

**Safer Essex  
Violence and Vulnerability Framework  
June 2018**

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## 1. Introduction

### i. Definition and Scope

This Framework is designed to create a set of principles to which all partners can work, helping to align and streamline activities that will raise awareness, act as interventions and support the vulnerable. We recognise that the Framework cannot dictate how individual organisations work, but its content sets the scene to facilitate the conversations necessary to create an environment of a co-ordinated approach. The Framework can be used to recognise the opportunities for joint-commissioning.

This Framework seeks to cover all types of serious violence and vulnerability including, but not exclusively, gangs and county lines activity.

The Home Office define a gang as being:

***A relatively durable, predominantly street-based group of young people who***

- ***see themselves (and are seen by others) as a discernible group***
- ***engage in criminal activity and violence and may also***
- ***lay claim over territory (not necessarily geographical, but can include an illegal economy territory);***
- ***have some form of identifying structural feature; and/or***
- ***Be in conflict with other, similar groups.***

This definition is useful because it covers the 'County Drug Line' activity which is the predominant manifestation of Gangs in Essex. Conflict between other 'County Drug Lines' or local dealing networks in an area can lead to the violence. This is the overriding concern in terms of risk.

This Framework acknowledges that there are clear links between gangs and other activity relating to violence and vulnerability. This widens the scope of the Framework to include

- Serious violence
- CSE
- Missing persons
- Modern slavery
- Human trafficking
- Drugs

Whilst all of these themes are important, and the recommendations made in this Framework are widely applicable, it is recognised that pre-existing work in some areas means that the starting points are different.

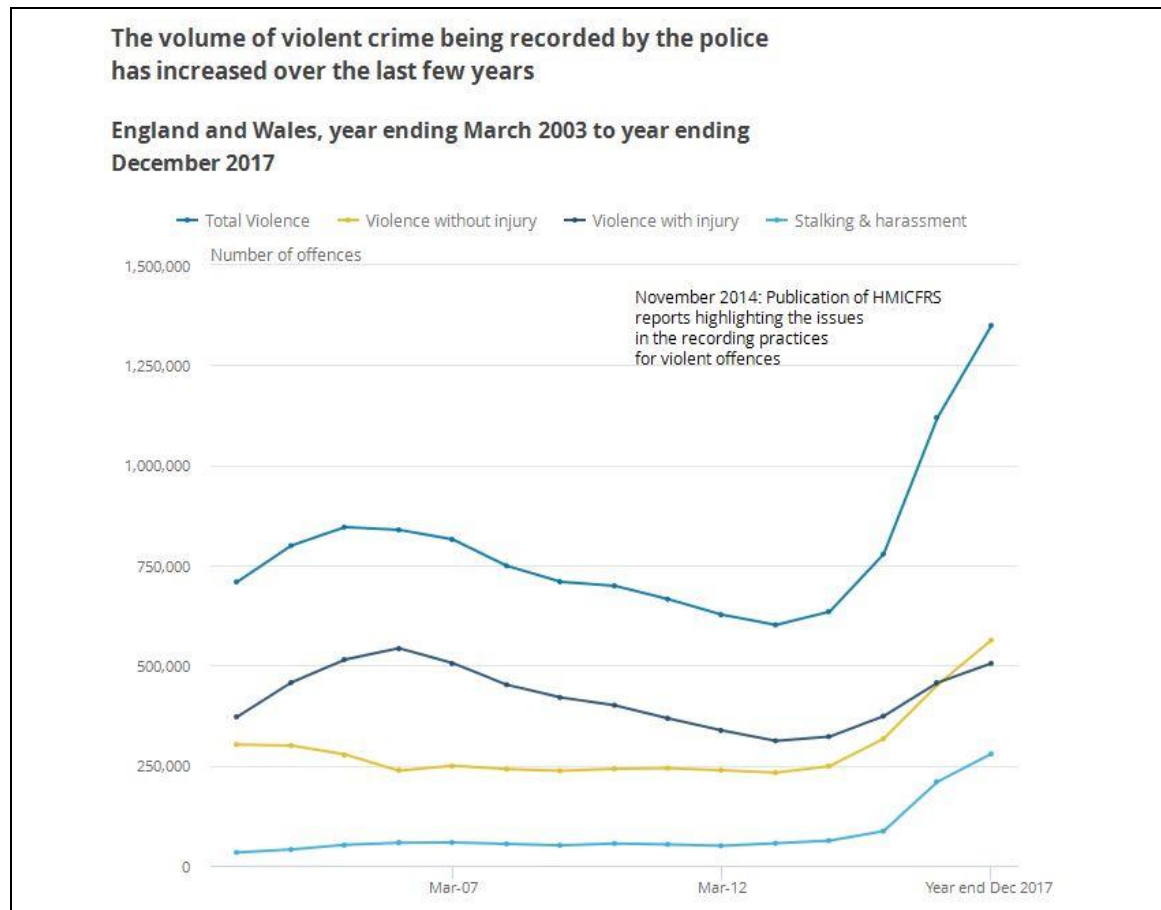
### ii. National Background

In April 2018 the Government published a **Serious Violence Strategy**, in response to recent increases in knife crime, gun crime and homicide. It makes specific reference to the rise in incidents involving corrosive substances and violence resulting from county (drug) lines. The Serious Violence Strategy stresses the importance of early intervention and of Government, public sector, voluntary sector and private sector working together to respond collaboratively. It specifically references police, local authorities, social services, youth services, health and

education, as well as highlighting the roles of Police and Crime Commissioners and Community Safety Partnerships.

