



Home Office

How To Identify and Work With Individuals Vulnerable To Involvement In Serious and Organised Crime

Guide Based on the Greater Manchester Pilot Project Engage

March 2017

In partnership with



SPECIALIST
CRIME
SOLUTIONS

Contents

Introduction	4
Section One - Using the Guide	5
Who is this Guide for?	5
How to Use the Guide	5
Section Two - Background	6
1. What is Serious and Organised Crime?.....	6
2. What is an Organised Crime Group?	6
3. Organised Crime Group Mapping.....	6
4. The '4 Ps' – HMG Serious and Organised Crime Strategy 2013	7
5. The Greater Manchester Approach - Programme Challenger.....	8
Section Three - Summary of the Project Engage Pilot	9
Section Four - Planning	10
Section Five - Process	12
1. Identification.....	12
2. Referral.....	15
3. Deep Dive.....	16
4. Action Planning	21
5. Action Plan Review / Case Planning	23
6. Interventions.....	26
Section Six - Summary and Reflection from the Pilot; A View From Specialist Crime Solutions Ltd	28
Section Seven - Appendices	29
Appendix 1 - Identification Form.....	30
Appendix 2 - Further Details of Project Engage	31

Introduction

Introduction

This guide outlines the methodology, processes and early lessons learned from a pilot project which tested an approach for identifying and working with those vulnerable to becoming involved in serious and organised crime (SOC) offending. The pilot, known as project Engage, took place in Greater Manchester and was commissioned by Greater Manchester Police (GMP) and partially funded by the Home Office Strategic Centre for Organised Crime Prevent Team. GMP commissioned Specialist Crime Solutions Ltd (SCS) to work with local authorities and partners.

The guide provides a toolkit to support the undertaking of 'deep dives' around identified individuals who are vulnerable to involvement in SOC offending and to create multi-agency plans to support them on a pathway away from this. In addition, a number of interventions, developed by local areas, are highlighted. These can be adapted to suit local circumstances and individual contexts. It provides an 'off the shelf' handbook for local partners involved in tackling SOC who are seeking ideas on how to approach SOC Prevent and how to support a reduction in involvement in SOC by at-risk or vulnerable individuals. It is hoped that this project can be replicated in other parts of the country.

The pilot project was developed with five Local Authorities across Greater Manchester; Stockport, Tameside, Manchester, Oldham and Salford. We are grateful for the extensive help and support of many agencies in these areas who developed and implemented the pilot project in what was a short period of time.

Development of the pilot project was informed by prior research undertaken in Greater Manchester by SCS and Professor John Pitts (*Challenger: Preventing Organised Crime*, T. Hope, M. Hurley, I. McGibbon & J. Pitts).

For further information on SOC Prevent please contact: SOCPrevent@homeoffice.x.gsi.gov.uk

Section One - Using the Guide

Who is this Guide for?

This guide is aimed at all local partners with a role in tackling SOC and those working with individuals who are most vulnerable to becoming involved including (but not limited to):

- anti-social behaviour teams;
- children and young people's services;
- housing services;
- police including specialist police teams such as public protection units;
- probation services;
- youth offending teams;
- voluntary and community sector;
- health services including mental health services;
- education services (including Pupil Referral Units);
- Crown Prosecution Service;
- substance and alcohol misuse services; and
- private sector.

How to Use the Guide

This is not a definitive guide to what you should do, when planning and working with individuals either involved, or vulnerable to involvement, in SOC. It sets out suggested steps in creating a multi-agency response to identifying and managing vulnerable individuals in your local area, based on GMP's pilot approach. You are advised to analyse your local problem and consider how this approach might be appropriate to adapt for your area.

Section Two - Background

1. What is Serious and Organised Crime?

SOC threatens our national security and our local communities. It affects all of us, and includes (but is not limited to): trafficking and supply of drugs, people, weapons and counterfeit goods; sophisticated theft and robbery; fraud; money laundering and other financial crime; cybercrime; Modern Slavery and child sexual exploitation.

According to the National Crime Agency's (NCA) [Strategic Assessment of Serious and Organised Crime \(2016\)](#) nearly 50,000 people are known to be involved in SOC in the UK, operating in over 6,000 groups. Government, law enforcement, and partners work together locally and nationally to tackle this threat. HMG's [Serious and Organised Crime Strategy \(2013\)](#) sets out the overarching strategic approach.

2. What is an Organised Crime Group?

An organised crime group (OCG) is defined as individuals, normally working with others, with the intent and capability to commit serious crime on a continuing basis, which includes elements of planning, control, coordination, structure and/or group decision-making.

3. Organised Crime Group Mapping

Organised Crime Group Mapping (OCGM) is a way to identify, assess and manage organised crime impacting nationally and locally. It is the tool used to identify OCGs and rate them in terms of their harm, capability and opportunity. The risk and harm banding attached to OCGM gives agencies a clear understanding of what level of threat the OCG poses. The management reports that are produced in relation to all mapped OCGs will state if the OCG is owned by the NCA, Her Majesty's Revenue and Customs (HMRC), Regional Organised Crime Unit (ROCU) or local force area.

The management reports were used to corroborate that the individuals identified in project Engage had a clear distinct pathway into SOC and to establish the link to OCG activity. Importantly, this provided an insight into the lifestyle and behaviours of the OCG, which then guided the focus of the deep dives. This information also helped clearly define the linking of the OCG activity into the action plan and case management process. It was vital to triangulate the intelligence gained from the mapping and management reports and the planned enforcement activity, with the intelligence gained through the deep dive process from partners outlined in this guide.

Partners outside of the police in Greater Manchester knew little about the existence of the OCGM process, but as the pilot developed, its existence became critical for partners to understand.

