

Gangs Matrix Review

# INTEGRATED IMPACT ASSESSMENT

December 2018

# 1. Introduction

Mayor of London Sadiq Khan made a commitment to Londoners in his manifesto and in his Police and Crime Plan to conduct a Review of the Metropolitan Police Service (MPS) Gangs Matrix.

The Review has been informed by research, analysis of existing data sources and consultation with interested groups, including practitioners, police officers and members of the public (details of those consulted are at Appendix A). This final Integrated Impact Assessment (IIA) takes into account feedback from stakeholders and the output of the consultation and research activities. It makes an assessment of its impact on the following objectives:

**Crime, Safety and Security** – to contribute to safety and security and the perceptions of safety;

**Equality and Inclusion** –to make London a fair and inclusive city where every person is able to participate, reducing inequality and disadvantage and addressing the diverse needs of the population;

**Health and Health Inequalities** – to improve the mental and physical health and wellbeing of Londoners and to reduce health inequalities across the city and between communities; which will include an equality impact assessment against each protected characteristic.

**Social Integration** – To ensure London has socially integrated communities which are strong, resilient and free of prejudices; which will include an impact assessment on socio-economic factors.

**Economic, Competitiveness and Employment** – To maintain and strengthen London’s position as a leading connected knowledge based global city and to support a strong, diverse and resilient economy, providing opportunities for all.

# 2. Background

The Mayor published his [Police and Crime Plan for London](#) (and accompanying [Integrated Impact Assessment](#)) in March 2017, following a significant consultation with Londoners and partner agencies. Subsequently, he published a [Knife Crime Strategy](#) (and accompanying [Integrated Impact Assessment](#)) for London in June 2017.

Both of these documents set out our broader aims activities to tackle serious violence and keep children and young people in London safe, through prevention, enforcement and intervention. The Review should be seen within the context of these Strategies and this Integrated Impact Assessment within the context of the Assessments done on them.

### **3. Background Information**

The full Terms of Reference for the Review can be found at appendix B:

The Mayor's Office for Policing and Crime (MOPAC) committed to conducting a review of the MPS Gangs Matrix. The review follows the Mayor's Manifesto pledge in 2016 and commitments in London's Police and Crime Plan<sup>1</sup> and Knife Crime Strategy in 2017. Keeping young people safe in London is a key priority and to that end the aim of the Review is to ensure that any tool being used to manage young people involved in group violence responds appropriately to harm and risk.

The Gangs Matrix is an operational tool that was developed by the Metropolitan Police Service and has been used since 2012. The overarching aim of the MPS' Gangs Matrix is to reduce gang related violence and prevent young lives being lost. The Gangs Matrix is an intelligence tool used to identify and risk assess gang members in every London borough informed by intelligence and based on violence and weapons offences. It provides the police with a way of prioritising the most harmful individuals for enforcement and partners for support and intervention. The Matrix scores individuals who are in a gang - it is not the gangs that are scored. Scores are based on an individual's involvement in violence only - drugs intelligence or drugs offences are not scored. Individuals are also scored and ranked as victims of violence to reflect the vulnerability and victimisation of this cohort. Every borough has their own Matrix and every day these are combined to produce an MPS Matrix. Matrices are owned by boroughs with local single points of contact (SPOCs) who update the Matrix and make decisions about who is added and removed. MPS Trident and Intelligence Units may make recommendations where necessary for people to be added or removed to any borough Matrix.

It is hoped that the Review will help us to understand whether the targeted approach taken by the Gangs Matrix is a proportionate and effective tool in reducing youth violence. The scope of the Review will therefore focus on the following issues:

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<sup>1</sup> The Police and Crime Plan states "we will Review the MPS approach to gang crime, including the Gangs Matrix, supporting the MPS to tackle gang crime, gun crime and knife crime more effectively in London.". The London Knife Crime Strategy says we will target lawbreakers by "Reviewing the MPS Gangs Matrix which identifies the most violent gang members in London, and strengthen the identification of young people who are involved in serious youth violence, whether perpetrators or victims."

