



SAFER HARTLEPOOL PARTNERSHIP AGENDA



Friday 20 November 2015

at 10.00 am

**in Committee Room B,
Civic Centre, Hartlepool**

MEMBERS: SAFER HARTLEPOOL PARTNERSHIP

Councillor Christopher Akers-Belcher, Elected Member, Hartlepool Borough Council
Councillor Marjorie James, Elected Member, Hartlepool Borough Council
Gill Alexander, Chief Executive, Hartlepool Borough Council
Denise Ogden, Director of Regeneration and Neighbourhoods, Hartlepool Borough Council
Clare Clark, Head of Community Safety and Engagement, Hartlepool Borough Council
Louise Wallace, Director of Public Health, Hartlepool Borough Council
Chief Superintendent Gordon Lang, Neighbourhood Partnership and Policing Command, Cleveland Police
Barry Coppinger, Office of Police and Crime Commissioner for Cleveland
Chief Inspector Lynn Beeston, Chair of Youth Offending Board
Julie Allan, Director of Offender Management, Tees Valley Probation Trust
Barbara Gill, Head of Offender Services, Tees Valley Community Rehabilitation Co Ltd
Steve Johnson, District Manager, Cleveland Fire Authority
John Bentley, Voluntary and Community Sector Representative, Chief Executive, Safe in Tees Valley
Stewart Tagg, Head of Housing Services, Housing Hartlepool
Karen Hawkins, Representative of Hartlepool and Stockton on Tees Clinical Commissioning Group
Sally Robinson, Director of Child and Adult Services Hartlepool Borough Council
Hartlepool Magistrates Court, Chair of Bench (vacant)

- 1. APOLOGIES FOR ABSENCE**
- 2. TO RECEIVE ANY DECLARATIONS OF INTEREST BY MEMBERS**
- 3. MINUTES**

3.1 Minutes of the meeting held on 16 October 2015



4. ITEMS FOR DECISION

- 4.1 Taxi Marshalling Scheme – *Director of Public Health*

5. ITEMS FOR DISCUSSION/INFORMATION

- 5.1 Think Family, Think Communities (TFTC) Progress Update – *Director of Child and Adult Services*
- 5.2 Serious and Organised Crime Update – *Director of Regeneration and Neighbourhoods*
- 5.3 Safer Hartlepool Partnership Performance – *Director of Regeneration and Neighbourhoods*

6. ANY OTHER BUSINESS WHICH THE CHAIR CONSIDERS URGENT

Date of next meeting – Friday 22 January 2016 at 10.00am in the Civic Centre, Hartlepool



SAFER HARTLEPOOL PARTNERSHIP MINUTES AND DECISION RECORD

16 October 2015

The meeting commenced at 10.00 am in the Civic Centre, Hartlepool

Present:

Councillor: Christopher Akers-Belcher (In the Chair)
Councillor Marjorie James, Hartlepool Borough Council
Clare Clark, Head of Community Safety and Engagement
Denise Ogden, Director of Regeneration and Neighbourhoods
Chief Superintendent Gordon Lang, Cleveland Police
Chief Inspector Lynn Beeston, Chair of Youth Offending Board
Steve Johnson, Cleveland Fire and Rescue Authority
Stewart Tagg, Housing Hartlepool
Karen Hawkins, Hartlepool and Stockton on Tees Clinical
Commissioning Group

In accordance with Council Procedure Rule 5.2 (ii) Danielle Swainston was in attendance as substitute for Sally Robinson, Karen Clark was in attendance as substitute for Louise Wallace and Neville Cameron was in attendance as substitute for Barry Coppinger

Also present:

Councillor Jim Lindridge, HBC
Gilly Marshall, Housing Hartlepool
Inspector Richard Price, British Transport Police

Officers: Denise Wimpenny, Principal Democratic Services Officer

21. Apologies for Absence

Apologies for absence were submitted on behalf of Louise Wallace, Director of Public Health, Barry Coppinger, Police and Crime Commissioner, Sally Robinson, Director of Child and Adult Services and John Bentley, Safe in Tees Valley.

22. Declarations of Interest

None

23. Minutes of the meeting held on 4 September 2015

Confirmed.

24. British Transport Police – Verbal Update *(Representative from the British Transport Police)*

Issue(s) for consideration

The Chair welcomed Inspector Richard Price to the meeting from the British Transport Police who had been invited to attend the Partnership to respond to concerns raised by Members at a previous meeting regarding the problem of individuals drinking excessively on trains.

Inspector Price thanked the Chair for the opportunity to address the Partnership and outlined the background to the issues the Transport Police were dealing with together with the measures that had been introduced to address this which included the following:-

- Gradual increase in complaints/incidents reported relating to individuals drinking during the day
- Main problems reported to British Transport Police relate to trains from Teesside to York
- Anti-social behaviour related offences also increased;
- Number of plans to deal with these issues – Operation Mayflower and Operation Vanguard
- In 2014 static patrols introduced in York on Saturdays and additional officers available in Middlesbrough and Darlington to intervene and deal with any incidents reported on York route
- York – dry station between the hours of 6 and 9.00 pm – alcohol barrier preventing anyone carrying alcohol.
- Train operators on board with these arrangements
- A number of dry train operations introduced on Saturday mornings to alleviate problems with pre-loading and compounding problems later in the day
- These measures resulted in a lot of alcohol being seized and destroyed
- Utilised the media to highlight the issues and the measures being introduced to tackle the problems
- Involved in Alcohol Diversion Project with North Yorkshire Police which resulted in positive outcomes
- Positive engagement between North Yorkshire Police and British Transport Police
- Regular meetings with railway partners and Safe York held from May this year – 2 codes of conduct agreed as a result for licensees and visitors to York. A joint approach is required to take this issue further.

- Operation Vanguard launched in September – British Transport Police and other partners committed additional staff on Saturday's in September. Posters rolled out at York Station and copies displayed in City Centre. Television and media coverage outlining the problems.
- Meeting the following week to review success of Operation Vanguard to determine next steps
- Initial statistical analysis showed decrease in alcohol related crime and anti-social behaviour in York and on trains.

Following conclusion of the update, the Chair requested that feedback from the review meeting be shared with the Partnership.

A Member shared personal experiences and examples of inappropriate behaviour on trains north of Hartlepool as well as south where individuals had been observed drinking in excess as early as 10.00 am in the morning prior to and during train journeys. The need to ensure measures were introduced to prevent individuals from travelling who were not within an acceptable alcohol limit was emphasised as well as the need for more dry trains. Concerns were raised in terms of safety of other travelling passengers, particularly those travelling with young families as well as vulnerability issues. In response, the representative from the British Transport Police advised on the high level of unreported incidents. Reference was made to an incident of racist behaviour that had been reported by the Partnership which was currently being investigated.

Publicity material was circulated at the meeting which provided details of the various methods of reporting crime or incidents discreetly on trains or at stations. The representative commented on the benefits of an alcohol ban on all trains and the reluctance of operators to implement dry trains was highlighted. The difficulties refusing travel as well as the resource issues in managing inappropriate behaviour were discussed. In terms of supporting individuals with reporting incidents to the British Transport Police, the need to promote and make publicity material available to Grand Central was suggested as well as the need to promote actions being taken by the British Transport Police in the Council's Hartbeat magazine. Members expressed concerns in terms of the costs associated with tackling alcohol-related anti-social behaviour and the importance of operators sharing the burden of such costs. Further concerns regarding inappropriate behaviour in stations and on trains were provided and the benefits of employing additional officers to patrol stations were outlined.

In concluding the debate, the Chair requested that the option to include publicity material from the Transport Police in the new signage at Hartlepool Station be explored.

The Chair thanked Inspector Price for his attendance and asked that any further updates be shared with the Partnership.

Decision

- (i) That the contents of the presentation and comments of Partnership Members be noted and auctioned as necessary.
- (ii) That actions taken by the British Transport Police be publicised in Hartbeat.
- (iii) That inclusion of publicity material from the British Transport Police within the new signage at Hartlepool Station be explored.
- (iv) That regular update reports from the Transport Police be provided to the Partnership.

25. Prevent Update (*Director of Regeneration and Neighbourhoods*)**Purpose of report**

To update the Safer Hartlepool Partnership on the Tees Silver Prevent Group Action Plan.

Issue(s) for consideration

The report set out the background of the Contest Strategy published by the Government in 2011 which aimed to stop people becoming terrorists or supporting terrorism. The Tees Silver Group Action Plan was a rolling action plan that identified four key areas of work:-

- Engagement
- Communications and Media
- Training and Development
- Risk Management

Members were provided with an update on progress made on each of the four key areas of work. Good progress had been made by the Tees Silver Group in co-ordinating Counter-terrorism Prevent activity across the Tees area and an increase in the level of enquiries to both the Council and Police Prevent Co-ordinators had been experienced in previous months due in part to the new duty as agencies strived to ensure that they were fulfilling their statutory obligations under the new legislation. Awareness raising and training would continue to be a priority for the Tees Prevent Silver Group over the forthcoming year.

It was noted that Hartlepool Borough Council's Head of Community Safety and Engagement had recently taken on the role of lead officer Cleveland wide on the Prevent Group.

The Director of Regeneration and Neighbourhoods made reference to the future pathways DVD and the importance of adopting a proactive approach to supporting vulnerable adults. The Chair suggested that this be included

in the work programme for the remainder of the year.

Decision

- (i) That progress made against the Tees Prevent Silver Group Action Plan be noted.
- (ii) That a proactive approach be adopted to Prevent activity and that this issue be included in the work programme for the remainder of the year.

26. Anti-Social Behaviour Task Group Action Plan Progress Update (*Director of Regeneration and Neighbourhoods*)

Purpose of report

To update the Safer Hartlepool Partnership on progress in relation to the Anti-social Behaviour (ASB) Task Group Action Plan 2015/16.

Issue(s) for consideration

The report provided background information in relation to the establishment of the Task Group. An action plan, attached at Appendix A, provided an overview of the work that was currently being undertaken by the Group during 2015/16 which was based around the following key priority areas:-

- Improving local co-ordination of responses to ASB and Hate Crime
- Empowering communities to get involved in tackling ASB and promoting confidence and reassurance by addressing community priorities around ASB
- Improving pathways for victims of ASB and Hate Crime

The Head of Community Safety and Engagement provided a summary of progress made against each of the key priorities, details of which were included in the report.

In support of the report, the Chief Inspector provided a demonstration of a cloud based management system (E-CINS), recently commissioned by the Police and Crime Commissioner to improve information sharing and day to day case management of anti-social behaviour cases between partners. The system was designed to manage high risk anti-social behaviour cases, multi-agency cases, troubled families, child sexual exploitation and integrated offender management activities with all agencies signed up being able to access each other's information. The benefits of the system were shared with Members. It was envisaged that the system would be fully operational by 2016.

A discussion followed during which the Chief Inspector and Head of Community Safety and Engagement responded to issues raised in relation to the report. Clarification was provided regarding how the management system would be updated as well as access restrictions. The issue of access to the system was further discussed during which the need for agencies/Elected Members to protect themselves was highlighted. Concerns were raised in terms of the potential risks placed upon Elected Members visiting individuals at home. The Director of Regeneration and Neighbourhoods commented on the Council's Employee Protection Register for staff and indicated that access to this system for Members would be examined.

The potential reasons why there had been no applications to activate the Community Trigger were discussed. In response to the Chair's request that the scheme be more actively promoted, the option to utilise a Members' Seminar to facilitate this was suggested.

A representative from Housing Hartlepool referred to horse grazing incidents and the new tools and powers available to landlords as well as local authorities to address anti-social behaviour related incidents of this type, details of which were provided. The Chief Superintendent commented on a recent study by Durham University, as a consequence of Her Majesty's Inspectors of Constabulary, to investigate high levels of anti-social behaviour, the outcome of which would be reported to a future meeting of the Partnership. The Chief Superintendent emphasised the importance of continuing to work together in relation to tackling anti-social behaviour. Concerns were raised regarding the problems associated with off-road motor cycles. The Chief Superintendent highlighted that a multi-agency approach had been adopted to address this issue, feedback from which would be provided to a future meeting of the Partnership. The Chair emphasised the need to publicise/educate parents on the consequences of in-appropriate use of off-road motor bikes and suggested that this matter be publicised in Hartbeat magazine and referred to the Communications Group for consideration.

The Partnership was advised of the forthcoming launch of the Restorative Justice Solutions Scheme to be held on 19 November at 1.00 pm and was informed of the recruitment of a local Restorative Justice Co-ordinator who would look to recruit volunteers to assist in delivery of restorative solutions in Hartlepool.

With regard to the recent Safer Hartlepool Partnership Face the Public Event, the Chair was pleased to report the level of participants. The Director of Regeneration and Neighbourhoods shared statistics in terms of web chats which included 14 facebook posts and 11 tweets, details of which were provided.

Decision

- (i) That progress made in delivering the Anti-Social Behaviour and Hate Crime Task Group Action Plan be noted.
- (ii) That access to the Employee Protection Register for Elected Members be examined.
- (iii) That the Community Trigger Scheme be more actively promoted and the option to utilise a Members' Seminar to facilitate this be explored.
- (iv) That the consequences of in-appropriate use of off-road motor bikes be publicised to parents via Hartbeat and referred to the Communications Group for consideration.

27. Any Other Items which the Chairman Considers are Urgent

The Chairman ruled that the following items of business should be considered by the Committee as a matter of urgency in accordance with the provisions of Section 100(B) (4)(b) of the Local Government Act 1972 in order that the matter could be dealt with without delay.

28 . Any Other Business – Thematic Inspection

The Chair of the Youth Offending Board was pleased to report that initial verbal feedback from a recent Thematic Inspection which involved 16 and 17 year old homeless people had been positive. The final report would not be available until the spring of 2016.

Decision

That the information given be noted.

29. Any Other Business – Review of Youth Justice System

The Chair of the Youth Offending Board, Chief Inspector Lynn Beeston advised that following the Government's recent announcement that a review of the Youth Justice System would take place over the next few months, it was envisaged that there would be some major changes to the system. A White Paper would be issued in the Spring or Summer of 2016.

The Chair of the Youth Offending Board announced that Mark Smith, the Head of Integrated Youth Support Services, would be leaving the authority to move to a new job and wished to place on record the Youth Offending Board's thanks and best wishes to Mark for the future.

Decision

That the information given be noted.

30. Any Other Business – Night Time Economy Issues – Church Street

The Chief Superintendent reported that given the concerns raised via the local media regarding the disorder problems in Church Street, the police had reviewed the approach to dealing with the night time economy problems in Church Street and were confident that this issue was under control.

The Head of Community Safety and Engagement highlighted that further discussion around the problems associated with the night time economy would be possible at the next meeting of the Safer Hartlepool Partnership as there had been a request to consider a report on the Taxi Marshalling Scheme.

Decision

That the information given be noted.