There were a number of benefits to using the OCGM management reports as they outline intelligence, harm bandings and action in the following areas:

- key group members and those associated with the OCG including potential members, key associates and rivals;
- risks including; possible threats to life, reprisal attacks, links to serious violent offences including attempted murder/murder, and threats of harm;
- role of OCG members including whether they are enforcers, loan sharks, organisers, or supplier for instance. Local intelligence warnings are included in the reports showing markers for violence, drugs, firearms etc. which can inform risk management plans and risk assessments for agency home visits;
- type of criminality the OCG is involved in including scale, geographical areas of impact (in the UK and abroad), links to other mapped OCGs, and key premises and companies the OCGs are involved or operate in;
- an intelligence assessment will give a more detailed overview of the key factors relating to the OCG and the threat that group is assessed to pose;
- a named lead responsible officer who can be used as an information source for further information for agencies;
- a multi-agency disruption plan outlining intelligence gaps, partnership opportunities, what can be done to take enforcement action against the group or individual, safeguarding information, and financial investigations. It is important for agencies to ensure that they are not working on conflicting priorities when working with individuals; and
- alignment of law enforcement and partners activities to the 4 Ps (below) in order to ensure clarity in the roles of the agencies involved.

It is important that the OCGM management reports are up to date and have been reviewed within the month prior to the deep dive to ensure accurate information is presented.

The OCGM management report carries the protective marking equivalent to the Government Security Classification marking 'Official Sensitive'. Police staff should take responsibility to filter sensitive information around intelligence and operational activity prior to the sharing of the management reports with partner agencies.

4. The '4 Ps' – HMG SOC Strategy 2013

The HMG [Serious and Organised Crime Strategy \(2013\)](#) developed a '4 P' approach (Pursue, Prevent, Protect and Prepare) which replicates the '4 P' approach used in counter terrorism. It is useful to develop your local response and context within the '4 P' approach and understand how the work in your local area engages each of these.

This guide mostly operates within the 'Prevent' strand (i.e. deter at risk individuals from engaging, or continuing, in SOC).

5. The Greater Manchester Approach - Programme Challenger

Programme Challenger is the highly innovative multi-agency response to organised crime operating across Greater Manchester. It is a programme funded by the Police and Crime Commissioner (PCC) and has already been aligned to the HMG [Serious and Organised Crime Strategy \(2013\)](#) with its activities delivered in response to the '4 Ps'.

In Greater Manchester, SOC takes many different forms, including loan sharking, prostitution, child sexual exploitation, the production and distribution of counterfeit goods, the sale and distribution of stolen goods and protection rackets involving the domination of local pubs and entertainment venues, sometimes accompanied by intimidation of local residents. It also includes drug trafficking and drug dealing, high value robberies or the theft of expensive cars for export, perpetrated not just by local criminals, but also criminals from beyond the region (another significant feature of the organised crime landscape in Greater Manchester).

Section Three - Summary of the Project Engage Pilot

The aim of the pilot project, which informed this guide, was to prevent young people and vulnerable individuals from becoming involved in SOC and to support those already involved in moving away from SOC. The focus of the project was to identify individuals using police-led intelligence and to explore the history of multi-agency involvement with identified individuals to understand what has worked and what has not. The project and the associated deep dive process then enabled the development of a clearly owned, multi-agency plan for each individual to support them moving away from SOC.

Five areas of Greater Manchester (Oldham, Stockport, Salford, Manchester and Tameside) participated in the pilot. The project sought to:

- identify those at risk of or vulnerable to, involvement in SOC using local intelligence; and
- develop interventions that would prevent their ongoing involvement.

SCS worked with each of the five areas to identify those most at risk of involvement in SOC, based on agreed criteria. Using a deep dive process, where agencies shared information about the identified individuals with each other, an understanding of vulnerabilities and risk factors was enhanced. The deep dive included the following:

- a summary of evidence of the individual associating with OCG nominals and/or involvement in OCG activity to check vulnerability;
- development of an identified individual's timeline from birth to present day;
- development of a timeline relating to relevant family members and significant associates;
- mapping of previous agencies referrals and interventions;
- an understanding of the interventions that have been successful/unsuccessful;
- an understanding of the resources and potential costs already committed to the identified individual and the impact of these; and
- real time multi-agency planning for further involvement and intervention with identified individuals.
- The benefits of this approach included:
 - expanding understanding of all agencies as to how SOC affects the delivery of their services; and
 - bringing together commonalities across the five areas to inform process, practice and policy.

Following this deep dive, multi-agency action plans were developed through which interventions were then chosen and tailored to the needs of the individual. A full summary of the pilot process is at **Appendix 2**.

Section Four - Planning

This section provides a detailed explanation of each stage of the pilot and how you can develop this approach in your area. If you are familiar with the processes undertaken to identify, refer and intervene with people through multi-agency risk assessment conferences (MARAC), the below process is comparable.

Before embarking on this process, it is vital to ensure that your local area has effective buy-in and commitment at both service and strategic levels. This must include a wide range of agencies who are involved in tackling SOC and those already working with specific individuals.

Below is a checklist to consider.

✓ **Have you agreed a definition of 'SOC'**

This will ensure consistency of approach across the area and agencies involved and support the identification of appropriate individuals who are at risk of involvement. The definition utilised in [Local to Global: Reducing the Risk from Organised Crime \(2011\)](#) and adopted by the pilot is:

“Individuals, normally working with others, with the capacity and capability to commit serious crime on a continuing basis, which includes elements of planning, control and coordination, and benefits those involved. A significant proportion of organised criminals are motivated, principally, by the desire to make money. Others, such as the perpetrators of organised child sexual exploitation, have different motivations.”

✓ **Which agencies do you need to work with?**

Think broadly about which strategic partners you need to engage with. Include the voluntary and community sector and identify a clear and safely-managed role for them.

✓ **Think even more broadly about partners for targeted enforcement action.**

Have you talked to other agencies including:

- your Area Licensing Department;
- Department for Work and Pensions;
- Driver and Vehicle Licensing Agency;
- HMRC;
- Home Office Immigration and Enforcement; and
- Trading Standards?

✓ **Have you got senior-level buy-in from all partner agencies?**

It is important to ensure commitment to the process across agencies and that they will support delivery of the plans and ensure the sustainability of the work arising from the deep dive.

✓ **Have you set up an accountability structure/process?**

This will ensure leadership, commitment to plans and sustainability. The SOC Strategy suggests that Local Organised Crime Partnership Boards be established. This may be the appropriate oversight body, but this will depend on existing structures in your area. A local Multi Agency Safeguarding Hub, Early Help Hub, Safeguarding Board, or the Crime and Disorder Partnership could also serve this function.