## **1. Impact of the Gangs Matrix**

- How the Gangs Matrix impacts on levels of gang member offending and youth violence
- How being on the Gangs Matrix impacts an individual's involvement in violence and offending
- How the Gangs Matrix has evolved to be able manage risk and vulnerability
- How being on the Gangs Matrix impacts an individual who features on it; from both an enforcement
- How the demographics of those on the Gangs Matrix compare with our understanding of victims and perpetrators of youth and weapon-enabled violence in London to identify any disproportionate impact

## **2. Gangs Matrix processes**

- Assurance that the collection, use, sharing and storage of personal information in the context of the Gangs Matrix is compliant with human rights and data protection legislation.
- How individuals are added to and removed from the Gangs Matrix
- Understand which partners have access to Gangs Matrix information and how it is used.
- What data sources the Gangs Matrix uses
- How the Gangs Matrix is used locally by the London boroughs
- How the Gangs Matrix is reviewed and overseen; to assess consistency of use and prevention of disproportionate impact.

## **3. Perceptions and understanding of the Gangs Matrix**

- How information about the purpose and use of the Gangs Matrix has been shared and understood by partners, community members and the public.
- Assessing whether the Gangs Matrix is understood within the wider context of the other operational tools that inform the threat, harm and risk profile for London.
- Consider what steps can be taken to provide better information to the public about how the MPS tackle youth violence.

### **Guiding principles**

The recommendations of the review will be guided by the need to:

- Be evidence-led through in-depth analysis of available data

- Recognise the operational independence of the MPS
- Ensure legality and data compliance
- Address any unfairly disproportionate impact
- Be informed by community and partner views
- Increase transparency
- Be informed by an understanding of the operational challenges faced by police officers responding to youth violence.

This review will not make recommendations related to police intelligence systems as a whole.

The Deputy Mayor for Policing and Crime is responsible for the completion of this review. The MPS is responsible for deciding what changes are necessary and how to take recommendations forward operationally.

The intended audience for the outcome of the Review is the MPS and our recommendations will be published in Autumn 2018. The review will be conducted by MOPAC, with the support of the MPS. No previous review of the Gangs Matrix has taken place.

## **4. Policies and evidence of impact**

The safety and security of Londoners is the Mayor's number one priority. The ambition for policing and crime is to make London a safer city for all Londoners, no matter who they are or where they live.

The Police and Crime Plan is based on two clear ambitions for the MPS and all our partner agencies:

- **A safer city for everyone in London, no matter who you are or where you live.**
- **Extra protection and support for the most vulnerable people and places in London.**

The Police and Crime Plan has set out the actions we will take to deliver these. One of the commitments in the Police and Crime Plan is to conduct a review of the MPS Gangs Matrix, in line with these broader ambitions to tackle high-harm crime against vulnerable people and ensure that all our efforts benefit all of London's diverse communities, as well as our statutory duties to oversee the work of the Metropolitan Police Service on behalf of Londoners, ensuring that they receive an efficient, effective service that reflects their wishes and priorities.

## Consultation and engagement

In addition to the significant consultations carried out for the Police and Crime Plan and Knife Crime Strategy, MOPAC engaged a Reference Group of experts representing a range of groups and organisations to assist in steering our research and recommendations specifically for this Review.

### Reference Group Members

<b>Invitees</b>	
James Hayward Sarah Moran	Information Commissioner's Office
Allan Hogarth Tanya O'Carroll	Amnesty International
Sheridan Mangal	Trident IAG Vice-Chair and works with young entrepreneurs
Bobby Martin	Community engagement & gang intervention advisor
Mark Blake	Black Training & Enterprise Group
Stafford Scott	The Monitoring Group
Katrina Ffrench	Chief Executive, StopWatch
Simon Harding	Associate Professor in Criminology, University of West London
Commander Mark McEwan	MPS, Commander for Community Engagement
<b>Officers</b>	
Natasha Plummer (Chair)	MOPAC (Engagement)
Tom Davies	MOPAC (Evidence & Insight)
Jeanette Bain-Burnett	GLA Community Engagement Team
Caroline Tredwell	MOPAC (Policy)

### Surveys

As part of the Review, three online surveys were generated to capture the views of a range of groups. All surveys were disseminated via an email link and hosted by Opinion Research Services (ORS). Survey responses were marked out up and analysed thematically, with relevant quotes extracted in accordance with pre-defined and emergent themes. A breakdown of the surveys is below.