31. Any Other Business – Cleveland Fire Authority Update

The Partnership was advised that the Fire Authority, over the next few weeks, would be focussing on prevention of deliberate fires and staffing resources would be allocated to the Headland and Harbour, De Bruce and Seaton Wards.

Decision

That the information given be noted.

32. Date and Time of Next Meeting

It was reported that the next meeting would be held on Friday 20 November 2015 at 10.00 am.

The meeting concluded at 11.15 am.

CHAIR



SAFER HARTLEPOOL PARTNERSHIP

20th November 2015



Report of: Director of Public Health

Subject: TAXI MARSHALLING SCHEME

1. PURPOSE OF REPORT

- 1.1 To inform the partnership about proposed changes to funding arrangements that are likely to result in the cessation of the Taxi Marshalling Scheme that has been in operation for a number of years.

2. BACKGROUND

- 2.1 In approximately 2007, and as a consequence of high levels of crime and disorder in the Night Time Economy, funding was obtained from the Crime and Disorder Reduction Partnership to allow the provision of a Taxi Marshalling Scheme in Church Street.
- 2.2 The Scheme operates on Saturday nights between the hours of 0100 hours and 0500 hours at Station Approach in Church Street and involves two Security Industries Authority registered security staff creating and managing an orderly queue of those wanting to hire a taxi.
- 2.3 Taxi drivers, many of whom were initially unsupportive of the idea, now make full use of the Station Approach rank on Saturday nights as it provides them with an organised queue of customers that have the means to pay and are not fighting over 'who was first'.
- 2.4 The continued provision of the Taxi Marshalling Scheme has been overseen by the Night Time Economy Operational Group with Cleveland Police taking responsibility for the day to day management of the arrangement and the Trading Standards & Licensing Manager securing ongoing funding.
- 2.5 Since 2007 funding has been obtained from a variety of non-recurring sources and, for the past three years, has come from the Public Health budget as part of the department's commitment to reducing alcohol related harm.

- 2.6 The scheme costs approximately £8000 per annum plus a contingency to cover additional days such as Bank Holidays, special holidays etc as needed.
- 2.7 On 28th August 2015 the Director of Public Health advised the Policy and Finance Committee that there had been significant reductions made to the public health grant and, as a consequence, a range of options, including the removal of funding for the Taxi Marshalling Scheme, were being considered in order to meet the level of savings required.
- 2.8 An undertaking was given to the Policy and Finance Committee that the issue would be brought to the Safer Hartlepool Partnership for consideration.
- 2.9 Taxi Marshalling schemes can be found in Night Time Economy areas throughout the country and, whilst there has been no qualitative or quantitative analysis of the benefits of the scheme in Hartlepool, Cleveland Police, taxi drivers and the local Town Pastors are all supportive of the work they do.
- 2.10 Indeed, there is a level of demand for the Taxi Marshalling Scheme to be enhanced by having it extended to cover the Victoria Road area in order to service the licensed premises situated there and which, at the current time, is the most popular part of Hartlepool's Night Time Economy area.
- 2.11 Violent crime against the person in the Night Time Economy area has fallen significantly since 2006 but remains a concern and, whilst the actual number of licensed premises has also fallen considerably, serious incidents do still occur and initiatives such as the Taxi Marshalling Service play their part in making the town centre area a safer place to visit and enjoy.

3. PROPOSALS

- 3.1 In the light of the significant in year Public Health national grant cut; reluctantly it is proposed to withdraw the non-recurring funding of the Taxi Marshalling Scheme as of April 2016.
- 3.2 If funding is withdrawn from April 2016 there will be some residual funding that will allow the service to continue until around July 2016 but, if no further funding is identified, the scheme will end at that time.
- 3.3 It is not legally possible to use funds generated through the taxi licensing system to pay for a Taxi Marshalling Scheme and voluntary funding from either the taxi trade or alcohol licensed trade has been discussed but there is little enthusiasm and it would be costly to administer and impossible to enforce.
- 3.4 The Licensing Committee has previously been advised of the possibility of introducing a 'late night levy' on alcohol licensed premises that are open after a selected time (for example, midnight, 0100 hours, 0200 hours etc). However, due to Hartlepool's relatively low number of licensed premises, the

actual amount of additional revenue that would be generated would be no more than £7000 per annum before the costs of advertising, consulting and administering the scheme were taken into account.

- 3.5 It is possible that the actual cost of introducing a late night levy would actually be greater than the income it generates and therefore should not be considered as a viable funding option for the maintenance of the Taxi Marshalling Scheme.
- 3.6 The Taxi Marshalling Scheme is highly valued by those who have a role to play in the management of the Night Time Economy and, whilst its overall contribution is difficult to quantify, it is believed to have contributed towards the significant reductions to violent crime that have taken place in recent years.
- 3.7 It is requested that responsible authority powers on the Safer Hartlepool Partnership consider jointly funding the scheme. As, at the time of writing this report, it has not been possible to identify any sources of future funding it is likely that the Taxi Marshalling Service will cease in July 2016.

4. RECOMMENDATIONS

- 4.1 That the partnership notes the contents of this report and considers the request for partner funding to sustain the scheme.
- 4.2 That the partnership gives its support to the continued efforts to secure funding for the continuation of the Taxi Marshalling Service.

5. BACKGROUND PAPERS

- 5.1 There are no background papers associated with this report.

6. CONTACT OFFICER

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SAFER HARTLEPOOL PARTNERSHIP

20 November 2015



Report of: Director of Child and Adult Services

Subject: THINK FAMILY, THINK COMMUNITIES (TFTC) PROGRESS UPDATE

1. TYPE OF DECISION/APPLICABLE CATEGORY

1.1 No decision required; for information only.

2. PURPOSE OF REPORT

2.1 To update members of the Safer Hartlepool Partnership on the results of Phase 1 of the Think Family, Think Communities (TFTC) programme and the implementation and progress of Phase 2 of the programme.

3. BACKGROUND

3.1 In April 2012, the Government launched the Troubled Families Programme; a £448 million scheme to incentivise local authorities and their partners to turn around the lives of 120,000 families by May 2015. In doing so, the government hoped to reduce the cost to the public purse and break the cycle of inter-generational issues such as crime, unemployment and low aspirations, thereby improving the quality of life of those families and their communities. In June 2013, the Government announced plans to expand the Troubled Families Programme for a further five years, subject to a spending review, to reach an additional 400,000 families. They offered the highest performing areas (those that have 'turned around' the lives of the most families in Phase 1 of the Programme) the opportunity to start delivery of the expanded Troubled Families Programme early. As such, Hartlepool was selected to be one of 51 'early adopters' of Phase 2.

4. UPDATE ON PHASE 1 OF THE THINK FAMILY, THINK COMMUNITIES PROGRAMME

4.1 Phase 1: Programme Design, Eligibility Criteria and Payment by Results

4.1.1 In this first phase of the programme, Hartlepool was asked to ‘turn around’ 290 families in a three-year period. The core objectives of the programme were to:

- reduce youth crime and anti-social behaviour
- reduce truancy and/or exclusion from school
- reduce the number of people not in work and claiming out of work benefits

4.1.2 Payment-by-Results (PbR) claims for families ‘turned around’ could be submitted quarterly until May 2015. The numbers of families were split across three years with the first year focusing on the development of the programme and identification of families.

PHASE ONE	No of families identified and worked with
Year One (2012/13)	97
Year Two (2013/14)	145
Year Three (2014/15)	48
Total for Phase 1 programme	290

4.1.3 Identified families were supported by the TFTC team, with the aim of piloting new ways of working to improve outcomes for families. The team was made up of 1 Youth Offending Worker, 1 Family Support Worker, 2 Probation Officers, 1 Attendance Officer and 1 Housing Officer. There were also a number of professionals that dedicated time to work alongside the team and were part of the ‘virtual TFTC team’; 3 Anti-Social Behaviour Officers, 1 Substance Misuse Worker and 1 Domestic Violence Worker. In addition to this, the team has access to case supervision and training from the Local Authority’s Psychology team.

4.1.4 DCLG (Department for Communities and Local Government) made available an up-front attachment fee of £3200 per family worked with totalling an income of £928,000.

4.1.5 Hartlepool were successful in ‘turning around’ all 290 families by February 2015. Below is a breakdown of what was claimed on a payment by results basis. Subsequent employment was introduced in February 2015 as an additional payment of £100 where at least one adult in the family were in employment on entry to the programme and remained in employment upon exit.

Claim Window	Crime/ASB/ Education Criteria	Continuous Employment	Progress to Work	Subsequent Employment	Value
July 2013	56	0	0	0	£32,900
January 2014	100	0	34	0	£95,300
August 2014	28	1	14	0	£34,900
October 2014	38	3	0	0	£49,600
February 2015	64	0	0	17	£103,600
Total	286	4	48	17	£316,300

4.2 Phase 1: Outcomes for Families

4.2.1 An analysis has been carried out to establish what impact the Think Family, Think Communities Programme has had on families' lives. The following data shows the position for families upon entry to the programme compared to the position on exit. An evaluation was also carried out with 10% of the cohort to gather their voice and experiences throughout the journey, the findings are attached at **Appendix A**.

4.3 Youth Offending/Anti-Social Behaviour

4.3.1 On entry, 49 of the 290 families were identified as having a young person in the household whom had caused one or more anti-social behaviour incident in the community or had committed a proven criminal offence in the previous 12 months. Upon exit, this figure had reduced to 16, a reduction of two thirds.

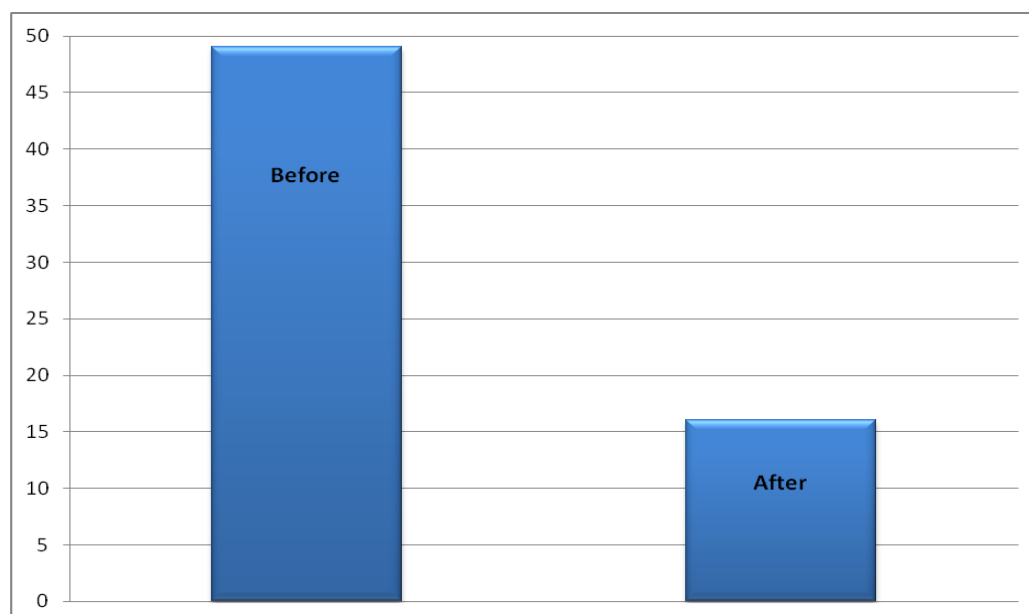


Figure 1: Youth Offending/Anti-Social Behaviour

4.4 School Attendance/Exclusions

- 4.4.1 83 families had children that were either excluded from school or had poor attendance (the national benchmark at that time was 85% attendance or less over the previous three consecutive terms). On completion of the programme this figure had reduced to 36 representing a 57% improvement.

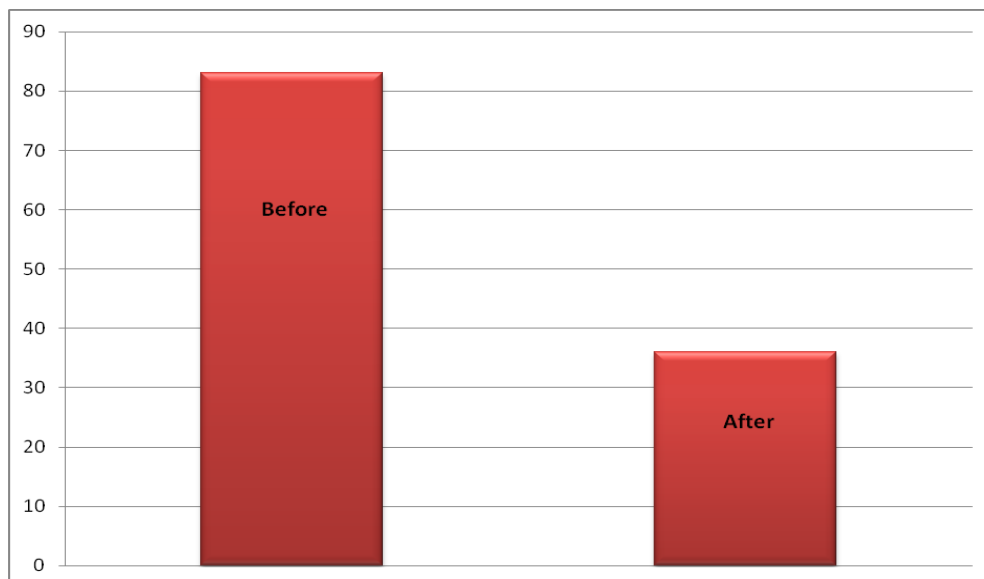


Figure 2: Poor School Attendance/Exclusions

4.5 Worklessness

The majority of the families (163 or 56%) were in receipt of out of work benefits on entry to the programme. Upon completion, this figure had reduced to 137 representing a reduction of 16%.