Also in April 2018 the Office for National Statistics published the Statistical Bulletin for Crime in England and Wales: year ending December 2017, which shows the total volume of (reported) violent crime increasing steadily since March 2013 (*illustrated in the graph below*).

The same publication shows the number of police recorded offences involving a knife or sharp instrument rising for three consecutive years since 2015.



Source: Police recorded crime, Home Office, via ONS

This was followed in May by the National Crime Agency’s **National Strategic Assessment of Serious and Organised Crime**. This makes significant reference to gangs, violence and vulnerabilities (including Child Sexual Exploitation (CSE) and Modern Slavery). These two documents were preceded by the **2017 Drug Strategy** (published in July 2017). The Drug Strategy makes links between drugs and other forms of crime – including acquisitive crime, sexual exploitation and violence. The social and economic cost of drug supply in England and Wales is estimate to be £10.7 billion per year. The strategy advocates a collective approach that will not only reduce drug use but will also ‘reduce crime, improve life chances, promote better health and protect the most vulnerable in our communities’.

**iii. The Essex Context**

Although crime associated with violence and vulnerability has traditionally happened in private spaces we have also seen an increase in violence in the community. Exploitation of the vulnerable is a growing issue that requires a collective response. Gang activity driven by county lines is having significant impact on some areas of our county, while other areas are at risk of being affected. The range of impacts, on both children and adults, mean that a number of partners are, and must continue to be, engaged in how the issue is addressed.

**iv. The Essex Response**

In Essex we need our own local response to the issues of violence and vulnerability, but we also need to work with our partners in neighbouring areas, including London, Kent, Hertfordshire, Cambridgeshire and Suffolk. We know that there are significant links between London-based gangs and drug activity in Essex, through county lines. There are also links between activity in Essex and in other neighbouring counties – and it is vital that we work with our partners across borders to give a united and unified response to tackle this national problem.

We also know that instances of serious violence are still increasing. Gang-related recorded crimes increased from an average 3 per month in 2016 to 9 per month in 2017, and knife crime offences increased from 1,716 in 2015-6 to 2,321 in 2016-17. The problem we face is a growing one, and one regarding which we are still gathering intelligence to help our understanding. Only by having a joined-up approach can we have the scale of impact necessary to make a difference.

**v. Intention and Goals**

The intention of this Framework is to:

- **improve research and understanding**
- **raise awareness**
- **to co-ordinate the existing activities of partners across Essex, Southend and Thurrock**

The overall goals of this work are to:

- improve **visibility** and **awareness** of partnership activity around violence and vulnerability
- increase the occurrence and effectiveness of **prevention and intervention** activities
- to identify opportunities **to add value** to existing and planned activities
- **to identify gaps** in current and planned activities
- to highlight areas where **cross-border and partnership working** would be beneficial

The Framework is aimed at strategic decision-makers but will be made publically available for any interested party to access. Appendix B lists some of the partners who will be key in helping to share this Framework.

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## 2. Data and Understanding

Understanding the current activity that is taking place (both what and where), and who and where those most vulnerable to harm are living, helps us to target prevention and intervention work to maximise impact.

Violence and vulnerability, particularly that involving gangs, is a growing and evolving challenge. Having up to date information, and identifying trends and changes, can help us to predict what is likely to happen in the future and enable us to find the best way of reducing harm.

### **Case Study: Essex Data Project**

The Essex Data Project will collate data from a number of partners (including Education, Children’s Social Care (Assessment & missing), Adults Social Care, Youth Offending Service, Drugs & Alcohol, Community Rehabilitation Company, Police crimes, ASB and Missing persons data). This will be linked and reviewed to create dashboards which can guide targeted intervention. The Essex Data Project has brought together partners to develop a platform that will be able to build an accurate picture of Essex. The data will not be ‘live’ but will be updated to ensure a realistic and relevant information source is available. The data will be mapped against other information (such as location of key services) and used to inform a strategic intelligence product. There will also be a predictive element to help inform planned activities and behaviours. The Project is a good example of how joint-working is beneficial; partners have collectively scoped the requirements of the platform, shaped data sources that will add value, designed dashboards and signed up to an information-sharing protocol – as well as providing the data that will help to inform others.

As well as understanding the local data about activity and vulnerability, it is important to understand the drivers that lead people to make the choices which result in them engaging with gangs and becoming perpetrators of violence.

- Lack of role models
- Want of a family
- Not knowing how to exit
- Identity and belonging

The figure in appendix B shows a comprehensive list of risk factors for gang involvement.

Alongside statutory organisations who are responsible for delivering this framework, the voluntary sector also has a key role to play. It is important that their potential to add benefit is recognised. As well as assisting in awareness raising and delivering interventions voluntary sector organisations should be engaged in early stages of information gathering and analysis, so that they can be better sighted and have greater buy-in to subsequent delivery.

It is also important to listen to the voices of children and families who are and have been affected by issues of violence and vulnerability. This will ensure that language is appropriate and that interventions are most likely to have a positive impact.