#### **1) MPS Practitioner survey**

The key aim was to capture key MPS practitioner's perception across a variety issues relating to the Matrix. In particular the survey was aimed at the borough *Single Points of*

*Contact* and Matrix leads and the aspiration was to get 1-2 responses from each borough. The survey consisted ten sections broadly covering topics such as general perceptions of gangs and gang crime, Matrix understanding and use, perceived impact, accuracy, local processes (inclusion, removal and oversight), information sharing and partnership working; community engagement, training, possible changes, benefits and drawbacks. This was distributed in autumn 2017 via a senior Metropolitan Police Officer. A total of 88 responses across 28 boroughs, including 47 SPOCS and 41 other officers, predominantly of Constable and Sergeant rank was received.

## **2) Local Authority Practitioners**

This survey sought to capture the views of key Local Authority practitioners that are involved in the Matrix covering the same thematic areas as described above. The survey was distributed in autumn 2017 via Heads of Community Safety on all London boroughs. We received 45 valid responses were received across 27 boroughs from a wide variety of front line and leadership roles practitioners.

## **3) Voluntary and Community Sector**

This survey aimed to capture individuals working within Community and Voluntary Sector (VCS) organisations supporting young people involved in violence, again following the same thematic structure. The survey was distributed via a variety of pathways in summer 2018 receiving 98 responses in total.

### **Community Voice**

In addition to the Reference Group, and the views of the voluntary and community sector collected through the surveys, we made efforts to conduct targeted engagement activities in communities across London. We were also cognisant of the personal accounts represented in the Amnesty and StopWatch reports on the Matrix, which identified some of the same concerns. The views of the Reference Group were in many cases echoed by the community members we spoke with, particularly in relation to transparency, the need for oversight and clearer communication of the purpose of the Matrix.

Engagement events were held in Southwark, Waltham Forest, Haringey and Westminster and we met with approximately 110 young people, parents and community members. These were open discussion sessions, which focussed on (i) general views on violence and gang and knife crime in their area, (ii) levels of awareness of the Gangs Matrix, (iii) confidence in the Matrix and tools of this nature, (iv) views about how to communicate with the public about the Matrix and make it more transparent. These groups included a mixture of those who had direct and indirect experience of the Matrix and those with no involvement at all. This was not a representative sample of all Londoners but did enable us to add further qualitative information to the analytical work already undertaken. These discussions included significant representation from the black community (83%), 57% of

those engaged were male, 9% of all those participating were of obvious Muslim faith, and 90% of those present were aged between 11 and 25.

## Appendix B

### Integrated Impact Assessment

The following assessment is based on the final Gangs Matrix Review, which details the recommendations and assesses the potential impact, whether positive, negative, neutral or unknown. In conducting the assessment, and in line with the intentions of the Review and the Mayor's wider Police and Crime Plan, the potential impact has been assessed as generally positive across all objectives.

Topic	IIA objective	Context	Recommendations	Impact
<b>Crime, Safety and Security</b>	1. To contribute to safety and security and the perceptions of safety	<p>The safety and security of Londoners is the Mayor's number one priority. The ambition for policing and crime is to make London a safer city for all Londoners, no matter who they are or where they live.</p> <p>Gang-flagged violence accounts for a relatively small proportion of overall levels of violent crime in London but represents a significant percentage of the most serious and harmful offending and victimisation. Gang-related violence is significantly more likely to result in serious injury; 57% of gang related stabbings featured a serious or fatal injury, compared to 34% of non-gang flagged stabbings.</p>	<p>The Review finds that the Matrix does have a positive impact on reducing levels of offending by and victimisation of the individuals included on it – and that the reductions in these risks is sustained after they have been removed from the Matrix. However, limitations on the data available from partner agencies mean it is not possible to identify the specific reasons for this impact.</p> <p>In light of these findings, we believe it is right that the Matrix is retained as an operational policing tool, but subject to a number of recommendations for improvement detailed later in this Impact Assessment.</p>	Retaining the Matrix will ensure that the approach can continue to have a positive impact on the safety and security of some of London's most vulnerable people – those involved in or on the periphery of gang crime.