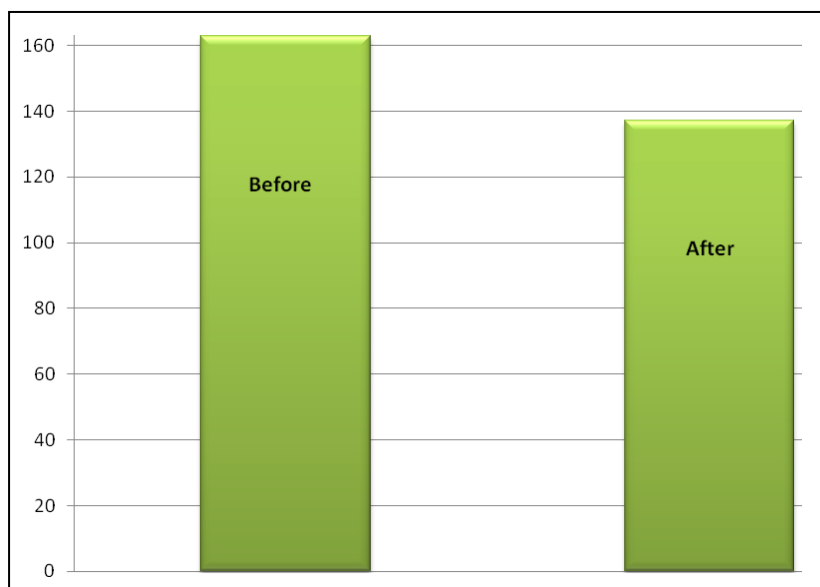


Figure 3: Household in Receipt of Out of Work Benefits

5. THE EXPANDED TROUBLED FAMILIES PROGRAMME: PHASE 2

5.1 Eligibility and Success Criteria for the Expanded Programme

- 5.1.1 Phase 2 focuses on whole system change with the aim that families needing support have one plan and are supported to make positive changes that can be sustained. There is no longer a dedicated TFTC team; instead this extended programme seeks to take the transformational aspect of Phase 1 a step further, mainstreaming the programme across the whole children's workforce.
- 5.1.2 In June 2013, the Government announced plans to expand the Troubled Families Programme for a further five years, subject to a spending review, to reach an additional 400,000 families. They offered the highest performing areas (those that have 'turned around' the lives of the most families in phase 1 of the Programme) the opportunity to start delivery of the expanded Troubled Families Programme early. As such, Hartlepool was selected to be one of 51 'early adopters' of phase 2.
- 5.1.3 Phase 2 retains the focus on families with multiple, high cost problems and continue to include families affected by poor school attendance, youth crime, anti-social behaviour and unemployment. However, it now expands to families with a broader range of problems. To be eligible for the expanded programme, each family must have at least two of the following six problems:
- Parents and children involved in crime or anti-social behaviour
 - Children who had not been attending school regularly
 - Children who need help
 - Adults out of work or at risk of financial exclusion and young people at risk of worklessness
 - Families affected by domestic violence and abuse
 - Parents and children with a range of health problems
- 5.2 Phase 2 has ambitious service transformation goals and, therefore, differs from Phase 1 in how it measures success. It is still necessary to demonstrate either significant and sustained progress or continuous employment. However, each family's achievement of 'significant and sustained' progress is now assessed against a locally defined Outcomes Plan (**Appendix B**). Funding for this is in two parts: an upfront attachment fee of £1000 per family and a results-based payment of £800 per family. Secondly, DCLG require quarterly updates on our families to capture a richer picture of the progress achieved. This is called Family Progress Data (FPD). Thirdly, DCLG wish to develop a much better understanding of the financial benefits achieved through the programme which requires local authorities to complete an online cost saving calculator.
- 5.3 Each identified family has a dedicated worker who works to engage with the family, develop a family plan with the family and looks to 'walk the journey'

with them to achieve the outcomes identified in their plan. Family plans are written with the family and identify what the family and its individual members would like to achieve to make their lives better. They are written in plain English and any actions are clearly identified.

- 5.4 Hartlepool is expected to identify, engage and turn around **950** families during the expected length of Phase 2, April 2015 – March 2020. DCLG notify us of the number of families required to be worked with during a particular year, for 2015/16 this is **143** which are currently being engaged and worked with.
- 5.5 The TFTC partners have adopted the 'restorative approach' and training has been rolled out to a number of front-line teams across partner organisations. In addition children's services within the local authority have implemented a solution focused approach across all teams which will be evaluated at regular intervals.

6. RISK IMPLICATIONS

- 6.1 This programme is a Payment by Results programme and there is a risk that if outcomes are not achieved income will not be able to be claimed.

7. FINANCIAL CONSIDERATIONS

- 7.1 The programme has been mainstreamed and therefore resources to support children and families are within current resource. It is likely that organisations working together will enable improved outcomes.

8. LEGAL CONSIDERATIONS

- 8.1 There are no legal considerations relating to this report.

9. CHILD AND FAMILY POVERTY

- 9.1 One of the outcomes for the programme is employment. This focus on employment will ensure that child and family poverty can be reduced for those families.

10. EQUALITY AND DIVERSITY CONSIDERATIONS

- 10.1 The programme works with families based on their needs which ensures that all families are supported.

11. SECTION 17 OF THE CRIME AND DISORDER ACT 1998 CONSIDERATIONS

- 11.1 One of the outcomes for the programme is the reduction of anti-social and criminal behaviour. This contributes to Section 17 of the Crime and Disorder Act 1998.

12. STAFF CONSIDERATIONS

- 12.1 There are no staff considerations within this report.

13. ASSET MANAGEMENT CONSIDERATIONS

- 13.1 There are no asset management considerations relating to this report.

14. RECOMMENDATIONS

- 14.1 For members of the partnership to note the information and to consider ways they could contribute to improved outcomes for children, young people and their families.

15. REASONS FOR RECOMMENDATIONS

- 15.1 DCLG expect all local authorities to participate in the “Troubled Families” programme. In order to meet the requirements and improve outcomes for children and families their needs to be a partnership approach.

16. CONTACT OFFICERS

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Roni Checksfield, Think Family, Think Communities Manager, 01429 273123,
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TFTC Phase 1 Family Evaluations

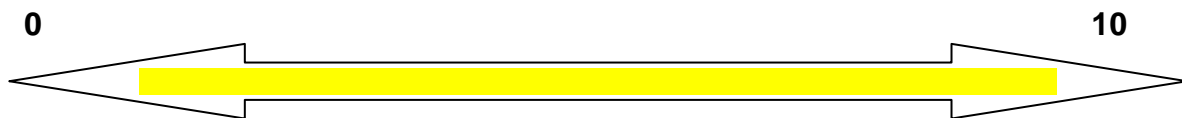
It was decided to evaluate 10% of the cohort at the end of Phase 1 of the TFTC process. 29 families were identified 21 engaged fully with the evaluation.

Completed: 21

- Most completed with parents, 3 of which involved young people – total 24 responses.

During the evaluations we used a linear scale of 0-10

(0 = negative, a bad place, 10 = positive, a good place)



Pre TFTC intervention:

Using the linear scale, families were asked to identify how they felt about their lives. Individually, respondents said that they were **sitting somewhere between 0 – 4 (100%);**

11 respondents felt that they were at '0' (45%)

Respondents were asked to describe their lives at this time

Analysis of feedback indicates that common themes to emerge were:

- **Experiencing stress**
- **Isolation**
- **Emotional instability (aggression/depression)**
- **Anxiety and frustration**

Disharmony, stress, fear and tension were common features within their family lives; they described family life as:

- **'Hard'**
- **'A struggle'**
- **'Terrible'**
- **'Arguing'**
- **'Hellish'**
- **'Unbearable'**
- **'Stressful'.**

A common theme was that many families felt alone and overwhelmed with their problems; they reported that they:

‘Wanted to give up’ had **‘no one to turn to’** and they were **‘desperate for help’**.

Responses indicate that family life was having an impact upon their health and emotional well being; respondents described:

- **‘Feeling afraid’**
- **‘Fearful’**
- **‘Unhappy’**
- **‘Low’**
- **‘Upset’**

Post TFTC intervention:

Again using the linear scale, respondents were asked to identify how they felt about their lives post TF intervention. Apart from one young person, all families identified some movement along the scale, at various degrees.

The majority of respondents (15 out of the 24) placed themselves at **sitting between 8 and 10 on the scale (62.5%)**.

Respondents were asked to describe their lives post TFTC intervention

Analysis of feedback indicates that all respondents identified an improvement within their family lives:

- **Improved communication and understanding**
- **Improved parenting,**
- **Better coping strategies,**
- **Less tension within the family home.**

A common theme throughout all of the feedback was how communication had made a big difference to family functioning and improving family relationships:

- **‘more talking’**
- **‘Listening more’**

This resulted in the family

- **‘Getting on better’**
- **‘No more jumping to conclusions’**
- **‘Doing more with the kids’**
- **‘Work more as a family’**

Post TFTC intervention, the differences which parents noticed in themselves were considerable. Analysis of feedback indicates that parents felt:

- **‘More positive’**
- **‘Empowered, and motivated’**

Many talked about

- **‘Feeling ‘more in control’**
- **‘More confident’ and ‘better in myself’**

The effects upon their health and well being and within the family environment were noticeable:

- **‘Settled’**
- **‘Calmer’**
- **‘Happier’**
- **‘More relaxed’**
- **‘Safe’**
- **‘Quieter’**

Some respondents noticed less arguments and shouting within the family home. Perceptions about parenting ability were also highlighted; respondents reported that they were:

- **‘Stricter’,**
- **Able to ‘stand my ground’,**
- **‘Put boundaries in place’.**
- **‘I couldn’t cope, I can now’.**

Respondents generally felt more able to think about the future, have aspirations and set goals, particularly in relation to Education Training and Employment.

Feedback indicates progress in these areas, with improvements in school attendance and accessing college, as well as parents taking up voluntary work/ wishing to access employment.

How has this been achieved

A common theme was the **quality of the relationship** that TFTC workers had with their families. This was a key factor which involved enabling and empowering families to solve their problems.

Parents identified that **trust** was a key element of this, built upon **reliability, timeliness of the TFTC response, support and encouragement of the parent/child/young person.**

Respondents said that that problems were solved **‘without a fuss’**, they felt **‘comfortable’** talking to the TFTC worker who **‘never promised anything without doing it’**

Parents said that they were:

- **‘Shown how to manage’**
- **‘Given encouragement to help us move forward’**

Which had:

- **‘Given me confidence’,**
- **‘Help me and help me do what I need’**
- **‘Help with confidence building I hadn’t had before’**

Communication was key:

Listening was a key theme, liaising with other services on the family’s behalf, worker showing empathy; **‘it was someone to lean on, a woman to understand how I feel’**

The intervention was client led: **‘No pressure it was all done at our pace’ and involved ‘working together and listening’.**

Families recognised that the process was difficult and required work from them:

- **‘Getting my head together’, but ‘if i didn’t do it nothing would change’.**

Because of this they were

- **‘Now in a position to move on better’ , ‘it has been hard and difficult but glad allowed TFTC into my life**

Families’ thoughts about the TFTC process and TFTC workers:

‘TFTC made a massive difference’ ‘thank you for everything’

‘Came in because of my son and ended up doing most of work for me’

‘Worked with me as well as rest of family, learned me to deal with problems at home’

‘Given TFTC worker some abuse but worker has always come back’

‘Down to earth and helpful, made sense’

Hartlepool Family Outcome Plan

Hartlepool's Family Outcome Plan has been created to help identify and address the needs of those families who have multiple and complex needs. It also promotes a common set of outcomes for all agencies and partner organisations to achieve which will reduce risk and vulnerability for individuals /families whilst encouraging service transformation and reducing the access to and costs incurred in service delivery in particular the use of specialist services. This plan sits alongside the Better Childhood Programme and Effective Interventions that is being implemented across children's services and its partners. Service transformation is at the heart of this programme with the aim for practitioners to do **with** families which is set out in the vision of services.

Vision

To support and help children, young people and their families to lead happy, safe and healthy lives.

How we are going to do this is....

Through working closely with children, young people and their families we will build on their unique strengths, skills and resources to support and help them be the best they can.

What we are going to do is.....

Work in a solution focused way to:

- ▶ Protect children from harm.
- ▶ Keep children and their families at the heart of everything we do.
- ▶ Understand the unique life of every child and family.
- ▶ Treat each child and their family with dignity and respect.
- ▶ Offer personalised support to meet individual need based on assessment.
- ▶ Provide support as soon as needed.
- ▶ Make sure our services are as good as they can be and change them if not.
- ▶ Work effectively with other agencies to support children and their families.
- ▶ Ensure all decisions made are child centred and evidence based.
- ▶ Provide high quality training and support to the workforce.
- ▶ Promote a culture that allows the workforce to do their jobs effectively.

The Family Outcomes Plan provides an area-wide set of significant and sustainable outcome measures applicable to all families. Families with complex and multiple needs will be identified using 6 criteria:

1. Parents and young people involved in crime or antisocial behaviour
2. Children who have not been attending school regularly
3. Children who need help
4. Adults out of work or at risk of financial exclusion and young people at risk of Worklessness
5. Families affected by domestic violence and abuse
6. Parents and children with a range of health problems

At the beginning of an intervention workers will work with the family to identify their goals using the criteria above as a starting point. These goals will be further developed into a family plan with a family outcome star. Practitioners will support the family to measure themselves using a solution focused approach against each of the outcomes within the outcome star and will then regularly review the progress the family are making towards their goals.

If the practitioner feels that the family have made significant progress as set out within this plan they will discuss with their manager and then inform the TFTC co-ordinator. The TFTC co-ordinator will check the progress of the outcome star against available data sources to verify the progress. If significant and sustained progress has been made the TFTC co-ordinator will progress the claim. In order for the family to have made significant progress each issue identified needs to be addressed. Where **qualitative** sources of information are required to support an outcome Bristol services will use a reliable, valid, measurement tool.

