performing well (**Green**), within target tolerance (**Amber**) and not so well (**Red**).
- Where the RAG rating is '**Red**', '**Corrective Action**' is included in the presentation. This highlights what action the Council will take to improve performance.

OVERVIEW OF CHILDREN AND LEARNING INDICATORS

- 8 Performance Indicators are reported to the Children and Learning Overview & Scrutiny sub-committee
- Performance data is available for all 8 indicators
- 6 of the indicators have been given a RAG status

Quarter 3 indicators summary



In summary, of the 6 indicators:

3 (50%) have a status of **Green**

2 (33%) have a status of **Amber**

1 (17%) has a status of **Red**

Quarter 3 Performance – Learning and Achievement

Indicator and Description	Value	Tolerance	2018/19 Annual Target	2018/19 Q3 Target	2018/19 Q3 Performance	Short Term DOT against Q2 2018/19		Long Term DOT against Q3 2017/18	
Percentage of early years providers judged to be good or outstanding	Bigger is better	±1.5%	80%	80%	96%	➡	96%	⬆	97%
Percentage of 16-18 year olds who are not in education, employment or training (NEET), or not known	Smaller is better	±5%	3.5%	3.5%	3.6%	-	N/A	⬇	3.5% (2017/18)
Percentage of children in good or outstanding schools	Bigger is better	±1.5%	84%	84%	85%	⬆	83%	⬆	84% (old methodology)
Number of children missing from education at month end (average for the quarter)	Smaller is better	N/A	N/A	N/A	5	⬆	8	⬆	8

Quarter 3 Performance – Children’s Services

Indicator and Description	Value	Tolerance	2018/19 Annual Target	2018/19 Q3 Target	2018/19 Q3 Performance	Short Term DOT against Q2 2018/19		Long Term DOT against Q3 2017/18	
Percentage of Initial Child Protection conferences held within 15 days	Bigger is better	10%	90%	88%	84.8%	↑	81%	↑	78%
Number of children missing from care, missing from home or away from placement without authorisation	Smaller is better	N/A	N/A	N/A	120	↓	101	↑	140
Number of new in-house foster carers (cumulative)	Bigger is better	±10%	16	12	7	-	5	↓	14
Number of adopters approved (cumulative)	Bigger is better	7	8	6	7	-	4	↑	1

Highlights

- The **percentage of children in good or outstanding schools**, which was rated amber last quarter, is back within target. Five schools have been inspected since September 2018 and four have since been published; all receiving a 'Good' judgement.
- The **percentage of early years providers judged to be good or outstanding** also remains better than target.
- The **average number of children missing from education** has reduced in comparison to both last quarter and the same point last year.
- The **percentage of initial child protection conferences (ICPCs) held within 15 working days** continues to improve and is within target tolerance. Year to date performance remains affected by lower performance in the first half of the year but performance was consistently above the annual target of 90% during the last quarter.
- The **number of adopters approved** is better than the target for this point in the year and only one further approval is required to achieve the annual target.

Improvements Required

- The **percentage of 16-18 year olds who are not in education, employment or training (NEET), or not known** was recently confirmed as 3.5% for 2017/18; better than the England average of 6% and placing us in the top quintile. Performance at the end of Quarter 3 is off-target but within the agreed tolerance. Action being taken to further improve performance includes increased tracking activities using admissions data and intelligence to reduce the number of 'Not Knowns', and the introduction of a new NEET to EET programme in central Romford. The programme will focus on addressing barriers to participation and supporting young people to gain English and Maths qualifications, along with engaging parents / carers to ensure successful retention and progression.
- The **number of children missing from care, missing from home or away from placement without authorisation** has increased compared to the previous quarter but is lower than at the same point last year. Our new approach to safeguarding adolescents will include a strong focus on missing children and the associated risks for this cohort.
- The **number of new in-house foster carers** is below the target set for this point in the year. Work continues to recruit high quality foster carers, with marketing targeted at the caring professions, certain faith communities and those prepared to look after older children (age 11+) and sibling groups. Assessments are more robust however, which inevitably results in some households not being progressed. A Christmas fostering campaign was undertaken and in January the service will assess the success of this and consider adjustments to the current marketing plan. Communication materials also promote the message that IFA (independent fostering agency) carers can easily transfer to the local authority.

Any questions?



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CHILDREN AND LEARNING OVERVIEW AND SCRUTINY SUB-COMMITTEE, 14 FEBRUARY 2019

Subject Heading:	Domestic Abuse and Children
SLT Lead:	Tim Aldridge
Report Author and contact details:	Diane Egan Community Safety and Development Manager. Alice Peatling, Group Manager MASH, Assessment and FTT Diane.egan@haverling.gov.uk Alice.peatling@haverling.gov.uk
Policy context:	Information briefing only
Financial summary:	None

The subject matter of this report deals with the following Council Objectives

Communities making Havering	<input checked="" type="checkbox"/>
Places making Havering	<input type="checkbox"/>
Opportunities making Havering	<input type="checkbox"/>
Connections making Havering	<input type="checkbox"/>

SUMMARY

The report details the work of the Council to support children and families affected by Domestic Abuse in Havering.

RECOMMENDATIONS

That members note the content of the report.

REPORT DETAIL

1. Definition of domestic violence

The Havering Community Safety Partnership Plan 2018-19 identified violence against women and girls (VAWG) as a priority. A revised VAWG strategy is due to go to Cabinet in March 2019.

The Havering Community Safety Partnership has adopted the cross government definition which states that domestic abuse and violence is:

Any incident or pattern of incidents of controlling, coercive or threatening behaviour, violence or abuse between those aged 16 or over who are or have been intimate partners or family members regardless of gender or sexuality. This can encompass, but is not limited to, the following types of abuse:

- Psychological
- Physical
- Sexual
- Financial
- emotional

The definition of controlling behaviour includes a range of acts designed to make a person subordinate and/or dependent by isolating them from sources of support, exploiting their resources and capacities for personal gain, depriving them of the means needed for independence, resistance and escape and regulating their everyday behaviour.

Coercive behaviour is an act or a pattern of acts of assault, threats, humiliation and intimidation or other abuse that is used to harm, punish, or frighten the victim.

2. The impact of domestic abuse on children and young people

Domestic violence has a devastating impact on children and young people that can last into adulthood. Domestic abuse services offer specialist emotional and practical support for children and young people affected by domestic abuse.

- One in seven (14.2%) children and young people under the age of 18 will have lived with domestic violence at some point in their childhood. (Radford et al, 2011)
- 61.7% of women in refuge on the Day to Count 2017 had children (aged under 18) with them. (Women's Aid, 2018 – data from Women's Aid Annual Survey 2017)
- Between January 2005 and August 2015, 19 children and two women were killed by perpetrators of domestic abuse in circumstances relating to child contact (Women's Aid, 2016)

Children can experience both short and long term cognitive, behavioural and emotional effects as a result of witnessing domestic abuse. Each child will respond differently to trauma and some may be resilient and not exhibit any negative effects.

Children's responses to the trauma of witnessing domestic abuse may vary according to a multitude of factors including, but not limited to, age, race, sex and stage of development. It is equally important to remember that these responses may also be caused by something other than witnessing domestic abuse.

Children are individuals and may respond to witnessing abuse in different ways. These are some of the effects described in a briefing by the Royal College of Psychiatrists (2004):

- They may become anxious or depressed
- They may have difficulty sleeping
- They have nightmares or flashbacks
- They can be easily startled
- They may complain of physical symptoms such as tummy aches and may start to wet their bed
- They may have temper tantrums and problems with school
- They may behave as though they are much younger than they are
- They may become aggressive or they may internalise their distress and withdraw from other people
- They may have a lowered sense of self-worth
- Older children may begin to play truant, start to use alcohol or drugs, begin to self-harm by taking overdoses or cutting themselves or have an eating disorder

Children may also feel angry, guilty, insecure, alone, frightened, powerless or confused. They may have ambivalent feelings towards both the abuser and the non-abusing parent.

3. Domestic violence multi agency risk assessment conference

A Multi Agency Risk Assessment Conference (MARAC) is a victim focused information sharing and risk management meeting attended by all key agencies, where high risk cases are discussed. The role of the MARAC is to facilitate, monitor and evaluate effective information sharing to enable appropriate actions to be taken to increase public safety. In a single meeting, MARAC combines up to date risk information with a timely assessment of a victim's needs and links those directly to the provision of appropriate services for all those involved in a domestic abuse case: victim, children and perpetrator.

In Havering the MARAC is held every 3 weeks, chaired by a detective inspector from the East Area BCU Safeguarding team. From the 1st January 2018 to 31st December 2018, there were 339 cases referred to the MARAC. In 325 cases the

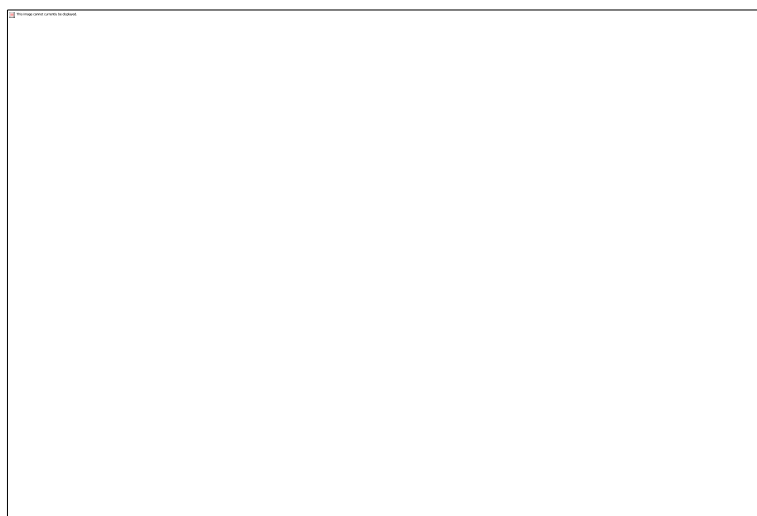
victim was female and in 14 cases the victim was male. Nine of the victims were aged 17 or below. There were 505 children identified as being part of the 339 households. Four cases involved individuals aged 17 or below as perpetrators of domestic abuse.

4. Service Demand

From the 1st January 2018 to 31st December 2018 there were 4061 domestic violence incidents reported to the police and 2515 domestic violence offences recorded by the police. When the police attend a domestic violence incident where a child is present a Merlin safeguarding alert will be sent to the MASH to alert children's services that domestic abuse is occurring in the household. In 2018 the MASH received 1,706 contacts in relation to domestic abuse.

5. Referrals in to Children Social Care through the Multi-Agency Safeguarding Hub (MASH)

All contacts regarding possible safeguarding or child protection concerns regarding children are referred to the Havering Multi Agency Safeguarding Hub (MASH). The information is triaged by a Children Social Care MASH Team Manager to determine what action is required to respond to the concerns that have been referred. The image below sets out the three levels of concerns and threshold for each level.



In determining the level of concern the MASH Team Manager will also consider whether criteria for MASH checks are met. In relation to domestic abuse the following apply:

1. Domestic Violence. Barnados Risk Matrix Level of Risk: Serious Scale 3 and 4
2. All referrals where there are a combination of the Toxic Trio: Mental Health, drug/alcohol and domestic violence

During 2016-2017 and 2017-2018 twenty percent of all contacts into MASH were referred because of domestic abuse.

Information from the DFE Child in Need census regarding factors that are identified during assessment processes evidence that domestic abuse is the most prevalent factor and on average is present with thirty percent of cases. Havering returns in relation to this are lower at eighteen percent; however this evidences that there is work to be done within Havering to accurately capture the factors identified. The assessment teams are working to improve this.

The MASH service adheres to tight timeframes to ensure cases are responded to in a timely manner and allocated according to the level of need. The table below sets out the timeframe for MASH checks to be completed:

RED	Due in 4 Hours (from time of request).
AMBER	Due in 24 hours (from time of request)

If the case meets a threshold for a statutory service i.e. Children Act 1989 s 17: Child in Need; or Children Act 1989 s 47: a child has suffered significant harm or is at risk of suffering significant harm; the case will be referred to the Children Social Care Assessment service and allocated to a social worker on that day.

If the referral is identified to suggest significant concern a strategy meeting is held and will include those partners that have involvement with the child in order to share information and to agree a plan to respond to the concerns to safeguard the child. This meeting will decide whether the matter should be responded to under S47 or s17 and if S47 whether the response is joint response with police or a single agency response. The case will usually be determined to be a joint investigation if the police believe that a crime has been or may have been committed.

Cases referred to the Assessment Service identified to meet a threshold for children social care will be assessed by a qualified social worker. The assessment will consider all aspects of the child's life and identify risks, strengths and protective factors. The assessment will conclude with an analysis and recommendations regarding what support is required to safeguard and protect the child.

6. The role of children's services in supporting children affected by Domestic Abuse

The level of risk identified through assessment will determine the service response. All service responses are required to be proportionate to the level of need to ensure that there is as little intrusion as possible into family life whilst also ensuring that children are safeguarded from the risk of further harm.

An assessment can conclude with the following:

- No further action
- Early Help support
- Child in Need (Statutory service under s17 CA 1989)
- Child Protection Conference
- Looked after Child.

If the concerns that are presenting require intervention and support, these will be identified by the social worker during the course of the assessment process and a plan will be developed with the family that will address the concerns to reduce the risks. Any statutory intervention will result in a multi-agency plan that will be agreed at a meeting attended with the family and those agencies identified to be required to work with the family to improve the child's situation.

All plans are reviewed regularly to determine whether the plan is impacting on achieving the outcomes identified and action is taken in order to respond to any issues identified.

The services available to families from Children Social Care perspective are:

- Independent Domestic Violence Advocate (IDVA)

The IDVA based within Children Social Care provides advice and guidance to the social workers to support them when working with victims of domestic abuse. The IDVA provides face to face or telephone crisis intervention support on a case by case basis and includes assessing risk management and safety planning; advocating on clients behalf with other organisations such as police, housing and legal advice around benefits. The IDVA will work alongside the social worker to support the client with their criminal or civil matters by looking at particular safeguarding and protective orders such as Non Molestation or Prohibited Steps Orders. In addition the IDVA will support and prepare clients for the criminal charge when they have agreed to give evidence against their perpetrator. The IDVA will also work with the social worker to identify the client and families individual needs and will referring to the appropriate organisations for suitable inventions. This post is currently funded by the MOPAC Pan London IDVA service until March 2019. The service is currently being recommissioned by MOPAC.

- Women's Aid

This service works with victims of domestic abuse providing support in accessing protection from the court, empowerment courses and identifying refuges should

these be required. The Women's Aid service also offers support to the children living with or fleeing domestic abuse who are resident in the refuge.

- Systemic Family Therapy

Children Social Care Services has access to a Systemic Family Therapy Service and a Systemic Family Psychotherapist is placed within the Assessment Team. The Systemic Family Psychotherapist provides support to the social worker working with the family to provide a systemic intervention directly in to families in order to support the family to reduce violence and increase more helpful behaviours within the family home.

The Families Together Team (FTT) works systemically with families where children are at risk of being removed or require support prior to a child returning to the family home following a period of being looked after, to support parents and carers to develop more helpful and kinder communication strategies that reduces blame and increases hope within the family system.

- Victim Support and National Centre for Domestic Violence (NCDV)

Victim Support and the NCDV will support all victims of crime including those that are victims of domestic abuse. The service provides counselling and support in navigating the court processes and accessing Court Orders to protect the victim. Both of these agencies have funds available to support victims of violence to access support and are used by the police as part of their service offer to victims of violence.

Adolescent to Parent Violence and Abuse (APVA)

There is currently no legal definition of adolescent to parent violence and abuse. However, it is increasingly recognised as a form of domestic violence and abuse and, depending on the age of the child (i.e. is the child aged 16 or over), it may fall under the government's official definition of domestic violence and abuse.

It is important to recognise that APVA is likely to involve a pattern of behaviour. This can include physical violence from an adolescent towards a parent and a number of different types of abusive behaviours, including damage to property, emotional abuse, and economic/financial abuse. Violence and abuse can occur together or separately. Abusive behaviours can encompass, but are not limited to, humiliating language and threats, belittling a parent, damage to property and stealing from a parent and heightened sexualised behaviours. Patterns of coercive control are often seen in cases of APVA, but some families might experience episodes of explosive physical violence from their adolescent with fewer controlling, abusive behaviours. Although practitioners may be required to respond to a single incident of APVA, it is important to gain an understanding of the pattern

of behaviour behind an incident and the history of the relationship between the young person and the parent.

It is also important to understand the pattern of behaviour in the family unit; siblings may also be abused or be abusive. There may also be a history of domestic abuse, or current domestic abuse occurring between the parents of the young person. It is important to recognise the effects APVA may have on both the parent and the young person and to establish trust and support for both.

The first large scale study of adolescent to parent violence and abuse in the UK was conducted by the University of Oxford (see <http://apv.crim.ox.ac.uk/>) between 2010 and 2013. Practitioners and parents interviewed in this study described the abuse as often involving a pattern of aggressive, abusive and violent acts across a prolonged period of time. As well as physically assaulting their parents, those interviewed said their teenage children had smashed up property, kicked holes in doors, broken windows, had thrown things at their parents and made threats. Verbal abuse and other controlling behaviours were also commonly present. This pattern of behaviour creates an environment where a parent lives in fear of their child and often curtails their own behaviour in order to avoid conflict, contain or minimise violence. This study found that there was no single explanation for this problem. Families described a range of reasons which they saw to be the cause for APVA, including substance abuse, mental health problems, learning difficulties, or a family history of domestic violence or self-harm. Some families were at a loss to explain why their child was so aggressive towards them, having raised other children who did not display such behaviour.

IMPLICATIONS AND RISKS

Financial implications and risks:

No financial implications directly arise from this report, Children at risk from Domestic abuse and known to the authority will be supported through existing frameworks and the ongoing systemic approach adopted by the Children's social care service aims to minimise the impact on their wellbeing. Occurrence and referrals to the service will continue to be monitored as part of the Council's overall corporate reporting framework, to ensure continued service delivery within allocated budgets.

Legal implications and risks:

The Havering Community Safety Partnership Plan 2018-19 identified Violence against women and girls as a priority.

This plan is in line with sections 5 -7 of the Crime & Disorder Act 1998, Police and Justice Act 2006 and The Crime and Disorder (Formulation and Implementation of

Strategy) Regulations 2011/1830. The Council and other statutory partners including Health have a duty under the Crime and Disorder Act 1998 to produce a plan to reduce crime and disorder within the borough for combatting the misuse of drugs, alcohol and other substances and for reducing re-offending. There are no apparent legal implications arising directly from this report.

Human Resources implications and risks:

No HR implications directly arising from this report

Equalities implications and risks:

No Equalities implications directly arising from this report. A full EIA has been completed as part of the refresh of the Violence against women and girls strategy

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CHILDREN AND LEARNING OVERVIEW AND SCRUTINY SUB-COMMITTEE, 14 FEBRUARY 2019

Subject Heading:	Knife Crime and Adolescent Safeguarding
SLT Lead:	Tim Aldridge
Report Author and contact details:	Anita Stewart ,01708-431255, anita.stewart@haverling.gov.uk Diane Egan,01708-432927, diane.egan@haverling.gov.uk
Policy context:	<i>Information briefing only</i> The Council has a statutory duty under the Crime and Disorder Act 1998 to produce an annually refreshed community safety plan. Addressing serious group violence and knife crime are key priorities within the Havering Community Safety Partnership, Partnership Plan 2017/18 to 2019/20
Financial summary:	Implementing our ambition as laid out in this report will require realignment of local authority (and partner) resources, such as the development of a multi-disciplinary hub to better identify and respond to adolescent safeguarding, meeting needs of young people, sooner. The local authority has already submitted a number of bids to contribute, such as to the Home Office Early Intervention fund (successful) and the government's Troubled Families programme (awaiting an outcome). We unsuccessfully bid to the Mayor's fund in 2018 and intend to submit a bid to the Young Londoners fund when applications open later in 2019.

The subject matter of this report deals with the following Council Objectives

Communities making Havering
Places making Havering

[X]
[]

SUMMARY

RECOMMENDATIONS

REPORT DETAIL

- **Tackling knife crime and gangs** – The Mayor of London makes it clear that it is currently far too easy for young people to get hold of knives, even with restrictions on their sale. One of the first steps to preventing violence is to take knives off our streets and have tougher penalties to act as a deterrent for those who break the rules. He also makes it clear that tackling gangs requires a partnership approach between local authorities, schools, youth services and the police. For some communities, gang activity and the related threat of violence is a daily occurrence. Going forward, it is key to provide positive alternatives and exposing the damage that gangs do to gang members and society.
- **Early intervention for those on the periphery of crime** – This is not about creating soft justice for young people, but rather is about delivering smart justice, reducing crime by recognising and dealing with the complex and range

of needs and circumstances of particular young people and families that can lead to them offending and becoming victims of criminal exploitation. Refreshing Havering's strategic and operational partnership approach to addressing adolescent safeguarding and exploitation will be a particular area of focus going forward. In addition to this, working with the private and voluntary sector to improve pathways into apprenticeships, training and employment, and finding effective alternatives to custody will be key over the next four years.

- **Protecting and safeguarding our children (from exploitation and county lines)** - too many children are born into violent and abusive households, into communities damaged by crime and antisocial behaviour (ASB) and into chaotic families affected by drugs and alcohol abuse. Vulnerable young people are at risk of being exploited by organised criminal networks to sell drugs through county lines and this is an issue that needs addressing. It is imperative that councils and partners get the basics of child protection and adolescent safeguarding right so that we can improve our performance on keeping London's children safe.

Key Actions

The key actions of this strategy are included in the action plan which focuses on:

- Prevention - The purpose of prevention is to reduce the flow of young people who become susceptible to serious youth violence and knife crime and to better safeguard young people from this. Although it is a challenge to assess the impact of prevention, it is important that we attempt to deglamourize the culture associated with serious youth violence as early as possible to either deter future involvement, or to identify those likely to engage in future criminal activity and violence and to provide targeted support and opportunities for diversion.
- Intervention- The purpose of both universal and targeted intervention is to deter and divert young people from carrying knives or thinking of carrying knives, or on the periphery of serious youth and group violence.
- Enforcement- Enforcement should be the last resort, when all attempts at intervention have proved ineffective. Suppression and enforcement should be used to deal criminally active young people who pose a risk of harm to others or themselves. Selecting an individual for enforcement, intensive monitoring and targeting by police and prosecutors should not be permanent or indefinite. The most successful enforcement would be that which influences the offender to stop carrying a weapon, stop offending, and take up offers of intervention.
- Intelligence and Information sharing- Multi-agency information sharing to ensure work around gangs, serious group violence and knife crime is appropriately targeted and as accurate as possible. It will also make sure the most suitable and appropriate responses are identified for individuals who are being risk managed.

2. Havering Data

The recent Havering Community Safety Partnership (HCSP) annual strategic assessment looked at crime from October 2017 to September 2018.

Serious youth violence accounted for 1.4% of all recorded crime in Havering during this period. Havering borough has the 10th highest rate of serious youth violence compared to the whole of London.