✓ **Have you identified a Partnership Lead?**

It is important to have this role agreed across the agencies and services involved in the process. This needs to be someone who is able to co-ordinate all of the local agencies, understand their roles and have sufficient knowledge and experience to be able to challenge decision making in individual agencies.

✓ **Have you agreed costs and dedicated resources to meet those costs?**

As this is a multi-agency strategy, it is important to understand from the outset who is dedicating resource to this, both in monetary and capacity terms. However, much of the 'additional' work is simply targeting existing work more effectively.

✓ **Have you agreed outputs, outcomes and timescales?**

This ensures accountability, a clear focus from all partners and provides one of the criteria for measuring outcomes.

✓ **Have you ensured that roles and responsibilities are clearly defined?**

All agencies and individuals involved need to understand what is expected of them throughout the process, this will ensure good buy-in.

✓ **Have you put in place appropriate training for staff?**

This may include a good understanding of the process they are embarking on. A refresh of SOC may also be advantageous, including an understanding of, and agreement, to the definition of SOC being adopted. Training around information sharing may also be necessary.

✓ **Do you have inter-agency information-sharing protocols in place?**

Where possible this must be considered and agreed by all agencies involved to get the most out of the deep dive session and later planning that is put in place. Open, pragmatic information sharing between agencies within agreed protocols is critical for success.

✓ **Have you put in place an agreed co-ordinated structure and underpinning processes to systematically manage the delivery of your case management and interventions?**

You must be clear about who will do what so that you can ensure effective links to any enforcement activity and maintain an in-depth understanding of any planned law enforcement activity (avoiding any operational sensitivities). Having the right partners around the table and designated leads will help with this.

Section Five - Process

The pilot project identified 6 clear stages:



It is important that each of these stages is followed. This section ‘walks’ you through each of the stages and outlines:

1. the aim of each stage;
2. the process to follow; and
3. a checklist to ensure all areas have been considered in this stage.

1. Identification

Aim

The aim of the identification process is to establish a set of robust criteria that could be used across your area to identify a specific cohort of young people and vulnerable individuals who are at risk of involvement in SOC and who are suitable for targeted interventions.

It is necessary to devise a criteria so that appropriate individuals are selected that have links to OCGs. There is no one pathway into SOC, however particular vulnerabilities, characteristics or individual circumstances can increase the risk of involvement.

Process

There is usually a trigger to commence this process, this is any event, information or intelligence that identifies an individual that may be involved, or at risk of involvement, in SOC. The identification of such individuals should be a core component of daily intelligence functions at all levels across partner organisations. The initial intelligence to links with OCGs is likely to come through police intelligence, or to confirm the intelligence from other agencies. During the pilot programme, a number of individuals were identified on vulnerability and welfare needs rather than their OCG links. Consequently, when the referral was made for the deep dive process a number were excluded as it was clear there was no OCG link.

The identification criteria should be developed locally, based on the local threats. It may also be advantageous to undertake a local intelligence assessment or use your organised crime [SOC Local Profile](#) to identify pathways into SOC.

The [NCA Intelligence Assessment - Pathways into SOC](#) may also be useful in developing local identification criteria:

Individuals

- Specialist skills/knowledge
- Addiction
- Greed
- Financial hardship
- Mental health issues
- Transitional periods
- Troubled family life

COMPLICIT

COERCED

CORRUPTED

GROOMED

EXPLOITED

UNWITTING

Businesses

- Storage transportation functions
- Money laundering opportunities
- Night time economy (contacts and clientele)
- Small/struggling companies
- Insider access

CHARACTERISTICS

Family

OCG families mentor and normalise criminality. Criminal favours for relatives can escalate.

Associates

Offenders in friendship, social, and employment networks can offer criminal opportunity.

Ethnicity & Culture

Can foster trust and may give some groups global criminal contacts.

Prison

Offenders can maintain or create criminal networks. Vulnerable prison staff can be corrupted.

Online

Illicit opportunities for those who might not offend offline, and perceived anonymity on the Dark Web.

NETWORKS

Based on the research ‘Challenger: Preventing Organised Crime (*T. Hope, M. Hurley, I. McGibbon & J. Pitts*).’ conducted for GMP Challenger and the experience of the pilot project the following outlines a simple identification criteria which can be adopted and developed by local areas.

Identification Criteria

The purpose of the criteria is to help understand some of the predictive factors that can cause young people to become involved in SOC and to assist with the identification of suitable participants for the pilot project.

The determining criteria is predominantly that the individual is linked to a known OCG member, either by family or friendship groups.

Individuals or groups may have been previously submitted to the OCGM and have not reached the threshold criteria.

For those that have been submitted to the OCGM the present threat, risk and harm can be accessed via Tactical Advisors.

Further predictive factors to consider when identifying individuals or groups are:

- resident within neighbourhoods with known organised crime activity;
- violent behaviour (suspected, reported or convicted);
- low educational attainment or attendance;
- exposure to violence in the home;
- impulsiveness or risk taking behaviour;
- parent hostility towards authority figures or lack of engagement with professionals; and
- lack of appropriate parenting skills including boundary setting.

In addition, the initial outcomes of the pilot suggest the incorporation of the following potential risk factors as being part of pathways into SOC:

- involvement in ASB;
- not in mainstream education e.g. pupil referral unit;
- numerous exclusions from school; and
- substance use.

This is not an exhaustive list however it is expected that suitable participants will have a combination of these factors.

It is important that partner agencies should consider suitable participants for interventions based on local knowledge, however the Partnership Lead and the OCGM team (each force area has this function either dedicated or regionally) should take responsibility for determining OCG linked individuals.

2. Referral

Aim

The aim of the referral process is for agencies to evidence the reason for selection of a particular individual. The initial identification process may identify quite a number of individuals who meet the criteria. The referral stage seeks to clearly establish the links to OCGs and outline any other concerns that agencies may have about the individual.

Process

Once you have identified your initial group using the agreed criteria, a further assessment on each should be undertaken. Specifically this should consider the known links to OCGs, whether familial or through known close associates.

It is also important to look at specific triggers such as recent events that make individuals more likely to be in need of urgent intervention or support.

