

**REQUEST FOR DMPC DECISION – DMPCD 2014 142****Title: Shield pilot****Executive Summary:**

In June 2014, the Deputy Mayor for Policing And Crime (DMPC) and the Metropolitan Police Service (MPS) Commissioner agreed to pilot the Group Violence Intervention (GVI) model in London. The GVI pilot will be known as Shield amongst key partners and stakeholders.

The purpose of the Shield Pilot is to reduce significant harm caused to our communities by a minority of individuals that are actively part of gang culture in London. In broader terms this work will contribute to reducing the levels of violence with injury in the capital. A continued commitment to targeted enforcement work forms a core part of the London Gangs Strategy.

The GVI model works by focusing enforcement and interventions activity collectively on whole gangs as opposed to targeted enforcement and prevention work on individuals in a more piecemeal fashion.

This decision report recommends that the DMPC agrees funding to deliver a GVI pilot in London in 2014/15.

**Recommendation:**

The DMPC is asked to:

- Approve investment of £200,537 to support the overall delivery of the Shield Pilot and;
- Approve that within this overall funding envelope, the award of a contract (by Single Tender Action) can be made to Dr Professor Kennedy from the John Jay College of Criminal Justice to provide consultancy support and advice throughout the pilot to a maximum value of £50,000.

**Deputy Mayor for Policing and Crime**

I confirm I have considered whether I have any personal or prejudicial interest in this matter and take the proposed decision in compliance with the Code of Conduct. Any such interests are recorded below.

The above request has my approval.

**Signature****Date**

## PART I - NON-CONFIDENTIAL FACTS AND ADVICE TO THE DMPC

### Decision required – supporting report

#### 1. Introduction and background

- 1.1. In June 2014, the Deputy Mayor for Policing And Crime (DMPC) and the Metropolitan Police Service (MPS) Commissioner agreed to pilot the Group Violence Intervention (GVI) model in London.

The GVI model was developed in the USA and has been implemented in Boston, Cincinnati and several other USA cities. The model has had a significant impact, including reductions in homicides and non-fatal shootings of between 35% – 60%. The model is a multiagency community led programme of focused deterrence and collective enforcement that aims to reduce group related violence.

- 1.2. In London, the pilot will be known as Shield. The DMPC and the Commissioner agreed that five London boroughs<sup>1</sup> would be approached to be part of the pilot. Throughout September – October, 2014, MOPAC in partnership with the Trident Gangs Crime Command undertook stakeholder engagement with the five boroughs.
- 1.3. Following on from the consultation period, it has been agreed that the Shield pilot will be piloted in three of the five boroughs approached. Hackney and Newham will not be participating in the pilot, but it is anticipated that Hackney and Newham gang members may be part of an evaluation control group.
- 1.4. The MOPAC Evidence & Insight team will be undertaking an impact and process evaluation of the Shield pilot. This will allow MOPAC to have a view on both the impact of Shield and reduction in harm attributed to the model in the three boroughs, but will also provide clarity on resourcing required for either the continuation or roll out of the Shield approach.

#### 2. Issues for consideration

- 2.1 The successful implementation of the pilot is dependent on sufficient resourcing. This decision relates to resources to be provided by MOPAC to the three boroughs that will enable effective partnership and project delivery demand. Local partnership activity and resources will support the central MOPAC and Trident resources, via the engagement of integrated gang units.
- 2.2 Through the course of the stakeholder engagement, boroughs identified a number of concerns regarding the resourcing of Shield that they felt needed to be addressed to ensure effective delivery.

These have been summarised below:

- **Collective/civil enforcement** – It was viewed that the success of collective enforcement against gang nominals will be dependent on agencies being able to immediately respond when one gang member fails to comply with the demands laid out at the call-in. As part of their initial planning work, agencies will need to identify the legal vulnerabilities of the cohort that is to be targeted and to prepare the relevant evidence bundles. This information would then be used to support the proactive collective enforcement. Collective enforcement against a large group of individuals simultaneously has clear resource implications for boroughs and their partners at a time when they will also be implementing financial savings. Boroughs are concerned that there will be insufficient

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<sup>1</sup> Newham, Lambeth, Haringey, Westminster and Hackney

resources to provide this proactive response without there being a knock on effect on day-to-day service delivery.