There has been a rise in people's perception of gun and knife crime in Havering. Data from the Mayor's Office for Policing and Crime, shows that 20% of residents think that Gun and Knife Crime is a problem, this is an increase of 7% from the previous year.

In relation to Youth Offending Service data, over the three year period, (2015 to 2018) data shows 72 unique offenders linked with weapons reports. Including duplicate offenders there were 82 reports in total.

There has been an upward trend in weapons offences by young people of 78% over the three year period. The highest distribution of weapon offences was in the year 2016-17 when there were 39 offences with 32 offences in 2017-18, up from 11 in 2015-16 and then 2015-16.

A greater understanding of the reason for the spike is needed; efforts need to be made to clarify whether the increase relates to a greater number of youth carrying weapons or if there has been improvements in policing and intervention work which has resulted in a greater number of offences coming to light. The table below shows a breakdown of young people charged with carrying a weapon (not exclusive to knife carrying) in the period 2015-2018.

Breakdown of Weapon Offenders by Age 2015-2018							
Year	Age 11	Age 12	Age 13	Age 14	Age 15	Age 16	Age 17
2015-2016	0	1	0	0	2	5	3
2016-2017	0	3	7	6	6	8	9
2017-2018	1	2	2	1	10	9	7
Total	1	6	9	7	18	22	19

Table 1: Source- 2018 Annual Strategic Assessment Problem Profile

Youth Offending Service age data for weapons offenders over the last three years is consistent with the above, in that the age range of 15 – 17 contains the most number of offenders. The single most age of weapons offenders was 16. The level of offending rises as age rises which is in line with common trends as offenders reach adulthood. Since 2015-16 the offending at each age round has risen. 2016-17 saw a spike in the offending of ages 13 and 14, with 2017-18 seeing a rise in the latter ages 15, 16 and 17. The year 2017-18 was the first year that had an offender aged 11.

3. Havering Offer

The Local Authority, Metropolitan Police, Mayor's Office for Police and Crime, London Ambulance Service and voluntary organisations work together to commission and deliver preventative and enforcement opportunities across the borough. Some of the commissioned programmes already in place include the following.

Street Doctors – Doctors go into educational provisions, Youth Offending Teams, youth clubs and other settings to teach small groups emergency lifesaving first aid skills. Sessions specifically focus on teaching young people how to deal with bleeding out from knife wounds and gun shots. Aimed at young people up to the age of 25.

No Knives In Schools- Hard hitting and impactful half day workshop run in schools focusing on the dangers of carrying knives. The programme is run in collaboration between Police, London Ambulance Service and a local Knife Charity. The sessions are delivered to children in year 9 (aged 13 &14). It looks at the Law (Police), emergency services response and reality of the incidents (LAS) and they get a murdered victims family member to talk to the young people about the wider impact of knife crime.

Gangs Awareness Training –Training for frontline professionals across the partnership coming into contact with individuals who may be involved or at risk of being involved in gangs.

Mentoring Scheme – Havering Council have commissioned a targeted mentoring service to work with young people who are involved in or at risk of being involved in gang activity.

School Access To Search Wands – The Mayor of London has offered all schools across the capital a free option of knife wands to help discourage young people from carrying knives. All Havering secondary schools and colleges possess search wands.

Safer Schools Officers – Provide an opportunity for all schools to promote and develop a safe climate of learning for pupils and staff. All Secondary schools and colleges have a named Safer Schools Officer. The local authority is working with the Police to assign Safer Schools Officers in 'alternative provision' (see below).

Junior Citizens Programme - A personal safety awareness raising programme designed to help young children transitioning from primary to secondary school.

Youth Offending Service Intensive Weapons Programme – Targeted programme run for young people focussed on knife crime and the dangers, risks and consequences of carrying a knife.

Operation Sceptre - Weapon sweeps around the Borough. Targeting shopping areas, schools, parks and known crime hot spot areas. Large operations take place monthly and last for a whole week, however smaller checks are carried out daily by Police Officers.

Knife Amnesty Bin – Secure bin placed outside of Romford Police Station for residents to anonymously hand in knives.

Knife Arches Being Tested At Bars And Clubs - Identify and deter weapons from bars and clubs

Safe Haven Schemes - A number of key sites around the borough where young people at risk of harm can go to for immediate refuge and assisted to get home safely.

Sales Of Knives And Noxious Substances – London Borough of Havering and the Metropolitan Police are working closely with retailers to prevent the underage sale of knives and noxious substances.

Home Office Early Intervention fund – running for two years over 2018-2020, to deliver a blend of universal crime awareness to Year 6 (primary) and 7 (secondary) school children, to raise awareness of potential risks to their safety via crime, drugs and weapons. A 'crime prevention pathway' is in place to divert children in 'alternative provision' (outside mainstream school) away from potential crime.

Local authority Social Care response.

For those who come to the attention of Children's Social Care, we have established safeguarding referral pathways via a Multi-Agency Safeguarding Hub (MASH). This includes the processing of Merlin notifications from the police when children and young people are missing. We acknowledge that the risks to children and young people in danger of going missing, child sexual exploitation or involvement in gang-related activities are not consistently well recognised or responded to. As in many other places, safeguarding services have typically been designed around younger children and their families and so do not necessarily respond to the complex needs of adolescents who experience risks outside of the family and home contexts.

Havering is focussed on how we evaluate risk factors to children outside the familial home, such as from a wider safeguarding perspective including sexual exploitation, county lines, modern slavery and criminal exploitation. Good arrangements are in place to respond to children who are missing from home, school or care; children who are at risk of or who are being sexually exploited (CSE); and children who come to the attention of the criminal justice system, via the Youth Offending Service (YOS). The CSE, Serious Group Violence and Missing panels are well understood by the partnership and functioning well to respond to these issues.

The Multi-Agency Sexual Exploitation (MASE) panel holds a strategic overview of CSE and strategy meetings for individual children (as victims and perpetrators of knife crime) are routinely held to determine which projects or programmes are suitable to address the risks identified. However youth justice and policing systems tend to apply adult-based principles to adolescents who commit crime and can over-emphasise enforcement methods. Where this occurs, we do not perhaps take full account of the constrained circumstances and choices that our young people

face.

4. Next steps

From April 2019 we propose to implement an enhanced partnership strategy in Havering focussed on Adolescent Safeguarding. An integrated approach is required to tackle issues concerning adolescent risk which includes criminal exploitation, county lines and modern slavery. We will develop a bespoke, data-led and systemic approach to prediction, prevention, intervention and disruption to reduce risk to adolescents in the borough. Part of this approach will consider the training needs of the partnership as part of the work plan.

Partners need to better understand the contexts of adolescents' lives such as peer groups and social networks (including technology and social media). Our prediction, prevention, intervention and disruption requires further enhancements and in doing so we need to move away from harmful assumptions that adolescent young people make a 'lifestyle' choice to enter into criminality when in reality the choice is constrained.

In developing our revised offer for adolescent safeguarding we will focus on three main themes:

1. Prevention: a committed focus on an integrated approach to early intervention to prevent vulnerability from escalating to more serious forms of harm. This means identifying and working with younger children than perhaps at present. Early help is key to identifying and supporting families (not just children) who are identified as potentially at risk of future criminal exploitation and the borough's schools are key to successful identification.
2. Intervention: recognising the positive work relating to risk and intervention to date, especially around CSE, Missing and serious violence whilst we will build on current professional practice and use systemic therapy and restorative practice to better respond to this agenda. Interventions should be 'co-produced' with young people to ensure adolescents recognise and will positively engage with the intervention.
3. Disruption: a move away from attempting to manage an individual or a group of individuals, towards developing place-based interventions through schools, parks, shopping centres or other spaces where adolescents congregate. Together with robust offender management strategies we will continue to adopt the full range of disruption tactics available through both criminal and civil routes to protect children and adolescents (i.e. in relation to licensing).

The purpose is for a multi-disciplinary 'hub' arrangement to better identify and respond to adolescent safeguarding and meet needs of young people, sooner. Working together, between schools, the local authority and partners the above approach will take time and dedicated resource to fully implement.

IMPLICATIONS AND RISKS

Financial implications and risks:

Implementing our ambition as laid out in this report will require realignment of local authority (and partner) resources, such as the development of a multi-disciplinary hub to better identify and respond to adolescent safeguarding, meeting needs of young people, sooner. The local authority has already submitted a number of bids to contribute, such as to the Home Office Early Intervention fund (successful) and the government's Troubled Families programme (awaiting an outcome). We unsuccessfully bid to the Mayor's fund in 2018 and intend to submit a bid to the Young Londoners fund when applications open later in 2019.

Funding for serious youth violence in Havering also comes from the Mayor's Office for Policing and Crime (MOPAC) through the London Crime Prevention Fund (LCPF). A new system has been introduced where boroughs receive a committed allocated amount of funding on a 2 yearly basis. £114,000 per year was allocated for 2017/2018 and 2018/2019. A further funding announcement for the period 2019/2020 to 2021/2022 is expected to be agreed in February 2019.

Any costs associated with delivering the strategy will be funded from a mix of external grants and existing resources. The external grants are likely to be time restricted and there will be an expectation that activity funded by those grants can be scaled back or have delivered the specific objectives, ensuring no additional pressure or risk to the service budget on an ongoing basis.

Legal implications and risks:

The strategy forms part of the suite of strategies which comprise the Crime and Disorder Reduction Partnership Strategy, which is part of the Policy Framework which must be approved by full Council and is required by section 6 Crime & Disorder Act 1998. There are no apparent legal implications arising directly from this report.

Human Resources implications and risks:

There are some HR implications in relation to the review and/or re-alignment of the teams to enable better collaborative working arrangements across Children services and external partners which may result in restructuring proposals and if applicable be managed under the council's Organisational Change process. Training for all partner staff should be arranged to raise awareness of the Council's revised offer. If specialist skills are required, the service should consider offering this training to existing staff, including this in the restructuring proposals, recruit externally or resource via the partnership arrangement. The service will also need to consider how the hub will be managed in terms of staffing and working hours in the proposals.

Equalities implications and risks:

The Public Sector Equality Duty (PSED) under section 149 of the Equality Act 2010 requires the Council, when exercising its functions, to have due regard to:

- (i) the need to eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Equality Act 2010;
- (ii) the need to advance equality of opportunity between persons who share protected characteristics and those who do not, and;
- (iii) foster good relations between those who have protected characteristics and those who do not.

Note: 'Protected characteristics' are age, sex, race, disability, sexual orientation, marriage and civil partnerships, religion or belief, pregnancy and maternity and gender reassignment.

Knife crime and other forms of criminality directly impact on community cohesion and the general sense of wellbeing. Therefore, our work on knife crime will be an integral component of our community cohesion agenda.

An EIA has also been completed in relation to knife crime (appendix 2).

The Council is committed to all of the above in the provision, procurement and commissioning of its services, and the employment of its workforce. In addition, the Council is also committed to improving the quality of life and wellbeing for all Havering residents in respect of socio-economics and health determinants.

- **Appendix- 1** Havering Serious Group Violence and Knife Crime Strategy 2018-2021- draft
- **Appendix- 2** Havering Serious Group Violence and Knife Crime EIA 2017-2021
- **Appendix- 3.** Havering Adolescent Safeguarding Strategy for Havering 2019- draft

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Serious Group Violence & Knife Crime Strategy 2018-2021

Final

Document Control

Document details

Name	Serious Group Violence and Knife Crime Strategy
Version number	V0.2
Status	FINAL
Author	Chris Stannett
Lead Officer	Diane Egan, Community Safety and Development Team Manager
Approved by	Havering Community Safety Partnership
Scheduled review date	March 2019

Version history

Version	Change	Date	Dissemination
V0.1	Initial Draft	15.9.17	Internal
V0.2	HCSP	18.10.17	All HCSP partners
V0.3			
V0.4			
V0.5			

Approval history

Version	Change	Date	Approving body
V0.1	Initial draft	N/A	N/A
V0.2	HCSP	18.10.17	All HCSP partners
V0.2	Crime and Disorder O&S	30.11.17	Internal
V0.4			
V0.5			

Equality analysis record

Date	Completed by	Review date
September 2017	Chris Stannett	March 2019

Contents

1. Foreword
2. Executive Summary
3. Introduction
 - A. Purpose and scope
 - B. Vision
 - C. Aims and objectives
 - D. Key actions
 - E. Measures of performance
 - F. Timescales
 - G. Related documents
 - H. Consultation
4. Service provision
 - A. Levels of serious youth and group violence
 - B. Intelligence and information sharing
 - C. Prevention
 - D. Intervention
 - E. Enforcement
 - F. Resources
5. Authorisation and communication
6. Implementation and monitoring
 - A. Governance and delivery
 - B. Action plan
 - C. Monitoring action and performance
7. Evaluation and review
8. Further information
9. Appendices
 - A. Appendix 1: Equality Analysis
 - B. Appendix 2: Related Documents
 - C. Appendix 3: Governance and structure of Havering Community Safety Partnership

1. Foreword

Thank you for reading the Serious Group Violence and Knife Crime Strategy for the London Borough of Havering.

This Serious Group Violence and Knife Crime Strategy has been produced on behalf of the Havering Community Safety Partnership. It sets out the plans and actions that the partnership aspires to as a result of the 2016 Serious Group Violence problem profile, which is an analysis of the risk, prevalence and harm of serious youth and group violence over the previous two years. It also takes into account the Mayor of London's 2017-2021 Police and Crime Plan, the Mayors 2017 Knife Crime Strategy and the Home Office report on Ending Gang Violence and Exploitation 2016. This strategy is the result of the focused analysis which sets out actions and recommendations for various partnership groups in respect of intelligence, prevention, intervention and enforcement.

The Havering Community Safety Partnership welcomes the support from the London Crime Reduction Board and the Mayor's Office for Policing and Crime (MOPAC), which see tackling knives, gangs and group violence as some of its main priorities, and understands the need to develop and coordinate responses at a regional level in light of gang member migration and cross-border identified hotspot areas.

We look forward to our continued working in conjunction with the Mayor's Office for Policing and Crime to ensure this strategy is fully implemented.

Andrew Blake Herbert
Chief Executive
London Borough of Havering
Chair of the HCSP

Jason Gwillim
Borough Commander
Havering Police
Vice Chair of the HCSP

2. Executive summary

In November 2011 the cross-government Ending Gang and Youth Violence (EGYV) report was published, identifying 29 areas nationally deemed to be facing the biggest challenges in relation to youth violence. Havering was not in receipt of any EGYV funding due to its lower levels of serious youth violence. However, since the publication there has been inward migration of gang members and offenders involved in serious youth violence to Havering. In 2014 Havering borough was the third largest importer of gang members identified by the Metropolitan Police Trident Gang Crime Command matrix. Although Havering does not receive any additional funding to tackle gang and youth violence, in 2014 it was added to the list of EGYV boroughs to reflect the ongoing change.

In the past year we have merged with Redbridge and Barking & Dagenham to form a new police Tri-Borough Gangs Unit, this has enabled us to target the highest risk known gang nominals across all three boroughs. We have also continued to monitor and target the individuals locally who are classed as lower level gang nominals, involved in serious violence and group offending through the Serious Youth Violence panel.

Since April 2014, through MOPAC funding we have developed prevention and intervention initiatives. These initiatives have been used to 1) reduce the flow of young people who become involved in serious group violence and knife crime and 2) deter and divert young people at-risk or on the periphery of serious group violence.

Havering has aligned its strategic aims with those set out in the regional (MOPAC and London Crime Reduction Board) and national (Ending Gang Violence and Exploitation) strategic ambitions with a focus on:

- Tackling knife crime and gangs
- Early intervention for those on the periphery of crime
- Protecting and safeguarding our children (from exploitation & county lines)

The key actions of this strategy are included in an action plan which focuses on prevention, intervention, enforcement and intelligence, and information sharing. This strategy will be delivered over a four-year period and the Havering Community Safety Partnership will take ownership of implementation and monitoring. This will be done via the existing governance structures of the HCSP, via the Reducing Reoffending Board and Serious Group Violence Panel.

3. Introduction

Purpose and scope

In November 2011 the cross-government Ending Gang and Youth Violence (EGYV)¹ report was published, identifying 29 areas nationally deemed to be facing the biggest challenges in relation to youth violence. There were initially 18 London boroughs identified as part of the EGYV work programme who received funding ranging from £195k-344k for 2012-13 - funding largely correlated with the size of the youth population in those boroughs. Since the initial 2011 report an additional 23 areas² were added to the list of EGYV areas, of which Havering was one.

Havering does not receive any EGYV funding due to its lower levels of serious youth violence³. However, since the 2011 publication there has been an inward migration of gang members and offenders involved in serious youth violence into Havering. In 2014 Havering borough was the third largest importer of gang members identified by the Metropolitan Police Trident Gang Crime Command matrix. Since 2014 Havering has seen a population increase of almost 3%⁴ along with a significant increase in serious youth violence crimes and violent crimes (See Section 4, Table 1). The movement of identified gang members, including those from rival gangs, into Havering causes concerns and risks, including increased potential for critical incidents, the development of satellite gangs and greater accessibility to established gangs for young Havering residents.

Our aim is that for those who are identified as at risk or involved in gangs, the London borough of Havering will establish an ongoing monitoring solution. In the past year we have merged with Redbridge and Barking & Dagenham to form a new police Tri-borough Gangs Unit, this has enabled us to target the highest risk known gang nominals across all three boroughs. We have also relaunched the serious group violence (SGV) panel in August 2017 to work in conjunction with the gangs unit. This SGV panel will be responsible for the coordination of a partnership response to those nominals identified as low level gang members, involved in serious crime & group offending and those on the periphery of gangs. To further complement the prevention agenda the Met Police, Havering, Redbridge and Barking & Dagenham Councils are looking to launch the Chance Programme. This multi-agency approach is aimed at young people aged 8-17 years old and involved in lower level anti-social behaviour (ASB). The Chance programme focuses on the careful application of targeted interventions to disrupt the escalation of ASB, in attempt to prevent future more serious crime.

The current response however is largely reactive, resource intensive – particularly for police colleagues, and potentially unsustainable. Without being able to provide viable alternatives to those individuals being targeted it is difficult to disrupt gang nominals. Furthermore, there is a heightened risk that young people of Havering could be drawn into these offending groups should they continue to operate locally, for which we currently have no diversionary response in place.

¹ This group is now known as EGVE (Ending Gang Violence and Exploitation) Change took place in 2016.

² Ending Gang violence and Exploitation 2016 – EGYV list from 2012-2015

³ Serious Youth Violence (SYV) is an official measure of crime, which counts the number of victims of serious violence, weapon enabled robbery and serious personal crime affecting those aged 10-19. This crime is in most cases perpetrated by groups. The working panel in Havering uses the term 'Serious Group Violence'. Whilst these terms may be used interchangeably in this document, both refer to the same issue.

⁴ Based on Population figures mid 2013 (242,080) –mid 2016 (249,085). http://www.haveringdata.net/wp-content/uploads/2017/04/This-is-Havering_Havering-Demographic-Profile_Main-Document-v2.4.pdf

Vision

Havering is London's next big opportunity⁵, we feel our borough has so much more to offer, not just to our own residents but to the whole of London. We provide first-class business opportunities for commercial, start up and expanding businesses. Havering has thriving town centres, award winning parks, fantastic transport links and we pride ourselves on catering for all age groups within the community.

We all want a safe borough for our children, where they can grow, play, learn, travel and reach their potential without having to fear or experience crime. We believe that all young people have choices to make in life, and it is part of our role to work with parents and guardians to help young people choose a positive path in life. Serious youth violence, criminal gangs and knife crime will not be tolerated in Havering.

Young people who are at risk of involvement in serious youth violence will be offered targeted, tailored prevention and intervention from an early age, in order to discourage their involvement in offending and ensure they receive the right support from the right partners at the right stage in their life. Those involved in offending will be offered support in order to cease their involvement, however, if they continue to engage in offending then as a last resort we will have no choice but to pursue all enforcement options at our disposal.

Partners will continue to work together to tackle the rising incidences of knife crime in London. Regular weapons sweeps have become a standard feature in the borough and areas of highest risk are identified through Met Police intelligence analysis. Further support will be given to schools with high levels of knife crime and more safe haven scheme sites will be identified throughout the borough to offer a place of safety. Young people who want to move away from this violent lifestyle will be supported, however those who chose to remain carrying dangerous weapons will be pursued and again we will have no choice but to consider all enforcement options at our disposal.

Aims and objectives

Havering has aligned its aims with those set out in the London Crime Reduction Board Partnership Anti-Gangs Strategy, the Mayor of London Knife Crime Strategy, Ending Gang and Youth Violence Cross-Government Report and the Police and Crime Plan:

- To develop and drive a consistent approach across agencies to information sharing and assessment and management of risk associated with young people involved or at-risk of involvement in serious youth violence. The outcome is improved efficiency by joining up the way local areas respond to youth violence.
- To support an effective, targeted enforcement approach which delivers swift and sure justice to the most harmful offenders. Ideally this will identify and provide pathways out of violence for young people wanting to make a break with the past, but undoubtedly will include suppression and enforcement of those refusing to exit violent lifestyles.

⁵ London Borough of Havering corporate vision – Making a greater London. <https://intranet.havering.gov.uk/about-havering/making-a-greater-london/>

- To develop a consistent approach to recognising and commissioning what works in reducing the number of individuals who are involved in serious youth violence and associated criminality. The outcome being to prevent young people becoming involved in serious violence in the first place with emphasis on early intervention and prevention.

Whilst the terminology and semantics used differs within the aforementioned strategies, these aims can more easily be identified under the following areas:

- Intelligence and information sharing
- Prevention
- Intervention
- Enforcement

Specifically the strategy will focus on:

- **Tackling knife crime and gangs** – The Mayor of London makes it clear that it is currently far too easy for young people to get hold of knives, even with restrictions on their sale. One of the first steps to preventing violence is to take knives off our streets and have tougher penalties to act as a deterrent for those who break the rules. He also makes it clear that tackling gangs requires a partnership approach between local authorities, schools, youth services and the police. For some communities, gang activity and the related threat of violence is a daily occurrence. Going forward it is key to provide positive alternatives and exposing the damage that gangs do to gang members and society.
- **Early intervention for those on the periphery of crime** – This is not about creating soft justice for young people, but rather it is about delivering smart justice, reducing crime by recognising and dealing with the needs and the circumstances of particular young people that can lead to them offending. Working with employers to improve pathways into apprenticeships and jobs, and finding effective alternatives to custody will be key over the next four years.
- **Protecting and safeguarding our children** - The Mayor of London points out that too many children are born into violent and abusive households, into communities damaged by crime and antisocial behaviour (ASB), into chaotic families affected by drugs and alcohol abuse. Further to this the Home Office highlighted the exploitation of vulnerable people by hard core gang members to sell drugs through county lines as an issue that needs addressing. It is imperative that councils and partners get the basics of child protection right so that we can improve our performance on keeping London's children safe.

Key actions

The key actions of this strategy will be to develop intelligence and information sharing and deliver initiatives at three levels –prevention, intervention and enforcement, as set out in Section 4 and as part of the Action Plan at the end of this strategy.

