

FINAL DRAFT

Report on the Children and Young People Overview and Scrutiny Commission's review into Gang Culture in Derby and the actions being taken to combat it.

1. Introduction

1. In the early spring of 2009 the Chair of the Children and Young People (CYP) Overview and Scrutiny Commission proposed that Commission should conduct a short review to explore the background to the 'gang culture' that members considered had become established in Derby. The review was prompted by murder of Derby teenager Kadeem Blackwood in November 2008 and by a wish, on the part of the Chair, to ensure that the City Council and its partners were fully aware of the problems associated with gangs and were doing everything possible address them.

2. Outline of the Review

2. The original objectives of the review were for the Commission to hold a single meeting at which members would:

1. Find out from young people how they view the current situation in Derby, how gangs affect them and about what they think the Council and the Police should be doing.
2. Ask the Police and the Derby Community Safety Partnership (DCSP) for their assessment of the present situation, about what doing/intending to do, and about what has been achieved.

3. It was then intended that members would consider the evidence given by both sets of witnesses, would identify any issues which it seemed had not been or would not be addressed and would then make any appropriate recommendations.

4. The proposals for the Commission's review were the subject of a press release which resulted in some local media publicity. As a consequence of that publicity Kadeem Blackwood's mother contacted the Chair and a meeting between the Chair, Vice Chair and Mrs Blackwood subsequently took place.

5. Prior to commencing this review the CYP Commission had established a practice whereby young people's representatives were invited to attend the scheduled business meeting of the Commission and to give their views and comments on items such as the Children and Young People Department's budget proposals and home to school transport.

6. It was considered that this working relationship with young people's representatives could be used to obtain the views of young people on the gangs issue in Derby. An initial review meeting was therefore arranged for 7 April 2009 and the following witness groups were invited to give evidence.

1. Derby Young people
2. Derbyshire Constabulary
3. Derby Community Safety Partnership
4. Derby City Council Children and Young People Department

7. The outcomes of the 7 April meeting are summarised in Section 3.1 of this report.

8. One of the young people's representatives who attended the meeting on 7 April expressed an interest in talking in more detail about her experiences to members of the Commission. A special meeting was therefore arranged at which the young person was able to speak privately to the Chair and Vice Chair and another member of the Commission. The young person in question subsequently spent a short work placement with the City Council's Overview and Scrutiny team and provided some very helpful informal input to the review. A document that the young person prepared is contained in Appendix A of this report.

9. The outcomes of the meeting on 7 April were discussed by the Commission at a special meeting on 7 May 2009 where it was agreed it was important to decide the direction of the review and to avoid situations where actions taken by the Commission might jeopardise work being done by the Police or other agencies. The outcomes of this meeting are summarised in Section 3.2 of this report.

10. One of the suggestions put forward at the 7 May meeting was that the Commission might take evidence from Enthusiasm, an organisation which has done a considerable amount of work with young people from gangs in Derby. In order to pursue this proposal Joe Rosseau and his colleague Chris Doyle were invited to a special meeting of the Commission on 1 June 2009. The outcomes of this meeting are summarised in Section 3.3 of this report.

11. During the time that she spent with the Overview and Scrutiny team the young people's representative who had met with the Chair and Vice Chair conducted an Internet survey and prepared a written summary of her findings. The summary document that she prepared is contained in Appendix A of this report.

12. In July 2009 the Chair of the Commission had a meeting with David Finn, the City Council's Head of Youth Service to discuss the actions that the Council is taking to address gangs issues in Derby. Following on from that meeting arrangements were made for Commission members to attend a workshop at the Madeley Centre in Normanton to see the work being carried out by Derby City Council youth workers with young people who are judged to be at risk and likely to become involved with gangs. This visit took place on 25 September 2009 and involved a group of approximately 20 young people with ages ranging between 14 and 18 years. The meeting was difficult to record as it took the form of a fairly unstructured open dialogue between the young people and their youth workers. However what are considered to

amount to the key points arising from the meeting are summarised in Section 3.4 of this report.

13. Further information on the work being done by the Community Safety Partnership (CSP) and the Police was provided in a presentation to the Council's Crime and Disorder Committee on 28 September 2009. At that meeting Andrew Hough of Derbyshire Constabulary and Sonia Rafferty of the (CSP) gave a presentation on the work of the CSP in the course of which the Committee was told that 'Gangs' were identified in the Force's Annual Strategic Risk Assessment as one of the top five threats for Derby. The Committee was also provided with the following information on gang related incidents:

Table 1 Gang related incidents in the last five years in Derby

Year	Number of incidents
2004	1 incident (gun enabled)
2005	2 incidents (gun enabled)
2006	3 incidents (2 knife enabled murders and 1 gun enabled)
2007	4 incidents (gun enabled and 2 firearms recovers)
2008	13 incidents (gun enabled and 9 firearms recovered)
2009	3 incidents so far (1 knife enabled murder and one firearm recovered)

14. The final part of the evidence gathering phase of the review consisted of a meeting by the Commission with Sharon Squires and colleagues from the Derby Community Safety Partnership on the initiatives they are following to address the gang culture in Derby. This meeting took place on 27 October 2009 and the outcomes of the meeting are contained in summarised in Section 3.5 of this report.

3. Key points arising from the evidence gathering meetings of the Review

15. The following information was provided to the Commission by the young people and other witnesses who attended the evidence gathering meetings of the review.