Although initially a large trawl of those that may meet the criteria may be necessary, in time, this should become a core component of daily intelligence functions at all levels across partner organisations.

A referral form should then be sent to the Partnership Lead for the project. An example of this form can be found at **Appendix 1**. On receipt of a referral form it is necessary to verify that the individual meets the criteria. At this stage the Partnership Lead will need to inform the referrer of verification or rejection of the individual. Where the referral is rejected the reasons for this should be provided.

There may be a temptation to reject a referral where it seems impossible to divert them from a seemingly inevitable trajectory into SOC. However, it is important to be ambitious and look to develop and use interventions that could impact on even the most difficult of cases.

Identification and Referral Checklist

- ✓ **Have you agreed the need for a multi-agency approach to managing those individuals who are vulnerable to becoming involved in SOC?**

It is important to have multi-agency awareness and buy-in to the issues being addressed and the individuals being identified. This approach relies on multi-agency involvement to ensure a holistic overview of previous involvement and future planning.

- ✓ **Have you seen your SOC Local Profile? Is there a good understanding of the problem in your area?**

This will support gaining buy-in from other agencies and partners. It will also support a wider understanding of the issues to be addressed and create your initial drivers and focus.

- ✓ **Have you gained an understanding of the OCGM process and the linked matrix maintained by some local police forces and ROCUs in order to build a 'local picture' of SOC?**

This will enable you to understand the identification process and further detail about local issues. By understanding and utilising the national datasets, this will ensure the deep dive work you are about to undertake and the intelligence used to identify the individuals will be taken from an informed dataset.

- ✓ **Are you aware of the individuals issued with Threats to Life (TTLs) notices who are linked to SOC in your local area?**

This will help you identify those individuals you may want to take through the deep dive process as a priority, and determine whether further actions or interventions need to be undertaken. It also enables risk assessments and risk mitigations to be put in place.

3. Deep Dive

Aim

The deep dive is a process that looks at significant life events that have occurred since the individual's birth up to the present day in order to give a clearer picture of what has happened in the individual's life that has led, or is likely to lead, them into organised crime. It helps develop a wider understanding of the lifestyle and behaviour of an individual and their family. This is particularly important in expanding understanding of the individual beyond their criminal activity.

The deep dive aims to establish which agencies have been involved with the individual or family previously, any interventions which have already been attempted, what worked and any challenges including barriers to engagement that may exist. This can help determine where interventions need to be focussed in the future. Positive protective or supportive factors can also be identified.

Process

The deep dive is an essential part of the methodology and should be a facilitated process. When this was piloted, a full day was required to undertake the deep dive with a maximum of three individuals considered during the day. However, with good planning and where intelligence and information from all partners can be collated in one chronological timeline beforehand, it may be possible to speed up this process. The pilot participants recognised the value and importance of taking the time to gather and discuss the information to determine appropriate decisions and interventions.

Having an independent facilitator to manage the event is ideal. This allows the separate agencies to concentrate on the information they are supplying and for them to consider how best to develop a response. An independent facilitator can also assist in challenging well developed views from individual agencies. The facilitator can be someone from within the local authority, police or other senior agency, but must be confident and knowledgeable enough to develop the deep dive session and challenge responses where needed. It could also be an independent facilitator brought in specifically for this process.

Below is an outline of the process to support you in delivering the deep dive day.

Preparation

Once the individuals have been identified, all agencies working with those individuals need to be identified and contacted (see example invitation below). This should be based on the list of agencies identified in **Section One**, but also include any specific agency or individual who has specific knowledge of the subject. In addition to the invite for the deep dive day, communication with the participating agencies must include a clear overview of what to expect, what is expected of them, and details of the individuals.

All attendees will be asked to bring along their files or ideally have access to their databases to be accessed 'live' on the day, e.g. social care records, police intelligence, Youth Offending Service (YOS) records etc. so that further information could be obtained where necessary. It is particularly important to ensure the police have live access to their databases during the day, and ideally a dedicated operator who can facilitate this on the day. It would help with time if agencies can bring a dedicated officer who can solely focus on accessing and supplying the data throughout the deep dive day, which will release the other attendees to fully participate in the discussions.

Agendas should be sent out to participants and a detailed history of their agency involvement requested. This should include the date the individual became known to them, details of their agency involvement, what interventions were attempted, and any barriers to engagement.

The greater the detail of information about the individual brought to the deep dive the greater the level of information which can be added to the timeline. Historic and previously archived information should also be sought; this assists in compiling the best view of the lifestyle and influences on an individual.

It is vital to address confidentiality issues prior to the deep dive, this should be clear in the invitation letter. It is necessary to reinforce this on the day. Some agencies may feel that they are not able to disclose some personal information so it is important to re-iterate the grounds for doing this to provide reassurance. A pragmatic approach, within agreed information-sharing protocols, is best.

Invitation to Deep Dive Exercise used by GMP

To assist in the identification of the organised crime group (OCG) cohort for the early intervention pilot, we recommend that each area undertakes a deep dive exercise.

We are asking you to attend the day with a maximum of three individuals to focus on. These can be decided in conjunction with partners but there needs to be a strong link to OCGs in your area.

We will be looking at life events that have happened since the individual's birth up to the present day in order to give us a clearer picture on what has happened in the individual's life, what agencies have been involved, what has worked or where there have been barriers to engagement and interventions that have been tried. This process is not about apportioning blame but about establishing what interventions have previously been tried and from this thinking of new and creative ways of working.

We ask you to invite key representatives that have been involved with the individual/family and ask them to bring a detailed history including dates of agency involvement.

Agencies that should be included are:

- GMP;
- Children's Services;
- Probation;
- YOS;
- health;
- Community or youth groups;
- education;
- mental health;
- housing;
- drug or substance misuse agencies; and
- any other agency that may have been involved (some preparation work needs to be done to establish who the key agencies are prior to the day).

All learning from the event will be anonymised. Information gathering will not be used for the purpose of police intelligence. However, where on-going risk is identified, an appropriate response will be put in place.

The **Annex** (to this invitation) contains a non-exhaustive list of key information agencies should obtain prior to the deep dive. There may be other agencies that are not on this list that may be working with the family/individual who should be invited to the deep dive.