Measures of performance

The key performance measure will be a reduction in the volume of serious youth violence victims and most serious weapon enabled violent crimes reported to police and responded to by the London Ambulance Service in Havering; and a cumulative reduction in proven offending by

those individuals being worked with through the East Area Gangs Unit and the Serious Group Violence panel in Havering.

Timescales

This strategy is to be delivered over a four-year period, with a shifting focus on each strand contained within:

- Year 1: Honing the administration and delivery of current interventions and developing the multi-agency approach. Developing the preventative strand.
- Year 2: Implementing the preventative strand and building community resilience.
- Year 3: Progress monitoring of the serious group violence strategy
- Year 4: Evaluation and review of the serious group violence strategy.

Related documents

Please refer to Appendix 2 for key documents list and how they relate to this strategy.

Consultation

Due to the cross-cutting nature of serious youth violence and its links to community safety, health, education and employment, it is recommended that the Havering Community Safety Partnership, Children's Trust and Health & Wellbeing Boards each be consulted on the proposed strategy approach and action plan.

Further to this all members of the Serious Group Violence panel should be consulted.

As this work directly impacts on young people, it is also recommended to approach the Havering Youth Council so that their views and feedback can be captured and reflected within the strategy.

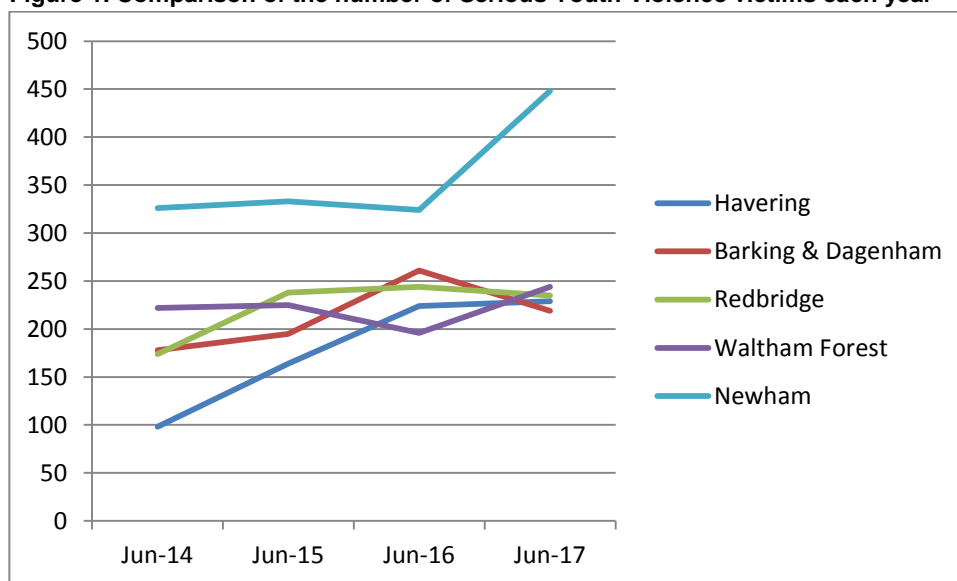
4. Service provision

Levels of serious youth violence

The number of victims of reported serious youth violence in Havering fell annually between 2010 and 2013, from 164 to 101 (-38%); however a worrying increase has been witnessed since this; from 98 offences in the rolling year ending June 2014, up to 229 in the rolling year to June 2017.

Figure 1 below compares the change in the number of serious youth violence victims in Havering, neighbouring boroughs, and in London as a whole; and demonstrates that Barking & Dagenham, Redbridge, and Waltham Forest have all seen an increase since 2014, although to a lesser degree than in Havering. Redbridge and Barking and Dagenham have actually seen a reduction over the past year based on this data. When viewed as an overall percentage rise since 2014, Havering has by far the highest increase at 134%, although our rate was considerably lower than other areas at the start of this period in 2014. Percentage increases for neighbouring boroughs sit between 9% and 37%, with the whole-London increase at 31%.

Figure 1. Comparison of the number of Serious Youth Violence victims each year⁶



The rate of *Serious Youth Violence* victims per 1,000 young people aged 10-19 in Havering was 8.0 offences in the year ending June 2017. In comparison with neighbouring areas, Barking & Dagenham has a rate of 7.8 offences per 1,000 10-19 year olds; and Redbridge 6.3; while the overall rate in London is 8.0 per 1,000. In terms of Havering's ranking within London's 32 boroughs, we stand in 16th place; with the highest being 14.8 victims per 1,000 10-19 year olds (Southwark), and the lowest being 4.1.(Richmond)⁷

A significant area of risk within the wider topic of serious youth violence is the carrying and use of knives, and the public perception that these crimes drive and enable other types of offending.

⁶ Mayor's office for Policing and Crime Gang Dashboard data

⁷ MOPAC data combined with Office for National Statistics 2016 Mid-year population estimates

Table 1. Havering Crime Figures from Mayor's Office for Policing and Crime

Snapshot of offences on a rolling 12 month basis from July 2014 - July 2017					
Crime Type	Jul-2014	Jul-2015	Jul-2016	Jul-2017	Increase or Decrease since 2014
Knife Crime	125	181	185	276	↑ 121% Increase
Knife Crime with Injury	51	70	58	85	↑ 67% Increase
Robbery	250	341	325	469	↑ 88% Increase
Gun Crime	40	53	56	67	↑ 68% increase

While Table 1 does not provide any distinction on age groups or gender, we can draw on other data to examine the relevance of these figures to youth violence. *Crime Survey of England and Wales* data indicates that across the country 5.8% of 10 - 15 year olds and 4.5% of 16 - 29 year olds knew someone who carried a knife for their own protection. Smaller proportions of 10 – 15 year olds and 16 – 29, around 0.3% and 0.7% respectively, reported that they carried a knife.⁸

If we examine the judicial outcomes of investigations involving knife crime; across England and Wales in 2016 there were 18,322 disposals given for possession of a knife or offensive weapon. Of these:

- Juveniles (aged 10-17) were the offenders in 21% of cases;
- The juvenile custody rate was 12% and caution (reprimand or final warning) rate was 30%;
- For adults the custody rate was 38% and caution rate was 9%;
- Juveniles received a community sentence in 51% of cases and adults in 17%.⁹

The impact on the criminal justice system is however only one aspect of youth violence and knife crime; and in England in 2015/16, 14% of those admitted to hospital for assault by sharp object were aged 18 or younger; and 91% of people admitted to hospital for assault by sharp object were men.¹⁰ It is likely that a significant amount of victims of knife crime avoid hospital, so as not to alert authorities as to other criminal activity they may be involved in.

The previous Havering *Serious Youth Violence Strategy* estimated the cost of serious youth violence and weapon-enabled serious violence to be £1.88m in Havering in 2013, and an average of £3.7m across each of London's 32 boroughs¹¹. The costs used to produce this estimate and the working models employed by partner organisations have changed significantly since 2013 therefore an updated estimate cannot easily be provided; however violence between youths and knife related crime remain rooted in public consciousness, with 37 people under the age of 25 fatally stabbed in London between 1st September 2016 and 31st August 2017 (no age restriction, total 77 people fatally stabbed non domestic abuse)¹². Recent data however suggests that the majority of knife crime is not gang-related, with gang-flagged crime accounting for 5% of all knife crime with injury during 2016 – down from almost 9% in the preceding year,¹³ suggesting that young people do not necessarily have to associate with gang culture in order to resort to carrying a knife or become a victim.

While data may show that knife crime is not linked to gangs, locally we are aware of the migration of gang members into Havering from other boroughs. From the definition used by the

⁸ ONS, Crime and Justice, Offences involving the use of weapons, February 2017

⁹ Ministry of Justice, Knife possession sentencing quarterly brief: January to March 2017, Table 2, June 2017

¹⁰ NHS Digital, Hospital Admitted Patient Care Activity, 2015-16

¹¹ Socio-Economic Crime Estimates, 2011 Revisions

¹² Met Police Knife Crime Dashboard

¹³ MOPAC Knife Crime Strategy 2017

Metropolitan Police, a gang see themselves as a noticeable group, and engage in a range of criminal activity and violence. They may also have claim over territory, or a conflict with other, similar gangs; therefore it is plausible that this could account for a proportion of violence locally.

A number of pressures are actively contributing to the migration of London residents, for example, social and welfare reforms have resulted in economic pressure forcing some families to move to other boroughs, including Havering which has areas of less-expensive housing.

According to the Metropolitan Police Trident Gangs Matrix as of January 31st 2014, 184 gang members were living outside their identified gang's borough. Havering borough was the third largest importer of gang members moved by other boroughs within London¹⁴. Identified gang members from no fewer than 14 different gang allegiances, including gangs who are known to be in conflict with one another, have been placed in Havering¹⁵. The key risk here is that conflicts and serious violence may occur between individuals placed in Havering who may be rivals known to one another previously within the borough(s) they were relocated from.

Research seen in Table 1 below reveals that only 11% on the Havering Trident Gangs List are under 18 years of age and 20% on the HKC list are under 18 years of age. This means that going forward we need to look at resources for the over 18's as the majority (80%-90%) of our identified higher risk nominals fall outside of the area that receives most amount of support/attention.

Table 1. Shows a snapshot of the age breakdown in nominals monitored under the EA Gangs Unit & the Serious Group Violence panel.

	Youngest	Oldest	Under 18	Over 18	Majority Age
Hab. Knife (HKC)	15	36	20%	80%	18-20 (47%)
Trident Havering	15	47	11%	89%	21-22 (27%)
Individuals of Note	14	58	47%	53%	17-18 (39%)

Further research showed that the BAME (Black and Minority Ethnic) are still disproportionately represented within these cohorts, when compared to the rest of the population.

Intelligence and information sharing

Intelligence and information profiles are compiled for persons discussed at both the East Area Gangs meeting and the Serious Group Violence meeting in Havering, incorporating information from a range of agencies (See Appendices 3 and 4). The multi-agency information sourced is held within a single profile document for each individual. It is imperative that multi-agency information is made available for consideration at both the East Area Gangs meeting and Serious Group Violence meeting so that the most suitable and appropriate responses are identified for individuals who are being risk managed.

¹⁴ Newer figure is unable to be obtained at present do to the various sources required to produce this.

¹⁵ Boroughs moving individuals identified as gang members into Havering have included Barking & Dagenham, Enfield, Hackney, Haringey, Lambeth, Newham, Redbridge and Waltham Forest. Source: Metropolitan Police, Trident Gang Crime Command Nominal Matrix

Whilst we are able to identify individuals for risk management due to involvement in, or risk from, serious youth violence as it occurs, the mechanisms for earlier identification are in the process of being established. At present those individuals currently identified have been a suspect or victim of crime, therefore, in this sense it is reactive. However, we know from the information available to us that individuals, who are subject to work of the Gangs Unit and Serious Youth Violence group, may have suffered from domestic violence and abuse or neglect, leading to poor educational attainment and behaviour within school, for example. Therefore establishing the Chance Programme will be critical for early identification and preventing escalation of anti-social behaviour at the earliest opportunity.

Furthermore, there should be a referral procedure in place to ensure that any concerns can be addressed, and interventions administered where relevant, at the earliest opportunity possible.

Since 2014 all agencies and practitioners working within Havering and working with families, children and young people (such as health, education and local authority professionals etc.) have been given the opportunity of MOPAC funded gangs training in order to be able to identify risk factors and behavioural characteristics consistent with later involvement in serious youth violence and offending. The demand for this training has been very high and attendance has always been very good, going forward targeted training should be considered in order to ensure that the people who have the most contact with young people are fully equipped. For example, foster carers, staff in children's homes and teachers within PRU's have contact with some of society's most vulnerable and susceptible children.

As a result of an pan-London increase in knife crime and in response to the Mayor of London's Knife Crime Strategy the frequency of Operation Sceptre¹⁶ has been increased in Havering from bi-monthly to monthly. Results of this piece of work are shared on a regular basis with partners through the East Area Gangs meeting and the Serious Group Violence Panel. Local intelligence is used to help dictate where to carry out weapons sweeps, test purchases and who should feature on the Habitual Knife Carriers¹⁷ list.

The Habitual Knife Carriers list will also be shared via the Serious Group Violence panel on a monthly basis to ensure partners are aware of the nominals who may be attending their service/school and plan appropriately around it.

Further work and consideration should be given to that of missing children and those at risk of child sexual exploitation. Risk management panels should regularly share their lists of top individuals in order to be aware of those causing the most amount of harm, to avoid duplication and to make sure that those who are at most risk of being exploited are kept within scope and constantly at the forefront of the partnerships agenda.

Prevention

The purpose of prevention is to reduce the flow of young people who become involved in knife crime, serious youth violence and offending groups. Prevention can be delivered to the entire adolescent population (through schools) or be targeted at schools in locations with the highest volume of individuals at-risk. Prevention should also aim to support individuals at the highest risk – those children who have older siblings or relatives involved in serious youth violence and group offending. Although it is impossible to assess the impact of prevention, it is important that

¹⁶ Metropolitan Police response to dealing with Knife Crime. This includes weapons sweeps, test purchases in stores, stop and searches and more

¹⁷ List of individuals who regularly and illegally carry knives bladed articles .

we attempt to deglamourize the culture associated with serious youth violence as early as possible to either deter future involvement, or to identify those likely to engage in future criminal activity and violence.

Forms of preventative work should include:

- School and early prevention (*specialist programmes¹⁸ and citizenship days*)
- Mentoring (*peer to peer, credible messengers*)
- Outreach / detached outreach (*including via youth centres*)
- Parenting and family support (*may include troubled families for targeted support*)
- Positive activities for young people (*including voluntary and community sector*)
- Area weapon sweeps (*specialist police operations such as Sceptre*)
- Working with retailers on the sale of dangerous items/ substances (*underage sale of knives and restricting the purchasing of corrosive substances*)

Additionally, there may be value in exploring cross-border health focussed interventions within Barking & Dagenham, Havering and Redbridge hospitals. We know from previous local research that young individuals have presented at A&E on multiple occasions for violence related injuries that did not come to the attention of community safety and police. A [youth violence prevention project](#) at Guy's & St Thomas' Hospital in London set up to refer and engage young people accessing emergency departments was positively evaluated by Kingston University for the number of young people engaged and responding. Further to this MOPAC are looking to expand on the work of Redthread and St. Giles Trust within the London Major Trauma Units to more A&E departments in key boroughs. This work specifically enables victims of knife crime to be supported at their most critical time.

Intervention

The purpose of intervention is to deter and divert young people from carrying knives or thinking of carrying knives, or on the periphery of serious youth and group violence. This may extend to close friends and associates who may be at-risk of victimisation due to association. Those who are actively involved but shown they are willing to engage and take up offers of support in order to cease offending should be offered interventions. Furthermore, ensuring that victims of serious youth and group violence are supported through the criminal justice process will increase the opportunity for services to engage with offenders¹⁹.

Forms of intervention work should include:

- Warning Letters²⁰ (parent / guardian or the young person)
- Anti-Social Behaviour legislation (*including ABA's²¹, yellow and red cards,*)
- Exit (*education, training and employment*)
- Housing and resettlement (*for example, London Gang Exit*)
- Integrated Offender Management²²
- Mediation of conflicts²³

¹⁸ For examples see [Anti-Youth Violence](#), [Lives Not Knives](#) and [Only Connect](#). Programmes should work with Havering to ensure schemes are tailored to the local situation as best as possible. There is also a specific gangs education programme developed for London known as GAGV – [Growing Against Gangs and Violence](#) which has been evaluated by Project Oracle.

¹⁹ For example, through court orders and punishments sanctioned at court, which may include requirements to engage in intervention services as alternatives to imprisonment.

²⁰ Used by the East Area Chance Programme as a first step intervention to inform Parents that their child has been misbehaving.

²¹ Acceptable Behaviour Agreements formerly known as ABC's

²² This refers to a range of agencies and services, for example, covering Drug and Alcohol Action Team, London Probation and Youth Offending Service interventions and treatment.

- Mental Health Services
- Parenting and family support
- Substance Misuse services
- Victim Support (*including supporting victim through the criminal justice process*)

Enforcement

The final strand of enforcement should be the last resort, when all attempts at intervention have proved ineffective. Suppression and enforcement should be used to deal with the most criminally active young people who pose a risk to others or themselves. Selecting an individual for enforcement, intensive monitoring and targeting by police and prosecutors should not be permanent or indefinite. We cannot force offenders to engage and desist; the decision to change is ultimately in the hands of the individual. The most successful enforcement would be that which influences the offender to stop carrying a weapon, stop offending, and take up offers of intervention.

Forms of enforcement work may consider:

- Achilles Heel approaches (*targeting serious criminals for minor offences relating to benefits, documents and insurance fraud for example*)
- Anti-Social Behaviour legislation (*Criminal Behaviour Orders, Civil Injunctions, Dispersal Zones*)
- Police operations (*intensive monitoring, targeting and ensuring compliance of court orders*)
- Tenancy enforcement (*eviction and notice of seeking possession, pressure on private landlords to comply*)
- Targeted stop & search of those known to carry weapons (*for example, those featuring on the Habitual Knife Carriers list*)

Resources and funding

Funding for serious youth violence in Havering comes from the Mayor's Office for Policing and Crime (MOPAC) through the London Crime Prevention Fund (LCPF). A new system has been introduced where boroughs receive a committed allocated amount of funding on a 2 yearly basis.

Havering was one of 14 boroughs to receive an uplift in funds in order to better manage local need and demand.

£114,000 per year for two years from 2017/2018-2018/2019 has been allocated to work around serious youth violence and gangs. This will be governed and coordinated by the Community Safety Partnership via the Serious Group Violence Panel (see Appendix 3: Governance and structure of the Havering Community Safety Partnership).

It should also be noted that additional resources may be available to the serious group violence work through multi-agency partners. For example, mainstream interventions available through policing and youth offending service resources.

²³ Whilst there are mediation services in London that work real-time (i.e. in the aftermath of a serious or critical incident), this point refers to conflict management training (see [Leap](#) for example). This may be targeted at those identified at-risk or those known to pupil referral units and youth offending service.

A further note should be taken of the financial restraints being put on the Public Sector. Depending on where the future cuts are made, this could impact upon the boroughs ability to carry out various tasks²⁴ within the Serious Group Violence Strategy post 2018/2019.

²⁴ Regularly highlighted through the Mayors Police and Crime Plan 2017-2019

5. Authorisation and communication

The strategy will be authorised by the Havering Community Safety Partnership.

It is recommended the strategy be presented to the Havering Community Safety Partnership, Health & Wellbeing and Children's Trust boards, however overall governance will sit with the HCSP. The Community Safety and Development Team will take a coordinating lead in implementing the strategy, as recommended by the Home Office Ending Gangs and Youth Violence strategic documents.

The stakeholders of this strategy are as follows:

- Barking & Dagenham, Havering and Redbridge NHS Trust
- Crown Prosecution Service
- London Borough of Havering, including:
 - Community Safety and Development Team
 - Housing
 - Local Education Authority (LEA)
 - Multi-Agency Safeguarding Hub (MASH)
 - Public Health
 - Children and young people's services (CYPS)
 - Youth Offending Service (YOS)
- Metropolitan Police
- Ministry of Justice
- National Probation Service
- Community Rehabilitation Company (CRC)
- Transport for London (TFL)
- United Kingdom Border Agency (UKBA)
- Department for Work and Pensions
- Voluntary & Community Sector

6. Implementation and monitoring

The Serious Group Violence and Knife Crime Strategy will be implemented and monitored through the existing Havering Community Safety Partnership structure and delivery model. The East Area Gangs Panel and the Serious Group Violence Panel are both operational groups, reporting to the Reducing Reoffending Board. The serious youth violence and gangs strategic problem profile, along with the Mayor of London's Knife Crime Strategy has been used to develop specific action plans and performance monitoring frameworks.

Governance and delivery

See Appendix 3: Governance and structure of the Havering Community Safety Partnership.

See Appendix 4: Delivery structure of information and intelligence flow for the East Area Gangs Panel and Serious Group Violence Panels

Action plan

An Action Plan is included at the end of this strategy document.

Monitoring actions and performance

Quarterly reports will be provided to the Havering Community Safety Partnership .

7. Evaluation and review

The Serious Group Violence and Knife Crime strategy and associated action plan will be monitored and reported to the Havering Community Safety Partnership on a quarterly basis

A full in-depth evaluation and review will be completed in the final year of the strategy.

Due to the changes to policing, public sector services and an ever increasing inward migration into the London Borough of Havering, consideration should be given to re-conducting another peer review within the next 4 years. This could be done either by approaching the Home Office or by working with our partner Boroughs to run our own review as a form of good practice.

8. Further information

Please contact Diane Egan, Community Safety and Development Team Manager or Chris Stannett Integrated Offender Management Casework Manager and Serious Group Violence Lead.