1. Parents and young people involved in crime or antisocial behaviour	
<p>Indicators</p> <ul style="list-style-type: none"> a) Child who has committed a proven offence in the previous 12 months b) Adult or child who is involved in an ASB incident (formal or informal) in the last 12 months c) Adult prisoner who is less than 12 months from his/her release date with parenting responsibilities d) Adult subject to licence or supervision (post release) with parenting responsibilities e) Adult on a community order or suspended sentence with parenting responsibilities f) High Impact households in the community – local intelligence through JAG g) CPP3 information – offenders with children h) Ex –offenders accessing Local Welfare Support 	
Outcome(s)	Source
1.1 No offending in the last 6 months	Police Guardian crime system and / or PNC
1.2 No known ASB in the family home in the last three months or successful completion of an Acceptable Behaviour Intervention, Criminal Behaviour Order (CRIMBO), Crime behaviour injunction, housing injunction or other appropriate order	Police command and control system, Guardian and BCC neighbourhoods housing system

2. Children who have not been attending school regularly

Indicators

- a) Persistent absence from child (over 15% of absence) as an average across 3 consecutive terms, including authorised absences
- b) Child receiving at least 3 fixed term exclusions in the last 3 consecutive terms
- c) Child permanently excluded from school in the last 3 consecutive terms
- d) Child attending alternative education provision for behavioural problems
- e) Child who is not registered with a school, nor educated otherwise
- f) Child referred by education professionals as having school attendance problems of equivalent concern to the indicators above
- g) Vulnerable pupils meeting
- h) Hartlepool Attendance Team data identification

Outcome(s)

Source

2.1 Every child in the household has attended school, over three consecutive terms, in excess of 90%

School Census

2.2. Every child in the household has attended school in excess of 90%, over three consecutive terms, with no more than 2 fixed term exclusions per person

School Census

2.3 Every child in the household has attended school in excess of 90% over three consecutive terms with no permanent exclusions

School Census

3. Children who need help	
<p>Indicators</p> <ul style="list-style-type: none"> a) Child who has been identified or assessed as needing early help (Common Assessment) b) Child 'in need' under Section 17 of the Children Act 1989 c) Child who has been subject to an enquiry under Section 47 of the Children Act 1989 d) Child subject to a Child Protection Plan e) Child who has failed to take up or disengaged from the early free learning entitlement f) Child identified as being referred to the Missing and Exploited Group (extended missing period or three missing episodes) g) Families who disengage with Early Help h) Children in families subject to the benefit cap (i.e. families with 4 or more children aged under 18 years old who have their benefit income reduced to £500 max per week) i) Families identified via the Hub - Low income/ in receipt of benefits/ bedroom overcrowding issues/ rent arrears due to reduced HB/ risk of eviction 	
Outcome(s)	Source
3.1 Early Help referred case closed and there are no repeat referrals in the following 3 month period	eCAF
3.2 De-escalation of family from Child Protection to Child in Need or Child in Need to Early Help and sustained for 6 months (this excludes those children with disabilities identified as Child in Need in the Children Act 1989)	eCAF/ ICS

3.3 A pregnant teenager engages with Family Nurse Partnership (FNP) for a 6 month period following birth of a child and achieves the key outcomes as identified through individual needs analysis	FNP action plan
3.4 Take up of 3 and 4 year old funding entitlement for early education and attending regularly for at least a six month period	FCSH Children's Centres eStart
3.5 A child referred as at risk of child sexual exploitation has reduced risk to an extent that they are removed from the VEMT agenda for 6 months.	VEMT group Key Worker
3.6 A child referred as at risk of child sexual exploitation as declared by relevant agency supported by use of appropriate distance travelled tool that demonstrates increased parental capacity to protect children and child's ability to identify abusive behaviours and make consensual choices	Key Worker CSE Worker
3.7 Young people reported as missing are identified and supported to stay safe and no incidents of going missing as for a 6 month period	VEMT group

4. Adults out of work or at risk of financial exclusion, and young people at high risk of worklessness

Indicators

- a) Adult in receipt of out of work benefits (or) adult claiming Universal Credit and subject to work related conditions
- b) Child about to leave school with few or no qualifications and no planned education, training or employment
- c) Child or young person who is not in education, training or employment
- d) Evidence (practitioner record) of household income less than £16,190 (FSM eligibility), use of high interest credit, priority debts, no access to account (e.g bank or credit union), concerns about financial exclusion
- e) Families at risk of eviction
- f) Families accessing Local Welfare Support/ Section 17 funding
- g) Families accessing Foodbank
- h) Benefit cap families
- i) DHP applications
- j) year old eligible children for free early education

Outcome(s)	Source
4.1 13 weeks consecutive employment (or 26 out of last 30 weeks for JSA)	DWP
4.2 An adult or over 16 (NEET) makes job ready progress to work; <ul style="list-style-type: none"> • enrolled in higher or further education or apprenticeship for at least 13 weeks (or completion of whole training course if lasts between 8 – 12 weeks)or, • formal volunteering or work experience or a programme or course which removes a barrier to work for the individual. 	eCAF Troubled Family Employment Advisor

4.3 An income and debt re-payment plan is in place and implemented for at least 13 weeks and there is no escalation in sanctions	FCSH Housing providers
4.4 Remains on Universal Credit but meets earnings threshold (£330 for adults 25+ or £270 for >25)	DWP

5. Families affected by domestic violence and abuse	
<p>Indicator</p> <p>a) Young person or adult known to local services as previously, currently or at risk of experiencing domestic violence or abuse</p> <p>b) Young person or adult known to local services as having perpetrated an incident of domestic violence or abuse in the last 12 months</p> <p>c) High Impact households in the community – local intelligence through JAG?</p>	
Outcome(s)	Source
5.1 Victim satisfied with support received through police/ criminal justice process or targeted support provided	Victim satisfaction survey – police Feedback to key worker / IDVA
<p>5.2 Increased safety for family demonstrated using the following measures:</p> <ul style="list-style-type: none"> DASH score (above 14 - high) falls below 14 for 6 continuous months OR no further DASH assessment required for 6 months (which reflects no further violence has occurred) DASH score (below 14) reduced by 25% and sustained for 6 month period No repeat MARAC referral in 6 months since first referral Conviction/civil remedy/ DVPO regarding perpetrator 	Monitoring of police and local authority databases and Keyworker feedback.
5.3 Perpetrator engages/accepts support and no further CAADA DASH assessment required for 6 months	Victim support / DHI
5.4 No incidents of DV reported to Police for 6 months	Police systems e.g. IRIS

6. Parents and children with a range of health problems

Indicator	
a) Adult with parenting responsibilities or a child with mental health problems b) Adult with parenting responsibilities or a child with a drug or alcohol problem c) New mother who has a mental health or substance misuse problem and other health factors associated with poor parenting. d) Adult with parenting responsibilities or children referred by health professionals as having any health problems of equivalent concern e) New mums as needing support via the Children's Centre Universal Plus Pathway e) Family Nurse Partnership	
Outcome(s)	Source
6.1 Parent takes responsibility for managing their family's health demonstrated using all or some of the following measures when applicable: <ul style="list-style-type: none"> • A care plan or self-care strategy in place where there wasn't one before, to be maintained for 6 months • All children in the household have received age appropriate vaccinations • Reduction in weight to a healthy level (BMI rating) of one household member who has been assessed as overweight or obese, to be maintained for 6 months • Cessation of smoking in household member, to be maintained for 6 months 	Lifeline/ mental health services Family plans/ GP Family plan/ health trainers
6.2 Good level of development in Early Years demonstrated by <i>meets expected level</i> of the 12 of the 17 Early Learning Goals (measured when child leaves Reception year)	Children's Centre's estart Early Years settings records

6.3 Increased feeling of well-being (measured on well-being assessment tool, e.g. WEMWBS or Outcome Rating Scale (ORS) or Child (CORS). Increase to be maintained for 6 months)	Alliance
6.4 33% reduction in hospital admissions (12 month baseline, performance measured on 6 months data doubled)	Local hospitals
6.5 33% reduction in attendances at A&E (12 month baseline, performance measured on 6 months data doubled)	Local Hospitals
6.6 Family member reduces intake and harm in use of drugs or alcohol over 6 months	Lifeline
6.7 Securing and or, maintaining suitable accommodation that is; affordable, dry, well maintained and safe from violence or threats of violence and reasonable in comparison to general housing circumstances in the area (suitable accommodation secured/maintained for at least 6 months)	eCAF/ Family plans
6.8 Family demonstrate reduced social isolation by participation in a positive activity for 8 weeks or more e.g. parenting course/ accessing children's centres/ youth activities/ after school clubs/ accessing activities	Key Worker/ Youth Case Management System (IYSS)



SAFER HARTLEPOOL PARTNERSHIP

20 November 2015



Report of: Director of Regeneration and Neighbourhoods

Subject: SERIOUS AND ORGANISED CRIME UPDATE

1. PURPOSE OF REPORT

- 1.1 To provide the Safer Hartlepool Partnership (SHP) with an overview of activity being undertaken to tackle Serious and Organised Crime across Cleveland.

2. BACKGROUND

- 2.1 In February 2014 the Safer Hartlepool Partnership received a report informing of the recently published Serious and Organised Crime Strategy. A subsequent report to Partnership in November 2014 also informed that in support of the national strategy, the Cleveland CONTEST Group, originally set up to oversee delivery of the national Counter-Terrorism Strategy, had agreed to take on responsibility for oversight and delivery of serious and organised crime across the Cleveland Force area.
- 2.2 A key priority of the CONTEST Group is to ensure that across the Cleveland Force area local law enforcement action against serious and organised crime draws on the information and powers of many agencies and departments – including local authorities, education, health and social care. Similar to the CONTEST Counter-terrorism Strategy, the Serious and Organised Crime Strategy comprises four key elements:
- **Pursue** – Prosecute and disrupt people engaged in serious and organised criminality;
 - **Prevent** – Prevent people from engaging in serious and organised crime;
 - **Protect** – Increase protection against serious and organised crime;
 - **Prepare** – Reduce the impact of this criminality where it takes place.
- 2.3 The current national serious and organised crime threat includes: child sexual exploitation and abuse; criminal use of firearms; organised immigration and human trafficking (including modern day slavery); cyber crime; and drugs, all of which have a significant impact on individuals and communities.

3. SERIOUS AND ORGANISED CRIME UPDATE

- 3.1 Since the last report on serious and organised crime to the SHP in November 2014 a number of developments have taken place on national and local level. In 2015 the Serious Crime Act improved the legislative powers available to local partners to tackle Serious and Organised Crime (SOC) including a new offence of participating in the activities of an organised crime group, and the introduction of Serious Crime Prevention Orders. The Modern Day Slavery Act was also introduced to tackle Human Trafficking.
- 3.2 Guidance for Councils in addressing serious and organised crime was published by the Local Government Association in September 2015. This publication, attached at **Appendix A**, identifies a range of enforcement powers available to Councils to disrupt organised crime and protect local communities, and gives examples of areas where Councils should be working with the police and other agencies including:
- Identifying and safeguarding vulnerable adults exploited by Organised Crime groups (OCGs)
 - Tackling Child Sexual Exploitation, especially where there is clear organised criminality
 - Protecting communities from cyber enabled crime such as fraud
 - Using local regulation and licensing powers to disrupt OCGs
 - Using taxis/private hire vehicles or licensed premises to share essential community intelligence
 - Tackling those selling counterfeit or illicit goods which may be linked to wider, more organised criminality
- 3.3 Locally, alongside the day to day activity of partners that may impact on serious and organised crime, local partnership disruption panels have been established across the Cleveland Force area to disrupt the activities of organised crime groups through improved information sharing and maximising co-ordination of enforcement powers. Several other pieces of work undertaken locally that are linked to the Serious and Organised Crime Strategy include work undertaken around Child Sexual Exploitation; Integrated Offender Management; Human Trafficking; and the use of Serious Crime Prevention Orders of which there are number currently being managed across Cleveland.
- 3.4 Following discussion at the Safer Hartlepool Partnership in November 2014, a number of staff from a broad range of organisations, (including 56 front line Council staff), have now participated in training to raise awareness of human trafficking, the signs to look out for, and how to respond where it is suspected someone has been trafficked in the local area. However, more recently it has been acknowledged that whilst there is some work being undertaken in partnership to tackle Serious and Organised Crime, there is currently no co-ordinated response to the Prevent strand of the SOC strategy across Cleveland.

- 3.5 This is particularly important as some Organised Crime Groups (OCGs) are extremely well organised with high levels of capability that can run networks across regional, national, and international borders. Organised crime groups have also moved away from just being involved in traditional organised crime activity such as drug trafficking, to having multiple type operations, where one element often funds or re-enforces another. Emerging trends evidenced in some OCGs are:
- Money laundering by alternative banking platforms
 - Greater exploitation of legitimate markets eg importation of tobacco and alcohol
 - Increased use of IT and the internet
 - Increased use of front companies to act as a veil of legitimacy over a criminal enterprise
- 3.6 Organised Crime Groups also often involve non-core members in the commission of crime for example using 'mules' to store illicit goods, or to transport or supply drugs; and using specialists or professionals such as experts in law, finance, and technology. As such certain individuals may be particularly at risk of being drawn into serious and organised crime such as vulnerable young people and adults; those with access to criminal networks through family relationships; those feeling alienated from broader society due to poverty and disadvantage; and professionals with specialist skills.
- 3.7 Following discussion with Community Safety Partnership leads across the Cleveland Force area and the Police it is intended to form a small working group that would take forward the Prevent element of the serious and organised crime strategy that would:
- Create and drive activity around a co-ordinated plan of action.
 - Improve understanding of local organised crime pathways.
 - Consider how existing or new interventions can prevent individuals from being drawn into serious and organised crime.
 - Identify individuals for referral onto appropriate programmes and interventions.
 - Contribute to the production and delivery of a Serious and Organised Crime Local Profile (SOCP).
- 3.8 This group will report into the strategic CONTEST Group with periodic updates being provided to local Community Safety Partnerships. The local SOCP which is currently under development will provide a common understanding of the local threat amongst partners and provide the basis of local responses and action plans. It is acknowledged that there is no one size fits all approach to tackling serious and organised crime, and that the effectiveness of interventions will depend on local demographics. Therefore the Local Profile will shape the response to issues specific to communities.

4. RISK IMPLICATIONS

- 4.1 Some progress has been made in relation to improving our responses to organised crime through greater collaboration between partners. However without a focus on prevention there is a risk that local efforts to tackle serious and organised crime will not be as effective as they could be in reducing the potential of organised crime groups to grow and expand their capabilities.

5. ASSET MANAGEMENT CONSIDERATIONS

- 5.1 There are no asset management implications associated with this report.

6. FINANCIAL CONSIDERATIONS

- 6.1 There are no financial implications associated with this report.

7. LEGAL CONSIDERATIONS

- 7.1 There are no legal implications associated with this report.

8. STAFF CONSIDERATIONS

- 8.1 There are no staff implications associated with this report.

9. CHILD AND FAMILY POVERTY

- 9.1 There are no child and family poverty implications associated with this report other than the need to recognise the links between poverty/disadvantage and the risk of being drawn into the activities of organised crime groups.

10. EQUALITY AND DIVERSITY CONSIDERATIONS

- 10.1 There are no equality and diversity implications associated with this report.

11. SECTION 17 CONSIDERATIONS OF THE CRIME AND DISORDER ACT 1998

- 11.1 Councils have a responsibility to do all that they reasonably can to prevent crime and disorder in their area including efforts to protect individuals and

communities from serious and organised crime through effective information sharing and preventative activity.

12. RECOMMENDATIONS

- 12.1 That the Safer Hartlepool Partnership notes and comments on developments to date locally in relation to tackling organised crime in Cleveland.
- 12.2 That SHP Partners consider how they may contribute towards tackling Serious and Organised Crime in the local area.

13. REASONS FOR RECOMMENDATIONS

- 13.1 The Safer Hartlepool Partnership has a statutory responsibility to work together to reduce crime and disorder, substance misuse and re-offending, and as part of this has a duty to tackle serious and organised crime at a local level to protect individuals and communities.

14. BACKGROUND PAPERS

- 14.1 Serious and Organised Crime Strategy published October 2013 - <https://www.gov.uk/government/publications/serious-and-organised-crime-strategy>

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Tackling serious and organised crime

a local response

Foreword

More and more, councils are working with law enforcement partners to disrupt serious and organised crime. Serious and organised crime can have a profound impact on an individual, family, business or community. This is particularly prevalent where vulnerability plays a part within individuals, families and communities, as those who are most vulnerable are frequently targeted by organised crime groups and more likely to be exploited. Traditionally, the view has been that serious and organised crime is not the responsibility of local councils given its complexity and the general view that it doesn't take place in sight of the general public. However, given that local councils often take responsibility for vulnerable individuals within our communities, it is vital that organised crime is addressed as part of council agendas

Recently, there has been an increasing recognition that serious and organised crime can occur across all communities, in public spaces and in private dwellings. Councils have access to critical community intelligence and a number of enforcement powers that can be used to disrupt this criminality and protect local communities.