Agencies should also consider what interventions their agency has tried with the individual or family previously. Interventions should have:

- start date, end date and the impact or outcome;
- an outline of the individual's attitudes, behaviours and lifestyles;
- any previous barriers to engagement;
- positive and protective factors in the individual's or family's life; and
- any other information that you feel is relevant.

The practitioner that has directly worked with the individual or family is the most appropriate person to attend the deep dive. It is useful for agencies to have access to their records on the day so that any information can be clarified/further detail sought if necessary.

Invitation to Deep Dive Exercise used by GMP - Annex

Police

- Problem profile of organised crime relating to individual
- OCG management reports
- Missing from home reports including length of absence
- Reported crimes as a victim including child abduction notices served
- Calls to home address
- PPI's
- Offending history included arrests with no charge
- Relevant associates
- Relevant police intelligence on organised crime activity
- Calls to domestic violence unit
- Risk markers

Education

- Attendance and attainment at primary and secondary schools
- Exclusions and reason for exclusion
- Violent behaviours
- Family issues
- SEN or EHC outcomes

Youth Offending Service

Involvement in YOS prevent programme

- Number of OOCs and reason for these
- Number of offences and court orders
- Current order and engagement levels
- Intervention plan and progress on this
- Other related issues e.g. family or friends
- Risk of harm, reoffending or vulnerability

Social Care

- Number of referrals from agencies and reason for these
- Progression to initial assessments
- Whether the family have ever been TAC, CIN, or CP and outcome
- Early help or family support offered previously and impact

Health

- Pre-birth assessments
- Any concerns at birth with family situation
- Registered siblings
- Relevant family history e.g. mental health, depression, A&E visits
- CAMHS referral or assessment and outcome

Housing

- Private or housing association
- Issues with tenancy
- Rent arrears
- Anti-social behaviour
- Significant repairs

Youth/Community Groups

- Knowledge of individual, friendship groups and family
- Positive activities they engage in
- Attitudes and behaviour in the community

DWP

- Who lives at the address
- Who claims benefits from the address

Probation

- Number of convictions and related orders or custodial sentences
- Significant family members or co-defendants including convictions and offences committed
- Risk issues to children at property
- License conditions
- Known OCG links
- Risk of harm and reoffending score

Health (Substance Use, Mental Health, or Domestic Violence)

- Involvement with individual or family
- Intervention offered or undertaken
- Engagement with service.

On the Day

A brief overview of the identified individual will be offered, it is at this stage that the agencies will begin to compile a timeline of key events in the lifestyle of the individual from their birth (unless it has been possible to collate this beforehand). The best way to do this is utilising 'post-it' notes to form a visual timeline giving a holistic overview of multi-agency involvement (different colour 'post-it' notes for each separate agency's information). It is particularly important to include day, month, and year on your timeline.

Invariably, interventions with individuals coalesce around a specific date/incident. This is not surprising, however, in practice, agencies are often working singularly around these incidents without an appreciation of what others may be doing. By time-lining in such a way, all agencies can develop a better picture of the whole impact of an incident, this assists in developing a better co-ordinated future response. In Greater Manchester, the process was insightful for all agencies. Often incidents recorded on a particular date by one agency were mirrored with separate issues being identified by another agency. In many cases the respective agencies were unaware that the other agency had been involved or that there were other incidents or issues occurring in the individual's life at the same time which may have been a contributory factor to the behaviour they were managing.

In addition to the timeline, an understanding of the basic family tree should be developed. This allows for agencies to understand how there might be relevant interactions between the different individuals they are working with. For example, if an agency is dealing in a supportive way to a victim of domestic abuse within the household it may be of relevance to the individual being worked with, even if they are not directly involved in the incident. Some of the individuals identified in GMP had siblings who were vulnerable to exploitation.

By the end of the deep dive session, the result should be a clear timeline of the individual's life with an understanding of the dates of involvement with relevant agencies, and interventions used. The timeline data should also show the length and outcome of any interventions, difficulties and barriers encountered.

4. Action Planning

Aim

A successful deep dive will identify significant information. In many cases it will identify, to the agencies involved, many of the events and circumstances that have contributed to an individual's involvement in SOC and opportunities or areas for intervention. Part of the process of the deep dive is to ensure that the information shared at the deep dive is captured in a structured way.

Case notes developed from the deep dive should be formulated into an action plan. This should be a multi-agency action plan, giving a holistic view of all the actions around the identified individual.

Process

There are two ways to develop effective action plans.

One way is to build the action planning into the deep dive process, i.e. at the conclusion of the information gathering you consider all the options as a group and identify collectively what needs to be done. Effectively this occurs naturally as agencies tend to instinctively understand what needs to be done. However, this way, whilst more organic, does not allow for reflection and for a full and considered view to be taken with an independent challenge. Discussions could also be influenced on the day by a strong individual/agency. A draft action plan could be developed at this stage and captured for subsequent review.

Alternatively, the key events from the deep dive should be sorted, summarised and analysed by the facilitator after the process. An assessment around the young person or vulnerable individual should be produced with a specific focus on the risk factors for further involvement in SOC.

Whilst a significant time commitment is likely to be required to collate the notes from the deep dive process and to develop the action plans, it will enable a well-developed intervention response to take place.

The case notes should outline the key areas that agencies need to focus on and explain why each area highlighted was significant. This is to ensure agencies understood why these key areas were captured and their significance in an individual's involvement in SOC. For example, there may be a case where attendance at education had dropped off significantly. The GMP research determined that education is a key factor in desistance from SOC. Therefore it is imperative that the allocated agency seeks to establish suitable full-time education provision.

An action plan should be formulated by the facilitator with a number of recommendations to reduce risk of involvement in SOC. These recommendations may challenge the current and perceived accepted approach. In some cases they will require agencies to act in a way that is below the current single agency threshold for intervention. This is also an important part of the process, challenging the previous way of working.

The action plan should then be finalised by the partner agencies and an implementation plan developed, through the action plan review/case planning process set out below.

Action Plan Template - Individual/Family					
Risk Issue	Actions	Lead Agency	Frequency	Deadline	Review Date

Action Planning Checklist

✓ Have you identified individuals who you are already working with?