Appendix 1: Equality Analysis



Gangs EIA v4
final.docx

Appendix 2: Related Documents

[Mayor of London - A safer city for all Londoners - Police and Crime Plan 2017-2021](#)

[Mayor of London Knife Crime Strategy 2017](#)

Havering Serious Group Violence Strategy 2014-2017

[Home Office - Ending Gang Violence and Exploitation 2016](#)

[National Crime Agency Strategic Assessment of Serious and Organised Crime 2016](#)

[London Crime Prevention fund 2017/2018](#)

[Ending Gang violence and Exploitation 2016](#)

Havering Local Assessment November 2015

EGYV Peer Review Report London Borough of Havering November 2014

[Ending gang and youth violence: cross government report 2011](#)

[Ending gang and youth violence: review 2012 to 2013](#)

Havering Strategic Assessment of Crime, Disorder and Anti-Social Behaviour 2014

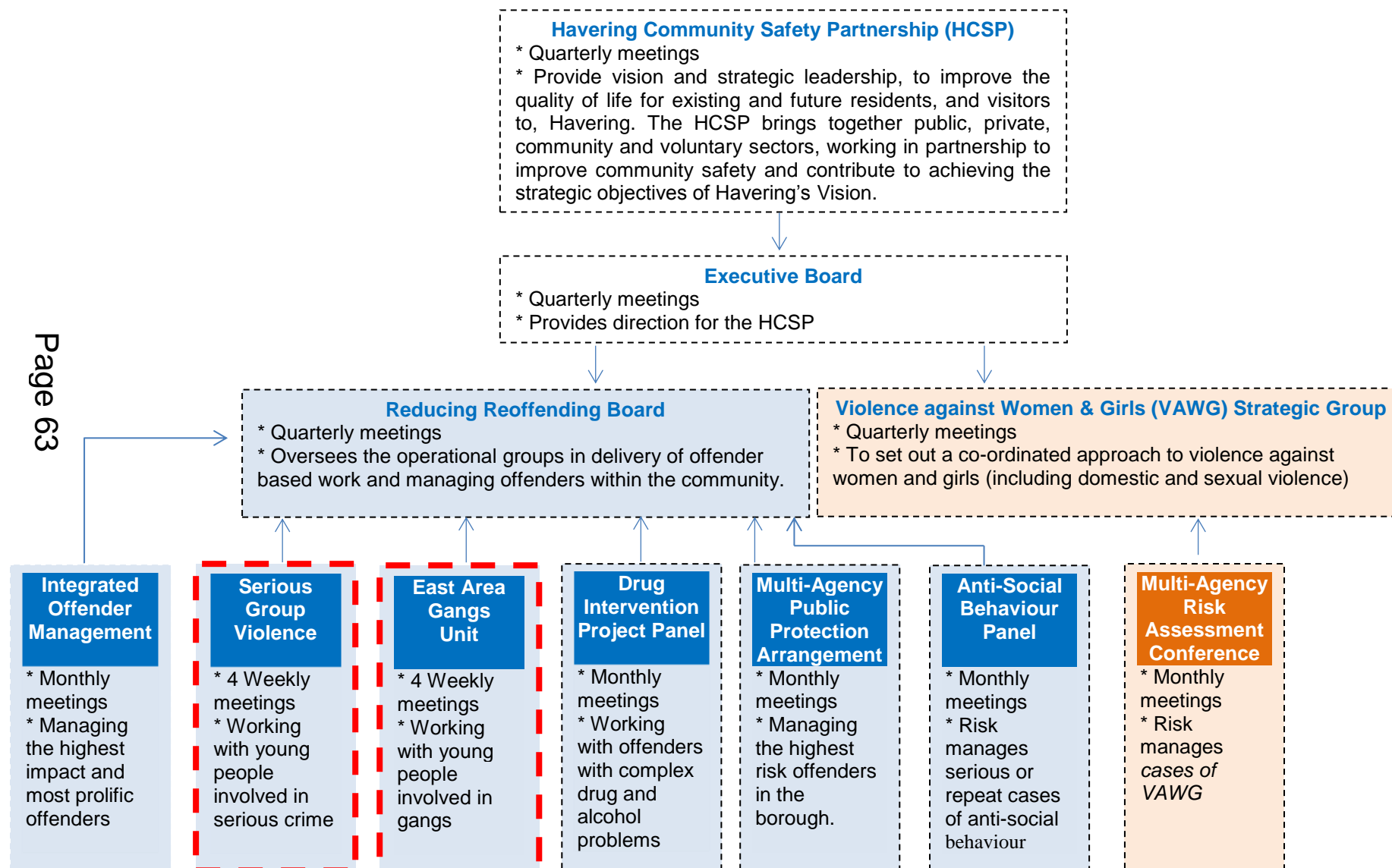
[London Crime Reduction Board Partnership Anti-Gangs Strategy](#)

[London Crime Reduction Board Partnership Anti-Gangs Strategy – Refresh 2014](#)

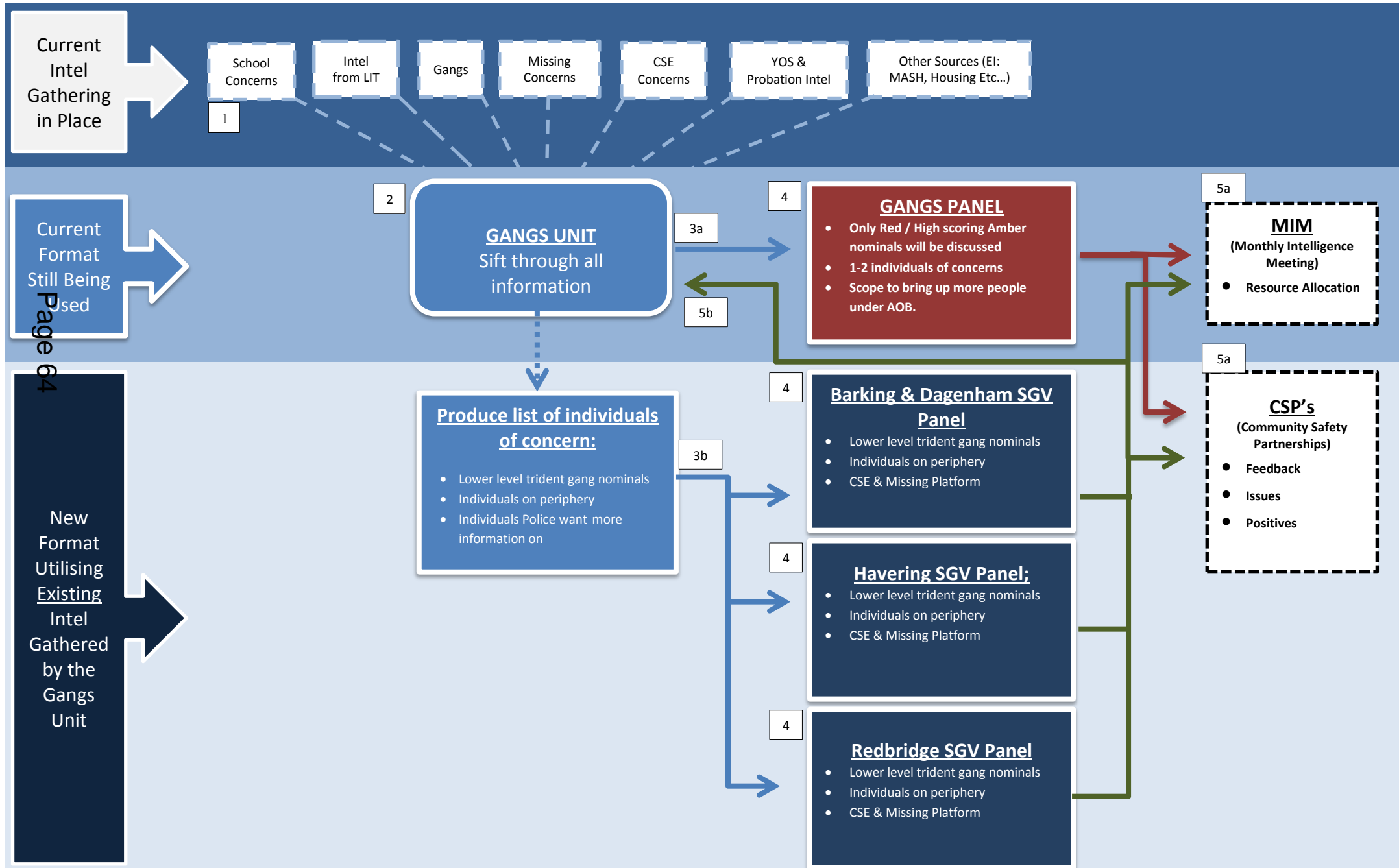
Serious Group Violence Panel Information Sharing Agreement

Serious Group Violence Panel Terms of Reference

Appendix 3: Governance and structure of the Havering Community Safety Partnership



Appendix 4: Delivery structure of information and intelligence flow for the East Area Gangs Panel and Serious Group Violence Panels



Key: Flowchart Process

1. Intelligence is gathered from all sources by the police local intelligence team (LIT) and fed into the police Gangs Unit.
2. Gangs Unit sifts through all the intelligence
- 3a. Gangs Unit looks at the highest risk scoring nominals and brings them to the Tri- Borough panel for discussion. Also 1-2 other nominals of concern may be raised at this point.
- 3b. From the Intel already gathered, the Gangs Unit produces a localised list of individuals of concern (lower risk Trident nominals, periphery nominals, individuals of concern)
4. Partners feedback any information they have.
- 5a. Any significant issues that arise may be taken to the Monthly Intel Meetings (MIM) for extra resourcing or into the Community Safety Partnerships (positive update can also be fed back here)
- 5b. Intel received from partners will be fed back into the Gangs Unit and may or may not be used in the main gang's panel.

Action plan - Serious Group Violence and Knife Crime 2017-2021

Serious Group Violence						
Strategy Objective	Project/Action	Outcomes	Resources	Timescale	Responsible Service	Responsible Team
Improve Intelligence and information sharing	1) Develop a full serious group violence problem profile utilising all partnership data (police, health, youth offending, probation, grass roots information, schools data etc.), which is refreshed annually.	The HCSP will have a better understanding of issues related to serious group violence and gangs within Havering. This will enable us to implement effective evidenced based responses and assist in identifying gaps in service provision for commissioning purposes.	This will be delivered within the existing work programme of the Community Safety Crime Analyst. £38k from MOPAC (Gangs and CSE Analyst)	Annual March 2018-2021	Community Safety	Analyst Team
	2) Ensure all relevant agencies are signed up to the EA Gangs Unit & SGV Information Sharing Agreement and providing required information			Annual Review December 2017 – 2021	Community Safety	SGV Lead
	3) Use partnership data to better understand the contributing and driving factors of local gang membership (e.g. school exclusion, looked after child, A&E admissions).			Quarterly Review January 2018 -2021	Community Safety, Early Help, Metropolitan Police, LSCB Missing and CSE Group	Analyst Team
	4) Develop the understanding of the role of girls in Havering gangs and issues such as sexual exploitation.			Started June 2017 – May 2019	Community Safety, CSE and Metropolitan Police	SGV Lead and Analyst Team
	5) Develop the understanding of the role of missing children in Havering gangs and issues such as county lines			Started August 2017- March 2019	Community Safety, CSE and Metropolitan Police	SGV Lead and Analyst Team

	6) Develop an understanding of local drugs market.			Bi- Annual Review January 2018 – 2021	Community Safety, WDP and Metropolitan Police	Substance Misuse Lead and Analyst Team
	7) Develop the quality of information from the data sharing processes with A&E Queens via BHRUT and CCG.			Quarterly 2017 – 2021	Community Safety, BHRUT	Analyst Team BHRUT Senior Info Analyst
	8) Improve information sharing with regards to 'under the radar' moves of young people into Havering with gangs affiliations.			2017 – 2021	All SGV Panel Members	All SGV Panel Members
	9) Improve information sharing with Havering colleges and Pupil Referral Units (PRU)			Daily 2017- 2021	Metropolitan police, Community Safety	Safety Schools Officers Team SGV Lead
	10) Develop intelligence and information sharing across all forms of youth risk management platforms (Chance Programme, ASB Panel, SGV Panel, EA Gang Unit , MASE)			Started August 2017 – 2021	Metropolitan Police Community Safety,.	MPS LIT EA BCU Partnerships EA BCU Gangs Analyst Team and SGV Lead
	11) Develop a platform to share knife crime and Habitual Knife Carrier (HKC) information with partners on a monthly basis			Monthly 2017 -2021	Metropolitan Police, Community Safety	EA BCU Gangs Unit Analyst Team and SGV Lead
	12) Develop regular cross borough information sharing of SGV nominals with Barking & Dagenham and Redbridge			2017 – 2021	Community Safety, Metropolitan Police	Analyst Team and SGV Lead EA BCU Gangs Unit
	13) Map all known gang			Start October 2017 –	Community Safety,	Analyst Team

	associations, offences and home locations in order to better understand the relationships of nominals, extent of the gangs and identify possible trends.			2021	Metropolitan Police	EA BCU Gangs Unit
	14) Cross reference gang associations with CSE and Missing data.			Started July 2017 – 2021	Community Safety, Metropolitan Police	Analyst Team EA BCU Gangs MPS LIT
Coordination, administration and delivery of the various panels linked to the Serious Group Violence action group	1a) Ensure the administration and organisation of case work for SGV is readily accessible for practitioners prior to the meeting, and to help with contingency to cover absences.	Timely provision and analysis of cases is integral to assessment and referral processes and the effectiveness of action plans developed at the SGV/ EA Gangs/ Chance and ASB Panels.	Time allocation for all this work needs to be factored in. For Example SGV: The SGV SPOC would need 4-6 days per month to coordinate this work and SGV Analyst would also need 4-6 days per month to sift through Police Intelligence and cross referencing with other systems. EA Gangs Panel ASB Chance	Started August 2017 – 2021	Community Safety, Metropolitan Police,	SGV Lead and SGV Analyst EA BCU Gangs Unit SPOC
	1b) Ensure the administration and organisation of case work for EA Gangs Panel is readily accessible for practitioners prior to the meeting, and to help with contingency to cover absences.			Started April 2017 – 2021	Metropolitan Police	EA BCU Gangs Unit
	1c) Ensure the administration and organisation of case work for ASB Panel is readily accessible for practitioners prior to the meeting, and to help with contingency to cover absences.			April 2017 – 2021	Community Safety	ASB Officer

	1d) Ensure the administration and organisation of case work for Chance Programme is readily accessible for practitioners prior to the meeting, and to help with contingency to cover absences.			October 2017 – 2021	Metropolitan Police	EA BCU Partnerships Team
	2a) A single point of contact to coordinate the Activity of the SGV work should be based within Community Safety.			Started 2017 – 2021	Community Safety	SGV Lead – Chris Stannett
	2b) A single point of contact to coordinate the Activity of the East Area Gangs Panel work should be based within the EA Gangs Unit.			Started 2017 – 2021	Metropolitan Police	EA BCU Gangs Unit - Emma Bowles and Ed Gooderson
	2c) A single point of contact to coordinate the Activity of the ASB Panel work should be based within Community Safety			Started 2017 – 2021	Community Safety	ASB Officer - Damien Ghela
	2d) A single point of contact to coordinate the Activity of the Chance Programme work should be based within EA Partnerships Team.			October 2017 – 2021	Metropolitan Police Darren Hepple	EA BCU Partnerships Team – Darren Hepple
	3) Ensure dedicated action plans are available and updated monthly for all gang nominal identified as medium to high risk by the panel.			April 2017 – 2021	Metropolitan Police	EA BCU Gangs Unit
	4) Strengthen and expand the links			Started 2017 – 2021	Metropolitan Police, Community Safety	EA BCU Gangs Unit SGV Lead and ASB

	between EA gangs Unit, SGV, and other forums where gang linked individuals may present (i.e. MASE – Multi-Agency Sexual Exploitation).				Early Help, Youth Offending Service	Officer CSE & Missing Lead, YOS Manager	
Page 70	Review assessment and referral procedures for the East Area Partnership and the Serious Group Violence action group	1) Provide training to multi-agency staff to ensure they are able to identify those at-risk of becoming involved in SYV/Gangs.	Improve the information available so that the most suitable and appropriate risk management tools are identified for referrals; thus improving the efficiency and success of response. Reduce the level of risk to both individual gang nominals and the public of serious harm	£6k Community Safety (Alternative Funding provisions will need to be looked into if this is continue post January 2018)	Started September 2017- January 2018	Community Safety	SGV Lead
		2) Expand SYV/ Gangs training to include Staff working in Pupil Referral Units (PRU), Foster Carers and Children's Homes			Started September 2017- January 2018	Community Safety, Early Help and Metropolitan Police	SGV Lead Early Help MPS Safer Schools Team
		3) Review method for identification of high risk nominals and victims to ensure accurate risk management. The SGV should consider ranking nominals based on all information available from the MASH, YOS, Probation, Education, Missing Persons, Public Health and so on rather than solely focussing on Trident Matrix scores.			2018-2021	Community Safety, Youth Offending Service	SGV Lead and analyst Team YOS Manager
		4) Work with MPS Trident and the EA Gangs Unit to ensure that relevant partnership intelligence is included in the scoring of nominals			Started Monthly April 2017 - 2021	Metropolitan Police	EA BCU Gangs Unit
		5a) Introduce referral procedures to facilitate early intervention cases within the EA Gangs Partnership			2017 – 2018	Metropolitan Police	EA BCU Gangs Unit

	5b) Introduce referral procedures to facilitate early intervention cases within the SGV group			2017 – 2018	Community Safety	SGV Lead and Analyst Team
	5c) Introduce referral procedures to facilitate early intervention cases for the Chance Programme			Start October 2017	Metropolitan Police	EA BCU Partnership Team
Mapping service provision and 'menu of options' to address serious group violence	1) Map all agencies and programmes which provide preventions and interventions with gang nominals / those at risk of involvement and their families within Havering.	Assist practitioners to become familiar with support options available locally so they can quickly identify suitable preventions and interventions for individuals, and refer appropriately.		Start 2017 – 2018	Community Safety, Youth Offending Service, Spark2 Life and Early Help	SGV Lead YOS Manager Spark2Life coordinator Early Help
	2) Where relevant ensure that these agencies are working with the right individuals (referrals should be made outward from the EA Gangs Partnership, SGV group or Chance Panel whenever possible)			Start 2017 – 2018	Community Safety, Youth Offending Service, Spark2 Life and Early Help	SGV Lead YOS Manager Spark2Life coordinator Early Help
	3) Develop a toolkit with information on all services, contact details and referral procedures for all members of the SGV group (to be disseminated to their staff also)			To be started following completion of points 1) + 2) Start 2018	Community Safety,	SGV Lead
Develop services to provide preventative services for those at-risk of involvement in SGV (or being victims of)	1) School prevention to be delivered via a Junior Citizens programme for all transitional pupils (year 6 to year 7).	Effective prevention should ensure a reduction in first time entrants whilst increasing the number of young people and parents accessing	£10k Junior citizens (MOPAC) £45k Mentoring (MOPAC)	Annual. Started July 2017-2021	Community Safety	Partnerships Officer
	2) Targeted prevention for schools to be			2017 – 2018	Metropolitan Police	Safer Schools Team

Page 72	delivered through Police Safer Schools Officers.	support. Young people will be more aware and understand risks associated with gangs.				
	3) Young people and their families identified as at-risk to be referred to early help and intervention team.			Started 2017 – 2021	Early Help	TBC/ MASH
	4) Develop a referral pathway for the most at risk/ gang affected individuals known to Early Help to link in with Spark2Life			Started August 2017- 2019	Youth Offending Service and Spark2Life	YOS Manager Spark2Life Coordinator
	5) Work closely with Early Help to ensure those at higher-risk of involvement can receive parenting and family support.			2017 – 2021	Early Help	TBC
	6) Continue to develop the Safe Haven scheme in Romford town centre.			Started October 2017- 2021	Community Safety	Partnerships Officer
	7) Improve access to MH services for identified gang nominals.			Started August 2017- 2018	MAC UK	MAC UK - Officer Mark Chentite
Develop services to provide interventions, or interventions with enforcement, for those on the periphery or involved in SGV	1a) Undertake visits to all young people identified as potentially at-risk or involved in gangs and SGV to speak to them and their parent(s) about their behaviour with an offer of support to desist or face the risk of enforcement.	Effective interventions should contribute to a reduction in serious group violence and gang related offending. More importantly, key aims would be to increase the number of young people leaving gangs and sustaining in education, training and employment.	£20k from MOPAC restorative justice worker	Started August 2017 - 2021	Metropolitan Police	EA BCU Gangs Unit
	1b) Through the Chance Programme undertake visits to all young people and their parent(s) identified as causing early stages ASB with an offer of support to			October 2017 – 2021	Metropolitan Police	EA BCU Partnerships Team

	desist or face the risk of escalation of enforcement.					
	2) Use ASB legislation and tools to manage behaviour of young people on the periphery of involvement through the Chance Programme (yellow and red card scheme, ABA's)			October 2017 – 2021	Metropolitan Police	EA BCU Partnerships Team
	3) Mentoring and outreach service to gang affected young people in Havering (ensuring that families and siblings are involved where relevant to offer additional support).			Started August 2017 - 2019	Youth Offending Service, Spark2Life	YOS Manager Spark2Life Coordinator
	4) Restorative Justice service to be offered to victims of crime through the YOS Service.			2017 – 2019	Youth Offending Service	YOS Manager
	5) Work with Jobcentre Plus and other Voluntary Sector Services (VCS) to improve support with education and employment for gang affected young people engaging.			2017 – 2021	Spark2Life and DWP (Jobcentre)	Spark2life Coordinator DWP SPOC
	6) Develop the Youth2Adult transition gateway between NPS, CRC and YOS			Started April 2017 – 2021	Youth Offending Service, National Probation Service, Community Rehabilitation Company	YOS Manager NPS Y2A Transitions SPO CRC Partnerships Lead
	7a) For those individuals transitioning from young person to adult who are willing to engage, work			Started April 2017 – 2021	Youth Offending Service, National Probation Service, Community Rehabilitation Company	YOS Manager NPS Y2A Transitions SPOC CRC Partnerships Lead

	to ensure targeted support continues through the IOM scheme				Community Safety	IOM Lead
	7b) For those individuals transitioning from young person to adult who are not willing to engage, work to ensure the new Probation Officer is fully aware of the case, interventions attempted and what risk level they are perceived to be at.			Started April 2017 – 2021	Youth Offending Service, National Probation Service, Community Rehabilitation Company	YOS Manager NPS Y2A Transitions SPOC CRC Partnerships Lead
Utilise enforcement tools to control behaviour and manage spaces used by gangs in Havering	1) Continue to use the dispersal powers within Romford town centre to disrupt gang-related activity and serve Community Protection Notices to those found to be causing nuisance which include specific conditions to limit the impact of their behaviour within the area	Minimise/manage the risk and harm posed by gang nominals in Havering.	From existing resources	Started 2017 – 2021	Community Safety, Metropolitan Police	ASB Officer
	2) Ensure that all relevant intelligence is documented by police, and ensure regular liaison with the CCTV centre regarding gang activity.			Started 2017 - 2021	Metropolitan Police, CCTV	MET Police LIT EA BCU Gangs Unit CCTV Supervisors
	3) Continue to conduct regular home visits to medium and high risk nominals to assist compliance of orders and other legal requirements (curfew, non-association conditions etc.).			Started 2017 - 2021	Metropolitan Police, National Probation Service and Community Rehabilitation Company	EA BCU Gangs Unit NPS Gangs Lead CRC Gangs Lead
	4) Enforce all breaches of conditions, including ASBO breaches			Started 2017 – 2021	Metropolitan police, National Probation Service and Community	EA BCU Gangs Unit NPS Gangs Lead CRC Gangs Lead