Developments in technology are creating more and more opportunities for councils and their partners to prevent, detect and disrupt the activity of organised crime groups. However, this is an area also exploited by organised crime groups as it enables them to circumvent the traditional methods of preventing and tackling organised crime. Therefore, it is paramount that councils maximise all opportunities to utilise modern technology in order to keep one step ahead.

Councils already work in partnership with their law enforcement partners on a number of community safety issues, but increasingly they are working together to disrupt serious and organised crime. Examples include sharing information about the use of properties to enable crime, traders of illicit goods that may have links to other criminal activity or closing venues that permit the sale of illicit drugs.

Many criminals involved in serious and organised crime also commit low level criminal offences that can be enforced by local councils such as fly-tipping, illegal parking or benefit fraud. Tackling low level criminality such as this can significantly impact on organised criminality and thus minimise its harm to local communities.

This guidance outlines the important role of councils working with law enforcement partners to tackle serious and organised crime. Included in this guidance is more information about what serious and organised crime looks like, how it impacts local communities, suggested roles and responsibilities for councils, case studies of local approaches and recommended questions to ask and check local understanding of the prevalence and impact of serious and organised crime. We hope you find this guidance helpful in your ongoing role to protect local communities.

Councillor Simon Blackburn
Chair LGA Safer and Stronger
Communities Board

Contents

Introduction	4
Serious and organised crime	6
The national policy context	12
The role of councils and their partners in tackling serious and organised crime	14
Serious and organised crime – threat summary	22
Councillor questions	28
Appendix 1: additional resources	32

Introduction

Although serious and organised crime (SOC) is often thought of in a regional, national or international context its impact is most felt by local communities. It harms individuals, families and local businesses alike with rippling implications for even the smallest and most rural communities.

However it is not a crime itself. SOC is controlled and led by organised crime groups (OCGs) that use intimidation tactics and corruption for unlawful gain. OCGs are deceitful and unscrupulous in their pursuit of money, power or personal gratification through the harm of others.

These are hidden crimes that take place around us every day. Too often, the theft of a mobile phone or possession of drugs for personal use enables a more insidious, organised and pervasive criminality such as human trafficking or fraud. SOC has a significant social and economic cost – estimated at £24 billion each year to the overall economy.

These criminals often prey on vulnerable communities and individuals to profit financially or otherwise. They supply and distribute illegal drugs, firearms and counterfeit goods; commit fraud, tax evasion and facilitate human trafficking and child sexual exploitation (CSE).

The profile and prevalence of SOC differs greatly from area to area, community to community. Some areas may be more vulnerable to the supply and distribution of drugs whilst other areas may have hidden victims of modern slavery or trafficking.

Councils need to understand their unique local vulnerabilities to serious and organised crime and address them through multi-agency action plans.

This guidance is for all those in local government who have a role in making our communities safer and protecting the most vulnerable members of our communities. It is aimed at leaders and members of community safety partnerships, health and wellbeing boards and local safeguarding boards.

It is also aimed at those who have a role in leading, planning, commissioning and delivering services – from community safety, public protection and regulation, licensing, housing, transport, advice and guidance, through to leisure services, cultural activities and supporting community development.

There is a clear role for councils alongside law enforcement agencies to tackle organised crime. Councils should work in partnership with the Police and other agencies to:

- identify and safeguard vulnerable adults exploited by OCGs
- tackle child sexual exploitation, especially where there is clear organised criminality
- protect communities from cyber enabled crime such as fraud
- use local regulation and licensing and powers to disrupt OCGs
- use taxis/PHVs or licensed premises to share essential community intelligence
- tackle those selling counterfeit or illicit goods which may be linked to wider, more organised criminality

Councils should work with their local law enforcement to understand the current prevalence and nature of serious and organised crime in their area. They should develop local serious and organised crime profiles and multi-agency action plans to tackle local issues.

This document will also give advice on the role of local councils and councillors.

Serious and organised crime

What is serious and organised crime?

Serious and organised crime:

- takes place within local communities, across local borders, nationally and internationally
- is dynamic and opportunistic
- is perpetrated by groups or networks of individuals that collaborate to establish criminal networks and build resilient and profitable organisations
- involves violence, corruption and intimidation to protect and sustain criminal activity
- develops access to a diverse set of capabilities across a wide network of individuals, including professionals such as lawyers and accountants, often targeted for their expert knowledge.

OCGs undertake the following criminal activities:

- the organised supply and distribution of drugs
- sophisticated theft and robbery
- organised child sexual exploitation, including the sharing of indecent images of children online
- human trafficking and modern slavery
- fraud and other forms of financial crime
- the supply of firearms or other weapons and counterfeit goods
- cyber crime and cyber-enabled crime³, including online grooming, harassment and stalking.

The UK Government¹ and National Crime Agency (NCA)² define serious and organised crime (SOC) as 'serious crime planned, coordinated and conducted by people working together on a continuing basis. Their motivation is often, but not always, financial gain. Organised criminals working together for a particular criminal activity or activities are called an organised crime group (OCG)'.

¹ Home Office (2013) Serious and Organised Crime Strategy

² National Crime Agency: www.nationalcrimeagency.gov.uk/crime-threats/organised-crime-groups

³ Ibid

“Organised crime is commonly viewed within partner agencies as being in the stratosphere of offending; the preserve of the Police and tackled by highly specialist police teams. The community safety partnerships in Bedfordshire realise that the impact of serious and organised crime is felt both directly and indirectly locally. Now, previously considered low level nuisance activity is tested for links to other more serious or organised criminality. For example, cycling on pavements has been attributed to drug dealing networks and street prostitution influenced by organised immigration crime. Information sharing and the production of serious and organised crime local profiles have helped improve this understanding.”

Shane Roberts

Detective Chief Inspector, Serious and Organised Crime Unit, Bedfordshire Police

What is an organised crime group?

An organised crime group consists of three or more persons who act, or agree to act, together with the intent, or as one of their purposes, to carry out criminal activities. At last count, law enforcement agencies across the UK estimate that there are 39,000 people involved in more than 5,800 groups. Organised crime groups often rely on vulnerable communities and individual needs to profit economically or otherwise.

What does a serious and organised crime group look like?

OCGs all operate differently depending upon the criminality, group structure and the level of sophistication involved. Some OCGs are extremely well organised with high levels of capability.

These organisations can run networks that undertake criminal activity across international, national and county borders. In some instances they may engage with other OCGs to undertake more exposed criminal activity of their behalf.

Others are less organised and engage in criminal offences that require less professional competence, eg low level drug supply and distribution, fraud and trading illicit goods.

Some OCGs are loose networks who socialise and offend together as seen in some CSE offending⁴, others involve smaller groups who each have a specific role to play, such as in the supply and distribution of drugs, and others bridge the gap between terrorism and organised criminality.⁵

4 Cockbain, E., Brayley, H. and Laycock, G. (2011) Exploring Internal Child Sex Trafficking Networks Using Social Network Analysis. Policing, Volume 5, Number 2, pp. 144–157

5 Knoke, David (2015) Emerging Trends in Social Network Analysis of Terrorism and Counterterrorism- “A related strand of terrorist research asserted an emerging nexus between organized criminals and terrorist groups. Terrorists not only engage in criminal activities to fund operations, but many transact with organized criminals to buy and sell goods and services, such as weapons and forged documents.”

OCGs who do operate in a networked way often involve non-core members in the commission of the crime.

These can include:

- ‘mules’ undertaking some of the more exposed aspects of serious and organised crime such as storing illicit goods, transporting or supplying drugs or illicit goods, undertaking intimidating or harassment tactics
- specialists or professionals (experts in law, finance, technology, logistics) plus an extended network of associates.

The internet, low-cost transport and international supply chains have made it easier and less risky than ever before to do business.⁶ In particular, it has resulted in the spread of cyber crime⁷ and the proliferation of online streaming of real-time child sexual exploitation and abuse.

What is the difference between an organised crime group and a gang/urban street gang?

There is significant overlap across the activities of OCGs and urban street gangs and many gangs evolve into OCGs. Gangs tend to be less organised and more concerned with perpetuating a threat of violence or harm across a particular area (these areas are very small and can often be identified by postcode) related to the gangs core activities.

6 There are legal requirements that apply to community safety working, usually taken forward through community safety partnerships (CSPs) working at district or unitary authority level. (However, in some areas a number of CSPs have merged to form larger partnerships.) <https://www.rusi.org/analysis/commentary/ref:C551404452168B/>

7 Cyber crime has enabled criminals to further undertake ‘traditional’ crimes such as fraud, gaining access to personal and confidential information and prohibiting user access to online services.

These groups must consist of at least three people and have one or more characteristics that enable its members to be identified by others as a group.⁸

The key differences between gangs and OCGs primarily relate to the level of criminality, group organisation, planning and control but there are other connections between gangs and organised crime. For example, urban gang members may engage in street drug dealing on behalf of organised crime groups and often aspire to become OCGs in their own right. Areas of high gang activity in the UK tend to be areas where OCGs are most active.⁹

How do individuals get involved in serious and organised crime?

There is no definitive pathway to being involved in serious and organised crime. However, there are factors which increase the likelihood of an individual participating in organised crime. Home Office guidance¹⁰ has identified four categories of risk factors¹¹ that in combination can put people at greater risk of being drawn into serious and organised crime.

8 Serious Crime Act 2015 <https://www.gov.uk/government/collections/serious-crime-bill>

9 Home Office (2013) Serious and Organised Crime Strategy pg.14

10 Home Office (March 2015) Individuals at risk of being drawn into Serious and Organised Crime – a Prevent Guide “These factors are not exhaustive. There is no obvious single pathway into organised criminality just as there is no single pathway into other crimes. It must not be assumed that these characteristics and experiences will necessarily lead to individuals becoming involved. Serious and organised crime includes a wide range of offences, and pathways can differ depending on the crime type.” <https://www.gov.uk/government/publications/individuals-at-risk-of-being-drawn-into-serious-and-organised-crime-a-prevent-guide>

11 Home Office (March 2015) Individuals at risk of being drawn into Serious and Organised Crime – a Prevent Guide “These factors are not exhaustive. There is no obvious single pathway into organised criminality just as there is no single pathway into other crimes. It must not be assumed that these characteristics and experiences will necessarily lead to individuals becoming involved. Serious and organised crime includes a wide range of offences, and pathways can differ depending on the crime type.”

Partners should work together and share intelligence and knowledge to identify individuals who may be at risk in order to intervene with them at an early stage as early identification, followed by mitigating action, can prevent some individuals from serious and organised criminality as well as deterring reoffending.

Once individuals have been identified, partners should consider which agencies are best placed to offer support.

Criminality; repeat offending patterns and trends: individuals displaying certain offending patterns may be at risk of being drawn into serious and organised crime.

Identity: an individual's upbringing and lifestyle, local environmental and social factors can have a serious impact on their identity which can increase their vulnerability to participating in organised crime. These factors include deprivation or poverty, lacking a sense of belonging, experiencing a lifestyle change such as divorce or unemployment, being a victim of exploitation, holding a positive attitude towards criminality and its impact, experiencing financial difficulties and the feeling of disempowerment.

Individuals: especially young and vulnerable people, can be manipulated into participating in organised crime. They are often invited to undertake a small bit of 'work' for what seems a small and harmless reward. This can often lead to entrapment within an organised crime group. Others perhaps engage in organised crime because it seems to offer a lifestyle of glamour, risk and reward.

Networks: access to criminal networks, through family, friendships, intimate relationships and associates (through business, prison or online) provide a significant opportunity to engage individuals in serious and organised crime.

Ability: organised criminal groups seek specialist skills, including those who are experts in their professional positions. Professionals with specialist skills or employees with access to valuable information or property access are at risk of corruption or bribery by OCGs.

Who are the perpetrators of serious and organised crime?

The majority of organised crime offenders are men and from all different backgrounds. The traditional view of organised crime is of a 'mafia' style organised crime group that is hierarchal with strong family links, using violence and intimidation tactics for profit. However, organised crime groups are dynamic and have evolved and adapted to changing environmental factors, such as better international transport links, cyber-enabled activity and access to wider criminal (professional and familial) networks. What is unique about OCGs is that perpetrators often identify themselves as a part of a wider network and not as an individual perpetrator, ie they see the bigger criminal picture.

The composition of some OCGs reflects the **traditional view** of OCGs, namely:

- familial based and highly organised
- single criminal activity type
- use of a high level of both threat and actual violence
- corruption of professionals
- largely motivated by profit, criminality is converted to cash and subsequently laundered.

The longstanding values and close family connections of traditional OCGs mean they are harder to disrupt and tackle. The majority of their business involves controlling drug trafficking and associated markets.

There is a **changing landscape**, which is reflected more commonly in OCGs, for example, they:

- have multiple crime type operations, where one element of criminality often funds or re-enforces another
- operate a loose network of criminal associates, based on trust and mutual cooperation fulfilling different roles within the group
- have no boundaries regarding criminal associations

- make use of professional (finance, law, technology) enablers for criminal activity
- are highly adept at exploiting new and emerging technology
- continually seek early identification of potential new criminal opportunities from the above,
- are motivated by profit, used to support overt 'glamorous lifestyles' to reflect status.

There is also increased incidence of excessive and disproportionate threats and use of physical violence and the use of young and vulnerable people, including younger males on criminal career pathways, female partners and associates to conduct or facilitate criminal activity.

Emerging trends, evidenced in some OCGs are:

- money laundering by alternative banking platforms
- increased regional, national and international dimensions to their business
- greater exploitation of legitimate markets, eg importation of tobacco and alcohol, bypassing tax laws
- increased use of anonymising IT and the internet
- increased use of front companies (eg high street nail salons) to act as a veil of legitimacy over criminal enterprise.

County lines

The term 'county lines' refers to gangs or OCGs setting up a dedicated phone line for the purpose of supplying illicit drugs. The modus operandi frequently seen is for a gang from an urban area moving into a more rural setting, crossing county and police force boundaries in the process, in order to establish or take over the local drugs market. The phone number is then given out so that those wishing to buy drugs know who to call. The number is also used to contact others in the supply

chain so that more drugs can be delivered to the area when needed.

One example is from Bedfordshire Police – information emerged that Bedford gangs had started to be 'taken over' by London based gangs. Gang members travelled from London and settled in Bedford with the intention of infiltrating and controlling local criminal markets. They had the capability to replace the local drug dealers very quickly, often having elevated 'status' earned by their propensity for violence and means of exerting fear and control over others.

Local vulnerable people, many of whom were addicted to drugs themselves, would be exploited by the gang who would move into their homes to use as a base for dealing drugs. Threatening and aggressive social media content was used to exert additional influence on victims and other network members, and their operational agility meant that they could change 'bases' regularly and at short notice.

What about previous offenders of serious and organised crime?