Topic	IIA objective	Context	Recommendations	Impact
<p><b>Equality and Inclusion</b></p>	<p>2. To make London a fair and inclusive city where every person is able to participate, reducing inequality and disadvantage and addressing the diverse needs of the population</p>	<p>From its inception, the Gangs Matrix has been a controversial issue, within the wider - and already often contentious - debate around policing and ethnicity in London. Most recently, reports by David Lammy MP, Amnesty and StopWatch have been highly critical of the Matrix, accusing the MPS of disproportionality and discrimination, particularly against young black men.</p> <p>The data is clear that gang-related violence is a source of tremendous harm; that it disproportionately affects some groups of Londoners more than others, particularly young black men; and that these young men are more likely to be the victim of gang-related violence, as they are the perpetrator.</p> <p>This Review has confirmed that young, black African-Caribbean men are disproportionately represented on the Gangs Matrix. It has also found significant issues around public</p>	<p>The Review puts forward a number of recommendations relating to the processes, oversight and Governance of the Gangs Matrix, to ensure that the demographic of the Matrix is always considered and that there is no discriminatory practice in relation to the Matrix' operation.</p> <p>In addition to MOPAC's oversight of the MPS in this space, we will engage with the Equalities and Human Rights Commission to advise as the recommendations in this Review are enacted, providing further independent assurance that equality remains at the heart of this work and the MPS will further assess the equalities impact of the Matrix.</p>	<p>Whilst the review found evidence of disproportionality, data limitations mean it is not possible to prove or disprove whether this is a result of discrimination.</p> <p>Regardless of the reasons for disproportionality, the recommendations put forward in this Review will strengthen and improve the consistency of working practices around the Gangs Matrix, bolster oversight and bring in further independent advice to ensure that equality remains key to the future operation of the Matrix.</p>

Topic	IIA objective	Context	Recommendations	Impact
		<p>understanding of the Matrix and a lack of transparency on the part of the MPS in communicating the aims and purpose of the Matrix – not only to the public but also to practitioners.</p>		
<p><b>Social Integration</b></p>	<p>3. To ensure London has socially integrated communities which are strong, resilient and free of prejudice</p>	<p>Londoners’ experiences of policing and crime are often very different, particularly those from BAME backgrounds. The same is true of their views of policing - the percentage of black Londoners who agree that the police treat everyone fairly, regardless of who they are is 63%, compared to the MPS average of 76%.</p> <p>BAME Londoners – more specifically young, black African-Caribbean men – are disproportionately represented on the Matrix – over and above the disproportionality they experience in terms of likelihood to be the victim or perpetrator of serious violence.</p>	<p>As part of the Review, we have engaged closely with the most affected communities, whether that is through our Reference Group or through our surveys. We have heard their views and made sure that they are reflected in our recommendations.</p> <p>In particular, we note the suspicion and mistrust within London’s BAME community around the Gangs Matrix, and we recommend that the MPS take immediate steps to increase the transparency of the Gangs Matrix to ensure that communities can better understand its aims, processes and governance, and to dispel any myths around it.</p> <p>In addition, we propose steps previously described to improve process and oversight – including the involvement of the EHRC in an advisory role.</p>	<p>Gang crime is both a product of and contributor to vulnerable communities, and the positive impact of the Matrix on levels of offending and victimisation is important in this regard.</p> <p>However, in a system of policing by consent, it is vital that communities understand and can have confidence in the way they are policed, and our Review has found significant room for improvement in the way the MPS communicates about the Gangs Matrix. By addressing this issue, we hope to see increased community confidence in its use as a policing tool, and that Londoners feel the benefits of the approach.</p>

Topic	IIA objective	Context	Recommendations	Impact
		<p>In addition, we know that gang-related crime and violence affects some areas of London more than others. In the Police and Crime Plan and Knife Crime Strategy, we expand on the concept of vulnerable localities, where a combination of factors contribute to a higher likelihood of offending and victimisation. The Review has found that the Matrix population reflects those differing levels of violence and vulnerability: Matrix nominals living in vulnerable locations are 10.6 times more likely to live in the top 10% (n=859) of vulnerable wards than the bottom 10% (n=81) and 3.5 times more Matrix nominals reside in the top 50% (n=2661) of vulnerable wards than the least vulnerable (n=755).</p> <p>Therefore, gang crime and serious violence is both a product of – and contributor to – vulnerable communities, and the Gangs Matrix reflects that relationship.</p>		<p>Through a stronger and more transparent oversight model – including the involvement of the independent EHRC in the process of delivering our Review’s recommendations, we hope to tackle and where possible allay concerns around prejudicial policing arising from the use of the Gangs Matrix.</p>