	5) Utilise civil schemes, such as Banned from One, Banned from All			Started 2017 – 2021	Rehabilitation Company Community Safety	Partnership Officer and SGV Lead
Develop an enforcement procedure for those unwilling to engage or desist from gang offending in Havering	1) Decide with partners via the SGV/ EA Gangs action group which tools are most suitable to individuals (i.e. ASBO, Gang Injunction, Tenancy Enforcement, Immigration enforcement where relevant, Injunctions)	Assisting partners to make fair and proportionate enforcement options	From existing resources	Started April 2017 - 2021	All SGV / EA Partnership Members	
Work with women and girls at-risk or involved in gang activity in Havering	1) Develop a service for young people at risk of Sexual Exploitation	Effective interventions should lead to an increase in referrals from professionals and more young women coming forward for support around Sexual Exploitation	Dependent on success of commissioning bid to MOPAC	TBC	Early Help Community Safety and Metropolitan Police	CSE and Missing Lead EA BCU CSE Team
	2) Provide support to girls involved in gang offending, being used as part of joint enterprise (weapons, drugs carrying)			TBC	Early Help, Community Safety and Metropolitan Police	CSE and Missing Lead SGV Lead EA BCU CSE Team
Consultation with young people and practitioners	1) Re -Undertake qualitative review of serious youth violence and service provision; and nature and characteristics of serious youth violence locally (Internal peer review)	Improve local understanding to aid in the development of effective service provision; and identification of gaps in service provision which may not be obvious from quantitative data	To be developed in conjunction with the SGV Panel	2018 - 2021	Community Safety	SGV Lead
Mobilising the community	1) Work with the Deeper Lounge and the Street Pastors to develop locally sustainable diversionary activities and mentoring schemes.	Community taking responsibility for their youth and actively engaging young people to productively fill their time, creating a harmonious environment in which all can thrive		Start October 2017 – 2021	Community Safety and Deeper Lounge	SGV Lead and Partnerships Officer Deeper Lounge Coordinator
	2) Work with the Safer Neighbourhood Board to develop engagement processes for grassroots voluntary and community			2017 – 2021	Metropolitan Police and Community Safety	EA Neighbourhood Policing Team Community Development Team

	groups in relation to EGVE.					
Knife Crime						
Strategy Objective	Project/Action	Outcomes	Resources	Timescale	Responsible Service	Responsible Team
Local and London response to knife Crime - Intervention - Prevention - Enforcement	Intervention: 1) Ensuring every school has access to a nominated Safer Schools Officer	A consistent pan-London approach to deal with knife crime, smarter enforcement and a robust prevention plan.	Existing Police resource MOPAC funded and led initiative	Started April 2017 – 2021	Metropolitan Police	Safer Schools Team
	2) Promoting the work of the London Gang Exit (LGE) Service. LGE are working with people involved in gangs who use weapons, including developing offenders' skills to improve their employability and increase their access to job opportunities.			Started April 2017 – 2021	Metropolitan Police, Community Safety	EA BCU Gangs Unit SGV Lead
	3) Continue to extend the Havering Safe Haven Scheme, allowing people under attack to seek a place of safety.			Started April 2017 – 2021	Community Safety	Partnerships Officer
	4) MOPAC are set to increase support for young victims of crime - including knife crime - and their families. (Funding of up to £2 million for London from MOPAC)			MOPAC Start date TBC	MOPAC	
	5) MOPAC are expanding the work of RedThread to more key A&E departments. This is where specialist youth			Start 2017 – 2021	MOPAC Public Health Community Safety, Metropolitan Police	MOPAC Public Health Consultant SGV Lead EA BCU Gangs Unit

	workers work with victims of knife crime at the crucial 'teachable moment' at London's major trauma centres,. Havering need to be aware of where all the Major Trauma Units are and which other A&E departments will be providing this service.		MOPAC led initiative. Awaiting more details on this/			
	Prevention & Intervention: 6) MOPAC would like to support head teachers in areas where there are high levels of knife crime by providing metal detecting knife wands to all schools that request one			Start 2018 - 2021	MOPAC Metropolitan Police	MOPAC Safer Schools Team
	7) Support for Met officers to use more targeted, intelligence-led stop and search. This can be done by asking partnership agencies to share information/ intelligence more regularly with Police.			Started April 2017 – 2021	Metropolitan Police, Community Safety	MPS LIT SGV Lead and Partnerships Officer
	8) To help ensure stop and search is used in the best possible way, the Mayor is supporting the Met in rolling out judgement training for officers, to improve decision-making in the toughest situations. By the end of this year all frontline officers will be equipped with Body		MOPAC and Metropolitan Police resourcing	Started 2017 – Complete December 2017	Metropolitan Police	

	Worn Video cameras, which have been found to boost the confidence of both officers and members of the public, with more transparency and better evidence of what has happened in a situation/ on site.		MOPAC funded and led initiative			
	9) MOPAC are leading a £200,000 media campaign Pan-London to be launched in the autumn 2017, including toolkits for schools and community groups, and work with media giants including Google to address online videos which glorify knife crime.			MOPAC Start date Autumn 2017	MOPAC	MOPAC
	10) Develop and build up a responsible retailer's agreement on the sale of corrosive substances to children under the age of 18.		MOPAC led	Started September 2017	Trading Standards, Community Safety, Metropolitan Police	Trading Standards Team Partnerships Officer EA BCU Licensing Team EA BCU Gangs Unit
	Enforcement: 11) Developing a new, targeted community sentence requirement for those convicted of knife possession, which can be used on top of jail time and traditional sentencing where appropriate. This will be developed with the London Community Rehabilitation Company (CRC), National Probation Service (NPS),			2017 – 2021	MOPAC, National Probation Service and Community Rehabilitation Company	MOPAC NPS A.C.O CRC Partnerships SPO

	courts and others.					
	12) Extending the MPS use of test purchases to include online sales, holding online retailers to account for illegal sale of knives to children.			2017-2021	MOPAC and Metropolitan Police	EA BCU Licensing Team EA BCU Gangs Unit
	13) MOPAC would like to pursue the 'Naming and Shaming' those retailers who continue to refuse training provisions and repeatedly are identified by the police and trading standards as selling illegally to underage customers.			Started September 2017 – 2021	Metropolitan Police, Trading Standards, Community Safety and Communications	EA BCU Licensing Team Trading Standards Team Partnerships Officer LBH Comm's Team
<p>Police pursue response to knife crime.</p> <p>Operations and activity to disrupt, enforce against and prosecute offenders: This comprises of the strands of Gather Intelligence, Investigate, Enforce and Prosecute</p>	1) Daily checks on HKC's on Crimint/ CRIS/ NSPIS	Stopping or reducing gang attacks/ knife crime	The Police knife crime agenda in Romford sits within the EA Gangs Unit remit of work.	Started 2017-2021	Metropolitan Police	EA BCU Gangs Unit
	2) Gangs Unit to target and disrupt HKC's			Started 2017-2021	Metropolitan Police	EA BCU Gangs Unit
	3) Arrest enquiries to be carried out by Gangs Unit for HKC's and suspects for knife enabled crime who are shown on EWMS			Started 2017-2021	Metropolitan Police	EA BCU Gangs Unit
	4)EWMS (Emerald Warrant Management System) to be monitored for gun crime and knife crime month by month			Started 2017-2021	Metropolitan Police	EA BCU Gangs Unit
	5) Increased volume of forensic submissions of knives recovered			Started 2017-2021	Metropolitan Police	EA BCU Gangs Unit
	6) Briefings to be sent out reminding officers of their stop and search options			Started 2017-2021	Metropolitan Police	EA BCU Gangs Unit

	7) Knife crime impact statement to be prepared for future use			Started 2017-2021	Metropolitan Police	EA BCU Gangs Unit
	8) Use Super Recognisers ²⁵ to assist with identifying suspects for outstanding offences			TBC	Metropolitan Police	Safer Neighbourhood Team
	9) Test purchase operations to be carried out by utilising local Volunteer Police Cadets and Trading Standards			Started October 2017-2021	Metropolitan Police, Trading Standard	EA BCU Licensing Trading Standards Team
	10) Identify and target Youth IOM cohort (identify top ten robbery suspects)			TBC	Youth Offending Service, Metropolitan Police	YOS Manager MET LIT
	11) Utilise Achilles heel tactics to target offenders including Op Dragoon ²⁶ and Op Cubo ²⁷			Started 2017 – 2021	Metropolitan Police	Dragoon – EA BCU Partnerships CUBO – EA BCU Safer Neighbourhoods
	12) Close scrutiny of all arrests of HKCs to ensure no opportunities missed. An all-users email has been sent requesting a positive charging policy for all knife crime			Started 2017 – 2021	Metropolitan Police	EA BCU Gangs Unit
Police prevent response to Knife Crime – Target hardening, weapons sweeps, placed-based interventions: This comprises of the strands of Control, Disrupt, Divert and Task	1) Multi-agency approach to be utilised. This would include civil injunctions, eviction notices and licensing.	Stopping young people becoming involved in gangs and with weapons/ knives in the first place	TBC	Started April 2017 – 2021	Metropolitan Police	EA BCU Gangs Unit
	2) CBOs are to be obtained with curfew, geographic & judicial controls for HKCs. All reactive CID and ERPT			Started April 2017 – 2021	Metropolitan Police	EA BCU Gangs Unit

²⁵ Police officers with the ability to remember the faces of almost everyone they have ever seen are helping to crack down on crime

²⁶ Dangerous Driving

²⁷ Illegal Driving

	officers to be advised that if a gang member or HKC is arrested a CBO should always be considered					
	3) Greater focus on intervention, conflict resolution and/or mediation via local and pan London services such as London Gang Exit, Spark2Life, Box-Up Crime and St Giles Trust			Started April 2017 – 2021	Metropolitan Police	EA BCU Gangs Unit
	4) Regular home visits to known HKC's including upon release from prison			Started April 2017 – 2021	Metropolitan Police	EA BCU Gangs Unit
	5) Offer diversionary pathways by way of gang letters, gang exits, visits, etc.			Started April 2017 – 2021	Metropolitan Police	EA BCU Gangs Unit
	6) Effective use and publicity of knife arches/bins			Started April 2017 – 2021	Metropolitan Police	EA BCU Gangs Unit
	7) Weapon sweeps in known gang and HKC affected areas and other keys venues			Started April 2017 – 2021	Metropolitan Police	EA BCU Gangs Unit
	8) Hot-spot patrols to be utilised to focus on high-harm wards. Consideration to be given to greater use of dispersal powers			Started April 2017 – 2021	Metropolitan Police	EA BCU Gangs Unit
Police protect response to knife crime – Awareness raising: This comprises of the strands of Educate, Communicate, Respond and Safeguard	1) Engagement with business community to raise awareness and encourage retailers to become responsible and target harden stores to prevent shoplifting of knives (e.g. placement	Strengthening our protection against knife crime	TBC	Started April 2017 – 2021	Metropolitan Police Trading Standards Community Safety	EA BCU Gangs Unit EA BCU Licensing Team Trading Standards Team Partnerships officer

	within the store).					
	2) Use intelligence to identify emerging potential HKCs for early intervention			Started April 2017 – 2021	Metropolitan Police	EA BCU Gangs Unit
	3) Safeguard repeat victims. Consider use of target hardening and special schemes. Liaison with housing authority may be required. Link in with Safeguarding hub to monitor high risk victims.			Started April 2017 – 2021	Metropolitan Police	EA BCU Gangs Unit
	4) Greater use of ISTV hospital data to map knife crime hot spots (venues of incidents supplied to hospitals are often different or more enhanced than that provided to police			Started 2017 – 2021	Metropolitan Police	EA BCU Gangs Unit
	5) Use of social media to publicise anti-knife crime messages and good seizures			Started April 2017 – 2021	Metropolitan Police Community Safety and Communications	EA BCU Gangs Unit SGV Lead and Partnerships Officer LBH Comm's Team
	6) Ensure process is in place to identify/monitor repeat victims and repeat suspects.			2017 – 2021	Metropolitan Police	EA BCU Gangs Unit
Police preparation response to knife Crime – Reducing the impact of crime and working with partners, strengthening community relations: This comprises of the strands of Engage, Assess, Share and Plan	1) Enhanced programme of education and focused prevention activity within school including regular weapon sweeps, staggered starting/finishing times	Mitigating the impact of knife attacks	TBC	Started April 2017 – 2021	Metropolitan Police	EA BCU Gangs Unit and Safer Schools Team
	2) Presentations to Community IAG's and Ward Panels to reassure them in order for the wider community to be kept updated with any			2018 – 2021	Metropolitan Police	EA BCU Gangs Unit

	recent incidents. This will also gain support and buy-in from the IAG's.					
	3) Seek political engagement and additional support via local Councillors/MP's			2017 – 2021	Metropolitan Police	EA BCU Gangs Unit and Senior Management Team
	4) Major event planning and monitoring pre-event activity on social media			Started Summer 2017 – 2021	Metropolitan Police	EA BCU Gangs Unit MET Intelligence Team
	5) Greater performance scrutiny with regular meetings to identify best practice			2017 – 2021	Metropolitan Police	EA BCU Gangs Unit
	6) Local authority Serious Group Violence meetings to take place 10 – 14 days prior to the monthly Gangs EGYV multi-agency meeting. Intel sharing with partners and police feeding back information they have			Started August 2017 - 2021	Community Safety and Metropolitan Police	SGV Lead EA BCU Gangs Unit
	7) Focus on those looked after children who have been placed from other boroughs and the associated Care Homes			2017 -2021	Metropolitan Police Early Help and Youth Offending Service.	EA BCU Gangs Unit MET Intelligence Team Early help – MASH? YOS Manager

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Equality Impact Assessment (EIA)

Document control

Title of activity:	<i>Serious Group Violence and Knife Crime Strategy 2018-21 EIA</i>
Type of activity:	<i>Strategy</i>
Lead officer:	<i>Chris Stannett, Serious Group Violence Lead, Community Safety and Development team</i>
Approved by:	<i>Vernal Scott, Diversity Advisor</i>
Date completed:	<i>October 2017</i>
Scheduled date for review:	<i>October 2021</i>

The Corporate Policy & Diversity team requires **5 working days** to provide advice on EIAs.

Did you seek advice from the Corporate Policy & Diversity team?	yes
Does the EIA contain any confidential or exempt information that would prevent you publishing it on the Council's website?	no

1. Equality Impact Assessment Checklist

The Equality Impact Assessment (EIA) is a tool to ensure that your activity meets the needs of individuals and groups that use your service. It also helps the Council to meet its legal obligation under the [Equality Act 2010 and the Public Sector Equality Duty](#).

Please complete the following checklist to determine whether or not you will need to complete an EIA. Please ensure you keep this section for your audit trail. If you have any questions, please contact the Corporate Policy and Diversity Team at diversity@haverling.gov.uk

About your activity

1	Title of activity	The Serious Group Violence and Knife Crime Strategy
2	Type of activity	<i>Strategy</i>
3	Scope of activity	The Serious Group Violence and Knife Crime Strategy is the response of the Havering Community Safety Partnership to national and regional initiatives to reduce levels of gang violence and knife crime.
4a	Is the activity new or changing?	<i>Changing</i>
4b	Is the activity likely to have an impact on individuals or groups?	<i>Yes – Youth offenders, adult offenders, and safer communities</i>
5	If you answered yes:	<i>Please complete the EIA on the next page.</i>
6	If you answered no:	<p><i>Please provide a clear and robust explanation on why your activity does not require an EIA. This is essential in case the activity is challenged under the Equality Act 2010.</i></p> <p><i>Please keep this checklist for your audit trail.</i></p>
Completed by:		<i>Chris Stannett, Serious Group Violence (SGV) Lead, Community Safety and Development team</i>
Date:		

2. Equality Impact Assessment

The Equality Impact Assessment (EIA) is a tool to ensure that your activity meets the needs of individuals and groups that use your service. It also helps the Council to meet its legal obligation under the [Equality Act 2010 and the Public Sector Equality Duty](#).

For more details on the Council's 'Fair to All' approach to equality and diversity, please visit our [Equality and Diversity Intranet pages](#). For any additional advice, please contact diversity@havering.gov.uk

Please note the Corporate Policy & Diversity Team require **5 working days** to provide advice on Equality Impact Assessments.

Please note that EIAs are public documents and must be made available on the Council's [EIA webpage](#).

Understanding the different needs of individuals and groups who use or deliver your service

In this section you will need to assess the impact (positive, neutral or negative) of your activity on individuals and groups with **protected characteristics** (this includes staff delivering your activity).

Currently there are **nine** protected characteristics (previously known as 'equality groups' or 'equality strands'): age, disability, sex/gender, ethnicity/race, religion/faith, sexual orientation, gender reassignment, marriage/civil partnership, and pregnancy/maternity/paternity.

In addition to this, you should also consider **socio-economic status** as a protected characteristic, and the impact of your activity on individuals and groups that might be disadvantaged in this regard (e.g. carers, low income households, looked after children and other vulnerable children, families and adults).

When assessing the impact, please consider and note how your activity contributes to the Council's **Public Sector Equality Duty** and its three aims to:

- eliminate discrimination, harassment and victimisation;
- advance equality of opportunity, and
- foster good relations between people with different protected characteristics.

Guidance on how to undertake an EIA for a protected characteristic can be found on the next page.

Guidance on undertaking an EIA

Example: Background/context							
<p><i>In this section you will need to add the background/context of your activity. Make sure you include the scope and intended outcomes of the activity being assessed; and highlight any proposed changes.</i></p> <p style="text-align: right;"><i>*Expand box as required</i></p>							
Example: Protected characteristic							
<p>Please tick (✓) the relevant box:</p> <table border="1"> <tr> <td>Positive</td> <td></td> </tr> <tr> <td>Neutral</td> <td></td> </tr> <tr> <td>Negative</td> <td></td> </tr> </table>	Positive		Neutral		Negative		<p>Overall impact: <i>In this section you will need to consider and note what impact your activity will have on individuals and groups (including staff) with protected characteristics based on the data and information you have. You should note whether this is a positive, neutral or negative impact.</i></p> <p><i>It is essential that you note all negative impacts. This will demonstrate that you have paid 'due regard' to the Public Sector Equality Duty if your activity is challenged under the Equality Act.</i></p> <p style="text-align: right;"><i>*Expand box as required</i></p>
Positive							
Neutral							
Negative							
<p>Evidence: <i>In this section you will need to document the evidence that you have used to assess the impact of your activity.</i></p> <p><i>When assessing the impact, please consider and note how your activity contributes to the three aims of the Public Sector Equality Duty (PSED) as stated in the section above.</i></p> <p><i>It is essential that you note the full impact of your activity, so you can demonstrate that you have fully considered the equality implications and have paid 'due regard' to the PSED should the Council be challenged.</i></p> <ul style="list-style-type: none"> - <i>If you have identified a positive impact, please note this.</i> - <i>If you think there is a neutral impact or the impact is not known, please provide a full reason why this is the case.</i> - <i>If you have identified a negative impact, please note what steps you will take to mitigate this impact. If you are unable to take any mitigating steps, please provide a full reason why. All negative impacts that have mitigating actions must be recorded in the Action Plan.</i> <p style="text-align: right;"><i>*Expand box as required</i></p>							
<p>Sources used: <i>In this section you should list all sources of the evidence you used to assess the impact of your activity. This can include:</i></p> <ul style="list-style-type: none"> - <i>Service specific data</i> - <i>Population, demographic and socio-economic data</i> <p><i>Suggested sources include:</i></p> <ul style="list-style-type: none"> - <i>Service user monitoring data that your service collects</i> - <i>Havering Data Intelligence Hub</i> - <i>London Datastore</i> - <i>Office for National Statistics (ONS)</i> <p><i>If you do not have any relevant data, please provide the reason why.</i></p> <p style="text-align: right;"><i>*Expand box as required</i></p>							

The EIA

Background/context:

The Council understands that barriers to opportunity can lead to anti-social and offending behaviour. By addressing the needs of gang nominals, it is hoped to reduce repeat incidences of offending behaviour and thereby improve the community environment.

The Serious Group Violence and Knife Crime Strategy is the response of the local authority to national and regional initiatives to reduce levels of gang and knife crime among those in contact with the criminal justice system, or on the periphery of crime. Havering has aligned its aims with those set out in the Mayor of London's 2017-2021 Police and Crime Plan, the Mayors 2017 Knife Crime Strategy and the Home Office report on Ending Gang Violence and Exploitation 2016. The vision for the Council's Serious Group Violence and Knife Crime Strategy is to provide a safe borough where children can grow, play, learn, travel and reach their potential without having to fear or experience crime. The second is to encourage those affected by serious youth violence, gangs and knife crime to choose a more positive life path and be offered the most appropriate service at the right time.

The strategy seeks to facilitate a reduction in serious group violence and knife crime at a local level by drawing together and building on the knowledge and expertise of the many agencies already engaged in resettlement work. When we don't have the expertise we will endeavour to source the best practice from elsewhere. The strategy strives to promote innovation, highlight examples of good practice, and identify areas for development. Its key theme is 'addressing need through partnerships.

The aims of this strategy are:

- To develop and drive a consistent approach across agencies to enable information sharing and assessment and management of risk associated with young people involved or at-risk of involvement in serious youth violence. The anticipated outcome is improved efficiency and a joined-up approach to the way local areas respond to youth violence.
- To support an effective, targeted enforcement approach which delivers swift and sure justice to the most harmful offenders. Ideally this will identify and provide pathways out of violence for young people wanting to make a break with the past, but undoubtedly will include suppression and enforcement of those refusing to exit violent lifestyles.
- To develop a consistent approach to recognising and commissioning what works in reducing the number of individuals who are involved in serious youth violence and associated criminality. The outcome being to prevent young people becoming involved in serious violence in the first place, with emphasis on early intervention and prevention.

The strategy has several work streams outlined below. Each work stream has specific activity and targets which are influenced by the specific needs of the individual, including any that might be diversity-specific).

Specifically, the strategy will focus on:

- Tackling knife crime and gang activity
- Early intervention for those on the periphery of gangs and knife crime
- Protecting and safeguarding children

The delivery and coordination of the Serious Group Violence and Knife Crime Strategy is overseen by the Reducing Re-offending Group. This group is chaired by the Assistant Chief Officer of the National Probation Service.

There are a range of agencies involved in the delivery of the Strategy. These are::

- National Probation Service
- Community Rehabilitation Company
- Police
- London Borough of Havering
- Family Mosaic
- Public Health
- Bass Hostel
- Mental Health Services
- Westminster Drugs Project
- Department Work Pensions
- Education/ Pupil Referral Units

Gangs are evolving and there are clear links regarding the the sexual abuse and manual labour exploitation of children and young people. . Evidence of this can be seen through the rapidly evolving County Lines (Drugs lines) and various child sexual abuse cases that consistently emerge within the borough. However, much of this is hidden and therefore goes undetected.

This EIA will focus mainly on those individuals who have been identified as a known gang members by the Police, are known to feature on the Habitual Knife Carriers list, or have been identified by the Serious Group Violence Partnership as an individual on the periphery of gangs.

**Expand box as required*

Age: Consider the full range of age groups		
<i>Please tick (✓) the relevant box:</i>		Overall impact:
Positive	✓	
Neutral		
Negative		

Gangs and Knife crime affects all ages. The youngest individual actively monitored from all the identified cohorts is 14 years old, whereas the oldest is 58 years old.

The current data shows that the most affected age cohort is 18-24 year olds.. 66% of known gang nominals on the Havering Police Trident Matrix fall within this age category. On top of this, 80% of the Habitual Knife Carriers in the borough are also over the age of 18.

Furthermore, of all the nominals monitored on the periphery list for serious group violence, only 8% are aged 16 and under. The majority are aged 17-24 years old.

The strategy aims to achieve a reduction in offending by providing more opportunities for young people to exit gangs and stay away from knife crime by:

- Providing services and resources to be targeted at the Youth 2 Adult Transition phase.
- Review the provision activities or free/inexpensive programmes for older teenagers
- working within Colleges and 6th Forms to keep individuals in school
- Refreshing the Periphery list and consulting with all services working frontline with children and adults to ensure that the right

		<p>people are being monitored who may be/are involved in gangs and knife crime.</p> <p>The flow of individuals linked to this characteristic is not expected to decrease over the next 4 years. The number of people at risk of becoming victims or involved in gangs/ group violence/ knife crime will most likely increase due to the increasing population.</p> <p>Havering has experienced the largest net inflow of children across all London boroughs. 30.9% of the Havering population of fall within the age group most affected by gangs. This percentage is expected to increase due to the inflow of children into the borough and going forward the aging of younger children previously listed in the baby boom.</p> <p style="text-align: right;"><i>*Expand box as required</i></p>
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Evidence:

Habitual Knife Carriers

Youngest age 15, and oldest age 58

Average age 21

The category of age group with greatest representation is 18 with 5 (33%)

20% of HKC are under the age of 18

Trident Gangs Matrix

Youngest age 15 and oldest age 47

11% of TGM nominals on the Havering matrix are under the age of 18.