Who are the individuals already in 'the system', can you build on work already commenced?

✓ Have you started Prevent work?

Consider how safeguarding arrangements can be used to protect vulnerable adults and children.

Work in schools and targeted work places to persuade individuals not to carry or sell drugs or sell counterfeit clothing, alcohol or tobacco. Also, raise awareness of OCG grooming (OCG nominals offering gifts for criminal involvement) and other forms of exploitation including CSE. The pilot study found evidence of CSE both in terms of vulnerable young people being abused and also being abusers.

Consider how youth work and education provision can be used to divert vulnerable individuals into positive activities and away from SOC.

Consider introducing mentoring programmes to support vulnerable individuals.

Consider using restorative justice approaches to prevent community or neighbourhood disputes from escalating to violence.

Work with the parents and partners who can exert pressure on vulnerable individuals to resist the OCG lifestyle.

Meet vulnerable individuals and work with them to ensure your service fulfils their requirements and not that of your service. This could include asking the vulnerable person what they think they would need to prevent them from offending.

5. Action Plan Review / Case Planning

Aim

The case planning process is designed so that the actions that arise from the deep dive are owned and there is accountability for agencies to progress the actions. Without this approach it is possible that the risk factors that are determined from the deep dive would be lost. There needs to be a clear plan in terms of following the progress the individual is making to move away from the OCG lifestyle and behaviour.

Process

Following the circulation of the draft action plan, the key agencies should engage in the case planning process. This is a multi-agency approach to address those elements of the individual's behaviour and lifestyle that are contributing to their involvement in SOC activity. It is very unlikely that solitary agency intervention would be effective due to the complexity of issues that typically present.

This stage confirms or develops the draft action plan, identifies key lead agencies or leads within the agencies and sets realistic timescales. It should be collectively owned by the group. This group also becomes effective case managers ensuring delivery, and reviewing the effectiveness of the proposed interventions, enabling agencies to monitor progress and the success or not of the interventions over the longer term.

It is important that the case planning meeting is robustly chaired, ensuring that the outcome is action focused and with a clear Prevent aim.

Case Planning Agenda - Accompanying Notes for the Chair

1. Welcome and Introductions

2. Confidentiality Statement

You may wish to use your existing confidentiality statement here.

or

‘As part of this meeting, agencies are subject to sensitive information. All information that is discussed in this meeting remains confidential and should not be discussed with third parties without the prior consent of the Chair’

3. Purpose of Case Planning Meeting

The purpose of this meeting is to discuss the action plan that was produced after the deep dive to formulate a plan for the individual/family that focuses on deterring them from organised crime.

4. Case Discussion (each case)

- **Action Plan Review**

Progress made since deep dive on actions

Are the allocated agencies the right ones?

Add/amend any interventions on the action plan?

Are there any risk issues to staff visiting home address?

How do we share the plan with the young person, and their parent or carer?

- **Enforcement Opportunities**

Consider any enforcement action currently in place:

Acceptable Behaviour Contracts

Civil orders

Criminal offences or breaches of existing orders

Warrants

Tenancy injunctions

Police operations

Enforcement actions on linked OCG as a group or individuals.

5. Any Other Business

6. Date/Time of Review Meeting

Date to be set four weeks from deep dive process

Checklist for Case Planning and Management

✓ **Have you devised your local case management response?**

It is important to ensure a dynamic and robust case management process is in place due to the potential complexities and the volatile nature of these complex cases. It is important to develop a case management system in one place, containing all relevant information, intelligence and action plans; this should also assist with up to date risk issues being properly managed.

✓ **Have you set up multi-agency risk management processes so you can manage the most vulnerable to becoming involved in SOC?**

A regular review of intelligence, also checking enforcement activity and interventions will ensure effective risk management and the safety of staff and vulnerable individuals.

✓ **Ensure you have a chair person nominated to the multi-agency planning group who will ensure accountability across agencies for the plans they are committing to.**

It is important to have an identified lead who ensures accountability and follows up of agreed actions.

✓ **Have you thought about accountability structures that will ensure management and strategic level support? This should be covered at the start in terms of setting up and agency buy-in.**

Clear accountability structures must be in place to enable the successful delivery of the programme. This will ensure there is a read across from this work into the established OCG management structures. It may also help to secure funding and resource commitments.

6. Interventions

Aim

Interventions should be included in the action and case plans. Their purpose is to reduce the risk of involvement in SOC offending by the participants. Evaluation of their outcomes and impacts is essential to include.

Process

There is no one approach to reducing risk of involvement in SOC, this must be tailored to the individual based on what has already been tried, their interests and what is on offer. Interventions come in many forms they can be drawn from existing programmes and activities which have already been planned to support young/vulnerable people, or they can be new interventions developed locally with providers. It is important that the key agencies that deliver interventions to individuals are part of this process. They will have a suite of existing interventions which may meet identified needs. A report which shares some early learning from areas utilising the Troubled Families Programme to support families at risk of SOC involvement¹ was published last year.

As part of the pilot programme, some interventions were committed across the five areas, which have continued with local funding. In addition to these are interventions for staff around awareness raising and specific training.

Examples of Interventions

- Dedicated resource of 1 PCSO to work with identified families (on the periphery).
- CAMHS support in schools to maximize full potential, overcome barriers to learning and improve emotional well-being.
- Education Psychologist time to undertake individual assessments if not school or establishment to access usual route through to assessment. Enable priority of assessment for identified individuals.
- A cycling project.
- Psychology service delivering 1:1 therapeutic work and parenting work. Offer key working role to families.
- Engage to work partnership offering employment where successful in skills training.
- Introduction of prevention programme, outreach and mentoring.
- Delivery of strengths based programme.
- Delivery of bespoke programme to individuals including access to education, personal safety, leisure activities, AQA accreditation.
- A conference on awareness raising around SOC for all staff including schools and the voluntary and community sector, answering the question “What do we do if we believe a young person is involved?”
- Social activities with ‘hard to reach’ individuals identified, including outreach engagement and one to one work and high impact activities such as water sports and climbing.