**We must:**

- Ensure that we look at data about known vulnerabilities, as well as that which tracks incidents of violence
- Ensure that we know which partners hold data, and what this relates to
- Identify gaps in data that need to be filled
- Recognise the benefits of data sharing, understanding that sharing data helps others to better fulfil their objectives, contributing to a reduction in the overall impacts of violence and vulnerability on individuals and on society
- Ensure that we share intelligence wherever possible
- Ensure that we share information and data responsibly adhering to GDPR and information sharing agreements where appropriate
- Ensure that we understand how data can be shared in a secure environment
- Analyse collective intelligence together
- Ensure that where actions are identified that cannot be undertaken by the organisation holding that data, the recommendations should be shared with partners

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### 3. Awareness and Education

Raising awareness of gang violence and vulnerabilities helps to tackle the cause of the problem. It can be used to identify children and vulnerable adults at risk but also highlight issues impacting communities. Awareness work does not single out individuals, but rather focusses on identified geographic, demographic or sociographic groups where it is believed it will have maximum effect or where need is believed to be greatest. There are existing local activities educating against the threat of violence and raising awareness to recognise the signs of vulnerabilities particularly with young people including:

- Localised commissioned school programmes for primary, secondary and parents (see appendix A)
- Localised commissioned awareness programmes for practitioners e.g. Gangsline workshops
- Crucial Crew for year 6
- Children's Society awareness programmes
- Essex Fire and Rescue – Fire break
- Community Safety Partnerships sharing knowledge, data and understanding of current picture with schools and agencies
- Essex Youth Offending Service – Gangs prevention service
- Essex Youth Service - Targeted Intervention through outreach youth workers in hotspot areas ( disruption activity)
- Risk Avert Programme

Targeting children and young people who are in education is a key early opportunity to educate and reduce their vulnerability and risk to criminal activity. The Home Office Serious Violence Strategy (April 18) identifies education as critical as it is recognised that the majority of children and school-aged young people remain in school until they legitimately leave. There is evidence that identifies those that are in care, alternative education and school exclusions puts children at high risk of being exploited for offences such as drug market related violence. Targeted awareness in schools and with practitioners is essential to ensure awareness is created to the most vulnerable groups.

The primary threat of gang activity in Essex is drug related offences, with the significant and growing increase of county lines and the impact this is having on vulnerable individuals at the end of the supply chain. The Home Office 2017 Drug Strategy (July 2017) recognises that 'In 2015-16 17% of the young people accessing specialist substance misuse services were not in education, training or employment and 12% were looked after children'

There are opportunities to collaborate and work together with existing specialist drug programmes to support those most at risk.

Alongside local activity there has been a lot of national work that provides information and guidance on awareness raising and spotting the signs of vulnerability (see Appendix C). These resources should be utilised when raising awareness with practitioners and partner organisations. Awareness campaigns should not conflict or compete with existing activity ensuring resources are used efficiently. Safeguarding responsibilities also need to be considered when creating campaigns, ensuring that the content is age appropriate and factual.

Violence and vulnerability is sometimes a hidden harm with abuse occurring behind closed doors, often not recognised or reported. Awareness activity should also include public campaigns to empower all to spot the signs, report concern and seek support. To maximise any campaigns a multi-agency approach should be considered to increase coverage across Essex and deliver a consistent message.

#### **Case Study: I Didn't Know Campaign**

The multi-award winning I Didn't Know campaign in Essex was set up collaboratively between Essex Police and Southend, Essex and Thurrock's (SET) Local Safeguarding Children Boards. The SET CSE Strategic Group identified in 2015 that a public facing awareness raising campaign had not been implemented across SET and the concept for the campaign was inspired by the highly acclaimed film project designed and created by the Essex Children in Care Council. The original film won a local youth award and was shortlisted for the national Children & Young People Now Awards. The campaign was expanded in 2017 to shine a spotlight on how grooming and sexual exploitation can be a part of the wider exploitation of children, such as trafficking, criminal exploitation by gangs and organised crime networks and attempted to identify with young people who may feel trapped through the grooming process to commit crime and abuse other young people and importantly emphasise that they can get help and support too.

#### **We must:**

- Ensure that awareness messaging is factual and provides local context of current picture
- Ensure that awareness raising is age appropriate and inclusive
- Provide information on how to 'spot the signs' of those who are most vulnerable being targets
- Expand/review messaging on existing programmes to include violence and gang associated messaging e.g. Drugs programmes
- Engage with voluntary organisations to support and engage with any awareness activity e.g. Neighbourhood Watch, Active Citizens, Youth Clubs, Boys and Girls Clubs,
- Develop and use Multi agency campaigns to raise awareness
- Ensure that organisations link with the educational sector (both primary and secondary) to both encourage and support young people to remain in mainstream education for as long as possible and to support delivery of any violence and vulnerability programmes



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#### 4. Prevention and Interventions

Awareness activity can be a critical part of a response to violence and vulnerability however awareness itself does not create the necessary changes in attitudes or behaviours, therefore a preventative intervention activity is required. Preventing young people from becoming involved with gangs, violence and vulnerability is crucial if the cycle of gang violence is to be broken. Prevention is the stage after awareness, and includes diversionary activities and interventions targeted at those groups who are known to be most vulnerable (either vulnerable to becoming victims or to becoming perpetrators).

##### i. Interventions

If young people are to be persuaded to change their lives there must be a genuine offer of an attractive alternative to gangs. Interventions that support individuals need to be appropriate and fulfil their individual needs and focus on the positive; this should include making better use of the abilities, ambition and enterprise for young people. Appendix A shares current intervention activity that is happening across Essex.