66% of TGM Nominals are over the age of 18-24

25% are over the age of 24

Other nominals of note (Shadow list)

Youngest age 14, oldest age 58

Average age 19

47% of nominals that are monitored are under 18 years of Age (Majority of which are 17 years old)

39% of nominals that are monitored are aged 17-18,

38% of nominals that are monitored are aged 18 -24

Havering Demographics

- 30.9% of the population of Havering are aged 10-34.
- 25.3% of the population are aged 15-34. This is the known age group most affected by gangs, group violence and knife crime
- Havering experienced largest net inflow of children across all London boroughs (4,536 children) in a 6-year period (2010-2015)
- Largest increases in population will occur in children (0-17 years)

**Expand box as required*

Sources used:

- Habitual Knife Carriers List – EA BCU Gangs Unit
- Trident Gangs Matrix for Havering – EA BCU Gangs Unit
- Havering Serious Group Violence Monitoring List – Community Safety
- Havering Data Intelligence Hub
- https://www.haveringdata.net/population-demographics/?geography_id=f6fc3f50a6604807b7158781af87a271&feature_id=E09000016
- Promoting mental health and wellbeing with men and boys: what works – Men's Health

Disability: Consider the full range of disabilities; including physical mental, sensory and progressive conditions	
Please tick (✓) the relevant box:	
Positive	(✓)
Neutral	
Negative	<p>Overall impact: There is currently no data available for analysis in relation to disability and gangs.</p> <p>However it is widely recognized that there is a direct correlation between mental health and gangs. A study by “Coid, 2013” (comparable age group to the majority of Havering nominals on the SGV, Gangs and Knife Crime cohort) reveals that gang members are significantly more at risk of mental health problems compared to a non-violent male.</p> <p>The research found that for gang members:</p> <ul style="list-style-type: none"> • Anxiety disorders – 2 times higher risk • Psychosis – 4 times higher risk • Psychiatrist / mental health related admission – 8 times higher risk • Suicide attempt – 13 times higher risk • Antisocial personality disorder – 57 times higher risk <p>The same study also revealed that the same males were also 16 times more likely to become drug dependent and 6 times more likely to become alcohol dependent.</p> <p>Possible explanations given by National Psychiatric Morbidity Survey for the overlapping of gangs membership and mental health are the same as those risk factors identified for mental health problems in childhood, which are :</p> <ul style="list-style-type: none"> • From low-income households • From families where parents are unemployed • From families where parents have low educational attainment • Are looked after by the local authority • Have disabilities (including learning disabilities) • From black and other ethnic minority groups • Are in the criminal justice system • Have a parent with a mental health problem • Are misusing substances • Are refugees or asylum seekers • Are being abused/history of abuse <p>By understanding the points above and local authorities being aware of the effects of the risk factors on gang members. Gangs and serious group violence can be better addressed.</p>

		<p>Further to this MAC-UK have been commissioned to do some specific work around gangs and mental health in Havering. Going forward MAC-UK are going to become a regular partner of the Serious Group Violence panel which will enable us to work in partnership and utilize this resource better. As a result we will develop our understanding around this characteristic within this cohort</p> <p>Further evidence could be gathered on this protected characteristic through the YOS, Probation, Spark2Life and early help for those who feature on the Gangs matrix or SGV list in order to provide a fuller local picture.</p> <p style="text-align: right;"><i>*Expand box as required</i></p>
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Evidence:

(Coid, 2013)

The largest study was a cross-sectional survey administered to a nationally representative sample of 4664 young men (aged 18-34 years) in the UK. The survey also oversampled men from areas with high levels of gang-related violence, such as Glasgow and Hackney in London. Participants were asked about gang violence, attitudes towards and experience of violence, and use of mental health services. Psychiatric diagnoses were measured using standardized screening instruments.

The survey categorised men into three groups: gang members, violent men (not in a gang) and non-violent men. Anxiety disorders x2

Psychosis – x4

Psychiatrist / mental health related admission x8

Suicide attempt –x13

Antisocial personality disorder- x57

- As much as 9 out of 10 prisoners report some kind of mental health problem (RC Psych)
- Mental health problems are much more common in prisoners than in the general population (RC Psych)
- Research shows that substance misuse may cause or increase symptoms of mental illness (RC Psych)
- Mental illness may lead someone to abuse substances (RC Psych)
- Physical health problems caused by alcohol have doubled in the last 10 years. Deaths have doubled over the last 15 years.
- The number of people with a mental illness and who misuse substances has increased by 62%, (RC Psych)

**Expand box as required*

Sources used:

- Mac-uk.org
<http://www.mac-uk.org/wped/wp-content/uploads/2013/03/Mental-Health-and-Gangs-Report-2013.pdf>
- UK, Coid et al 2013
https://www.researchgate.net/publication/248705697_Gang_Membership_Violence_and_Psychiatric_Morbidity
- St. Giles Trust SOS+ Junior Smart training literature
National Psychiatric Morbidity Survey
<http://committees.westminster.gov.uk/documents/s5535/Mental%20Health%20and%20Gan>

**Expand box as required*

Sex/gender: Consider both men and women		
Please tick (✓) the relevant box:		Overall impact: In Havering approximately 100 individuals are regularly monitored under the Gangs Unit, Serious Group Violence Panel and Habitual Knife Carriers list. All but one on the list is male. The difference in numbers monitored is linked closely with the role of the characteristic within gangs. There is frequently a debate as to whether or not the female is an actual gang member or if they are a victim of exploitation. There is a constant overlap between individuals (particularly young women) who are sexually exploited, children that go missing, and nominals involved in gangs and serious group violence. As a result the Havering Serious Group Violence Panel takes the cross-cutting nature of this work into consideration, and individuals that are regularly reported as missing or regularly linked to child sexual exploitation are discussed as an agenda item at the monthly panel meeting. As a result, the risk posed to both males and females is discussed, regardless of their role within the group. Both males and females can be scored by the Police in order to be put on the Trident Gangs Matrix, however, females tend to not score high enough to reach the required threshold. The scoring is predominantly aimed at high risk and violent nominals (drugs and dealing drugs is not taken into consideration). Incidents where an individual has used a weapon (knife, bladed article, gun) elevates their risk scoring. Many of the females linked to gangs tend to carry weapons for the males so tend to go undetected. Males tend to be more frequently stopped and searched. A significant amount of gang awareness training has taken place in Havering, where the roles of females has been discussed at length. As a result the Police will now search more females when stopping groups, if considered appropriate at the time. CCTV will monitor groups when incidents are taking place and will now track both the females and males; paying particular attention to the disposal of any objects (drugs, weapons etc...)
Positive	✓	
Neutral		
Negative		

**Expand box as required*

Evidence:

Trident List

44 on the list
All Male

SGV Monitoring List

49 on the list
48 = Male
1 = Female

Habitual Knife Carriers List

15 on the list
All Male

National Gangs Centre

- Law enforcement agencies overwhelmingly report a greater percentage of male gang members versus female gang members
- A large percentage of agencies (nearly one-quarter) could not provide information regarding the prevalence of female membership within gangs, suggesting that this issue is of secondary or lesser significance for law enforcement.
- Despite a growing concern of females joining gangs, little to no change in the percentage is observed across survey years. (6-7%)

Role of Females within Gangs (Simon Harding)

- Handling stolen goods
- Hiding
- Carry weapons
- Infiltrate a new area
- Explore new markets
- Carry drugs
- Laundering money and banking
- Relationships
- Line ups
- +more

**Expand box as required*

Sources used:

- St. Giles Trust SOS+ Junior Smart training literature
- Habitual Knife Carriers List – EA BCU Gangs Unit
- Trident Gangs Matrix for Havering – EA BCU Gangs Unit
- Havering Serious Group Violence Monitoring List – Community Safety
- Simon Harding – Girls in the Gang: Agency and Roles a new interpretation. https://www.google.co.uk/search?dcr=0&source=hp&q=Simon+Harding+%E2%80%93+Girls+in+the+Gang%3A+Agency+and+Roles+a+new+interpretation.&oq=Simon+Harding+%E2%80%93+Girls+in+the+Gang%3A+Agency+and+Roles+a+new+interpretation.&gs_l=psy-ab.3...1418.1418.0.1817.1.1.0.0.0.76.76.1.1.0....0...1.1.64.psy-ab..0.0.0....0.ViChIqUddTs
- National Gang Centre – Survey Analysis and Demographics <https://www.nationalgangcenter.gov/Survey-Analysis/Demographics>

Ethnicity/race: Consider the impact on different ethnic groups and nationalities	
Please tick (✓) the relevant box:	
Positive	(✓) <i>Havering is one of the most ethnically homogenous places in London, with 87% of its residents recorded White (Data Intl Hub), which is higher than both London and England. It is projected that the White population will decrease from 85% (in 2015) to 79% (by 2030).</i>
Neutral	
Negative	<p><i>The BAME statistical breakdown of individuals on the Trident Gangs List, Habitual Knife Carriers list and the Serious Group Violence monitoring list is disproportionate to that of the local borough demographic. Both the gangs list and knife carriers list are made up of over 60% black males, where as white males account for just over 20%.</i></p> <p><i>It is important to note that those who have ended up on the Havering Gangs Matrix have only done so after carrying out gang related offences. This also applies to majority of those on the Serious Group Violence list. There are only 1 or 2 individuals on the Serious Group Violence list who feature due to regularly appearing with known gang nominals at the time of a community disturbance (such as an anti-social behavior call out) or are regularly around at the time of an offence. Therefore they have been added to the Serious Group Violence list as a precautionary measure to make sure they are being safeguarded and not exploited. At this point services such as Spark2life, London Gang Exit or other services available may be offered to the individual as a form of help or gang exit.</i></p> <p><i>In order to feature on the Habitual Knife Carriers list, an individual must have committed a minimum of two bladed article (knives, sharpened objects, bladed household utensils etc.) offences.</i></p> <p><i>Following the criteria above helps to ensure that those who feature on the Gangs Matrix, Serious Group Violence list and Habitual knife Carriers list is done fairly and can be justified. Therefore they feature due to their offending behaviour and not due to their race or ethnicity.</i></p> <p><i>The issue around the disproportionality of BAME representation within the criminal justice system is not just a local or regional issue, but rather a national issue. Several studies have been done into this, including the 2017 David Lammy review on racial bias and BAME representation within the criminals justice system. The Prime Minister Theresa May has also launched a new government website specifically focusing on ethnicity facts and figures, including that of crime, justice and the law. We are awaiting national guidance from government on this characteristic.</i></p>

Evidence:

Havering Ethnicity Breakdown %

87.3% population is White
4.9% population is Black
4.8% population is Asian
3% population is Other

Below is a Snapshot of Ethnicity of those monitored by the EA Gangs Unit, Serious Group Violence panel and those on the Habitual Knife carriers list. Using police intel, Black is equivalent to IC3 and White has been made up of both IC1 (White British) & IC2 (White Other)

Habitual Knife Carriers

Black = 60%
White = 27%
Unknown = 13%

Havering Trident Gangs Matrix

Black = 66%
White = 20%
Asian = 2%
Unknown = 10%

Serious Group Violence List

White = 37%
Black = 35%
(13 cases where no ethnicity was provided)

Nationally

Rt Hon David Lammy Independent report into BAME 10-17 year olds in youth secure estate
9 in every 10,000 young Black people in custody 2015/2016
4 in every 10,000 young Mixed Ethnic people in custody 2015/2016
2 in every 10,000 young Asian people in custody 2015/2016
1 in every 10,000 young white people in custody 2015/2016

Of note: Proven reoffending rates for young white people who left custody between 2010 and 2014 and returned to custody within 6 months and 12 months were higher than for young black people

Of note: Over a quarter (28%) of those from the 'Asian and other' group had no criminal history prior to being sentenced to custody in 2016. This compares to 10% and 8% for young white and black people respectively. (This would suggest that the crimes committed by the Asian and other ethnic backgrounds are often more severe in order to receive a custodial sentence as a first time offender)

Sources used:

- Ministry of Justice – David Lammy Report -Exploratory analysis of 10-17 year olds in the youth secure estate by black and other minority ethnic groups
<https://www.gov.uk/government/publications/lammy-review-final-report>
- Havering Data Intelligence Hub
https://www.haveringdata.net/population-demographics/?geography_id=f6fc3f50a6604807b7158781af87a271&feature_id=E09000016
- Havering Demographic profile
<https://www3.havering.gov.uk/Documents/Equality-and->

Diversity/Demographic_and_Diversity_Profile_of_Haverings_Population_Jan-15.pdf

- Habitual Knife Carriers List – EA BCU Gangs Unit
- Trident Gangs Matrix for Havering – EA BCU Gangs Unit
- Havering Serious Group Violence Monitoring List – Community Safety
- GOV.UK – Ethnicity facts and figures: crime, justice and the law

<https://www.ethnicity-facts-figures.service.gov.uk/crime-justice-and-the-law>

**Expand box as required*

Religion/faith: Consider people from different religions or beliefs including those with no religion or belief

Please tick (✓)
the relevant box:

Positive

Neutral

Negative

Overall impact:

There are no negative or adverse impacts regarding this protected characteristic as any intervention would be developed on a needs-led basis. Any identified issues or needs required by a person's faith or belief system would be respected and considered on an individual basis.

**Expand box as required*

Evidence:

No evidence currently available

**Expand box as required*

Sources used:

**Expand box as required*

Sexual orientation: Consider people who are heterosexual, lesbian, gay or bisexual

Please tick (✓)
the relevant box:

Positive

Neutral

Negative

Overall impact:

Any identified issues or needs pertaining to a person's sexual orientation would be respected and considered on an individual basis. However, Gay or Bi-sexuality in the context of gangs is likely to generate stigma and distain, and can add mental pressure and have additional negativity on individuals who identify as such.

		<i>*Expand box as required</i>
Evidence: Stonewall would be a source of information on all matters pertaining to LGBTQ communities. <div style="text-align: right;"><i>*Expand box as required</i></div>		
Sources used: The Stonewall website is a source of information on all matters pertaining to LGBTQ communities. <div style="text-align: right;"><i>*Expand box as required</i></div>		

Gender reassignment: Consider people who are seeking, undergoing or have received gender reassignment surgery, as well as people whose gender identity is different from their gender at birth		
Please tick (✓) the relevant box:		Overall impact: Any identified issues or needs pertaining to gender reassignment would be respected and considered on an individual basis. Gender reassignment in the context of gangs is likely to generate stigma and distain and can add mental pressure and additional negative impact upon individuals concerned. <div style="text-align: right;"><i>*Expand box as required</i></div>
Positive		
Neutral	✓	
Negative		
Evidence: No data currently available <div style="text-align: right;"><i>*Expand box as required</i></div>		
Sources used: No data currently available <div style="text-align: right;"><i>*Expand box as required</i></div>		

Marriage/civil partnership: Consider people in a marriage or civil partnership		
<i>Please tick (✓) the relevant box:</i>		Overall impact: <i>This characteristic is neutral in the context of equality and potential detriment of service to individuals concerned.</i> <i>*Expand box as required</i>
Positive	<input type="checkbox"/>	
Neutral	<input checked="" type="checkbox"/>	
Negative	<input type="checkbox"/>	
Evidence: <i>No data currently available</i>		
<i>*Expand box as required</i>		
Sources used: No data currently available		
<i>*Expand box as required</i>		

Pregnancy, maternity and paternity: Consider those who are pregnant and those who are undertaking maternity or paternity leave	
Please tick (✓) the relevant box:	Overall impact:
Positive	✓
Neutral	
Negative	<p>In multi-agency risk panels this is something that is often dealt with on a case by case basis, partnerships and lead agencies will check that the person concerned is linked in with the health visitor, that the individual is set up with a GP and depending on their/ their partners age and their/ their partners offending history or possible substance misuse social services would be notified. Where there is a concern a Merlin report is raised. This is a report which is entered onto the police computer system that triggers a safeguarding alert. (Please note that parental consent is not required for this under the Human Rights Act of 1998)</p> <p>Domestic Violence is trigger factor which can lead to gang's involvement and therefore needs to be taken into consideration when dealing with gangs and individuals on the serious group violence list. Many of the individuals concerned come from broken homes, have seen relationships that don't work and now find themselves in challenging personal relationships. Approximately 33% of domestic violence incidents start to get worse when the female is pregnant. It should be noted that a female offender is almost twice as likely to be a victim of Domestic Violence than a non-offender. It should also be noted that gang members can share traits with domestic violence abusers, particularly in cases where they like to maintain power and coercive control over their intimate partners.</p>

	<p>It should also be noted from research that 1 in 4 young male offenders have disclosed experience of domestic violence.</p> <p>There are a number of routes available to raise concern around domestic violence when an offender/ or female linked to gangs/serious group violence is pregnant or on maternity. This can be through their:</p> <ul style="list-style-type: none"> • GP • Midwife • Obstetrician • Health visitor • Social worker • Probation officer/ YOS officer • Drugs and alcohol worker • Other professionals. <p>An individual affected by Domestic Violence can be referred to the Independent Domestic Violence Advisor or to Havering Woman's Aid. Where the victim is a male they may contact Mendas , the men only helpline for Havering .</p> <p>Further work has been done with Public Health England, the National Probation Service and the London Community Rehabilitation Company to make sure that all offenders over the age of 18 are given equal opportunity to access primary health care (IE: GP's, Dentists etc.). Therefore, any offender linked to gangs and serious group violence that is released as No Fixed Abode (NFA) will be able to use either the Probation Centre address or the drugs and alcohol services address as a care of address.</p> <p style="text-align: right;"><i>*Expand box as required</i></p>
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Evidence:

- 1 in 4 young male offenders (sentenced or on remand) had experienced domestic violence at home
- Gangs and domestic violence victims are particularly vulnerable, not only to the abuser, but to the entire gang network. Since the power and control at the root of all domestic violence is intensified by the gang culture, gang members who abuse their intimate partners often utilize specific tactics to groom and entrap their victims
- Nationally 30% of women experience domestic violence in some way shape or form
- Over 50% of women in prison report having suffered Domestic Violence.
- Over 1/3 of domestic violence incidents starts to get worse when a woman is pregnant.
- One midwife in five knows that at least one of her expectant mothers is a victim of domestic violence
- A further one in five midwives sees at least one woman a week who she suspects is a victim of domestic violence

**Expand box as required*

Sources used:

<http://www.refuge.org.uk/get-help-now/what-is-domestic-violence/domestic-violence-and-pregnancy/>

<http://www.nhs.uk/conditions/pregnancy-and-baby/pages/domestic-abuse-pregnant.aspx>

Greater London Domestic Violence Project

<http://www.thamesvalleypartnership.org.uk/wp-content/uploads/gangs-gldvp.pdf>

Prezi.Com – Kody Buchanan

https://prezi.com/ut_c1wvclt_t/domestic-violence-and-gangs/

**Expand box as required*

Socio-economic status: Consider those who are from low income or financially excluded backgrounds

Please tick (✓) the relevant box:

Positive

✓

Neutral

Overall impact:

It was highlighted in the Serious Group Violence Problem Profile of 2016 that many of the Socio Economic factors that affect those on the Serious Group Violence panel are the same as those that affect adult offenders. Therefore many of the same crossovers can be made

Accommodation

The problem profile highlighted that accommodation featured high on a needs for serious group violence nominals due to living near to known offenders. With the ever increasing local population this is unlikely to reduce. At the time 85% of the cohort lived in private or unknown accommodation. Approximately 15% was social housing.

Pan- London Housing organizations and the Police Trident Unit are working together with Local Authorities to notify each other of known housing moves into other boroughs. When Havering is made aware of this, we work closely with partners to make sure the individual (and their family) is given appropriate support to settle in the Borough.

ETE (Education, Training and Employment):

At present we do not have data on this, however going forward this will be measured for those that are being monitored under the gang mentoring programme. (Run by Spark2Life)

Negative

Finance

40% of offenders have highlighted finances as a contributing factor to their offending. A further 60% stated that their lifestyle was the main contributing factor toward their offending. 35% of drugs and alcohol users stated that substance misuse was the contributing factor towards their offending. All of the above require money to maintain. Often offenders will borrow money from friends, family, banks, loan sharks, and also revert to crime in order to try and maintain their current position. As a result, massive debts can occur, , and relationships can breakdown. , court costs and victim cost will occu Financial entrapment can become all-encompassing and be compounded by feelings of no escape.

The Reducing Reoffending Strategy recognizes this and highlights the use of the Citizens Advice Bureau and the Money Advice service as a route to exiting. Support around debts, arrears, credit unions and basic money saving advice is provided.

County Lines (involving the use of mobile phone 'lines' by groups to extend

	<p>their drug dealing business into new locations outside of their home areas) continues to be an increasing issue nationally. This directly affects Havering too. We know this because a number of Havering missing children and gang nominals have confirmed this in their return home interviews, a number of Havering missing children have been found in various drug houses around the country, and a number of gang nominals have confirmed this in their professional key-working sessions. Most of them are paid very little if anything at all, or are paid using gifts in kind (clothes, watches, games consoles, trainers etc.).</p> <p>This issue is being addressed at all levels. At a national level laws are being brought in and adapted to expose this type of “business” as a form of modern day slavery. Those who are involved and convicted will receive much stricter custodial sentences (pushed by the home office). Guidance on how to deal with county lines is being disseminated at national and regional levels through forums and briefings (example: Ending Gang Violence and Exploitation forum). Locally in Havering training has been given to frontline staff on gangs, how they operate, raising their awareness to county lines and signs to look out for. Further work has been done by the Police Local Intelligence Team in terms of mapping county lines locally and monitoring information coming in on a daily basis which may be linked to this issue.</p> <p>Universal Credit</p> <p>The introduction of Universal Credit could have significant financial implications, both positive and negative. Universal Credit is designed to encourage people back into work. Those who would find themselves in employment but on a very low income (lower than on benefits) would find their wages topped up by universal credit. However, sanctions imposed by the Department of Work and Pensions will be significant, with the worst case scenarios being penalized for up to 3 years. Gang members and those on the Serious Group Violence regularly go missing for long periods of time and frequently go in and out of prison, therefore it is not unreasonable to expect that a number of them will be affected by the sanctions. (Those who are sanctioned will be able to claim hardship, this is where an individual will have their income reduced by 40%-60% depending on their circumstances)</p> <p>The other main fear with Universal Credit is that of the Single Payment. Offenders will be receiving their benefits, and if applicable, housing benefit, all in one amount, as highlighted above lifestyle. Debt and substance misuse may be distractions for individuals to spend their rent money on resulting in incurring debts. Offenders who have been identified as in debt or at high risk of not paying their housing benefit to their landlords (drug users, alcoholics, gamblers etc.) can be individually dealt with on a case by case basis by the Department of Work and Pensions (DWP) in order to find a suitable solution for all. In Havering Universal Credit is not expected to go live until February 2017 and will be fully operational by 2021. At present Havering only has approximately 800 individuals on Universal Credit.</p> <p style="text-align: right;"><i>*Expand box as required</i></p>
<p>Evidence:</p> <p>Havering Serious Group Violence Problem Profile (2016)</p> <ul style="list-style-type: none"> SGV Problem Profile highlighted needs relating to Attitudes, Finance, Accommodation and Drugs as notably higher than that of the borough Average. Highest need identified among the SGV cohort was attitudes, which linked closely to other needs (lifestyle, drugs and 	

finance). For example, among the cohort socially there is a shared legitimate ambition to obtain symbolic material goods with one possible way of attaining those goods being low level drug dealing. For many of the cohort, acquiring material possessions legitimately may be difficult. Due to family and individual circumstances (low income household, unemployed, limited skills and qualifications, age), which then act as rationalizations for crime. The SGV cohort attitudes collectively endorse criminality and adhere to 'road' culture. (Road Culture' is a Black influenced youth culture that is played out in public settings 'on road' [streets and housing estates], where young people choose to spend the majority of their leisure time. Life 'on road' is associated with violence and/or threat of violence, which can emerge over perceived slights or disrespect, or within the realm of retail level of the illegal drug market which is where many young men 'on road' sought a living.