Many of those involved in OCGs will already be familiar to councils and their partners because of their previous offending. Existing partnership arrangements, such as Integrated Offender Management (IOM), provide a means of managing the risk of previous offenders to the community.

IOM brings a cross-agency response to manage and monitor those who present a risk to community safety. Councils, as responsible authorities on community safety partnerships, have a statutory duty to reduce reoffending. Councils already work with the National Probation Service (NPS) and their local community rehabilitation company (CRC) through the community safety partnership (CSP) to pro-actively manage the risk of re-offending within local communities.

This wider partnership approach means that offenders identified as being of most concern locally are either subject to statutory supervision by the National Probation Service, Community Rehabilitation Company, or managed on a voluntary basis depending on the type of offence and risk of harm to the local community. IOM ensures that offenders of concern remain on the radar of local agencies.¹²

The National Probation Service manages the majority of previous offenders who have been assessed as presenting high risk of harm to others under probation supervision.

Community Rehabilitation Companies offer rehabilitative services ensuring that for the first time, prisoners with sentences of less than twelve months will start to prepare for their reintegration back into society from the day they are imprisoned.

Who are the victims of serious and organised crime?

The victims of serious and organised crime are local people, communities and businesses. OCGs take advantage of vulnerable people and their communities for their own personal gain. Local people, communities and businesses are most likely to be victims of cyber enabled crime such as online fraud, grooming, harassment or stalking and/or encountering illegal or offensive online content.

The sole purpose of serious and organised crime is personal gain in whatever guise. They can therefore harm communities in many different ways, for example:

- the supply and distribution of drugs within communities that harm users and can also impact on the local environment

- putting children and young people at risk of child sexual exploitation, online grooming or exposure to adult or illicit material online
- fraud, identity theft and other forms of financial crime can harm the wellbeing of individuals within a community
- the supply of firearms or other weapons to threaten or harm individuals
- support, enable or profit from human trafficking and modern slavery.

The harm caused by serious and organised crime is far reaching and can be very different for individuals, communities and businesses alike:

- it can include the loss of money or other assets, or harm to business or personal reputation
- victims can suffer from anxiety and stress, particularly if they are vulnerable
- occasionally victims can be physically injured, subjected to psychological trauma, or killed as a direct or intended consequence of criminal action¹³
- entire communities can also be victims; for example prevalent drug supply and distribution across a local area can have substantial impact on the health and wellbeing of residents and the overall environment, generating a sense of fear or disquiet. Money laundering, loan sharks, illicit businesses and the exploitation of workers can also harm local communities.

¹² Home Office (2015) Integrated Offender Management Principles https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/406865/HO_IOM_Key_Principles_document_Final.pdf

¹³ Examples of criminal activity include: sexual abuse of children and adults, distributions of indecent images, shootings targeting rival gangs or individuals, torture of a suspected informant of a drug trafficking group, addicting people to drugs to supply the demand in human trafficking for labour and sexual exploitation, kidnap, robbery, stress caused by fraud.

The national policy context

In 2013, the Government launched a new Serious and Organised Crime strategy to better coordinate a national approach to reduce the level of serious and organised crime affecting the UK and local communities. It coincided with the launch of the National Crime Agency (NCA). The NCA is the national law enforcement agency against serious and organised crime and works globally across multi-agency partnerships that include the Police, law enforcement, local public sector agencies and private industry.

The national strategy uses the framework that has been developed for national counter-terrorist work and has four thematic pillars, often referred to as the 4Ps: prosecuting and disrupting people engaged in serious and organised crime (**Pursue**); preventing people from engaging in this activity (**Prevent**); increasing protection against serious and organised crime (**Protect**); and reducing the impact of this criminality where it takes place (**Prepare**).

The serious and organised crime strategy sees councils and a range of partners playing an important role alongside the Police to tackle SOC and OCGs. From a local perspective Pursue, Prevent, Protect and Prepare means:

Pursue: prosecuting and disrupting the criminal activity of OCGs. Locally this means establishing strong, effective and collaborative partnerships to gather and share intelligence on organised criminal groups that operating in local area and across county borders.

Prevent: deterring individuals from getting drawn into serious and organised crime and previous offenders returning to crime. Prevent involves a wide range of local approaches and interventions and can include developing new interventions, making use of existing services and raising local awareness of the reality and consequences of being involved with organised criminal groups to dispel associated myths of wealth and glamour.

Protect: protecting individuals, families, businesses and communities against serious and organised crime. Protect involves ensuring the right controls and practices are in place to safeguard communities and ensure these groups have the information to help them to protect themselves.

Prepare: being prepared to manage the impact or consequence of serious and organised crime. This includes the ability to immediately respond to major serious and organised crime incidents and ensure a rapid and effective resolution and recovery for affected communities, victims and witnesses.

New powers to tackle serious and organised crime

In 2015, the Serious Crime Act¹⁴ improved the legislative powers available to local partners to tackle serious and organised crime. They include a new offence of participating in the activities of an organised crime group and a strengthened preventative capability through Serious Crime Protection Orders. The new participation offence, which applies in England and Wales, carries the potential to prosecute effectively the full spectrum of criminality engaged in organised crime. The serious crime prevention order ('SCPO') is intended for use against those involved in the most serious offences, including drugs trafficking, fraud and money laundering. The SCPO is a court order that is used to protect the public by preventing, restricting or disrupting a person's involvement in serious crime. Breach of this order is a criminal offence. These enforcement powers will tackle serious and organised crime in a more complete way, capable of addressing the complexity of organised crime. Councils should work alongside law enforcement agencies, sharing relevant intelligence, to make the best use of these new powers to disrupt and halt such crime.

¹⁴ In March 2015, the Government passed the Serious Crime Act (the Act). This Act gives effect to a number of proposals and commitments made in the Government's Serious and Organised Crime Strategy (2013) and updates existing law dealing with the cyber-crime, serious crime prevention orders, gang injunctions, child cruelty, female genital mutilation (FGM) and the commission of certain terrorism offences abroad.

The role of councils and their partners in tackling serious and organised crime

Who is responsible for tackling serious and organised crime?

Everyone. Public sector organisations and law enforcement agencies have a duty to protect the wellbeing of their local communities including: councils, police, health, social care, education services and immigration enforcement.

Under section 17 of the Crime and Disorder Act councils have a responsibility to do all that they reasonably can to prevent, crime and disorder in their area. Publically commissioned private and voluntary sector providers must also contribute to prevention efforts through due diligence and information sharing to protect communities from serious and organised crime.

Established community safety partnerships (CSPs) are well placed to lead on the strategic coordination of this activity. These partnerships have a statutory duty to: reduce reoffending; tackle crime and disorder; anti-social behaviour; alcohol and substance misuse; and any other behaviour which has a negative effect on the local environment.

These partnerships also have access to a wealth of powers available to councils and partners that can disrupt the activity of local OCGs. Just within a council: Trading Standards, planning enforcement, licensing, environmental health, anti-social behaviour and safeguarding powers can minimise the harm of OCGs on local people and communities.

What can the council do?

Disruption activity relies on good, appropriate information sharing between local partner agencies. Local multi-agency partnership arrangements such as community safety partnerships (CSPs), serious and organised crime partnerships (SOCs), multi-agency safeguarding hubs (MASH) and multi-agency risk assessment conferences (MARAC) are likely to hold valuable intelligence that can aid law enforcement agencies to pursue organised crime groups and individual perpetrators.

Councils should work with partners to further understand the pathways and vulnerability factors that may result in individuals participating in organised crime and put interventions in place.

One local intervention already in place is the Troubled Families programme.¹⁵ Councils should discuss the Prevent strand with their local Troubled Families programme manager to discuss any cross-over activity.

¹⁵ The Troubled Families programme began in April 2012. It is led by the Department for Communities and Local Government (DCLG), and is a cross-departmental initiative to change how government intervenes and helps families with multiple problems. Councils play a key role in coordinating action locally and delivering the programme with local partners, including police, health and the voluntary and community sector.

The 'Achilles Heel' approach

The most effective way of reducing serious organised crime is to bring the information and powers of a wide range of agencies to bear against it. At a local level, councils are well placed to tackle serious and organised crime.

They hold powers (including rights of entry) and information central to disrupting and preventing criminal activity. These powers can be used to disrupt serious and organised crime by disturbing their planned activity or exposing other criminal offences such as benefit fraud, trading illicit goods or failure to meet health and safety legislation. This is called the 'Achilles Heel' approach.

For example, councils can use Closure Notices on venues which are strongly suspected to be linked to serious and organised crime through the distribution of drugs. Councils should discuss with partners the full range of powers available locally to disrupt the activity of OCGs. Many council services can help disrupt the criminal activity of organised crime groups; in fact it is hard to think of a council service that is unable to contribute in some way to tackling serious and organised crime.

Collectively, the Community Safety Partnership and other partners will have access to intelligence, community safety and safeguarding powers that can significantly disrupt the activity of OCGs and minimise their impact on local communities and businesses.

The Government Agency Intelligence Network (GAIN) is a capability that sits within each Regional Organised Crime Unit (ROCU) that helps facilitate information sharing between partner agencies when tackling serious and organised crime, as well as identifying potential joint areas of work. Referrals into the network can be made by any GAIN partner to help tackle serious and organised crime at the local level.

Derbyshire

Derbyshire Council have already had some notable success with this approach. Derbyshire Trading Standards were nominated as the lead agency to disrupt the activities of a local organised crime group. This organised crime group was involved in the supply of counterfeit and illicit tobacco. Trading Standards used a number of approaches to disrupt the planned criminal activity of this group. Derbyshire Trading Standards joined up with district council business rates teams to find out property information on the premises from where these goods were being sold. As a result joint discussions between Trading Standards, the local police and the property landlords the tenancies of the premises where it was clear illegal activity was taking place were terminated. As a result over a dozen shops were closed down in Derbyshire, significantly disrupting the activity of this organised crime group, and preventing the supply in the county of approximately 150,000 packs of cheap illegal tobacco worth over £1 million.

In Derbyshire, the Police have been working with the county council's emergency planning team to prepare reception centres following a number of police operations to rescue victims of human trafficking. The emergency planning team organises these centres where victims are offered welfare services to ensure their wellbeing while also helping the Police obtain initial evidence in relation to any perpetrators of human trafficking.

Derbyshire County Council's Assistant Director Community Safety Sally Goodwin said: "This is a real example of where community safety priorities and emergency planning work come together and we endeavour to work in partnership with the Police to ensure we provide the best possible response to support victims of human trafficking in Derbyshire".

Reception centres also consider the reintegration of victims into communities and during their stay victims are able to access support from the UK Human Trafficking Centre, local health services, local authority social care and housing, the British Red Cross and the Salvation Army. The emergency planning team is also responsible for organising temporary overnight accommodation where needed.

Councils have a responsibility to ensure communities are protected from such crime and build resilience within communities themselves so that they too can deter and disrupt serious and organised crime. Councils may wish to consider:

- raising local awareness about serious and organised crime and its impact on local communities and businesses
- mapping the tools and support available to communities to help them protect themselves
- building resilience and developing protective controls within councils where they might be vulnerable to fraud, bribery and corruption.

Councils should also work with police and crime commissioners to support victims of serious and organised crime.

This includes looking at the total provision available to people, communities and businesses within a local area provided by the public sector, voluntary organisations and community groups. There is also anecdotal evidence that victims of serious and organised crime might not always recognise themselves as victims. Councils should therefore work with local victim's services to ensure that there are adequate pathways of support for those who may take some time to seek, engage and accept help.

Lancashire

In Lancashire, 'Operation Genga' is a police force-wide partnership meeting which includes regional/national agencies to tackle local organised crime groups. Partners include the Department for Work and Pensions (DWP), Her Majesty's Revenue and Customs (HMRC), Environment Agency, UK Border Force, Gambling Commission and Vehicle and Operator Services Agency (VOSA). It also includes policing representatives from the Police and community safety partnership managers from district councils. Police officers are tackling local organised crime groups (OCGs) through the use of partnership interventions, civil tools and powers. These include the use of Interim Gang Injunctions, Criminal Behaviour Orders (CBOs) and Serious Crime Prevention Orders (SCPOs).

Northamptonshire

Police teams are also working with wider enforcement teams including Trading Standards, the Vehicle and Operator Services Agency (VOSA), council enforcement teams and others to disrupt OCG evasion tactics. Policing Northamptonshire's borders is a co-located cross-border specialist police team targeting organised crime gangs. Cross-border officers target those who operate on the fringes of Northamptonshire in the belief that the rural location will help them evade capture. Despite crime rates falling nationally, police intelligence shows that criminals still actively target the borders around different counties in the belief that these areas will not be policed as actively as large towns and cities.

The team of officers from Northamptonshire, Lincolnshire, Leicestershire and Cambridgeshire work together to make sure criminal activity around the borders of Northamptonshire improve the cover of law enforcement

activity along county borders. To help track down such offenders, officers in the new cross border team will have access to automatic number plate recognition (ANPR) cameras to allow them to spot known criminals as they drive into Northamptonshire. This pro-active method of local joined-up enforcement disrupts the activity of OCGs making use of highways and cross-border activity to evade law enforcement agencies.

“Parts of east Northamptonshire in particular have, for a number of years, suffered from roaming organised crime gangs who do not see our county borders as boundaries. They see them as an area where they believe they can avoid detection by individual police forces. Our new cross border team will work to make sure that is not the case by staging regular operations to target known criminals and using the latest technology to track down criminal activity.”

Superintendent Andy Cox
Northamptonshire Police

Bidding for public service contracts is attractive to OCGs who may seek to benefit from public procured services in different ways, including to raise money through fraudulent activity or to use businesses offering public services to launder illicit profits. Controls and safeguards that deter, detect and investigate both internal and external fraud must remain resilient with more frequent or substantial procurement of services. More information can be found in *Fighting Fraud and Corruption Locally*.¹⁶

Public sector organisations should be aware of their own vulnerabilities too. In particular, the change of emphasis from local government being a provider to a commissioner of services changes the risk profile of fraud, as well as the control environment in which such risk is managed. More arm's length delivery of services by third parties in the private, voluntary and not-for-profit sector and personal control of budget means that more public money is entrusted to more actors.

¹⁶ <http://www.cipfa.org/services/counter-fraud-centre/fighting-fraud-and-corruption-locally>

What's the role of the community safety partnership (CSP)?

The national Serious and Organised Crime Strategy requires police and crime commissioners to establish local partnership groups to lead multi-agency work to disrupt and minimise harm from organised criminal groups. However, police and crime commissioners have the discretion to decide whether to establish new arrangements or to look to existing partnership structures. Some may feel that existing partnerships can take on this responsibility. CSPs are well established partnerships where SOC is already discussed in a number of areas and should be closely involved in any work aimed at tackling serious and organised crime.

Bedfordshire

Bedfordshire Community Safety Partnership (CSP) led Operation Transformation disrupting the activity of an OCG involved in drug trafficking. This OCG was exploiting local vulnerable people to support their drug dealing network.