Successful interventions for individuals known to be at risk can include:

- **121 support work and mentoring** – One to One non-judgemental relationship, where a mentor gives time to support and encourage another. The support can vary giving direct (attending and supporting appointments) and indirect emotional and role model led support. In Essex the Youth Offending Service – Gangs Prevention Service are providing tailor-made mentoring programmes of 2-12 sessions for individual young people.
- **Education** – Continuing to engage young people in education allows the opportunity to keep young people safe and give time and opportunity to educate in the risks of violence and associated activity. Those at risks are likely to be in alternate educational provisions including PRUs. This again has a vitally critical job to continue to ensure the young person remains engaged with educational activities. Educational establishments cannot do this on their own and require the support of a multi-agency approach. To increase engagement with education there is opportunity for community groups and 3<sup>rd</sup> sector groups to work together. Educational establishments can provide support further by ensuring information is shared through school transitions and with partners.
- **Social alternative** – Creating a suitable environment for gang exit means having in place a number of social opportunities. The following all play a part in persuading young people to leave a gang lifestyle:
  - Housing, which must be accompanied by ongoing support and advice
  - Employment, that is both legitimate and stable – In Essex we have an opportunity to work with large businesses who operate in Essex to create innovative employment initiatives.
  - Mental, emotional and physical health needs, which can be ongoing after exit need to be supported.
  - Enterprise opportunities
  - Support from community and third sector groups e.g. youth groups, sports clubs, music and art organisations
- **Transition service** – Interventions need to ensure that they are available for as long as the vulnerable person requires the support; this includes supporting young people transitioning

to adults. In line with the National Transfer Policy, Essex Youth Offending Service (YOS), National Probation Service (NPS) and Community Rehabilitation Company (CRC) have agreed to meet quarterly to consider all potential and actual transfers of young people aged 18 and open to Youth Offending Service.

- **Parent and Family support** – It is important to also support the families around the individuals, as they all face a mix of problems that could reinforce the risk of violence. It is important to utilise and collaborate intervention activity that supports the family. The Government’s Troubled Families programme is a programme of targeted intervention for families with multiple problems, including crime, antisocial behaviour, truancy, unemployment, mental health problems and domestic abuse. This programme is seeing a decrease in the proportion of individuals cautioned and convicted. (*DCLG, 2017, National evaluation of the Troubled Families Programme 2015 – 2020 Family Outcomes – national and local datasets*).
- **Young Offenders** – we recognise the benefits of developing programmes with Essex Police. It is important to engage with the Children & Young People and ASB Manager within the Local Policing Support Unit, who can help in developing the role of Essex Police.

**Case study: Missing and Child Exploitation (MACE) meetings:**

A MACE meeting is one meeting but in two parts to enable effective, timely and efficient information sharing: (1) reviewing plans for individual victims of exploitation and those whom are most vulnerable from missing episode(s); (2) identifying local responses to disrupt, locate vulnerable communities and vulnerable children and young people.

Information sharing across partners and understanding of criminal exploitation is improving, with greater focus on methods of exploitation such as cuckooing, drug running and debt bondage, whereas previous information focused heavily on female victims of sexual exploitation only.

An evolving picture of criminal exploitation is being identified through MACE part 1, which in turn has led to more effective information sharing around perpetrator behaviour and criminal exploitation methods in MACE part 2. Case study examples include:

- eight interventions through MACE part 2 which have taken place directly in the centre of an identified hotspot that was later removed, helping to evidence the effectiveness of interventions through MACE 2 in reducing exploitation across Essex.
- a request made to Tendring District Council to fund Youth Service outreach to disrupt anti-social behaviour and associated issues in Clacton town, which was agreed.
- a request made to Colchester Borough Council to raise exploitation awareness amongst the town bus drivers / companies.

**ii. Workforce interventions**

We also need to recognise windows of opportunity to intervene with young people on the occasions they come into contact with services, e.g. for emergency hospital treatment. Individuals who are vulnerable often have many organisations who are providing support, this becomes more prevalent when the individual is a child for example; a Doctor, Police, Youth Worker, Health Visitors, Teacher, Community Group may all have contact. Often, at least one of these practitioners would be a trusted individual with a strong relationship with the vulnerable person. Considerations should be given to upskill these practitioners to provide intervention support rather than commissioning new intervention agencies that creates another touch point. It is not necessarily appropriate to include another intervention practitioner into an already overcrowded support network. For interventions like this to succeed it is important that a

collaborative multi-agency approach is in place. This could be done by creating a 'team around the worker' approach which reduces the risk of fragmenting existing relationships.

### iii. **Enforcement**

Enforcement has a role to play in reducing violence and putting an end to gang activity. Enforcement is arguably the most severe of interventions, and an essential tool to deal with those who choose, regardless of other options, to remain involved in gangs, violence and criminality. Often perpetrators could also be victims of crime. Enforcement activity needs to be considered alongside other intervention to ensure the right support for the individual is achieved and a positive outcome is reached. In order to achieve this a multi-agency response would be most appropriate.

Essex Police has a number of enforcement powers to disrupt and deter individuals and groups involved with violence and targeting vulnerabilities:

- **Community Protection Notices (CPN)** were introduced in the 'ASB, Crime & Policing Act 2014 and can be issued in order to tackle the issue of Anti-Social Behaviour. They can be issued by Police Officers, PCSOs and Local Authorities. Operation Raptor officers in Basildon and Southend were believed to be amongst the first in the UK to use CPNs to tackle gang activity. CPNs were issued to gang members who caused nuisance, annoyance or disorder in the community by dealing drugs on the street, taking over the homes of vulnerable people from which to deal (cuckooing) and using vehicles to transport and sell drugs.
- **Criminal Behaviour order (also known as a CBO or CRIMBO)** came into force in 2014 and is aimed at the most serious and persistent offenders where their behaviour has brought them before a criminal court. CBOs may be an appropriate response to any type of offending and are not limited to 'low level' antisocial behaviour. A CBO can be used to disrupt gang offending (such as drugs, firearms) with prohibitions to prevent gang offending including: non-association, exclusion zones, curfews and possession of unregistered mobile phones
- **Gang injunctions** introduced in 2011 gave police and local authorities new powers to deal with gang-related violence. A gang injunction is a court-issued order prohibiting gang members from participating in certain activities such as being in a particular area or association with particular people. The overarching aim of the gang injunction is:
  - I. To prevent the respondent from engaging in, or encouraging or assisting, gang-related violence or gang-related drug dealing activity; and/or
  - II. To protect the respondent from gang-related violence or gang-related drug dealing activity.