1 This is available on POLKA, alternatively you can request a copy of the Troubled Families and SOC early learning report by e-mailing: socprevent@homeoffice.x.gsi.gov.uk

- Radio programme. There is an established model to set up a programme with young people talking about CSE, their own experience, and how to be safe. This model could be applied to SOC.
- Groundwork programme. Group work and coaching with identified individuals, to ensure meaningful engagement.
- Awareness programme for young people. Production of a video using young people and members from a Boxing Club who have previously been involved in SOC. Delivery of sessions or workshops in schools and youth clubs.

Evaluation of the interventions are important to understanding what works and to drive local funding and investment. The report [Understanding Organised Crime: Estimating the Scale and the Social and Economic Costs \(2013\)](#) estimated the social and economic costs of SOC amounts to be billions of pounds and the demand on public services and local agencies in dealing with SOC individuals is significant. Evaluations can help to assess whether the costs and resources needed to deliver interventions are outweighed by the potential benefits. These benefits can be in the form of preventing a vulnerable individual joining SOC, reducing the demand and costs on public services, as well as positively impacting the community in which SOC is present. A 'how-to evaluate' guide which provides advice on how to implement evaluation was published last year².

² This is available on POLKA, alternatively you can request a copy of 'how-to evaluate' guide, by e-mailing: socprevent@homeoffice.x.gsi.gov.uk

Section Six - Summary and Reflection from the Pilot; A View From SCS

One of the significant challenges encountered during the pilot project was agencies having difficulty linking the vulnerable people they were working with to SOC. The lack of understanding beyond law enforcement (and indeed in some parts of the police) of what SOC is and how it impacts upon communities is one that needs to be further addressed. Once the agencies had been through the pilot process, particularly the deep dive day, it was clear that in most cases they saw a clear role for their agency and how collective work would start to impact upon the ability of those involved in organised crime to continue. Agencies also began to see how they could contribute to an overall strategy.

The pilot project was commissioned and delivered over a very short time period. It is too early to say whether the interventions that have been developed, either the specific ones developed around the individuals or the wider preventative interventions are being successful. Evaluation of the pilot is underway, as are discussions with strategic leaders about embedding the learning from the pilot into the Early Help strategy and integrated neighbourhood working across Greater Manchester.

It was clear from the pilot project that this work must be linked to the OCGM process. Although the OCGM process is limited, in that it is informed by law enforcement intelligence alone, it is a starting point to identify links into known OCGs.

Section Seven - Appendices

Appendix 1 Identification Form

Appendix 2 Further Details of Project Engage

Appendix 1 - Identification Form

<p>Name:</p> <p>Date of Birth:</p> <p>Gender:</p> <p>Ethnicity:</p>	<p>Date:</p>
<p>Address</p> <p>Contact Number:</p> <p>SRN (if applicable):</p> <p>OCG Reference Number (of OCG individual is linked to):</p> <p>Harm Banding:</p> <p>Harm Score:</p>	<p>Local Authority:</p> <p>Address:</p> <p>Contact Number:</p> <p>Email:</p> <p>ETE Status: <i>School / College / Employed / Unemployed / Other (please specify)</i></p>
<p>Reason for Identification</p> <p>Please include why the young person has been identified as suitable taking into account the identification criteria</p>	
<p>Known links to OCG / Local Intelligence</p>	
<p>Details of Any Violent Behaviour (<i>Suspected / Reported / Convicted</i>)</p>	
<p>Any Other Relevant Information (e.g. substance misuse / mental health / Looked After Child/ risk to staff etc.)</p>	

Appendix 2 - Further Details of Project Engage

The Engage Process

Identification

The aim of the identification process was to establish robust criteria that could be used across the area to identify a specific cohort of young people and vulnerable individuals that were suitable for targeted interventions. It was necessary to devise criteria so that appropriate individuals were selected that had links to OCGs.

The identification criteria for the pilot programme are based on *Challenger: Preventing Organised Crime* (T. Hope, M. Hurley, I. McGibbon & J. Pitts). The research evidenced that individuals have two distinct pathways into organised crime; 'late onset' and 'early onset' or 'life course persistent' offenders. For the purpose of the identification criteria we focused on the 'early onset'.

When looking at 'early onset', the predominant factor for a pathway into organised crime found in the research was that the young person/vulnerable individual has familial links or close non-familial links to OCGs or activity. These include parents/uncles/aunts/siblings and extended to OCG associates/friendship groups.

In addition to this, the research determined that 'early onset' individuals have additional risk factors including:

- resident within neighbourhoods with known SOC activity;
- violent crimes (suspected, reported or convicted);
- low educational attainment;
- exposure to violence in the home;
- impulsiveness/risk taking behaviour;
- parent hostility towards authority figures/lack of engagement with professionals; and
- lack of appropriate parenting skills including boundary setting.

These risk factors are not exclusive and should be seen as a contributing factor to the holistic picture of this individual. These risk factors were used as a basis for the draft identification criteria. The identification criteria were introduced via the partnership lead and agencies were asked to consider suitable participants for focused interventions. It is important to note that, although the pre determining risk factors from the research were the starting point for the defining criteria and the basis for the attached documents, as a result of the analysis of fourteen individuals across Greater Manchester, we would now incorporate the following risk factors as being part of pathways into SOC:

- involvement in ASB/criminal justice;
- not in mainstream education e.g. pupil referral unit;
- numerous exclusions from school; and
- substance use.

Referral

We devised a referral form which allowed agencies to document identification form outline the risk factors including what the OCG links were and the reason for referral of each individual. This then allowed us to assess whether the referrals were suitable and to check the OCG links with the local police intelligence and the OCGM team.

Once links were established to a mapped OCG, the OCG reference number allowed the police and partner agencies to look at the activity of that particular OCG. This included the level of risk that the OCG posed through the harm banding and risk scores that are given to mapped OCGs.

Clarification was sought between SCS and the partnership lead to confirm the individuals on the identification form met the criteria. It was collectively agreed to focus on three cases per pilot area in more detail, which we called a deep dive. It was imperative at the identification stage to have someone independent (in this case SCS and the police) who could 'rubber stamp' that the proposed individual had OCG links and were therefore suitable for the cohort. In one area this was not the case and hence when the deep dive in that area was undertaken we were not able to progress one individual.