Positive relationships between CSP colleagues and local police teams led to effective information sharing that identified previously unknown business interests of an OCG already known for their involvement in violent and drug trafficking activities. These included running a restaurant, a hair salon and involvement in a level of coercive 'control' over a local pub.

The CSP worked with a number of law enforcement colleagues from Trading Standards, fire and rescue, licencing and health and safety to target and disrupt the business activity of this OCG.

This resulted in the identification of illegal immigrants employed by these businesses, tax evasion and a closure notice for a pub which had been used as distribution centre for drugs. As a result, the OCG's network was disrupted.

Community Safety Performance Manager, Joy Piper performed the role of Lead Responsible Officer (LRO) ¹⁷ against a notorious OCG in Bedfordshire. Using the powers available to the partnership, including a number of council enforcement powers, Joy led disruption of activity that significantly reduced the impact of the OCG's offending.

DCI Shane Roberts, Bedfordshire Police said "this was an excellent example of where intelligence and resource sharing between agencies delivered real impact. The CSP held intelligence which added significant value to the overarching picture of the criminal activities, networks and distribution mechanisms. From this excellent intervention opportunities were identified".

Serious and organised crime local profiles and partnerships

In November 2014, guidance was issued by the Home office which asked each police force to produce a Local Profile of the threats from serious and organised crime in their area.

¹⁷ All OCGs have a nominated lead responsible officer (LRO) who has overall charge of coordinating and leading the investigation/intervention.

The profile should include input from a range of local partners to ensure a comprehensive picture is developed, along with a 4P action plan for tackling the OCGs at the local level.

In addition, Police and Crime Commissioners were asked to develop serious and organised crime partnership boards in their area. One response to this request has been the expansion of the CSP agenda to cover serious and organised crime, whereas in other areas new boards have been developed for this purpose. Councils can significantly contribute local intelligence via the Troubled Families programme, community safety partnerships (CSPs) and health data from the Joint Strategic Needs Assessment (JSNA).

Manchester

Manchester Council alongside law enforcement partners developed local serious and organised crime profiles and multi-agency plans to tackle identified OCGs alongside the national 4Ps (Prevent, Pursue, Protect and Prepare). Tackling serious and organised crime is a thematic priority within the Manchester Community Safety Partnership (CSP) Strategy and they have established a Serious and Organised Crime Executive, a sub-group of the CSP to lead on this work. Looking ahead, Manchester is planning stronger links with troubled families and their multi-agency safeguarding hub to further develop a more integrated and coordinated response to tackle serious and organised crime.

Manchester is also involved in a large operation led by Greater Manchester Police called 'Operation Challenger' which was set up to learn about local responses to serious and organised crime and OCGs. There has been a significant focus on multi-agency working and 'Operation Challenger' comprises a multi-agency team including the Police, the council, HMRC, a social worker and an anti-social behaviour practitioner. There are also seven Challenger police community support officers with a remit to gather intelligence on OCGs / OCG members.

How can councils and partnerships prevent residents and communities participating in serious and organised crime?

Preventing residents and communities participating in serious and organised crime is a key concern for local authorities. It means stopping people from getting involved in all forms of serious and organised crime and deterring existing organised criminals from continuing their criminal activity.

Participation or endorsement of serious and organised crime either by an individual, a group or community can significantly harm a local area. Councils should consider how they can build community resilience and raise awareness of serious and organised crime to prevent individuals from being drawn into organised crime groups.

Community safety partnerships (CSPs) and local safeguarding children boards (LSCBs) should work together to ensure there are integrated pathways of support for vulnerable children, good awareness amongst local practitioners and services available that can support children and young people away from this complex criminal activity.

It is vital that information on those at risk is passed to the relevant partners to ensure that appropriate action is taken and that the family receives information and support.

Vulnerable young people are particularly at risk of getting involved in serious and organised crime and crime groups. It is important that council partners including health, schools and the Police have policies in place to deal with safeguarding duties in Working Together to Safeguard Children.¹⁸

¹⁸ www.gov.uk/government/publications/working-together-to-safeguard-children

Options for preventing individuals from engaging in serious and organised crime:¹⁹

- Work with all relevant partners: police, neighbouring councils, commissioned services, education, health, voluntary sector, community rehabilitation companies (CRCs) and more...
- Understand the local characteristics of organised crime and develop local responses.
- Make better use of existing programmes such as Troubled Families, early help services, community engagement programmes and interventions targeting gangs.
- Raise awareness amongst practitioners and young people about serious and organised crime: a toolkit of resources to can be found at: <http://infed.org/mobi/soctoolkit/>

Local taxi offices are now allocated a named Police Community Support Officer to visit them on a weekly basis to share information and concerns, stickers with 'zero tolerance to abuse on drivers' were printed and distributed to all taxis, and information cards with relevant agency numbers were produced and given to all taxi companies for distribution by their drivers.

With perseverance and careful delivery, the outcomes have been very positive; forging closer relationships with drivers and impacting on their decisions to report concerns. For instance, it has led to a greater number of reports to police regarding drugs information.

How can councils ensure the right controls and practices are in place to safeguard individuals?

Scarborough and North Yorkshire

Working together, Scarborough Borough Council and North Yorkshire Police realised that by building better relations with local taxi drivers they could significantly boost their community 'eyes and ears'. Sandra Rees, the council's Community Safety and Safeguarding Manager and Sgt Rachel Wood introduced mandatory safeguarding training for taxi drivers wishing to obtain or retain their licences. They had identified that working with taxi drivers was key to safeguarding practices linked to the local night-time economy, particularly in helping to prevent sexual exploitation.

This training also gave an opportunity to establish closer working relationships with drivers going forward.

Councils must continue to work closely with partners to safeguard vulnerable individuals. This includes safeguarding both children and adults who may be vulnerable for many different reasons. Councils and partners need to be aware of the links between trafficking, sexual exploitation, prostitution, cuckooing and serious and organised crime.

The relevant safeguarding pathways must be aware of these links and ensure that early intervention and support is offered as soon as possible. Information about potential or prolific perpetrators that pose a risk to vulnerable people should also be shared in appropriate settings such as local Serious and Organised Crime Partnerships or Multi-Agency Safeguarding Hubs (MASH).

¹⁹ Home Office Guidance (March 2015) Individuals at risk of being drawn into Serious and Organised Crime – a Prevent Guide

‘Cuckooing’

Organised criminal groups are increasingly targeting vulnerable people and taking over their homes to use them as a distribution point for illicit drugs. The tactic is known as ‘cuckooing’, after the bird that invades nests, with victims left with little choice but to cooperate. Below are a couple of examples where this has happened in a small town:

- A vulnerable man with mental health problems was preyed upon for four months. This man would repeatedly return to a property full of people dealing drugs. The Police raided the flat on a few occasions and found it full of people, none of whom were really proper friends. The landlord repeatedly contacted authorities and eventually this man was re-housed.
- A single young woman living with two young children was targeted because she used to regularly use drugs. An old friend visited and asked to use the phone. When the woman said yes, two men came in with her friend and took over the flat for two weeks. When the Police raided the property, they found crack pipes under the high chair.

What is my role as a local councillor?

As locally elected representatives, councillors are best placed to learn of and understand the impact serious and organised crime can have on a local community. Councillors can share essential intelligence with relevant local agencies that will contribute to the disruption of criminal activities and networks that impact on local communities, families and businesses. Local councillors also have an important role in raising awareness of the impact and serious nature of organised crime.

The key leadership roles councillors have on community safety partnerships, child and adult safeguarding partnerships, health and wellbeing boards and local enterprise partnerships provide a means to highlight the threat posed by OCGs. Councillors also have an assurance and scrutiny role checking that multi-agency approaches to tackle serious and organised crime are established and effective.

Key ways councillors can play a role in tackling serious and organised crime:

- the ‘eyes and ears’ of local communities – councillors are well connected with their local communities and can listen to the concerns of local residents and share community intelligence with officers
- as decision-makers, where necessary, councillors should understand their local serious and organised crime profile and give a high profile to policy interventions and make the issue a political priority for action
- promote the importance of partnerships, multi-agency working and information sharing to solving the problem of serious and organised crime
- as scrutineers, investigate the work that the council and its partners are doing and reduce its vulnerability to SOC, encouraging continuous improvement.

Councils are also at risk of becoming victims of serious and organised crime. Councils are particularly at risk of fraud, including procurement fraud, bribery and corruption and third party actors unknowingly participating in serious and organised crime.

Key ways councillors can protect their council from serious and organised crime:

- ensure council procedures and controls against fraud, including procurement fraud, are reviewed regularly, and staff can identify fraudulent activity including high risk processes
- ensure council staff and councillors are aware of the risks of bribery and corruption, including employees that maybe be targeted for their professional skills eg accountancy, law and technology
- ensure the council has procurement and commissioning policies that highlight the responsibilities of a third party to protect themselves against serious and organised crime
- check that the council has clear reporting or whistleblowing policies, undertaking 'mystery whistle-blower' tests to check the effectiveness of the policies

Serious and organised crime – threat summary

National Serious and Organised Crime Threat ²⁰	What is the threat?	Key concerns for councils	Key stakeholders (national and local)	Positive action councils can take
Child sexual exploitation and abuse	<p>The production, distribution and possession of indecent images of children.</p> <p>Online child sexual exploitation and abuse.</p> <p>Contact sexual abuse of children in the UK by lone (non-familial) offenders, groups or gangs.</p> <p>Contact sexual abuse of children by UK nationals overseas.</p>	<p>Protecting all children and young people in a local authority area, in particular, those most vulnerable to abuse.</p> <p>Safeguarding children, protecting children online.</p> <p>Disrupting perpetrators of child sexual exploitation: lone, organised groups or gangs.</p>	<ul style="list-style-type: none"> • Children's services • Community safety partnerships • Police / PCCs • Public health • Education • Probation • National Crime Agency – CEOP Command (Child Exploitation and Online Protection)²¹ 	<ul style="list-style-type: none"> • Work with partners to ensure the safety and wellbeing of all children and young people through local partnerships. • Use existing local safeguards and interventions such as the Troubled Families programme and early help services. • Raising awareness about child sexual exploitation and crime reporting routes. • Monitor those at risk of offending and use effective offender management to rehabilitate and manage the most dangerous criminals and the risks they present.

²⁰ National Strategic Assessment of Serious and Organised Crime 2015 <http://www.nationalcrimeagency.gov.uk/publications/560-national-strategic-assessment-of-serious-and-organised-crime-2015/file>

²¹ CEOP pursue those who sexually exploit and abuse children, prevent people becoming involved in child sexual exploitation, protect children from becoming victims of sexual exploitation and sexual abuse, and prepare interventions to reduce the impact of child sexual exploitation and abuse through safeguarding and child protection work. <https://www.ceop.police.uk/>

National Serious and Organised Crime Threat ²⁰	What is the threat?	Key concerns for councils	Key stakeholders (national and local)	Positive action councils can take
Criminal use of firearms²²	<p>Supply of firearms across the UK (including use and possession).</p> <p>Firearms enter the criminal market through a variety of means, including direct importation through post/ parcels and thefts from legitimate firearms holders or dealers.</p>	<p>Possession and use of firearms to intimidate and commit criminal offences.</p> <p>Local demand and desire for firearms.</p> <p>Council staff, police and other partners entering premises or confronting individuals that may be in possession of a firearm, including urban street gangs.</p>	<ul style="list-style-type: none"> • Community safety partnerships • Police / PCCs • Probation • Local public protection services including, licensing and Trading Standards. • National Crime Agency – Organised Crime Command 	<ul style="list-style-type: none"> • Encourage frontline staff and communities to report possession of firearms. • Work with partners to share intelligence on the supply and demand of firearms.

²² Crimes involving firearms remain relatively rare in the UK. In 2012/13, the Police recorded 8,135 offences in which firearms were used, a 15% decrease compared with 2011/12. For context, overall police recorded crime fell by 7% over the same period. Firearms continue to be used in a small and diminishing proportion of total police recorded crime (0.2%) and occur predominately within the Metropolitan police force area, West Midlands, Merseyside and Greater Manchester areas. <http://www.ons.gov.uk/ons/rel/crime-stats/crime-statistics/focus-on-violent-crime-and-sexual-offences--2012-13/rpt---chapter-3---weapons.html>

National Serious and Organised Crime Threat ²⁰	What is the threat?	Key concerns for councils	Key stakeholders (national and local)	Positive action councils can take
Organised immigration crime and human trafficking (including modern slavery)	<p>The involvement of organised crime in illegal immigration to the UK by air, land or sea (excluding the near continent).</p> <p>The trafficking of human beings into, out of or within the UK.</p> <p>Organised crime involved in clandestine people smuggling through priority nexus points to the UK border.</p> <p>The production and/or supply of false travel or supporting documents to support organised immigration crime.</p> <p>Organised crime involved in organised immigration crime, including marriage abuse or other legitimate means to remain in the UK.</p>	<p>Health and wellbeing of victims of human trafficking, including modern slavery.</p> <p>Impact on local public services.</p>	<ul style="list-style-type: none"> • Community safety partnerships (CSPs) • Police / PCCs • Local public protection services including, licensing and Trading Standards • Housing and street population services • Immigration and Border Enforcement • UK Human Trafficking Centre 	<ul style="list-style-type: none"> • Work with partners to share local intelligence. • Raise awareness about the signs of immigration crime and human trafficking, including how to report a safeguarding concern or crime. • Monitor those at risk of offending and manage the most dangerous criminals and the risks they present. • Work with emergency planning teams to support victims who may be rescued at short notice. • Raise awareness of sham marriages or signs of forced marriage with local registrars.

National Serious and Organised Crime Threat ²⁰	What is the threat?	Key concerns for councils	Key stakeholders (national and local)	Positive action councils can take
Cyber crime²³ This includes cyber-enabled crime and cyber-dependent crime. ²⁴	<p>Phishing: bogus emails asking for security information and personal details.</p> <p>Webcam and Screenshot manager: where criminals takeover.</p> <p>File hijacker: where criminals hijack files and hold them to ransom.</p> <p>Keylogging: where criminals record what you type on your keyboard.</p> <p>Ad clicker: allows a criminal to direct a victim's computer to click a specific link.</p> <p>Hacking in computer accounts and information</p> <p>Distributed Denial of Service (DDOS) attacks – remote shut-down of online service eg call centres or access to critical data.</p>	<p>Protecting local communities, consumers and businesses from cyber crime.</p> <p>Risk to council services from cyber crime.</p> <p>Council services supporting victims of cyber crime eg Trading Standards.</p> <p>Supporting communities to be resilient against cyber crime.</p>	<ul style="list-style-type: none"> • Community safety partnerships • Police / PCCs • Probation • Local public protection services including, licensing and Trading Standards. • National Crime Agency – National Cyber Crime Unit (NCCU) 	<ul style="list-style-type: none"> • Work with partners, and financial institutions, to share local intelligence of trends of financial crime and perpetrators. • Encourage communities to protect and secure their online transactions and communications. • Raise awareness of cyber crime amongst communities and its potential impact. • Encourage people to report unusual activity that could be cyber crime to the Police.