Topic	IIA objective	Context	Recommendations	Impact
<b>Health and Health Inequalities</b>	4. To improve the mental and physical health and wellbeing of Londoners and to reduce health inequalities across the City and between communities.	Gang-related violence is significantly more likely to result in serious injury; 57% of gang related stabbings featured a serious or fatal injury, compared to 34% of non-gang flagged stabbings. Linked to the wider evidence presented in the Review regarding the disproportionate impact of gang crime as it relates to ethnicity and vulnerable localities, it is clear that gang crime in part arises from – and contributes to – health inequality.	<p>The Review finds that the Matrix does have a positive impact on levels of offending by and victimisation of the individuals included on it – and that the reductions in these risks is sustained after they have been removed from the Matrix.</p> <p>It finds that the MPS should continue the use of the Matrix as an operational tool to reduce violence, whilst implementing the recommendations to improve its use.</p>	As discussed, our Review found that the Matrix had a positive impact on levels of offending and victimisation amongst those included on it, thereby reducing harm.
<b>Economic Competitiveness and Employment</b>	5. To maintain and strengthen London’s position as a leading connected knowledge based global city and to support a strong, diverse and resilient economy, providing opportunities for all	The Police and Crime Plan recognises that local businesses have specific needs and an important contribution to make to the safety, prosperity and wellbeing of communities.	Economic competitiveness and employment are not within the scope of this Review, although we recognise that the safety of the city contributes to the conditions for economic growth.	N/A

The following assessment has been conducted to determine whether the proposed recommendations within the Review would have any negative impact on any protective characteristics. In conducting the assessment, and in line with the intentions of the strategy, the potential impact has been assessed as positive across all objectives. There are, however, some gaps in data for some areas and mitigations have been identified to work towards improving this.

Topic	Context	Recommendation	Impact
Age	<p>We know there is an important relationship between age, gang involvement and violent crime. Hospital admission data supports police data in identifying young black males in particular as victims of gun and knife related violence.</p> <p>Accordingly, individuals on the Gangs Matrix are predominantly young – with 74% under the age of 25.</p> <p>Individuals are being added at an earlier age. Most individuals on the Matrix have a criminal background. Our analysis explored how, if at all, this has changed over the five-year period of analysis. The age of first charge has remained relatively stable (around 14.5 years old) as has the age of first conviction (around 16 years old). However, more individuals are being added without a previous sanction (though it should be noted that the majority still have one).</p> <p>The decrease in age added is particularly clear for those under 18, where the</p>	<p>As part of the Review we consulted with 110 members of the public and specifically included 99 young people aged between 11 and 25 years old to ensure their views were understood and reflected in the recommendations and outcomes.</p> <p>The Police and Crime Plan includes a specific priority on keeping young people and children safe, concentrating on high harm offenders through the Knife Crime Strategy and through this Review.</p> <p>The Review finds that the Matrix does have a positive impact on levels of offending by and victimisation of the individuals included on it – and that the reductions in these risks is sustained after they have been removed from the Matrix. With nearly three quarters of the Matrix population under the age of 25, we can therefore see that there is a positive impact on the safety of young Londoners included in it, an impact that should continue.</p> <p>The Review also raises important questions around the inclusion of children under the age of 18 who present low levels of risk – and whether this is the best approach to address the risks presented by – and faced by - this group. We therefore recommend that, in line with their</p>	<p>The recommendations in this Review are intended to maintain the protective benefits of the Matrix to its overwhelmingly young population, whilst addressing shortcomings in process and oversight.</p> <p>In concert with the wider public health approach set out in the Mayor’s Knife Crime Strategy and in subsequent activity to launch a Violence Reduction Unit for London, we recommend that children under the age of 18 who are assessed as low risk are removed from the Matrix. These</p>