- **Call in** –Boroughs that had previously undertaken a version of call-in spoke about the extensive resource requirements in setting up and managing a call-in. One proposed pilot borough stated that a significant number of Youth Offending Service and local MPS resources had to be made available on the specific days in order to ensure that call-ins were run safely, for both the professionals and the young people/adults (gang members) that were called in.
- **Community voice/mobilisation** – it was highlighted during the consultation that effective community mobilisation needs proper lead in time and that this work would need to be undertaken before any other strands of the GVI model were implemented. All boroughs consulted shared the view that for a community mobilisation to be effective the development work would need to be embedded at a local level and compliment current activity.

2.3 On the basis of these concerns outlined and the need for effective partnerships between the regional and local services, it is recommended that MOPAC fund the following four fixed term posts (12 months) to support the Shield pilot:

- Full time Shield Programme Manager – MOPAC grade 5 equivalent  
This role will coordinate the overall operational implementation of the entire Shield pilot and coordinate the broader activity of the following posts to achieve this.
- Full time Shield Community Development Officer – MOPAC grade 6 equivalent  
This role will engage with the local community representatives in the pilot boroughs, build community support for Shield and facilitate community engagement with the call-in process.
- Full time Shield Delivery Officer – MOPAC grade 6 equivalent  
This role will integrate with the local integrated gangs units and provide additional capacity to each of the three pilot boroughs to deliver the enhanced collective enforcement action that is central to the Shield pilot. This will be achieved through the development of pre-planned interventions, improved case management, and early preparation of evidence requirements to allow proactive action to be taken, at the point at which a trigger offence occurs.
- Full time Project and Data Support Officer – MOPAC grade 7 equivalent  
This role will work with the boroughs to ensure consistent data collation and analysis, administrative support, and work in partnership with the evaluation team to ensure that the evaluation is supported throughout delivery of the pilot.

2.4 Whilst the four individuals will be funded and managed by MOPAC, they will work alongside borough partnerships and directly in the pilot boroughs to support local implementation. The roles will be front facing in terms of borough partners and communities. They will also ensure consistency across boroughs and compliance with the Shield delivery plan.

2.5 In addition to introducing four full time fixed term posts (12 month period), it is also recommended that MOPAC fund expert external advice and guidance from the John Jay College of Criminal Justice (senior college of the City University of New York) during the duration of the pilot. Professor David Kennedy from the John Jay College devised the GVI approach and is keen to support the London pilot. The sum of £50,000 will be set aside for his support.

### 3. Financial Comments

3.1 The proposed four fixed term posts are based on the collective feedback from the stakeholder engagement and will cost £150,537.

The grades are based on similar posts advertised on the Guardian and Reed websites and are matched to existing MOPAC grades.

Each post is for a fixed term period (12 months) and will not add to the formal MOPAC structure.

The cost of the Shield pilot will be met through unallocated LCPF funding.

- 3.2 Consultancy support will be provided by the John Jay College of Criminal Justice throughout the pilot at a cost of £50,000. This procurement falls within the exception set out in MOPAC's Contract Regulations (version 12 dated 16/01/2012) which applies where there is no acceptable alternative supplier. Professor David Kennedy developed the GVI model on which Shield is based and there is no other supplier with the necessary expertise. The contract will therefore be awarded by a single tender action.