Deep Dives

The deep dive process is a facilitated and structured method that looks at significant life events that have occurred since the individual's birth up to the present day in order to give a clearer picture on what has happened in the individual's life that has led them into SOC. It establishes a clear picture of the behaviour and lifestyle of the individual.

SCS developed the methodology for this pilot based on the original research. In addition, we aligned our methodology to the 'system thinking approach' that has been rolled out across Greater Manchester in order to look at how integrating services can better impact the effectiveness of interventions and lead to a reduction of demand on services. By adopting the systems thinking techniques, we were able to examine each agency's contribution and role and overlaid this with the specifics of the individuals. This enabled us have a deeper understanding of the pathways involved. By looking at individual service intervention, it was often the case that the individuals did not meet thresholds, but when the multi-agency landscape was explored, there were clearly very complex issues and high demand on services. It is only when the issues are looked at holistically that these become apparent.

Process

Partnership leads were asked to choose a full day to look at three identified individuals.

In order to ensure partner agencies were best prepared a letter was sent, outlining the process and the kind of information that was likely to be necessary along with details of the venue and start and finish times.

We found it useful for the agencies to have access to electronic systems on the day e.g. social care records, police intelligence, YOS records so further information could be obtained where necessary.

We delivered five deep dives over a two-week period. We would not recommend facilitating this amount of deep dives over such a short time period however given the timescales we were working to, we needed to accommodate them in this manner.

Agendas were sent out to participants and they were asked to ensure they brought a detailed history of their agency involvement with the identified individuals, including date they became known to them, what their agency involvement was, what interventions had previously been tried and any obstacles/barriers to engagement.

Although confidentiality issues had been addressed in the deep dive exercise letter, we felt it necessary to reinforce this on the day. There were some examples of agencies feeling that they were not able to disclose some information so it was important to reiterate this for their own reassurance.

The day started with a welcome from the lead area, an introduction to the process then the collating of the information of the timelines.

We found it necessary to have three facilitators in attendance at the deep dive. One that facilitated discussions with the group, one that could plot the timeline, and another to record the events electronically.

A timeline was created around the individual. This was done on a large sheet of paper with key events being provided from each agency, each captured on a 'post-it' note with the date of the incident being the lead piece of information.

Different colour 'post-it' notes were used for each agency to provide clarity as to who had provided the information. This was a structured approach, once the earliest contact between an agency and the individual had been identified, the process worked forwards time wise until the present day. All significant contact between the agency and the individual was captured.

In addition to the timelining process, addresses, parents, siblings, significant others, associates, were captured to try to develop a rudimentary family tree and associates chart. Given more time, this would be extended.

Each of the areas involved in a deep dive received from the facilitator, the comprehensive case notes and draft action plans. Individual feedback was given on the findings from the sessions, pertaining to their specific areas, and individual's needs. Feedback encompassed proposals around the piloting of the case planning process and where this may sit in existing structures. Content of the feedback included what worked, what did not work and recommendations/proposed interventions to take the work forward.

Action Plans

The purpose of the action planning process was to ensure that the information shared at the deep dive was turned into a meaningful document (case notes) for partner agencies that outlined the reasons individuals became involved in organised crime. The case notes pinpointed areas for agency intervention and formulated into an action plan. The action needed to be a multi-agency action plan, giving a holistic view of all the actions around the identified individual.

Process

The key events from the deep dive were sorted, summarised and analysed by the three facilitators after the process. An assessment around the young person/vulnerable individual was produced with a specific focus on the risk factors for further involvement in organised crime. The case notes outlined the key areas that agencies needed to focus on and explained why each area was significant. For example, one individual identified was not attending his education provision. The GMP research determined that education is a key factor in the desistance away from organised crime involvement. Therefore it was imperative that the allocated agency sought to establish suitable full-time education provision.

The action plan was formulated by SCS with a number of recommendations to assist in deterring away from organised crime. Each case had between five and seven key areas for intervention focus.

There was a benefit to undertaking the action planning away from the deep dive process by the independent facilitators. It allowed for an objective view to be taken, one that, in many cases, challenged the accepted ways of doing things in an area. It was noted by the facilitators at a number of the deep dives that agencies had developed standard responses to issues and incidents and often repeated these responses despite any previous evidence of success. By developing an action plan that could challenge the status quo we felt there was potential for agencies to reevaluate how they responded with a fresh collective approach.

In practice though, it may be that it becomes inevitable that the action planning becomes an integral part of the deep dive process. Agencies, once familiar with the process will start to identify what they need to do as a result of the deep dive. Capturing this activity contemporaneously, at the deep dive, may be the most appropriate response. However, if this is the case, there does need to be a strong facilitation/chairing of the deep dive process, one that ensures that previous unsuccessful responses are challenged and that newer, more intrusive options are considered where necessary.

Agencies were allocated an action with a recommended review date of a month's time.

Case Planning and Review

A case planning process was designed so that the actions that arose from the deep dive were owned and there was accountability for agencies to progress the actions. Without this approach we felt that the risk factors that were determined from the deep dive would be lost and that there needed to be a clear plan in terms of following the progress the individual is making to deter involvement in the OCG lifestyle and behaviour.

Process

Partnership leads were asked to choose a date to discuss the action plan. We called this the 'case planning process'. A multi-agency approach was needed to address the individual's behaviours and lifestyle that were contributing to their involvement in OCG activity as it was recognised that a solitary agency could not be responsible for the complexity of issues that each individual presented with.

Partnership leads were asked to allocate a chair person and accompanying notes were sent to the chair which prompted them to ensure the meetings were action focused and that the focus around OCG activity was not lost.

Our experience of the pilot was that areas did appreciate and engage with the action plans that had been prepared following the deep dives. The challenge to existing agency responses was not generally met defensively. However, the case planning process and review did lead to some detailed insights that had not been shared with each agency.

Interventions

Attendees were asked to work together to share ideas around specific interventions to be utilised to address individuals' needs and the multi-agency plan produced.

Process

As part of the pilot programme, some interventions were committed across the five areas. Some of these were tailored specifically for individuals as a result of the deep dive and action planning process. In addition to these, there were further interventions for staff around awareness raising and specific training.