A gang injunction should be carried out using a multi-agency approach and should be supported by a wide range of evidence. It is important to identify if criminal proceedings are taking place in order to ensure the criminal and civil proceedings do not undermine each other.

- **Closure Order**— Where a property is cuckooed and this has led to an increase in antisocial behaviour a Closure Order can be applied for, so only the resident and any immediate family are allowed at the address. They would not be allowed any other visitors during the period the order is in force. A police officer of at least the rank of Inspector, or the local authority, may issue a closure notice if satisfied on reasonable grounds that:
  - I. the use of the particular premises has resulted or is likely soon to result in nuisance to members of the public OR

II. that there has been or is likely soon to be disorder near those premises associated with the use of those premises

- **Essex Police 'Operation Raptor' teams** cover all three Local Policing Areas (LPAs), in order to tackle drug dealing and gang-related crime. Raptor teams work with specialist colleagues from across the force, as well as from other forces and partnership agencies. Raptor teams are well established and well-regarded amongst partners and practitioners. They have made good links with Trident and other boroughs.

Enforcement is not only the responsibility of the Police, but also of other agencies involved including

- Local Authority – Health and Safety Enforcement, civil enforcements
- Crown Prosecution System and courts – Criminal Justice outcomes the use of alternative measures rather than custodial
- Housing enforcement
- Gangmaster Labour Abuse Authority – Licensing regulations
- Transport companies – ticket enforcement to identify vulnerable people
- Community Safety Partnerships with the development of local plans involving partners to drive appropriate visible activity around key locations, premises and individuals

How this is implemented will have a significant impact on the effectiveness of criminal intervention and enforcement. It is vital that the public have confidence that the Criminal Justice System and those agencies who make it work, will respond robustly to those people whose choice is to engage with gangs and violence.

Enforcement is a severe last resort and whilst those at risk of violence are often treated as offenders more focus needs to be recognising that often individuals are victims and enforcement and criminalising individuals is not always appropriate to stop the cycle of behaviour.

#### iv. **Challenges**

Whilst there is lots of good work evident in Essex, there are also some challenges to overcome.

These include:

- **Offenders as victims** – Many existing support mechanisms focus on treating those who leave gang lifestyles as offenders, but it is often the case that these people are victims. This aspect must not be ignored.
- **Gang Exit** – The absence of a clear pathway for Gang Exit for those who are already entrenched in a lifestyle of violence and vulnerability. For some people gang exit will require going through a managed exit programme.
- **Thresholds** – Some of the intervention services will have thresholds. These thresholds should not prevent a vulnerable person accessing support services, therefore a choice of interventions ought to be in place. Specific consideration should be given to those who have met a threshold and then, through change in age or circumstance, are no longer eligible for support. Services should be flexible to meet the demand and need of each individual.
- **Timeliness of interventions** – Sometimes a lack of understanding of the signs of vulnerability and/or lack of confidence to act, can lead to interventions not being put in place soon enough.

- **Long-term impact** – We need to place an increased focus and consistency on reacting to how people have been harmed through involvement with gangs – be it physical, mental or emotional harm.

**v. Outcomes**

When reviewing activity across Essex it is clear that there is not a consistent measurement of outcomes for programmes. It is recognised that no intervention is the same and that it is becomes difficult to evaluate the impact of early intervention activity however in order to have a coordinated response some measurement should take place. Standard measurements should be collaboratively agreed across partners when measuring the success of violence and vulnerability interventions. The themes of the measurements could include:

- Improved health, resilience and wellbeing
- Better able to cope with aspects of everyday life
- Increased feeling of safety
- Better informed and empowered to act (*Access education, employment or training*)

*Taken from the Ministry of Justice Victims Commissioning Outcomes from the Code of Practice for Victims of Crime (October 2015)*

**We must:**

- Ensure that we know what else exists and avoid duplication
- Ensure the best course of action is taken for all young people who are known to have committed a crime, and that these decisions are well informed and based on individual need
- Understand the reach of existing activities before new interventions are developed
- Ensure that new interventions are, wherever possible, linked to existing activity or introduced as an extension of that activity
- Ensure that interventions with common goals and working with a common audience, where possible, use common language, including in project names and branding
- Ensure that new interventions are consulted with key stakeholders before it is too late to re-design or make adjustments
- Use enforcement powers appropriately in line with other support and advice
- When reviewing intervention activity, be aware of dual status offenders, who are often also victims
- Ensure that interventions are sustainable and are available for as long as an individual requires, to ensure vulnerability risk is reduced
- Ensure that decisions about new commissioning activity involve partners, if only as information-givers, to enable best decisions to be made
- Ensure that where possible monies should be used in a complimentary way – this could be through pooling of financial resources, or by supporting activity that compliments planned or existing activity enabled by other funding
- Ensure that there is a consistent measurement across Essex in order to share best practice of successful intervention activity
- Ensure that existing workforces and practitioners are empowered to deliver interventions
- Identify the opportunities for joint commissioning and maximise the potential benefits
- Ensure that interventions are accessible, particularly where young people are concerned

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## 5. Leadership, Partnerships and Co-ordination

Cross-border working refers to formal collaboration and less formal partnership working, where organisations reach across boundaries to work together. This includes joint-working with those outside Essex (e.g. Metropolitan Police, Kent, Herts, Cambs and Suffolk) as well as transcending district borders within the county.