- Accommodation was high largely due to the cohort living near to known offenders. Just under 15% of the cohort resided in social housing (6 Homes and Housing, 6 other registered social landlords including Old Ford and Swan). The majority resided in privately rented or owner occupied dwellings, further analysis is needed to establish whether or not these properties may be owned by other local authorities. This data would need to be obtained using council tax databases for Havering.
- Shortterm improvements have been observed with some individuals where enforcement tools have been used to prevent association with pro-criminal peers, and requirements to engage with commissioned services have aided said individuals into undertaking employment. However, support is predominantly linked to the timeframe of statutory orders (youth offending service, probation, CRC) and ends with them. The nature of intervention and engagement work is short term, usually less than 12-months, and recidivism has shown to be highly likely thereafter.

Havering Adult Offender Profile

- 39.8% offenders in Havering identified finance as a contributing factor to their offending
- 59.8% offenders in Havering identified lifestyle as a contributing factor to their offending
- 34.7% offenders in Havering identified drugs as a contributing factor to their offending
- 35.3% offenders in Havering identified alcohol as a contributing factor to their offending
- 23.8% offenders in Havering identified accommodation as a contributing factor to their offending

**Expand box as required*

Sources used:

- Havering adult offender profile
<https://www.gov.uk/universal-credit/overview>
- **National Crime Agency**
<http://www.nationalcrimeagency.gov.uk/publications/620-NCA-Intelligence-Assessment-County-Lines-Gangs-and-Safeguarding/file>
- **Criminal exploitation of children and vulnerable adults: county lines**
<https://www.gov.uk/government/publications/criminal-exploitation-of-children-and-vulnerable-adults-county-lines>

**Expand box as required*

Action Plan

In this section you should list the specific actions that set out how you will address any negative equality impacts you have identified in this assessment.

Protected characteristic	Identified negative impact	Action taken to mitigate impact*	Outcomes and monitoring**	Timescale	Lead officer
Disability	Data around this protected characteristic, in the context of gangs and knife crime, has not been collated by services. Whilst there is some scattered data available, there is not enough to make any meaningful conclusion	New pilot service commissioned MAC-UK to specifically look at this characteristic within Gangs/ those at risk of being in gangs. Mentoring Service Spark2Life working with nominals on the SGV and Gangs list will be able to provide data on this protected characteristic going forward	Failure to capture or identify individuals suffering from negative side effects of this characteristic may result in increased harm to themselves, others and property. Information we might receive in the future from MAC UK, Spark2Life, YOS and Probation may highlight trends we have not previously considered. Understanding this characteristic and the reasons leading to the development of this characteristic will enable local authorities to better address Gangs, Serious Group Violence and Knife Crime.	31 st October 2018	Chris Stannett

			members.		
Religion/faith	Data around this protected characteristics has not been collated by services.	Organisations such as MAC-UK, Spark2life, National Probation Service and the Community Rehabilitation Company will be asked to start sourcing the information. However it will be subjective and the majority of it is down to voluntary disclosure.	This characteristic is neutral in the context of equality and potential detriment of service to individuals concerned. Any identified issues or needs required by a person's specific characteristic would be respected and considered on an individual basis.	To be developed and reviewed for Quarter 3, 2021	Chris Stannett
Gender reassignment	Data around this protected characteristics has not been collected by services.	Organisations such as MAC-UK, Spark2life, National Probation Service and the Community Rehabilitation Company will be	This characteristic is neutral in the context of equality and potential detriment of service to individuals concerned. Any identified issues or needs required by a person's specific	To be developed and reviewed for Quarter 3, 2021	Chris Stannett

		<p>asked to start sourcing the information.</p> <p>However it will be subjective and the majority of it is down to voluntary disclosure.</p>	<p>characteristic would be respected and considered on an individual basis.</p> <p>However some of the characteristics in the context of gangs is likely to generate stigma and distain and this can add pressure and have additional negative impact upon individuals who identify as such. Where a negative impact may be predicted to occur, appropriate support will be sourced.</p>		
Sexual orientation,	Data around this protected characteristics has not been collated by services.	<p>Organisations such as MAC-UK, Spark2life, National Probation Service and the Community Rehabilitation Company will be asked to start sourcing the information.</p> <p>However it will be subjective and the majority of it is down to</p>	<p>This characteristic is neutral in the context of equality and potential detriment of service to individuals concerned.</p> <p>Any identified issues or needs required by a person's specific characteristic would be respected and considered on an individual basis.</p> <p>However some of the characteristics in the context of gangs is likely to generate stigma and</p>	To be developed and reviewed for Quarter 3, 2021	Chris Stannett

		voluntary disclosure.	distain and this can add pressure and have additional negative impact upon individuals who identify as such. Where a negative impact may be predicted to occur, appropriate support will be sourced.		
Marriage/civil partnership	Data around this protected characteristics has not been collated by services.	Organisations such as MAC-UK, Spark2life, National Probation Service and the Community Rehabilitation Company will be asked to start sourcing the information. However it will be subjective and the majority of it is down to voluntary disclosure.	This characteristic is neutral in the context of equality and potential detriment of service to individuals concerned. Any identified issues or needs required by a person's specific characteristic would be respected and considered on an individual basis. However some of the characteristics in the context of gangs is likely to generate stigma and distain and this can add pressure and have additional negative impact upon individuals who identify as such. Where a negative impact may be predicted to occur, appropriate support will	To be developed and reviewed for Quarter 3, 2021	Chris Stannett

			be sourced.		
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* You should include details of any future consultations you will undertake to mitigate negative impacts

** Monitoring: You should state how the negative impact will be monitored; how regularly it will be monitored; and who will be monitoring it (if this is different from the lead officer).

Review

The EIA is to be reviewed at the same time as the Reducing Reoffending Strategy.

The next review date: 31/10/2021

Draft strategy proposal for safeguarding adolescents in Havering

Executive Summary

1. This paper makes the case for a new partnership strategy for safeguarding adolescents in Havering to be overseen by a proposed subgroup of the Havering Safeguarding Children Board.
2. National and regional trends include changes to government guidance and the development of new safeguarding arrangements to respond to the risks posed to adolescents outside of the family and home. These trends lead to the application of critical thinking about the underpinning premises of both the child protection and criminal justice systems. Emerging practice understands adolescent development as distinct from family-oriented support or adult-oriented enforcement models.
3. There are good arrangements in place in Havering for children missing from education, home and care, for child sexual exploitation and for serious group violence; however, in this context, there are gaps in safeguarding arrangements for adolescents who are at risk from criminal exploitation and for the prevention of future harm and abuse. The paper proposes a strategy that is based in improving data analysis around key issues to better understand the emerging risk profile for adolescents in Havering and to develop a system that includes targeted prevention and place-based interventions.
4. The scope of the proposed strategy includes all the partners who work to safeguard adolescents and extends beyond high risk and statutory services to include voluntary and community sector, universal services and local businesses. Adolescent risk includes places outside of home and in the virtual realm, and so the strategy will need to attend to a range of spaces including adolescent use of digital technology and social media.
5. Values, aims and principles proposed are based in recent research into adolescent development including trauma-informed approaches. The paper proposes that effective adolescent safeguarding does not fit young people into the categories of victim and perpetrator; professionals will be required to use judgement to determine the balance of support and enforcement needed and recognises that adolescents who do harm may have experienced harm and trauma in their own lives.
6. Six strategic priorities proposed are: prediction, leadership, prevention, intervention, disruption, and workforce development. These priorities will involve all partners in driving forward culture change in organisations and improvements to practice for work with adolescents exposed to different levels of risk. Involving adolescents and Havering communities in the co-design of the programme of work will be essential to effective engagement and delivery of the strategy.
7. Strategic outcomes are outlined for the proposed programme that will support the HSCB to measure improvement across the six priorities. These outcomes are focused on the culture changes required within organisations and across the partnership to improve practice in addressing adolescent risk. A preliminary list of actions is set out that will support delivery of the strategic outcomes, and the paper recommends that a phase of stakeholder engagement in the early months of 2019 will support the partnership to develop a detailed two-year action plan.
8. The HSCB is asked to approve the proposal and the implementation of the Safeguarding Adolescents subgroup to oversee the development of the programme of work and provide expert challenge and rigorous monitoring of action plan.

Introduction

9. This paper proposes a partnership strategy in Havering for safeguarding adolescents. The paper makes the case – referring to national and local factors - that an integrated approach is required to tackle serious emerging issues concerning adolescent risk, including criminal exploitation, county lines, and modern slavery. The proposed strategy encompasses a data-led and systemic approach to prediction, prevention, intervention and disruption to reduce risk so that adolescents in Havering can lead happy, healthy lives.

National context and the drivers for change

10. Nationally, there is recognition for the need for new strategy, policy and guidance for safeguarding adolescents and that the systems for child protection and youth justice do not work effectively enough for adolescents. Safeguarding services have typically been designed around younger children and their families, and not with due consideration to the needs of adolescents who experience risks outside of the family and home contexts. Criminal justice has tended to apply adult concepts of crime and enforcement to adolescent situations without a full understanding of the circumstances of adolescent lives.
11. In 2018, the government has published an updated version of Working Together to Safeguard Children, which includes explicit attention to “contextual safeguarding” and to adolescents who are “vulnerable to abuse or exploitation outside their families” (DFE, 2018)ⁱ. The new guidance outlines the demand to address contextual factors:

Assessments of children in such cases should consider whether wider environmental factors are present in a child’s life and are a threat to their safety and/or welfare. Children who may be alleged perpetrators should also be assessed to understand the impact of contextual issues on their safety and welfare. Interventions should focus on addressing these wider environmental factors, which are likely to be a threat to the safety and welfare of a number of different children who may or may not be known to local authority children’s social care. Assessments of children in such cases should consider the individual needs and vulnerabilities of each child. (Ibid)
12. The risks arising from situations outside the family interact with a wide range of needs such as social exclusion, poor physical and emotional health, barriers to learning and SEND. The growing sense that the present systems of protection and enforcement are not effective in meeting the diverse needs of and reducing risks to adolescents, is accompanied by an increase in understanding about adolescent development (Hanson and Holmes, 2014).ⁱⁱ
13. Adolescence is a complicated phase of development for both the adolescent and for parents/carers and it’s vital that families, communities and professionals alike understand the risks that adolescents are exposed to. The approaches we adopt in work with adolescents must deal with both support and enforcement methods in balance, as different combinations of these elements are required at different times to reduce risk and improve outcomes.
14. Emerging approaches to safeguarding adolescents recognise that traditional systems focus on risks within the family and this can mean that *professionals miss risks external to the family*, underestimate the pull factors for adolescents, and have unrealistic expectations of care givers to be able to provide protection from these risks. Youth justice and policing systems have traditionally applied adult-based principles to adolescents who commit crime and can over-emphasise enforcement methods that do not take account of the constrained circumstances of adolescents who sometimes believe they have no other choices.
15. These emerging issues ask that critical thinking is applied to frameworks that underpin our work with adolescents. An understanding of adolescent development and the distinctive risks that adolescents face must be consistently applied across policy and practice so that we can:

- a. Understand the contexts of adolescent lives, so that resources are used in the right places and services are designed and delivered in ways that respond to the risks that exist within peer groups, social networks and other contexts as well as within families;
- b. Maximise opportunities for integrated working methods that deliver effective prediction, prevention, intervention and disruption;
- c. Avoid harmful assumptions about adolescent choices: do not minimise the significance of adolescent perspective, recognise the nature of 'constrained choices' and do not perceive risk in adolescent life as adult 'lifestyle' choices;
- d. Recognise, assess and respond to the challenges involved in reducing adolescent risk and breaking harmful cycles of behaviour (Ibid, adapted).

Havering context

- 16. Havering is committed to improving the life chances of all the children in the borough. However the local partnership – in line with the national response outlined above - has identified risks to adolescents as causes for concern that require collective strategy and action. Havering Safeguarding Children Board's (HSCB) response to safeguarding adolescents is informed by its understanding of issues such as gangs and youth violence with a specific focus on highlighting changes and emerging themes.
- 17. Significant progress has been made by the HSCB and partners in safeguarding children and adolescents. Good arrangements are in place to respond to: children who are missing from home, school or care (Children Missing); children who are at risk of or who are being sexually exploited (CSE); and children who come to the attention of the criminal justice system, via the Youth Offending Service (YOS). The CSE, Serious Group Violence and Missing panels are well understood by the partnership and functioning well to respond to these issues.
- 18. These arrangements have been developed in parallel to growing understanding of the emerging issues facing adolescents across the region and nation, established through focused problem profiles, national and local learning and intelligence pictures involving vulnerable adolescents.
- 19. However, the safeguarding arrangements in Havering do not yet take full account of the nature of emerging risks to the criminal exploitation of children including involvement in county linesⁱⁱⁱ and modern slavery. Current arrangements are not able to assess – through analysis of live data – the full picture of risks associated with criminal exploitation of adolescents. Current data on the complex of vulnerability factors including child in need, child protection and looked after children data is not matched with other risk factors such as persistent absence and exclusions from school, among others.
- 20. In order to understand the risks that adolescents are exposed to outside of the family and home, data analysis must reach a point where there is a commentary on the proportion of children who go missing, who are in care, or at the edge of care, and who are in contact with the criminal justice system who are - or may in the future be - at risk of exploitation. Such a commentary will provide one element in the development of predictive and preventative responses to serious risk and criminal activity.

Proposed purpose and scope

- 21. The strategy's primary purpose will be to address the risks faced by vulnerable adolescents through effective leadership, multi-agency partnership working, and an integrated prevention and intervention offer in response to emerging risks. The HSCB will ensure the effective

coordination of partnership activity and oversee developments in respect of the difference that they are making to the lives of adolescents.

22. The strategy's overall scope will be focussed on safeguarding adolescents from abuse and exploitation. To do this effectively, a range of other vulnerabilities need to be better understood and interventions need to adapt, including stronger prediction and prevention, with partners, peers, families and communities being better involved in the design of how to understand and respond to these issues.
23. The strategy will seek to understand the complexities of adolescent lives and to recognise that the risks of abuse and exploitation can be exacerbated by a range of vulnerabilities with the impact of suffering harm that leads to life-long consequences unless effectively addressed.
24. Practice increasingly suggests that our response should not separate out adolescent risks and vulnerabilities. In this sense, it is proposed that the HSCB develop integrated arrangements that actively consider and effectively respond to complexity. Risk factors proposed for scope include (but are not limited to):
 - a. Child Sexual Exploitation (including Harmful Sexual Behaviours)
 - b. Children missing from home, care and education
 - c. Children and adolescents exposed to risk through gang involvement, county lines, trafficking and serious youth violence.
 - d. Domestic Violence and Abuse (DVA)
 - e. Violence Against Women & Girls (VAWG)
 - f. Adolescent Neglect
 - g. Self-harm and Suicide
 - h. Substance Misuse
 - i. Radicalisation
 - j. Special Educational Needs and Disabilities (SEND)
25. As adolescents develop, their experiences of exploitation and abuse are often associated with public spaces in which they spend their time. As such, a critical focus of this strategy will be on how adolescents are better protected and supported by a wider range of individuals and bodies in a wider variety of contexts. Public spaces also include the virtual world and the strategy must maintain attention to how adolescents access technology and use social media.

Proposed values, aims, and principles

26. The strategy will draw on evidence about effective practice from contemporary research and apply it to the future safeguarding system in Havering. The following values, aims, principles and priorities suggest parameters to develop an understanding of the complexities of adolescent vulnerabilities, and to create an effective multi-agency response. It proposes a foundation upon which a Havering contextual safeguarding framework can be developed, and outlines methods to strengthen prediction, prevention, intervention and disruption with vulnerable adolescents.

Proposed values

27. In order to embed a culture of understanding about the nature of safeguarding adolescents, we propose that the new strategy build on the existing Havering vision for children and families, and be based on the following values:

- a. Recognise first that adolescents are children, not adults;
- b. Understand that the development and support needs of adolescents are distinct from those of under 10s or adults;
- c. Understand the distinct needs of adolescents with SEND;
- d. Value the range of experiences of the adolescent population of Havering and respond to the needs of adolescents of all genders, ethnicities, sexual identities and beliefs;
- e. Understand the diverse and changing influences in adolescent lives;
- f. Maintain a focus on the risks that adolescents are exposed to in contexts outside of the family and the home;
- g. Consider the positive and negative impact of risks adolescents take in exploring their growing independence;
- h. Recognise constrained choices that adolescents may feel powerless to avoid;
- i. Maintain a balance between support and enforcement proportionate to an understanding of adolescent development and circumstances.

Proposed aims

28. In order to build this vision and work in relation to these values, the following aims are proposed to achieve a systemic and relationship-based approach to safeguarding adolescents:

- a. Explore the multi-faceted issues of adolescent development and safeguarding, and respond to these issues in a comprehensive way;
- b. Respond to peer networks, pull factors, and the influence of individuals and groups that cause harm to adolescents and can lead them to make choices that increase the risks that they are exposed to;
- c. Act to reduce the particular gender and race biases and stereotypes reinforced by some traditional approaches to harmful sexual behaviour, child criminal and sexual exploitation and serious group violence;
- d. Respond to the needs of adolescents with SEND who may be at higher risk of abuse;
- e. Respond to the risk factors that can have negative impact on outcomes including substance use, social media, and mental health issues;
- f. Develop a consistent and flexible practice framework – in the context of an integrated working approach – and a workforce development plan that creates a culture shift in the way that we deliver services that improve outcomes for adolescents;
- g. Support all professionals – across thresholds and disciplines – to be brave and innovative, to hold and manage risk, and to eliminate all language that blames and stigmatises adolescents.

Proposed principles

29. The Association of Directors of Children's Services (ADCS) and Research in Practice (RiP) have investigated the evidence on adolescent risk and development. They argue that there is a wealth of knowledge within agencies, adolescents and their families, which must be galvanised and used to improve risk prevention and protection (Hanson and Holmes, 2014). ADCS/RiP propose 7 principles and this present practice guide seeks to follow each of them:

- a. ***Work with adolescent development*** – perception, autonomy, aspiration, and skills

- b. **Work with adolescents as assets and resources** e.g. draw on strengths to build confidence and resilience
- c. **Promote supportive relationships between adolescents and their family and peers**
- d. **Prioritise supportive relationships between adolescents and key practitioner(s) through service design**
- e. **Take a holistic approach both to adolescents and the risks they face** – e.g. avoid labelling adolescents according to risks they face
- f. **Ensure services are accessible and advertised** – respond to adolescent autonomy, advertise the benefits and provide outreach
- g. **Equip and support the workforce**

Proposed strategic priorities

30. Work is already underway to scope a programme that responds to the galvanising challenges set out above. The partnership in Havering understands the need to place this programme in the context of wider strategies and plans that influence the safety and wellbeing of children and adolescents. It is essential that adolescent risk and vulnerability form part of the wider conversation and scrutiny at existing strategic forums, so that all agencies are working together to understand and respond to the emerging issues and the connections between them.
31. A strategic programme must aim at transformation of thinking and practice and demands commitment to ongoing dialogue and coproduction with residents and with groups representing local communities in Havering. Strategic priorities must be informed by both an understanding of local issues and an analysis of the data, which will provide the focus for improving safeguarding arrangements and creating an integrated response to vulnerable adolescents.
32. The following strategic priorities are proposed for the partnership to consider:
 - a. **Prediction:** develop analysis of key data sets to support effective prediction, prevention, intervention and disruption that respond to adolescent risk factors;
 - b. **Leadership:** set out the terms of reference for a safeguarding adolescents strategy group – a subgroup of the Havering Safeguarding Children Board - to provide oversight and challenge for the development of the strategy and programme;
 - c. **Prevention:** conduct appreciative enquiry and gap analysis of current policy and practice in work with adolescents across the professional partnership including application of systemic, relationship-based, restorative and strength-based practices to prevent harm and exploitation of adolescents;
 - d. **Intervention:** scope the design of multi-disciplinary offer and integrated working methods that respond to the changing needs and risks of adolescents;
 - e. **Disruption:** build on available disruptive techniques to develop outreach and place-based interventions that reduce future adolescent involvement in violence and crime;
 - f. **Communication and workforce development:** create a communication and workforce development plan that meets the training needs of professionals across the partnership who are working with adolescents at risk.

Prediction

33. All professionals and volunteers working in the Havering along with adolescents, families, communities, businesses need to know about the problems facing adolescents in the context of risks of abuse and exploitation. This understanding encompasses the signs and symptoms of exploitation and the factors that enhance risk to adolescents. Everyone must know what to do if they are worried about an adolescent. Leaders and managers must understand the intelligence and use this to target prevention, intervention and disruption that make adolescents safer.
34. A strategic approach to prediction will:
- a. Coordinate analytical support across a range of agencies to identify themes, patterns and trends relating to adolescent vulnerability. Stronger intelligence gathering on individuals, peer groups and locational hotspots engages a tactical response from the partnership to make adolescents safer;
 - b. Engage the broader community to create public confidence in the actions of agencies and encourage communities to be vocal about exploitation and abuse;
 - c. Engage adolescents, families and communities to understand their perceptions and to gather relevant intelligence. All participate in being part of the solution;
 - d. Give professionals proportionate knowledge of the profile of adolescent vulnerability in Havering. This includes the contextual factors that exacerbate risk and the consequential vulnerabilities arising from exploitation, including the impact of these vulnerabilities on future emotional and mental health, and life chances;
 - e. Support professionals, families, businesses to identify adolescent vulnerability, know who to contact, and know what will be done in response;
 - f. Identify cohorts of adolescents who don't meet thresholds for current interventions under Social Care statutory services or youth justice systems and develop a targeted prevention response that reduces vulnerability to abuse, exploitation and crime;
 - g. Support professionals to recognise the impact of diversity and identity on adolescent vulnerabilities and how biases can lead to low identification of some issues (e.g. young males who are sexually exploited);
 - h. Support professionals to recognise the impact of discrimination and disadvantage (including child poverty) and how these can create conditions for enhanced vulnerability;
 - i. Build professional confidence in how and when to share information. Communication at operational and strategic levels is frequent and effective, with intelligence shared beyond LA areas.