#### **4. Legal Comments**

- 4.1 MOPAC is a statutory body and must act in accordance with its statutory powers and duties. Section 3(6) of the Police Reform and Social Responsibility Act 2011 (PRSA) requires MOPAC to secure that the metropolitan police service is efficient and effective. For the reasons set out in more detail above, officers consider that the proposed funding of the Shield pilot will assist MOPAC to carry out its PRSA duties given its likely impact on levels of gang-related crime.
- 4.2 Schedule 3 paragraph 2(2) PRSA provides that MOPAC "may appoint such...staff...as the Office thinks appropriate to enable the Office to exercise its functions" and Schedule 3 paragraph 6 provides for the remuneration of such staff. MOPAC HR requires a formal decision in order to complete a Recruitment Request form and this decision form will meet this requirement.
- 4.3 Section 143(1)(a) of the Anti-Social Behaviour, Crime and Policing Act 2013 provides that MOPAC may provide or arrange for the provision of services that in its opinion will secure, or contribute to securing, crime and disorder reduction in [its] area. Officers consider that the proposed arrangement for the provision of consultancy services by the John Jay College will contribute to securing crime and disorder reduction for the reasons set out above.
- 4.4 As set out above in section 3.2 of this decision form, the consultancy element of this request will not need to proceed through the formal MOPAC procurement process. The contract will be awarded by a Single Tender Action, in accordance with MOPAC's Procurement Code, subject to compliance with the requirements set out in that Code.
- 4.5 As decision-maker for a public authority, DMPC must comply with the public sector equality duty set out in section 149(1) of the Equality Act 2010. This requires DMPC to have due regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations by reference to people with protected characteristics. The protected characteristics are: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation. Specific equalities comments relating to this proposal are set out below and have duly been taken into account.

#### **5. Equality Comments**

- 5.1 The Shield pilot meets with the objectives of the London Crime Reduction Board's *Strategic Ambitions for London: Gangs and Serious Youth Violence*. One of the strategic ambitions is to reduce the number of victims of gun and knife crime by 2017. The trigger offences for the Shield pilot include serious violence offences, which includes gun and knife crime.

- 5.2 We know that gangs and serious youth violence have a disproportionate impact on certain sections of London's diverse communities. Research undertaken to inform the Strategic Ambitions found that:
- The majority of those on the Trident Matrix are young adults – 70% of the individuals are aged between 17 – 23 years of age;
  - The majority of individuals on the Trident Matrix are identified as Black and Minority Ethnic (BME).
- 5.3 Whilst one of the key strands of the GVI approach is collective enforcement on those individuals who do not desist from violence, there will also be support for those gang members who ask for it. This will ensure that those gang members who wish to exit gangs will be able to do so knowing that support and assistance will be provided to them.
- 5.4 Rape has also been included in the range of trigger offences for the Shield pilot. We know that rape is underreported to the police and that rape victims are likely to be 'reluctant witnesses.' There are additional complexities for victims of rape who have a link to gangs. This group of victims are even more unlikely to engage with the police, resulting in no police action. By including rape as a Shield trigger offence, collective enforcement will be the immediate response and the onus for the victim to cooperate will be removed.
- 5.5 The Strategic Ambitions were subject to an Equality Impact Assessment, which is published online.

## **6. Background/supporting papers**

Shield is the name that MOPAC has given to the Group Violence Intervention (GVI) Model. The GVI model was developed in the USA and has been implemented in a number of US cities. It has had significant impact including reductions in homicide and non-fatal shootings by 35-60%. It is a multi-agency community led programme of focused deterrence and collective enforcement, which aims to reduce group related violence.

There are three key strands to the model

1. the identification and focused enforcement on groups involved in violence;
2. mobilising local communities to give key messages that violence will not be tolerated
3. providing help for those individuals who wish to exit gangs

### **Why we are introducing Shield?**

London gangs remain a local, regional and national challenge and the changing nature of gang criminal activity (movement to other areas; less territorial and more concerned with income generation) is preventing new challenges to the MPS and partners in regards to prevention and enforcement.