23 'Cyber crime' is a term used to define any crime that takes place online or where a where a digital system is targeted by means of a criminal attack. Specialist criminal groups target individuals, small businesses and large corporate networks to steal personal information in bulk in order to profit from the compromised data available to them.

24 There are two different recognised types of cyber crime. Cyber-enabled crime: enhancing and enabling existing crimes of fraud and theft and Cyber-dependent crime: a new crime activity that was not previously possible eg an attack on government on-line services using malicious software.

National Serious and Organised Crime Threat ²⁰	What is the threat?	Key concerns for councils	Key stakeholders (national and local)	Positive action councils can take
Drugs	<p>Supply of heroin to the UK market</p> <p>Supply of cocaine to the UK market</p> <p>Production and supply of synthetic drugs to the UK market, including new psychoactive substances.</p> <p>Cultivation and supply of cannabis for the UK market.</p>	<p>Health and wellbeing impact on drug users.</p> <p>Impact on the health and wellbeing of local communities and families.</p> <p>Increase in drug related crime activity</p>	<ul style="list-style-type: none"> • Public Health • Community safety partnerships (CSPs) • Police / PCCs • Probation • Education • National Crime Agency – Organised Crime Command 	<ul style="list-style-type: none"> • Work with partners to ensure the safety and wellbeing of all through local partnerships. • Work with drug and alcohol support services to share intelligence about the supply and distribution of illicit drugs. • Use local powers to disrupt the supply and distribution of drugs, eg through closure notices or public space protection orders. • Raise awareness of the connection between drugs and organised crime to prevent engagement.

National Serious and Organised Crime Threat ²⁰	What is the threat?	Key concerns for councils	Key stakeholders (national and local)	Positive action councils can take
Economic crime Money laundering is considered a high priority risk in its own right.	<ul style="list-style-type: none"> • Fraud against the individual, the private, and third sectors. • Fraud against the public sector (including fiscal fraud). • Bribery, corruption and sanctions evasion • Market abuse / insider dealing • Money laundering and criminal finance 	<ul style="list-style-type: none"> • Health and wellbeing of victims of economic crime. • Financial impact on victims of economic crime, including loss of assets or financial security . • Impact on local business growth and sustainability. • Reputation of a safe business and trading environment . 	<ul style="list-style-type: none"> • Community safety partnerships (CSPs) • Police / PCCs • Probation • Local public protection services including, licensing and Trading Standards. • National Crime Agency – Economic Crime Command 	<ul style="list-style-type: none"> • Work with partners, and financial institutions, to share local intelligence of trends of financial crime and perpetrators. • Encourage communities to protect and secure their financial information and to check for irregular activity. • Monitor those at risk of offending and manage the most dangerous criminals and the risks they present.
Organised acquisitive crime	<ul style="list-style-type: none"> • Organised vehicle crime • Commodity-based criminality (gold, rhino horn) Metal theft and Wildlife crime 	<ul style="list-style-type: none"> • Health and wellbeing of victims of theft. • Impact on local business growth and sustainability. • Reputation of a safe business and trading environment. 	<ul style="list-style-type: none"> • Community safety partnerships (CSPs) • Police / PCCs • Probation • Local public protection services including, licensing and Trading Standards. • National Crime Agency – Organised Crime Command 	<ul style="list-style-type: none"> • Work with partners to share local intelligence. • Encourage communities to protect and secure their property. • Raise awareness of commodity based crime and its impact. • Encourage businesses to secure sites where there is risk of metal theft.

Councillor questions

Questions for community safety partnerships (CSPs)

Is serious and organised crime considered in the local community safety plan?

Has the community safety partnership been involved in contributing to a Serious and Organised Crime Local Profile?

Are partners involved in a multi-agency approach to tackle local serious and organised crime?

How involved are partners outside the immediate CSP members in tackling serious and organised crime?

Is there a community engagement strategy to raise awareness about serious and organised crime?

Is the CSP used as the serious and organised crime partnership board? If not, how is the CSP engaging with the local serious and organised crime partnership?

How have local partners from the public, private and voluntary sector being engaged with when tackling serious and organised crime?

Councillors should be reassured that serious and organised crime has been considered as a part of wider discussions around community safety and protecting vulnerable communities.

Questions for police and crime panels

What is the police and crime commissioner's (PCCs) estimate of the threat of serious and organised crime in the force area?

What are the main threats to the area?

Has a Serious and Organised Crime Local Profile been produced and has this been developed with partners?

Based on your assessment/Local Profile, is serious and organised crime included as a priority in the Police and Crime Plan? If not, why?

What structures has the PCC put in place to coordinate multi-agency approaches to tackling OCGs?

Is there a Local Profile and multi-agency action plan in place? If not, when is this likely to be completed?

Does the Local Profile and multi-agency plan have a Prevent focus?

What training is available for police officers on serious and organised crime?

What plans does the PCC have in place to increase the number of prosecutions for serious and organised crime?

What services are available for victims of serious and organised crime?

What specialist support is available to those who have suffered significantly as a result of serious and organised crime?

Is the PCC engaged with the wider work going on in the area on serious and organised crime?

Do we have a community engagement strategy to raise awareness about the risks and harm of serious and organised crime?

What use is being made of proceeds of crime legislation to deny organised crime groups the benefits of their criminality?

Councillors should expect that PCCs will have undertaken work to establish the prevalence of serious and organised crime within their force and have operational plans in place to tackle the issue.

Councillors should also expect PCCs to be working collaboratively with the council to make full use the intelligence and powers available to disrupt serious and organised crime. Councillors should be reassured that PCCs have made some specialist provision for victims of serious and organised crime, as a part of their wider commissioning role and contribute to its prevention.

Questions for overview and scrutiny committees

What is the prevalence and threat of serious and organised crime within our local area?

How does the Police and crime plan to tackle serious and organised crime?

How has the council responded to the threats identified in the Local Profile?

How have you assessed the threat to public sector organisations / councils from SOC in the area?

How is the council responding to the local threats of serious and organised crime outlined in the Local Profile?

Who are we collaborating with to make the greatest impact on the threat of serious and organised crime?

How are we raising awareness of the threats and risks of serious and organised crime across the council?

What services are available for victims of serious and organised crime?

What specialist support is available to those who have suffered significantly as a result of serious and organised crime?

Do we have a community engagement strategy to raise awareness about the risks and harm of serious and organised crime?

How are we reducing our own (the councils') vulnerability to SOC?

Councillors should expect that there has been an assessment made of the level of risk in their area, and that there are systems in place to respond to serious and organised crime, including working with partners to identify perpetrators those a risk of harm.

Questions for health and wellbeing boards

Have community safety issues been considered as a part of your JSNA? To what extent does your JSNA assess the health impact of serious and organised crime in your area?

To what extent has the HWB made links between community safety strategy and wellbeing?

What is the process for reporting concerns regarding the impact of serious and organised crime on local communities to the health and wellbeing board?

How well are partners, in particular community safety partnerships and health and wellbeing boards, working together to respond to cross cutting issues?

How do they identify individuals at risk and who do they refer them to?

Councillors will wish to be aware of the process to raise concerns about serious and organised crime and how they are responded to. Councillors may also want to know how health and children's services are working together on this issue.

Questions for directors of public health

To what extent does your JSNA make links to the impact of serious and organised crime on health?

Are responses to key cross cutting issues in respect of serious and organised crime referenced in both health and wellbeing and community safety plans? For example, the prevalence of illicit drug use or human trafficking.

Are public health employees aware of the links between drug use and serious and organised crime? Is there guidance on how frontline professionals should respond?

Have you considered community campaigns to demonstrate these links and the risks involved?

Councillors should expect that their directors of public health can provide them with information about the relationship between health and serious and organised crime, in particular the prevalence and risks of drug use.

Questions for local safeguarding children boards (LSCBs)

Is there a policy or action plan in place for to protect children and young people from serious and organised crime? Is this a stand-alone policy, or part of a broader strategy (ie community safety)?

How does the LSCB measure the impact of these policies?

What training is available for social workers and partner agencies on serious and organised crime? How does the LSCB measure the effectiveness of the training?

To what extent do LSCB partners engage with the issue and impact of serious and organised crime on children and young people, including their vulnerability to being groomed to engage and participate?

What are our joint working procedures for dealing with children and young people who engage in criminal activities, including serious and organised crime?

Has the impact of serious and organised crime on children and young people been discussed at the LSCB, and what was the outcome of that discussion?

How has the LSCB ensured that multi-agency work on gangs, serious organised crime and CSE is sufficiently joined up?

Have links to serious and organised crime been considered as part of the council's response to child sexual exploitation?

What support is available to children and young people affected by serious and organised crime?

How do we support young people to cease their involvement in criminal activity? How do these services account for a diversity of need?

Councillors will want to be reassured that there is a policy or action plan in place to protect children and young people from serious and organised crime. Councillors should also seek to ensure that there are measures in place to assess the effectiveness of local plans, policies and training.

Questions for directors of children's services

To what extent are local children and young people at risk of engaging in serious and organised crime?

Are some children more at risk of participating in organised criminal activity than others? Can you identify them?

Which partners could help you to identify children and young people at risk of engaging in serious and organised crime, or those that already are?

- other council departments (Troubled Families, social care, youth offending teams)
- schools and education settings
- police
- health professionals
- voluntary and community organisations
- members of the public
- other?

What services are in place to help prevent children from engaging in serious and organised crime?

Are staff and social workers aware of the nature of serious and organised crime and associated signs of involvement?

Councillors should expect that their directors of children's services to be able to provide them with information about the risk of local children and young people becoming victims of serious and organised crime, this would include information about the prevalence of young people already involved in such criminal activity. Training on this issue should be made available to all staff working with children and young people.

Appendix 1:

additional resources

Serious and organised crime	<p>National Crime Agency (NCA): The National Crime Agency leads UK law enforcement's fight against serious and organised crime.</p> <p>http://www.nationalcrimeagency.gov.uk/about-us</p> <p>Organised Crime Command (OCC): The OCC ensures an appropriate response to the threat from serious and organised crime by focusing on individuals, groups and crime types.</p> <p>http://www.nationalcrimeagency.gov.uk/about-us/what-we-do/organised-crime-command</p> <p>Educational resources for practitioners working with young people: The Home Office, in partnership with the Police and the voluntary sector, has developed an interactive toolkit for practitioners such as youth workers, social workers, teachers and police working in schools. The toolkit outlines some of the dangers of organised crime and the ways in which young people can get involved or be groomed to take part and aims to help young people recognise these dangers and seek help.</p> <p>The toolkit includes:</p> <ul style="list-style-type: none"> • a short video for frontline staff outlining what serious and organised crime is • a short, hard-hitting film ('Consequences') for at-risk young people aged between 11-18 years old • a discussion guide practitioners can use with the short film to run interactive sessions. <p>The toolkit is available at www.infed.org/mobi/soctoolkit</p>
Child sexual exploitation and abuse	<p>CEOP The Child Exploitation and Online Protection Centre (CEOP): website focuses on issues around protecting children online. The website is aimed towards 5-16 year olds and also carers, parents and teachers.</p> <p>https://www.ceop.police.uk/</p> <p>Internet Watch Foundation: A UK hotline for reporting criminal online content such as child sexual abuse content hosted anywhere in the world, criminally obscene adult content hosted in the UK and non-photographic child sexual abuse images hosted in the UK. Reports are confidential and can be made anonymously.</p> <p>https://www.iwf.org.uk/</p>
Criminal use of firearms	<p>See Organised Crime Command (OCC)</p> <p>Crown Prosecution Service CPS: Legal information on the possession and supply of firearms.</p> <p>http://www.cps.gov.uk/legal/d_to_g/firearms/</p>

Organised immigration crime and human trafficking (including modern slavery)	<p>Salvation Army: Human Trafficking Awareness Course https://www.salvationarmy.org.uk/toolkits/hta/</p>
Cyber crime	<p>National Cyber Crime Unit (NCCU): The NCCU is a national agency with specialists from the Police Central e-Crime Unit in the Metropolitan Police Service and SOCA Cyber with expert technical, tactical intelligence and investigation teams to support the national response to cyber crime. http://www.nationalcrimeagency.gov.uk/about-us/what-we-do/national-cyber-crime-unit</p> <p>Cyber security Information Sharing Partnership (CiSP): The Cyber-security Information Sharing Partnership (CiSP) is a joint industry and government scheme based in CERT-UK. CiSP is an online social networking tool and enables its members to exchange information on threats and vulnerabilities as they occur in real time. The CiSP is a tool for every kind of organisation within the UK, regardless of their cyber maturity or location. https://www.cert.gov.uk/cisp/</p> <p>Cyber Streetwise: Be Cyber Streetwise is a cross –government campaign, funded by the National Cyber Security Programme, delivered in partnership with the private and voluntary sectors with the aim of improving the online safety behaviour of consumers and small businesses. Advice is set out under four main headings – securing online devices; protecting privacy online, online finances and protecting your business. https://www.cyberstreetwise.com/</p> <p>Cyber Essentials: A government-backed, industry supported scheme to help organisations protect themselves against common cyber attacks. https://www.gov.uk/government/publications/cyber-essentials-scheme-overview</p> <p>Get safe online: An extensive website covering all aspects of cyber crime, including latest news and advice for parents and those with businesses. https://www.getsafeonline.org/</p>
Drugs	<p>See Organised Crime Command (OCC)</p> <p>FRANK: Offers friendly confidential advice and information about drugs http://www.talktofrank.com/</p>

Economic crime	<p>The Economic Crime Command (ECC): The ECC share intelligence and knowledge with partners, disrupting criminal activity, and seizing assets. http://www.nationalcrimeagency.gov.uk/about-us/what-we-do/economic-crime</p> <p>Action Fraud: Acts as the national reporting point for fraud and cyber crime and the website contains a wealth of information about cyber-dependent crime and fraud. Their news feed is particularly good for keeping up to date with current threats and trends. http://www.actionfraud.police.uk/</p> <p>Fighting Fraud Locally: Fighting Fraud and Corruption Locally is a strategic approach developed by local government, for local government, and addresses the need for greater prevention and smarter enforcement. http://www.cipfa.org/services/counter-fraud-centre/fighting-fraud-and-corruption-locally</p>
Organised acquisitive crime	<p>See Organised Crime Command (OCC)</p> <p>Metropolitan Police Art and Antique Unit: The unit undertakes the disruption of criminal networks engaged in theft and laundering of cultural property within London. http://content.met.police.uk/Site/artandantiques</p> <p>Art Loss Register: The ALR is the world's largest private database of lost and stolen art, antiques and collectables. Its range of services includes item registration, search and recovery services to collectors, the art trade, insurers and worldwide law enforcement agencies. http://www.artloss.com/en</p>



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