Leadership

35. Strong leadership is needed to successfully tackle the range of risks facing adolescents. Political leaders and senior leaders across the partnership of agencies, the local community and business have a collective responsibility to set the culture within which abuse and exploitation are not tolerated. Leadership that creates a culture of professional curiosity, challenge and appropriate escalation of concerns is fundamental. Strong leadership will ensure that this approach is embedded into the professional and community response to child abuse and exploitation.
36. Supporting this priority, vulnerable adolescents will remain a key strategic focus in the HSCB business plan and to the objectives of the HSCB; coordinating what is done by partners and scrutinising the effectiveness of operations.

37. A partnership subgroup of the HSCB is proposed to ensure ongoing connectivity across policy and practice in safeguarding adolescents. The HSCB will ensure that the strategy is driven forward by the subgroup and remains responsive to any work arising from the London Safeguarding Adolescents Steering Group (LSASG). Via the leadership of the subgroup:
- a. The safety and wellbeing of vulnerable adolescents at risk of exploitation will continue to be prioritised across all relevant organisations and community settings and this is evidenced in strategic planning.
 - b. The culture of organisations will be set by senior leaders who will prioritise active engagement with adolescents to gain and maintain their trust. Adolescents will be confident that their concerns are taken seriously, and that help will be provided when needed to respond to risk. This culture will help drive a stronger response by peer groups in helping protect their friends and associates.
 - c. Partnership activity in Havering will engage a broader range of organisations and individuals in the protection of vulnerable adolescents in extra-familial settings (i.e. schools, neighbourhoods, public, transport hubs, community centres or in areas where adolescents congregate). Leaders will fully commit to engaging their staff in this priority.
 - d. The new subgroup will hold partners to account for implementation of an action plan that will be based on the priorities set out in this strategy and that will be informed by ongoing participation of adolescents and their families. The subgroup will hold partners to account for delivering actions that are directly linked to improving outcomes for adolescents in Havering.

Prevention

38. A committed focus on an integrated approach to early intervention will be needed to prevent vulnerability from escalating to more serious forms of harm. In the context of exploitation, this priority relates to the effective identification and mitigation of risk by multi-agency working both before an adolescent reaches adolescence and when they are in the adolescent stage.
39. Strong early help systems, robust responses to domestic violence and the effective identification and tackling of neglect are key, and some of these are already in place across Havering. Equally applicable is the work undertaken directly with children and adolescents, educating and empowering them to support friends, build resilience to exploitation and better understand the risks that they might face, including in online spaces.
- a. Partners across sectors and disciplines will understand the needs and risks particular to the phase of adolescent development and in contexts outside the home, and will share information where they believe that this will contribute to safeguarding adolescents from exploitation and abuse.
 - b. Appreciative enquiry and mapping of existing good practice in prevention will be carried out across universal, community, early intervention and statutory services including the application of strength-based and restorative approaches to work with adolescents.
 - c. Adolescents who are particularly vulnerable to exploitation (i.e. looked after children, missing children, children known to the Youth Justice system, etc) are identified early and supported by their families/carers, professionals, and their community to prevent and build resilience against exploitation.
 - d. Professionals engaged in providing universal and targeted services to adolescents, through organisations identify vulnerabilities and harmful attitudes and can empower

adolescents to build positive and healthy attitudes towards relationships and friendships, gender identity, and sexuality.

- e. Schools and education settings deliver high quality sex and relationships education and where they strive to take a whole-school approach to gender equality, safeguarding, and preventing exploitation.

Intervention

- 40. Recognising positive work with risk and intervention to date, especially around CSE, Missing and serious violence, the strategy should focus on building on current professional practice – such as systemic therapy or restorative practice - that is known to be effective in the protection of children and adolescents.
- 41. This focus does not detract from the need to consider innovative ways to address adolescent risk and vulnerability but covers the ‘basics’ such as: information being shared appropriately, risks being assessed comprehensively, work remaining focussed on the child or adolescent, escalation being engaged as appropriate and case recording being contemporaneous and accurate.
- 42. In terms of innovation, the focus proposed is on finding effective ways of working with vulnerable adolescents beyond the child protection and criminal justice responses, including:
 - a. The co-design with adolescents, families and professionals of an integrated system and multidisciplinary offer that will respond to adolescent risk and need, with the aim of improving outcomes and maximising life chances for all adolescents in Havering;
 - b. Implementation of contextual safeguarding approaches outside of the family and home that will improve outcomes for vulnerable adolescents;
 - c. Enduring support to children and adolescents who have been abused or exploited, ensuring that what will be offered is appropriate for each individual child or adolescent based on their gender, age, ethnicity, disability, and the nature of the exploitation that they have experienced;
 - d. Adolescents who demonstrate harmful sexual behaviours will be identified and support will be put in place to address their behaviours, including trauma informed approaches to their recovery;
 - e. Havering will develop collective professional expertise through joint learning exercises and strong partnership working for the best implementation of these priorities;
 - f. Quality assurance processes by the HSCB and partners that will provide reassurance that current interventions and innovative practices are equally robust.

Disruption

- 43. A range of disruption techniques are required to build the trust and confidence of victims of crime. Such techniques will move beyond a focus on managing an individual or a group of individuals, to developing place-based interventions through, for example, schools, parks, shopping centres or other spaces where adolescents congregate.
- 44. Through the implementation of such strategies, public confidence will increase; with individuals and communities empowered to report the signs of CSE and other forms of exploitation – knowing that robust and effective action will follow. It also focuses on the targeting and pursuit of offenders that brings them to justice and interventions with adolescents to reduce and manage any risks that they may pose to others.
- 45. Effective disruption also requires that the vulnerabilities of adolescents engaged in the criminal justice system are effectively identified. It recognises that some adolescents do not fit neatly

into the categories of victim / perpetrator and this needs to be better understood when considering the most effective response to their needs and/or actions.

- a. Professionals will identify, assess and mitigate any vulnerabilities that might reduce the chances of adolescents exiting gang culture or involvement in youth crime and violence;
- b. Robust policing responses to perpetrators will be in place: agreeing and monitoring investigation plans to run alongside support plans developed in response to a child criminal and/or sexual exploitation referral;
- c. All agencies effectively will share information about needs, risks and responses, and will routinely utilise intelligence-led disruption in relation to any local businesses, individuals or groups associated with abuse and exploitation;
- d. Agencies will flexibly apply the full range of disruption tactics available through both criminal and civil routes to protect children, adolescents and adults from harm, including powers available in relation to licensing, health and safety, fraud, housing provision and related legislation;
- e. Where identified, partners will strongly advocate changes in legislation to better protect all residents from harm and to better deter offenders from exploiting adolescents for the purposes of criminal activity;
- f. Robust offender management strategies post-conviction and/or effective intervention strategies will reduce the risk presented by identified abusers.

Communication and workforce development plans

- 46. All professionals in Havering working with adolescents must be equipped with systemic and relationship-based ways of working that respond to the latest research on adolescent development and will improve the response to children aged between 10-18 who experience risk or harm. The strategy should provide opportunities for quality conversations that help us to build professional relationships and contribute to developing a skilled multi-agency workforce that works together to reduce risks and to keep individuals and families safe.
- 47. The details of a workforce development and training plan are proposed for further stakeholder engagement. A curriculum that will apply to the whole partnership is likely to include:
 - a. The needs and risks associated with adolescent lives today;
 - b. Interpreting local, regional and national data pertaining to adolescent safeguarding;
 - c. Attachment theory and adolescent development;
 - d. Trauma-informed approaches to working with adolescents;
 - e. Systemic theories and contextual safeguarding;
 - f. Restorative practice;
 - g. Strength based and solution focus practices;
 - h. Motivational interviewing;
 - i. Tools and approaches for place-based intervention and disruption;
 - j. Vicarious trauma, supervision and reflective practice;
 - k. Evaluation of the impact of prediction, prevention, intervention and disruption on outcomes of adolescents in Havering.

48. Workforce development plans will be supported by evaluation and quality assurance that is focused on the outcomes for adolescents, measured by a set of indicators associated with professional confidence in the innovative approaches.

Proposed strategic outcomes and actions

49. The following strategic outcomes are proposed to measure delivery of priorities set out above:

- a. The HSCB and partnership have a clear understanding of the themes and trends around children who go missing, child sexual and criminal exploitation, and harmful sexual behaviour in Havering from analysis of partnership data;
- b. The HSCB and partnership understand the current level of knowledge of professionals around all issues relating to adolescents and safeguarding and is assured that practitioners feel confident in their knowledge and are implementing this into practice;
- c. Children and young people in Havering receive a consistent response from all agencies. Contextualised safeguarding and trauma informed approach is embedded in all agencies' every day practice;
- d. Best practice policies and procedures are produced that provide a consistent, positive response to adolescents;
- e. Universal lessons to promote resilience and reduce risk-taking behaviour are delivered to Year 4, 5 and 6 students in primary schools in Havering;
- f. A strategic approach is developed that utilises the resources, knowledge and services of the community, voluntary and faith sector in the borough to enable them to provide effective responses to safeguarding adolescents in relation to prevention;
- g. Embed a strategic approach to working with families and communities in safeguarding adolescents across the partnership;
- h. Ensure clear pathways are in place to support children outside mainstream services who are affected by these issues;
- i. Voice of the child is heard and responded to through the embedding of a culture where practitioners effectively capture and record what young people say to practitioners;
- j. A strategic response to recovery is in place which provides specific trauma-informed pathways for recovery services not limited to children and the model of care is extended to cross-generation individuals.

50. The following actions are proposed to form the basis of the action plan:

- a. Review existing panel processes for managing specific risks in adolescents to create more holistic, innovative and child-centred approaches that avoid duplication of work;
- b. Identify how existing resources in both statutory and non-statutory services can be used and developed further to provide the new model;
- c. Analysts to work with identified agencies, including CSE, HSB and CM leads to ensure their data and information is being fed into population profiles and quarterly reports for CSE, HSB and CM in order to:
 - i. provide Adolescents Safeguarding Subgroup with an understanding on themes and trends, including referrals, service provision and response;
 - ii. using narratives and testing thematic hypotheses (e.g. LAC vs children at home)

- iii. work to improve numbers and quality of return home interviews to ensure we are getting it right;
- d. Ensure inclusion of data from:
 - i. police in relation to disruptions and convictions
 - ii. health (including CAMHS and sexual health services)
 - iii. transitions for children in care, SEND, CAHMS and YOS/probation
- e. The Adolescents Safeguarding Subgroup to regularly monitor referral rates from each agency for children where there are concerns about CSE, HSB and CM;
- f. Capture voice of young people to evidence the implementation and embedding of contextualised safeguarding as well as using this feedback to further influence practice;
- g. The work of the Serious Group Violence group adopts the contextual safeguarding approach and thereby complements and strengthens the work to safeguard adolescents through appropriate enforcement and controls to regulate the contextual risks;
- h. Develop channels to provide parents with easy access to signposting to specialist services, agencies and advice ensuring to set out what parents should expect from working with support agencies;
- i. Ensure that pathways are clear and connected for children in receipt of services from Behaviour, Attendance, Children Missing Education (BACME), children in care, and children with disabilities and/or special educational needs;
- j. Delivery of whole school approach to adolescent resilience in secondary schools. This includes CSE, HSB, CM, challenge to normalisation of sexist language and behaviour etc. within a contextual safeguarding and trauma informed approach, including responding to early signs work. This approach includes targeted work for boys;
- k. A resilience programme to be delivered in primary schools. This may include topics such as decision-making, risk taking behaviours, assertiveness, resisting peer pressure, healthy relationships and the harmful effects of substance and tobacco use;
- l. Map and document the wellbeing and resilience offer in the borough:
 - i. Raise awareness in the voluntary sector of pathways to statutory service;
 - ii. Identify funding streams to support the work of the voluntary sector;
 - iii. Strengthen agencies' response to early signs of risk and need;
- m. Complete design and commissioning of Community Mentoring Programme that is aimed to be delivered to young people with moderate levels of relational difficulties.
- n. Produce practice guidance that assists practitioners with supporting young people in a way that contextualises and manages risks effectively.
- o. Develop an awareness raising programme to ensure that the practice guidance for contextualised safeguarding approach is embedded in all agencies' practice
- p. Set up a task and finish group to develop recovery pathways that identifies levels of need and appropriate suitable recovery models
- q. Monitor and evidence impact of changes to practice through quality assurance and case audit processes
- r. Monitor and evidence impact of changes to practice through

- i. reporting updates from Safeguarding Adolescents Leads in each agency as well as positive case studies (this will also evidence user voice)
- ii. survey conducted across the partnership that measures level of knowledge around CSE, HSB and CM.

Proposed timeline

51. A provisional timeline is proposed for developing a programme and offer that will respond to the challenges set out above:

- a. Dec 18 – Feb 19: stakeholder engagement and co-design events that develop the local vision for Havering's innovative approaches to prediction, prevention and intervention
- b. Feb 19 – May 19: a transition period to transform the current offer
- c. May 19 – Sep 19: engaging the professional partnership to develop our prevention offer
- d. Sep 19: the launch of a new integrated offer and development programme
- e. Sep 19 – Aug 20: a parallel study and evaluation of the innovation

i

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/729914/Working_Together_to_Safeguard_Children-2018.pdf

ii <file:///C:/Users/CMichel/Downloads/evidence-scope-that-difficult-age-summary-and-key-points.pdf>

iii A definition of County Lines: a group (not necessarily affiliated as a gang) establishes a network often between an urban hub and county location, into which drugs (primarily heroin and crack cocaine) are supplied. A mobile phone line is established in the market, to which orders are placed by introduced customers. The line will commonly (but not exclusively) be controlled by a third party, remote from the market.

The group involved in County Lines exploits young or vulnerable persons, to achieve the storage and/or supply of drugs, movement of cash proceeds and to secure the use of dwellings (commonly referred to as cuckooing). The group or individuals exploited by them regularly travel within and between the urban hub and the county market, to replenish stock and deliver cash. The group is inclined to use intimidation, violence and weapons, including knives, corrosives and firearms. (National crime agency, 2017)

N.B For the purposes of this practice guide, 'County lines' will be referred to as Child Criminal Exploitation (CCE) when discussing children who have been groomed into this activity. We are clear that County Lines is a form of exploitation and trafficking that can happen in any local authority area (is not restricted to the either rural or urban locations) and as such, children who have been groomed into this will not be treated as perpetrators of this crime.

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CHILDREN AND LEARNING OVERVIEW AND SCRUTINY SUB-COMMITTEE, 14 FEBRUARY 2019

Subject Heading:	Private Sector Leasing (PSL) and children.
SLT Lead:	Gerri Scott, Interim Director of Housing
Report Author and contact details:	Gerri Scott, Interim Director of Housing 01708 431991 Gerri.Scott@havering.gov.uk
Policy context:	The policy context is associated with the Council's statutory duties associated with homelessness.
Financial summary:	This report is for information purposes only.

The subject matter of this report deals with the following Council Objectives

Communities making Havering	<input checked="" type="checkbox"/>
Places making Havering	<input checked="" type="checkbox"/>
Opportunities making Havering	<input type="checkbox"/>
Connections making Havering	<input type="checkbox"/>

SUMMARY

Following the review of the housing and support needs of residents in Private Sector Leased accommodation (PSL), a detailed report on the outcome of this review will be reported to Cabinet.

The purpose of this report is to provide the committee with information on the housing and support needs of households living in Private Sector Leased accommodation (PSL) where there are children.

The headlines of the review in relation to children are:

- At present, there are no safeguarding concerns identified.
- There is more clarity on the number of households with dependent children in PSL accommodation.
- Families in smaller and larger sized accommodation were identified and the Council will look for appropriate housing solutions for them in the future.

RECOMMENDATIONS

That the committee note the report

REPORT DETAIL

1. Background

- 1.1. In October 2004, the Council introduced a Private Sector Leasing Scheme (PSL) whereby the Council leases properties from private sector landlords as temporary accommodation for households in housing need. PSL has been the major source of temporary accommodation (TA) used by Havering Council.
- 1.2. Changes in central government policy in 2010 and 2011 eroded the margin between the rental income levels and payments to owners. This is because a cap was imposed on the maximum amount of housing benefit that the Council can claim back for the cost of temporary accommodation. The amount has been set across the country for 1- 4 bedroom properties at 90% of Local Housing Allowance (LHA) as of January 2011. In addition, Councils were previously allowed to claim an additional £40pw for properties within London and £60pw for properties outside London, to cover the management costs of the accommodation. This was also removed from 1st April 2017 and replaced by a flexible homeless support grant which is paid yearly (subject to review this year).
- 1.3. Since 2010, LHA has been frozen meaning that as local market rents rise, the LHA is not keeping up. As rents have increased in the private rented sector and in order to maintain the required level of temporary accommodation supply, the Council has had to increase payments to landlords, thereby creating a budget pressure.

- 1.4. This is not just a Havering issue and pressures are being seen at national and regional level. Affordability of housing supply is becoming more of a challenge locally. However this is not just about housing numbers, but the effect on people and families. The journey into stable, affordable housing has changed and the uncertain future for families creates a pressure on support networks.
- 1.5. The Homeless Placements policy, approved in June 2016, describes the Council's approach for homeless prevention and where necessary, placements into interim and long-term temporary accommodation and then settled private rented sector accommodation.
- 1.6. Since April 2018, with the introduction of the Homelessness Reduction Act, there is an additional focus on prevention as the Council can work with households much earlier on preventing homelessness, by seeking alternative private rented accommodation before the resident becomes homeless. This means that there has been a shift away from temporary accommodation to private rented accommodation in the general market. The evidence to date shows that the service has had significant successes in this new approach but it is too early to assume that demand will be less going forward.
- 1.7. With increasing demand on the homelessness service and with a view to understanding the housing and support needs of those in PSL accommodation to whom the Council has not yet accepted a duty (non-statutory homeless), in July 2018, officers sought to commence a review of these households. Following concerns raised by residents, this was paused.
- 1.8. Moreover, a commitment was then given to all PSL residents by the Leader in his letter dated 17th July 2018 that a review of their housing and support needs would be undertaken before any further action is taken. At the All Member briefing on 15th August 2018, the approach and timescale of the review was confirmed. A letter was sent to all PSL residents on 10th September 2018 setting out the next step of the review and the timescales. A copy of the letter was shared with all ward members in advance.
- 1.9. The principles of the review were:
 - To help find the right stable, sustainable, housing solution for people living in temporary accommodation
 - To determine housing need where a duty has been established

- To ensure details are up to date so residents have the right banding regarding access to affordable housing
- To work with families and agencies to help ease pressures associated with key aspects affecting their housing choices
- To identify housing solutions options and work with families to secure them.

1.10. The review has been carried out in 4 substantial areas:

- A desktop review which has collated the data held in systems and files on the circumstances currently known about our residents
- Face to face meetings between an officer and each family or person to ensure that we understand everything about them and their housing situation
- Detailed and considered assessments and open dialogue looking at what type of solution is available
- Working towards stable housing provision and sustainable housing options

2. Children in Private Sector Leased (PSL) accommodation

2.1. There are 630 (71%) households with dependent children in PSL accommodation and a total of 1,171 children. The majority (76%) of the households with dependent children are lone female parent households, followed by 23% of two parent households as shown in table 1.

Table 1: Breakdown of number of children by household type

Household Type	Total households	Total Children
Lone female parent	482 (76%)	864
Couple with children	142 (23%)	298
Lone male parent	6 (1%)	9
Sub-total	630	1171
Single female	100	0
Single male	96	0
Lone female with adult children	34	0
Couple with no children	12	0
Couple with adult children	8	0
Adult brothers	1	0
Sub-total	251	0
Total	881	1171

2.2. The remaining 251 (29%) of the total PSL households are made up of single residents or families with adult children.

- 2.3. A further breakdown of the number of children in each household is provided in table 2 and shows that the largest number of households (79%) contains 1 or 2 children (495/630) which is consistent with the fact that 68% (606/887) of the PSL portfolio are two and three bedroom properties.

Table 2: Number of children

Number of children per household	Number of households	%
1	276 (44%)	79%
2	219 (35%)	
3	92 (15%)	
4	37 (6%)	
5+	6	
Total	630	

- 2.4. Of the total 1,171 children living in PSL accommodation, 216 (18%) are in accommodation that is too small for the family by either one or two extra bedrooms. It affects 86 residents and details are provided in table 3.

Table 3: Breakdown of overcrowded households and their accommodation need

Bedroom need	Number of households
In 1 bed and need 2 bed	48
In 1 bed and need 3 bed	3
In 2 bed and need 3 bed	27
In 2 bed and need 4 bed	1
In 3 bed and need 4 bed	11
In 3 bed and need 5 bed	1
Total	86

- 2.5. Of the total 1,171 children living in PSL accommodation, 31 (3%) are in accommodation that is too large for the family by at least one extra bedroom. As they are under-occupying the accommodation, it is likely that they will only receive the level of housing benefit for the size of property they need, leading to financial difficulties. Details are provided in table 4.

Table 4: Breakdown of under-occupying households and their accommodation need

Bedroom need	Number of households
In 3 bed and need 2 bed	10
In 4 bed and need 3 bed	5
Total	15

- 2.6. For the 101 households who are either overcrowded or under-occupying the properties, the Council will look for appropriate housing solutions for them in the future.
- 2.7. There are also 41 (6%) households with dependent children at key stages of their education (GSCE/A-Levels) and their housing stability is essential.

3. Working with Children's Services to support families

- 3.1. Housing and Children's Services work together to address the housing and support needs of families in order to safeguard and promote the welfare of children and young people.
- 3.2. There is an ongoing focus on reducing the need for temporary accommodation for families by working with those at risk earlier and preventing them from becoming homeless. Where this is not possible and they are placed in temporary accommodation, every effort is made to ensure they have continuity of access to mainstream services like schools in order to minimise disruption to the children.
- 3.3. Families with identified support need are given support and advice by the Council. Where additional support is needed, a referral is made to Peabody Floating Support service so that they can be given emotional and practical help to manage their tenancies.
- 3.4. Case conferences are used when a family needs multi-agency intervention.

IMPLICATIONS AND RISKS

Financial implications and risks:

There are no financial implications in this report. The content is for information purposes only. However, a detailed report on the outcome of this review will be presented to Cabinet, including any financial implications identified.

Legal implications and risks:

The Council has various duties in relation to homeless households and in respect of child protection/safeguarding and these are engaged in relation to the matters covered by the Report. However, there are no apparent legal implications in noting the outcome of the review.

Human Resources implications and risks:

There are no HR implications as a result of the review

Equalities implications and risks:

There are no equalities implications as a result of the review. This report focuses on the outcome of the review of the housing and support need of existing PSL residents and children, in line with existing policies.

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