	<p>proportion of individuals added per year has more than doubled from 26% in the base year to 56% (n=340) in Year 5. Practitioner perceptions, both in our own findings, and from recent Home Office research (Disley &amp; Liddle 2016), suggest individuals are becoming involved in gang or group violence at a younger age. Whilst our analysis can only account for police recorded offending – of which there is no discernible decrease in age of first charge or conviction over the 5-year period – it is clear that individuals are being added to the Matrix at a younger age.</p>	<p>safeguarding approach, the MPS remove from the Matrix children who are under 18, without convictions and who have low harm scores (Green category).</p> <p>However, the Review also recognises shortcomings in process, oversight, governance and transparency in regard to the Gangs Matrix, which may negatively impact the predominantly young Matrix population. We make a number of recommendations intended to rectify these issues.</p>	<p>individuals should be dealt with not through the predominantly enforcement focus of the Matrix, but through a safeguarding approach.</p>
Disability	<p>No relevant data or specific impact identified in relation to this group. However, wider links between physical and mental health and gang-related crime are understood and addressed through our broader work.</p>	<p>There is currently a data gap in respect of our understanding of the impacts of gang-related crime and the Gangs Matrix on members of this group. However, it is not expected that members of this group will be affected differently from others.</p>	N/A
Gender reassignment	<p>No relevant data or specific impact identified in relation to this group.</p>	<p>There is currently a data gap in respect of our understanding of the impacts of gang-related crime and the Gangs Matrix on members of the transgender community. This is not an area where we will consult further unless advised during our ongoing engagement with communities.</p>	N/A
Marriage and civil partnership	<p>No relevant data or specific impact identified in relation to this group.</p>	<p>There is currently a data gap in respect of our understanding of the impacts of gang-related crime and the Gangs Matrix on members of this group. However, it is not expected that members of this group will be affected differently from others.</p>	N/A

Pregnancy and maternity	No relevant data or specific impact identified in relation to this group. However, this group will benefit from the wider positive impact being delivered through the Mayor’s Police and Crime Plan, Knife Crime Strategy and VAWG Strategy.	There is currently a data gap in respect of our understanding of the impacts of gang-related crime and the Gangs Matrix on this group. However, it is not expected that members of this group will be affected differently from others.	N/A
Race	<p>Since its creation, the relationship between the Gangs Matrix and ethnicity has been an issue of heated debate. Our Review explores the issues around ethnicity, gang crime and Matrix inclusion in depth, through data analysis and through engagement with communities.</p> <p>The data is clear that gang-related violence is a source of tremendous harm; that it disproportionately affects some groups of Londoners more than others, particularly young black men; and that these young men are more likely to be the victim of gang-related violence, as they are more likely to be the perpetrator.</p> <p>However, the Review has shown that BAME Londoners – more specifically young, black African-Caribbean men – are disproportionately represented on the Matrix – over and above the disproportionality they experience in terms of likelihood to be the victim or perpetrator of serious violence.</p>	<p>As part of the Review we consulted with 110 members of the public and specifically included 91 (83%) people from black and minority ethnic backgrounds to ensure their views were understood and reflected in the recommendations and outcomes.</p> <p>The Review puts forward a number of recommendations relating to the processes, oversight and Governance of the Gangs Matrix, to ensure that the demographic of the Matrix is always considered and that there is no discriminatory practice in relation to the Matrix’s operation.</p> <p>In addition to MOPAC’s oversight of the MPS in this space, we will engage with the Equalities and Human Rights Commission to advise as the recommendations in this Review are enacted, providing further independent assurance that equality remains at the heart of this work. The MPS is committed to assessing the impact of the Matrix on equalities.</p> <p>Recognising the suspicion and mistrust within London’s BAME community around the Gangs Matrix, recommendations set out steps to increase the transparency of the Gangs Matrix to ensure that</p>	<p>Whilst the review found evidence of disproportionality, data limitations mean it is not possible to prove or disprove whether this is a result of discrimination.</p> <p>Regardless of the reasons for disproportionality, the recommendations put forward in this Review will strengthen and improve the consistency of working practices around the Gangs Matrix, bolster oversight and bring in further independent advice to ensure that equality remains key to the future operation of the Matrix.</p>