It is important that we use partnerships to maximise the benefits of campaigns, activities and interventions, being best-informed, avoiding duplication, and adding value wherever possible.

### Why is it important?

#### i. Understanding

Being aware of the intelligence and actions of those in neighbouring areas, and appreciating the reasons behind decisions and plans, places us in the best possible position to act with knowledge and insight.

#### ii. Information sharing

Information-sharing encompasses a range of activity – from sharing of specific intelligence relating to known gang members and vulnerable persons, through to informing partners about planned interventions, ensuring all opportunities for adding value can be recognised in a timely manner.

The prevalence of County Lines emphasises the importance of sharing information, as activity relevant to individuals and networks is occurring across multiple agency areas and Police Forces; only by sharing information can interventions and operations be targeted appropriately.

#### iii. Cross-county and cross-district / partnerships

Inconsistent use of tools and powers can create an advantage for gangs and county lines. There is a need for regions to link with large urban areas both strategically and operationally.

Within Essex, a county with one of the most complex local authority structures in the country, there is a lack of co-terminosity between boundaries adhered to by different bodies, including council, health and police. There are 12 districts and boroughs, 1 county council and 2 unitary authorities; 7 CCGs; 3 Local Policing Areas (plus Stansted airport).

An example of the need to work together can be seen where local authorities house residents in areas outside their authority boundary. An influx of residents to a new area may pose an opportunity or threat to gang activity and joint-working between the relevant authorities could help to alleviate these risks. A further example can be seen where young people are placed and their case management is dealt with by the quadrant from which they originate, which means agencies operating in the area they are now living are not fully engaged or informed.

Whilst cross-border working is important, this shouldn't lead to all areas being treated to the same. We must recognise that the prevalence of activity and risk differs between locations and that the response should be proportionate and relevant to the area concerned.

#### **Case Study: Operation Henderson**

Multi-agency data reports that public transport networks across Essex are often used by young people who may be vulnerable to CSE and other types of abuse. In a multi-agency response Operation Henderson was developed. Operation Henderson purpose was to increase identification and report around vulnerable young people on transport networks. Led by Essex Safeguarding Children Board and included multiple agencies such as Councils, Police and Transport providers delivered:

- Exploitation advisors who provide support in increasing identification and reporting around vulnerable children on transport networks through briefing and disseminating information to railway staff and organisations/business which utilise the station
- Media Campaign
- Awareness raising resources for members of staff
- Outreach work

Over 600 people were engaged by outreach workers and over 100 business were visited. The project is an example of agencies working in partnership sharing data and raising awareness to support those most vulnerable.

#### **iv. County Lines**

It is known that there are strong links between Essex and the London boroughs where county lines are concerned. For this reason it is essential that the response is joined up and safeguarding work takes these links into account.

#### **How can we make a difference?**

#### **v. Leadership and Responsibilities**

One of the challenges of addressing the issue of violence and vulnerability is knowing where responsibility is and should be attributed. The impact of violence and vulnerability affects a number of agendas and agencies, making it difficult to identify who should take lead responsibility. Invariably this means that, albeit unintentionally, responsibility is deferred by all to all, and is not accepted by any individual party.

One of the aims of partnership working should be to ensure that for every action, plan and unresolved identified issue, a lead partner is agreed, so that accountability can be maintained. Recognising the collective public good, and holistic benefits that can be achieved, should be a primary aim of all agencies who have a genuine interest and desire to address this issue.

In some instances responsibility is acknowledged by key staff, but this does not always filter up to senior leaders. By making senior leaders aware of the need to accept responsibility we gain accountability, and we ensure that the response of that agency is organisation-wide – not restricted to a designated department, but infiltrating the whole organisation, enabling all services to contribute to a shared goal.

#### **vi. Influence**

Senior Leaders should ensure that they use their influence to best advantage.

They are able to exert influence within their organisation by setting priorities that enable and empower staff to deliver on this agenda and by ensuring that adequate resources are available.

It is also possible for Senior Leaders to lay the foundations for joint-working, for example by signing up to information-sharing agreements.

Senior Leaders also hold the key to influencing other organisations. This might include Voluntary and Community Sector organisations – who may benefit from grants or service level agreements which can be tailored to include scope for work on this agenda, or who may require access to data or systems. This could also include private sector companies, identifying opportunities for them to fulfil Corporate Social Responsibility by assisting with prevention and intervention work – either directly or through sponsorship. Some companies, by virtue of their line of business, will have an opportunity to have a direct impact, e.g. train companies ensuring ticket enforcement can both limit travel of those who do not have tickets and increase the chance of intervention being possible if those travelling illegally are stopped.

Senior Leaders also have opportunities to influence their counterparts in Essex and beyond, and to campaign for change at a higher level.

#### **Case Study: Cross-border Housing**

In parts of Essex there are pockets of housing which are owned by authorities outside the county (i.e. London Boroughs). At present Essex agencies have no input or control over who is housed in this accommodation, creating risks of vulnerable people being housed alongside known gang members and rival gang members housed alongside each other. Only those in the most senior positions can create the relationships with those authorities who make these decisions, and explore ways of minimising risks of inappropriate housing allocations.