It is clear that targeted prevention, intervention/support and enforcement to key groups/gangs OR key locations is key to tackling the harm caused by gangs

Tackling the violence caused by high harm is central to the Shield approach. We know that gangs in London are responsible for a significant portion of the violence in the Capital. MPS data on those gangs featured on the Matrix indicates that they are responsible for 40% of all shootings in the Capital and 17% of all serious violence and stabbings.

The London Crime Reduction Board has made prevention and gang exit key areas of focus in its revised gangs plan – *Strategic Ambitions for London: Gangs and Serious Youth Violence*. Shield

provides an opportunity to support these ambitions. The Shield pilot is specifically linked to a strategic ambition to reduce *'the number of victims of gun and knife crime.'*

### **What benefits will Shield provide?**

- **Reduction in crime and harm to communities:** The GVI method has had considerable success in the US cities that have chosen to implement it. In Glasgow, where a variant of the model has been introduced, youth violence dropped by 48% with a knock-on effect of an 18% reduction in violence among gang members who did not sign up to the initiative<sup>2</sup>.
- **Supporting existing delivery:** The boroughs have been chosen by the MPS and the DMPC because MPS Trident data indicates that a number of the most high harm gangs are located in these boroughs. The introduction of GVI in these boroughs will provide an additional support to existing gang prevention/intervention initiatives.
- **Community engagement:** The mobilisation of the community to support the GVI model in each of the boroughs will not only increase credibility in the actions taken by partners to reduce violence but will also support community cohesion and lead to an increase in community confidence.
- **Through the gates:** Through the gate is not part of the US GVI model, so this is an opportunity for London to build on and extend the model to meet need in the capital. A likely consequence of this intervention is that initially more gang members will end up in custody, often for short sentences. In order to prevent further reoffending, through the gate work will need to ensure that this cohort provided with relevant support in order to exit. The London CRC and NPS London are in support of this approach.

### **MOPAC and Trident stakeholder consultation**

In order to inform the implementation of the pilot, in each of the proposed pilot boroughs:

- Senior MOPAC staff and a Trident Commander met with the Chief Executive and his or her representatives in order to secure senior leadership buy in; and
- MOPAC staff held operational meetings with borough colleagues to explore in detail the practicalities of Shield and to hear and collate issues that MOPAC and Trident needed to take into consideration in order to ensure a successful implementation.

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<sup>2</sup> International experience of early intervention for children, young people and their families The Wave Trust 2010

**Public access to information**

Information in this form is subject to the Freedom of Information Act 2000 (FOIA) and other legislation. Part 1 of this form will be made available on the MOPAC website within 1 working day of approval. Any facts/advice/recommendations that should not be made automatically available on request should not be included in Part 1 but instead on the separate Part 2 form. Deferment is only applicable where release before that date would compromise the implementation of the decision being approved.

Is the publication of **this** form to be deferred? YES

If yes, for what reason: To allow key stakeholders in pilot boroughs to locally prepare in conjunction with MOPAC in advance of publication.

Until what date (if known): 31 January 2014

Is there a **part 2** form –NO

If yes, for what reason:

**ORIGINATING OFFICER DECLARATION:**

	<i>Tick to confirm statement (✓)</i>
<b>Head of Unit:</b> Sam Cunningham has reviewed the request and is satisfied it is correct and consistent with the MOPAC's plans and priorities.	✓
<b>Legal Advice:</b> The TfL legal team has been consulted on the proposal.	✓
<b>Financial Advice:</b> The Head of Strategic Finance and Resource Management has been consulted on this proposal.	✓
<b>Equalities Advice:</b> Equality and diversity issues are covered in the body of the report and the Workforce Development Officer has been consulted on the equalities and diversity issues within this report.	✓

**OFFICER APPROVAL****Chief Operating Officer**

I have been consulted about the proposal and confirm that financial, legal and equalities advice has been taken into account in the preparation of this report. I am satisfied that this is an appropriate request to be submitted to the Deputy Mayor for Policing and Crime.

**Signature**

**Date**