	Further, our consultation and engagement found significant mistrust and suspicion of the Gangs Matrix, its purpose and its processes, amongst London's BAME community.	communities can better understand its aims, processes and governance, and to dispel any myths around it.	
Religion and belief	No relevant data or specific impact identified in relation to this group.	As part of the Review we consulted with 110 members of the public and specifically included 9 demonstrably Muslim people. This was insufficient to draw any specific impact particular to this group. As such, there is a data gap in respect of our understanding of the impacts of gang-related crime and the Gangs Matrix on members of this group. This is not an area where we will consult further unless advised during our ongoing engagement with communities.	N/A
Sex	<p>A September 2018 snapshot shows that of the 3,228 individuals on the Matrix at that time, 99% were male. The Review has found that the proportion of males added to the Matrix has remained steady over time.</p> <p>Clearly then, the Matrix – and the recommendations of this Review, relates overwhelmingly to male Londoners.</p> <p>However, practitioner surveys carried out as part of this Review found that most local police practitioners thought that female gang members were under-represented on their local Matrix.</p>	<p>As part of the Review we consulted with 110 members of the public and specifically included 68 (62%) men and 42 women to ensure their views were understood and reflected in the recommendations and outcomes.</p> <p>Whilst males are more frequently the offenders and victims of serious violence, the impact of gangs and violence on women and girls is covered in the Mayor's Police and Crime Plan, Knife Crime Strategy and VAWG Strategy.</p> <p>The recommendations set out in the Review, particularly in relation to the strengthening of training and more consistent guidance and practice across all Boroughs, are intended to ensure that the Matrix population better reflects those at greatest risk of offending or victimisation – regardless of gender.</p>	<p>The recommendations of the Review will have a mainly positive effect on males included on the Gangs Matrix, whether as offenders or victims.</p> <p>However, we recognise the feedback from practitioners that female gang members were under-represented, and through our oversight of the delivery of our recommendations, will</p>

			continue to monitor the demographics of the Matrix population to determine whether this perceived gap is addressed.
Sexual orientation	No relevant data or specific impact identified in relation to this group.	There is currently a data gap in respect of our understanding of the impacts of gang-related crime and the Gangs Matrix on members of the LGBT+ community. This is not an area where we will consult further unless advised during our ongoing engagement with communities.	N/A

# Gangs Matrix Review - Terms of Reference

The Mayor's Office for Policing and Crime (MOPAC) are committed to conducting a review of the Metropolitan Police Service (MPS) Gangs Matrix. The review follows the Mayor's Manifesto pledge in 2016 and commitments in London's Police and Crime Plan<sup>2</sup> and Knife Crime Strategy in 2017. Keeping young people safe in London is a key priority and to that end we want to ensure that any tool being used to manage young people involved in group violence responds appropriately to harm and risk.

The Gangs Matrix is an operational tool that was developed by the Metropolitan Police Service and has been used since 2012. The intended audience for the outcome of the review is the MPS and we expect to make our recommendations public by publishing them in Autumn 2018. The review will be conducted by MOPAC, with the support of the MPS. No previous review of the Gangs Matrix has taken place.

## Background information

The overarching aim of the MPS' Gangs Matrix is to reduce gang related violence and prevent young lives being lost. The Gangs Matrix is an intelligence tool used to identify and risk assess gang members in every London borough informed by intelligence and based on violence and weapons offences. It provides the police with a way of prioritising the most harmful individuals for enforcement and partners for support and intervention. The Matrix scores individuals who are in a gang - it is not the gangs that are scored. Scores are based on an individual's involvement in violence only - drugs intelligence or drugs offences are not scored. Individuals are also scored and ranked as victims of violence to reflect the vulnerability and victimisation of this cohort. Every borough has their own Matrix and every day these are combined to produce an MPS Matrix. Matrices are owned by boroughs with local single points of contact (SPOCs) who update the Matrix and make decisions about who is added and removed. Trident and Met Intel may make recommendations where necessary for people to be added or removed to any borough Matrix.

Following 2011 there was a greater focus on work on gangs, both from the Home Office and the MPS, which resulted in a standardised method of quantifying and prioritising those involved in serious youth violence. In many areas of London, using the Matrix has meant a more joined-up discussion and targeted response from local police and partners about those involved in gangs and youth violence, co-ordinating not just enforcement to reduce identified risk, but offer diversion, support and intervention too. However, the Matrix has proved to be a controversial tool and is perceived negatively by some communities. Given

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<sup>2</sup> The Police and Crime Plan states "we will Review the MPS approach to gang crime, including the Gangs Matrix, supporting the MPS to tackle gang crime, gun crime and knife crime more effectively in London.". The London Knife Crime Strategy says we will target lawbreakers by "Reviewing the MPS Gangs Matrix which identifies the most violent gang members in London, and strengthen the identification of young people who are involved in serious youth violence, whether perpetrators or victims."

these concerns it is important to set out the criteria for assessment with the aim of addressing issues of consistency, disproportionality, scope and impact.