#### **We must:**

- Make senior leaders aware of the impact, extent and relevance of the violence agenda and the need to accept responsibility
- Enable senior leaders to use their influence to best advantage, both within the organisations they lead and with key partners and stakeholders
- Identify Single Points of Contact (SPOCs) in neighbouring areas to make communication easier
- Share information beyond our traditional boundaries
- Respect that interventions and responses must be tailored to the area that they operate in
- Work collaboratively with partners across Essex to review existing awareness activity (e.g. drug and alcohol awareness) to review if stronger links can be made to the violence and vulnerability agenda e.g. does it include links with criminal exploitation, gang activity
- Know who is leading on individual projects and actions and make sure that they can be held accountable
- Ensure that we are able to discuss violence and vulnerability cases at partnership meetings, be it making best use of existing meetings and governance, or by establishing a new meeting to meet this need
- Develop a better understanding of where vulnerable people are housed when borders are crossed
- Overcome the inconsistent use of injunctive tools and enforcements
- Introduce cross-referencing for gang case management
- Review and build on existing partnership infrastructure across county and in localities, including MACE , Stay Safe , Community Safety Partnerships , Youth Strategy Groups



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## 6. A Framework of Touchpoints

This framework demonstrates the wide variety of influences and contacts an individual can experience. The inner network reflects the key areas and categories of contact, whilst the outer circle shows the individual people that those groups and organisations can be represented by. Whilst the framework shows a flow through a person's life, they may continue to have touchpoints with many of the organisations/individuals throughout their life.



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## APPENDICES

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### Appendix A : Activity/programmes across Essex

\* Below are activities that the Community Safety Partnerships are familiar with. It is recognised that this list is not exhaustive and if your activity is not listed below you are encouraged to engage with partners.

District	Activity
<b>Basildon</b>	Crucial Crew Gangsline – Gangs awareness session Risky Behaviour Sessions for parents Basildon Walk online Roadshows Gangsline targeted awareness raising (PRU) Youth Offending Service – Gangs Prevention Service Essex Family Innovation Fund Basildon Go Girls Project Gangsline – 121 Mentoring Kids Inspire Essex (trauma based intervention) Children’s Society CARE team Phoenix Futures (Adults) Peabody South floating support service (Adults)
<b>Braintree</b>	St Giles Trust Chelsea’s Choice Community Safety Partnership Reach every Generation Drugs Alert Virgin Care/Barnados One Support – adults cuckooing
<b>Brentwood</b>	Youth Intervention Programme (YIP) Gang Awareness Assemblies Life Choices Firebreak (x2, 1 course free) Chelsea's Choice 2 Johns E-Safety Assemblies and parent / professionals evening The Power of Love Drug Talks Show Racism The Red Card Gang & Drugs Parent Session
<b>Chelmsford and Maldon</b>	Youth Groups Partnership awareness Project ‘giving advice to the homeless’ Crucial Crew Gangsline – Gangs awareness session St Giles Trust (Maldon) ASB youth forums (case manage young people) Strategy abuse meeting Youth group interventions supported by CSP

	Partnership intervention meeting with families (restorative approach) Gangline – 121 mentoring
<b>Colchester</b>	Gangline – Gangs Awareness session Virtual Crew Observers Project Detaches Youth Work/ Startwell ASB Firebreak Gangline – 121 mentoring Piloting Youth Offending Service Gangs prevention Service Mate Crime/County Lines/Cuckooing training Multi-agency Vulnerability and Exploitation Consultation/Forum with partners to identify all current services/provision and subsequent gaps Detached Targeted Youth Work Youth Service
<b>Epping Forest</b>	Crucial Crew Reality Roadshow delivery from Spark4Life TFL pilot fortnight project
<b>Essex County Council</b>	Risk Avert Children’s Society Safe in Essex
<b>Harlow</b>	Keep yourself safe (KYSS) Youth Offending Service Gangs prevention Service Firebreak Children’s Society - CARE Community Safety Team response e.g. cuckooing properties
<b>Southend</b>	Gangline interventions and awareness YOT prevention and early intervention work Op Raptor activity Joint partner tasking meetings (daily) CS Hub activity Re structure of CSP to respond to current priorities New Town Centre Partnership Group – town centre crime focused New Violence and Vulnerability Strategic Governance Group to coordinate / own partnership activity across all 4 strategic boards (CSP, LSCB, SAB and HWB). Focus will be Gangs, County Lines, Knife crime, MSL and exploitation / vulnerability including domestic abuse linked to these areas. Complete cross cutting work with partners and wider agencies such as MOPAC, Essex (SET) and London localities. Operational delivery group sitting below this. New data dashboard to capture partner violence and vulnerability data and support strategic group Two week violence and vulnerability multi-agency activity (enforcement and support) planned for October Ongoing town centre weeks of multi-agency action taking place
<b>Tendring</b>	Gangline – Gangs awareness session Crucial Crew London Theatre Company Gangline – 121 mentoring Detached Targeted Youth Work

	Youth Service
<b>Thurrock</b>	GRV Red Group RAG CSE missing LAG Vulnerable adults Gangline – Gangs awareness session Youth Offending Service in Schools St Giles Trust Gangline – 121 Mentoring Open Door Crucial Crew Firebreak