The police and partner response to gangs and youth violence has evolved significantly with a better understanding of the drivers and needs of those involved as victims or perpetrators. There have been improvements in enforcement tactics, use of legislative tools and services for young people, such as funding for Integrated Gangs Units, London Gang Exit and support for young victims of violence in London's Major Trauma Centres.

The Mayor's Police and Crime Plan focuses on 'gang' violence, vulnerability and exploitation; the specific behaviours that are impacting negatively on our communities – violence and weapon enabled offending – and the exploitation of children and vulnerable adults linked to this – child criminal exploitation, child sexual exploitation and trafficking of young people through 'county lines'<sup>3</sup> drugs activity.

David Lammy's review into the treatment of BAME Londoners in the criminal justice system<sup>4</sup> supported the Mayor's commitment to review the Matrix and asked MOPAC to '*examine the way information is gathered, verified, stored and shared, with specific reference to BAME disproportionality*' and to consider community perspectives. This review is part of MOPAC's response to this.

## **Scope of the review**

In recognition of these changes, and within the context of increasing knife crime in London, it is therefore timely to review the Matrix to better understand whether the targeted approach taken by the Gangs Matrix is a proportionate and effective tool in reducing youth violence.

The review will focus on the following issues:

## **2. Impact of the Gangs Matrix**

- How the Gangs Matrix impacts on levels of gang member offending and youth violence
- How being on the Gangs Matrix impacts an individual's involvement in violence and offending
- How the Gangs Matrix has evolved to be able manage risk and vulnerability

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<sup>3</sup> County lines is a term used to describe gangs and criminal networks involved in exporting illegal drugs in to one or more importing areas [within the UK], using dedicated mobile phone lines or other form of 'deal line'. They are likely to exploit children and vulnerable adults to move [and store] the drugs and money and they will often use coercion, intimidation, violence (including sexual violence) and weapons.

<sup>4</sup> published September 2017

- How being on the Gangs Matrix impacts an individual who features on it; from an enforcement perspective
- How the demographics of those on the Gangs Matrix compare with our understanding of victims and perpetrators of youth and weapon-enabled violence in London to identify any disproportionate impact

#### **4. Gangs Matrix processes**

- Assurance that the collection, use, sharing and storage of personal information in the context of the Gangs Matrix is compliant with human rights and data protection legislation.
- How individuals are added to and removed from the Gangs Matrix
- Understand which partners have access to Gangs Matrix information and how it is used.
- What data sources the Gangs Matrix uses
- How the Gangs Matrix is used locally by the London boroughs
- How the Gangs Matrix is reviewed and overseen; to assess consistency of use and prevention of disproportionate impact.

#### **5. Perceptions and understanding of the Gangs Matrix**

- How information about the purpose and use of the Gangs Matrix has been shared and understood by partners, community members and the public.
- Assessing whether the Gangs Matrix is understood within the wider context of the other operational tools that inform the threat, harm and risk profile for London.
- Consider what steps can be taken to provide better information to the public about how the MPS tackle youth violence.

#### **Guiding principles**

The recommendations of the review will be guided by the need to:

- Be evidence-led through in-depth analysis of available data
- Recognise the operational independence of the MPS
- Ensure legality and data compliance
- Address any unfairly disproportionate impact
- Be informed by community and partner views
- Increase transparency
- Be informed by an understanding of the operational challenges faced by police officers responding to youth violence.

This review will not make recommendations related to police intelligence systems as a whole.

The review will be carried out by MOPAC's Criminal Justice & Commissioning and Evidence & Insight teams. MOPAC will facilitate the collection and analysis of professional and community views in relation to the matrix and use these to formulate recommendations. The Deputy Mayor for Policing and Crime is responsible for the completion of this review. The MPS is responsible for deciding what changes are necessary and how to take recommendations forward operationally. Recommendations will be published in Autumn 2018.