## Appendix B : Risk Factors for Gang Involvement

Risk factors for gang involvement						
Domain	Ages 0-2	Ages 3-6	Ages 7-9	Ages 10-12	Ages 13-15	Ages 16-25
Individual	<ul style="list-style-type: none"> <li>• Conduct disorders</li> <li>• Hyperactivity</li> </ul>	<ul style="list-style-type: none"> <li>• Conduct disorders</li> <li>• Lack of guilt and empathy</li> <li>• Physical violence/aggression</li> </ul>	<ul style="list-style-type: none"> <li>• Anti-social beliefs</li> <li>• Lack of guilt/empathy</li> <li>• Aggression</li> <li>• High alcohol/drug use</li> <li>• Hyperactive</li> </ul>	<ul style="list-style-type: none"> <li>• Anti-social beliefs</li> <li>• <b>Marijuana use</b></li> <li>• Previous violent activity</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Displaced aggression traits</b></li> <li>• <b>Anger traits</b></li> <li>• <b>Aggression traits</b></li> <li>• Low guilt</li> </ul>	<ul style="list-style-type: none"> <li>• Anti-social beliefs</li> <li>• Lack of guilt and empathy</li> <li>• Involvement in general delinquency</li> <li>• High alcohol/drug use</li> </ul>
Family	<ul style="list-style-type: none"> <li>• Family poverty</li> </ul>	-	<ul style="list-style-type: none"> <li>• Family poverty</li> <li>• Broken home/change in caretaker</li> <li>• Parent pro-violent attitudes</li> <li>• Poor parental supervision</li> </ul>	<ul style="list-style-type: none"> <li>• Family poverty</li> <li>• Siblings anti-social behaviour</li> <li>• Parent pro-violent attitudes</li> </ul>	<ul style="list-style-type: none"> <li>• Broken home/change in caretaker</li> <li>• Delinquent siblings</li> <li>• Socioeconomic status</li> <li>• Poor parental supervision</li> </ul>	<ul style="list-style-type: none"> <li>• Broken home/change in caretaker</li> <li>• Delinquent siblings</li> <li>• Socioeconomic status</li> <li>• Poor parental supervision</li> </ul>
School	-	-	<ul style="list-style-type: none"> <li>• Frequent truancy</li> <li>• Low academic aspirations</li> <li>• Low school achievement</li> <li>• Low school attachment</li> </ul>	<ul style="list-style-type: none"> <li>• Low school commitment</li> <li>• Low school attachment</li> <li>• <b>Low academic achievement in primary school</b></li> </ul>	<ul style="list-style-type: none"> <li>• Low school commitment</li> <li>• Low school attachment</li> </ul>	<ul style="list-style-type: none"> <li>• Low academic aspiration</li> <li>• Low school attachment</li> <li>• Low parental aspirations for child</li> </ul>
				<ul style="list-style-type: none"> <li>• <b>Learning disability</b></li> </ul>		<ul style="list-style-type: none"> <li>• Low school achievement</li> </ul>
Peer group	-	-	<ul style="list-style-type: none"> <li>• Delinquent peers</li> <li>• Peer rejection</li> </ul>	<ul style="list-style-type: none"> <li>• Associates with friends who engage in problem behaviours</li> </ul>	<ul style="list-style-type: none"> <li>• Delinquent peers</li> <li>• Commitment to delinquent peers</li> </ul>	<ul style="list-style-type: none"> <li>• Delinquent peers</li> <li>• Association with gang-involved peers/relatives</li> </ul>
Community	-	-	-	<ul style="list-style-type: none"> <li>• <b>Marijuana availability</b></li> <li>• <b>Neighbourhood youth in trouble</b></li> </ul>	<ul style="list-style-type: none"> <li>• Exposure to drugs and alcohol</li> </ul>	<ul style="list-style-type: none"> <li>• Availability/use of drugs</li> <li>• Low neighbourhood attachment</li> <li>• Economic deprivation</li> </ul>

\*Risk factors highlighted in bold = strong predictions

Source: Early Intervention Foundation (commissioned by the Home Office), 2015, preventing gang and youth violence: A review of risk and protective factors

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## Appendix C : Suggested distribution network for this Framework

The Framework should be shared with as many partners as possible, using the following people, organisations and networks:

- Safer Essex
- Essex Assembly
- Essex Partners
- Essex Leaders and Chief Executives Group
- Police Fire and Crime Commissioner for Essex
- Essex Police
- Youth Offending Services
- Essex County Council
- District, Borough and Unitary Authorities (x14)
- Clinical Commissioning Groups (x 7)
- National Health Service
- Community Safety Partnerships
- Association of Secondary Headteachers in Essex (ASHE)
- Essex Primary Heads Association (EPHA)
- Essex County Fire and Rescue Service
- Safeguarding Boards
- Domestic Abuse Board
- Reducing Reoffending Board
- Criminal Justice Board
- Essex Alliance (voluntary sector)
- Essex Community Safety Network
- Drive Steering Group
- Trailblazer Steering Group (homelessness)
- MP's
- Home Office
- Essex Children's Partnership
- Essex Youth Service
- Essex Children's Partnership Board
- Local Children's Partnership Boards
- Local Stay Safe Groups.
- Essex CRC
- NPS
- Essex CVS Networks
- *All providers who are commissioned by the agencies listed*

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## Appendix D : Bibliography, References and Links

### Bibliography and References

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### Useful links

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[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/677325/Family\\_outcomes\\_national\\_and\\_Local\\_datasets\\_Part\\_2.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/677325/Family_outcomes_national_and_Local_datasets_Part_2.pdf)