3.1 Key points arising from the Commission meeting on 7 April 2009.

7/4-01	Every area has got gangs (3)
7/4-02	People join gangs to protect their areas. Its all about security – either you join or you are an outcast. (4,5,9)
7/4-03	Coloured bandanas show which gang you belong to. (10)
7/4-04	Gangs are not really a good thing but some people have to join for protection (18,19)
7/4-05	Young people always have conflict. They can get beaten up if they live in the wrong place even if they are not in a gang. He history of

	areas and gangs means that incidents can lead to structured conflict and all young people are involved to some degree. (36)
7/4-06	No one fist fights any more there are always weapons. (40)
7/4-07	How would you define gangs – anyone can be in a gang but only when they are committing offences. Most groups of young people are just crews. (41,42)
7/4-08	Are there girls in gangs – yes because boys can't hit girls but girls can hit girls. They are more violent. They have screwdrivers. (54)
7/4-09	If someone from another country came to Derby would there be pressure for them to be in a gang – Somalians are in gangs. What about someone from Kurdistan, would they be pressured or left alone? They would be left alone if they stayed out of trouble and didn't go out of their area. (55,56,57,58)
7/4-10	What are the other benefits of joining a gang – money, you steal it or make it selling drugs. (59,60)
7/4-11	What can the Council do to stop them? Give young people something to do and places to go. They need things to do in the evening because there is nothing to do. People would go if the Council put on activities. It needs to be free because parents can't afford much. Parks get wrecked because there is nothing else to do. Swimming is too expensive at £5.00. (70,73,74,75,77)
7/4-12	Do young people carry weapons – weapons can be anything from a pen to a gun, (87,88)
7/4-13	If you stand up for yourself its no problem. What about those who don't have confidence to do that? That is why you have gangs – everyone has a role model, you need to think about what your role model would do in that situation. (91,92,93)
7/4-14	What can be done to support those who don't want to be in a gang but feel pressured? Boys will give in easily because they don't want to be seen as weak – girls will say no but boys won't.
7/4-15	Wesley's project at the Mandela Centre is really positive and anti gang. Young people need talks from ex gang members. Some people feel that their only choice is to join a gang. Need to open up their options and opportunities. (100,102,104).
7/4-16	For some people gangs are like your street family. Most gangs start of innocently and then turn into a gang. (108)
7/4-17	There is no way back for young people once they are excluded from school. You need more school time activities for those on permanent exclusion. Those on permanent exclusion are seen by others as being rewarded. Don't give too many privileges to people who are excluded. (111,112,115,138).
7/4-18	Some people think about their future – others don't care and do exams because they are forced to. (123)
7/4-20	Positive role models would help young people realise they need education. (124,125).
7/4-21	Young people need support outside schools. Someone else they can relate to. (129)
7/4-22	There has already been an extensive programme of multi-agency training through LEAP. (142)

7/4-23	There are two areas of gang related activity in City – general gang related issues and core gang groups revolving around organised crime. (143)
7/4-24	There are three main issues: Firstly general issues regarding the vulnerability of young people, secondly groups that would associate themselves with gangs and thirdly the actual gangs themselves. The second group are probably the most alienated and disenfranchised - they don't aspire to anything and have gangsters as role models. (144)
7/4-25	Young people have complex needs – one issue is parenting – discipline is not straightforward and generic. (149)
7/4-26	What seems to be missing is positive male role models (152)
7/4-27	It is clear that young people want external support (155)
7/4-28	Four possible aims for the Commission: <ul style="list-style-type: none"> • For Police and CSP to account to the Commission for their actions • Sharing of information about the risks and threats faced by the communities • Identifying gaps in knowledge, resources and ability to manage risks and threats • Act as advocate to full Council for resources (168,169)
7/4-29	Need to keep parents involved and to talk to them about issues affecting young people (174,175)

3.2 Key points arising from the meeting on 7 May 2009.

7/5-01	It was suggested that there were three issues to consider. These were drugs, parenting and mentoring. It was thought that there was scope for the Commission to consider what the Council might be able to do in respect of parenting support and mentoring. It was also noted that young people had asked for more facilities to do more physical things – such as BMX tracks. (5)
7/5-02	It was suggested that the Commission should try to identify gaps in provision and where more work was needed. (8)
7/5-03	Information provided by the police was that the main gangs were the 38, A1, the young BCT and the BCT. The police were aware of around 20 young people who were potentially involved and mediators were working with them to prevent them from becoming more involved. The Police were identifying individuals who were involved in gangs but the problem was obtaining funding to do this. In some cases funding for counter terrorism was being used.(10,11)
7/5-04	The high risk group was considered to be 14-16 year olds who aspired to be gang members. (12)
7/5-05	It was noted that the Junior Wardens initiative had been very successful but there were cost and resource issues. (13,14)
7/5-06	It was agreed that there was a role for schools and that they

	should be encouraged to act positively to deal with issues. There was a suggestion that initiatives should be targeted towards 7-10 year olds but a feeling by some Commission members that it should be done sooner than this.(15,16)
7/5-07	The Police said that they were considering the use of Anti-Social Behaviour Contracts (ASCs). The Anti Social Behaviour Orders used last year had been very successful because they prevented association. (18)
7/5-08	<p>A Commission member said that he was aware that Children's Centres and the DCSP had done a lot on parenting but as Chair of the Derby Black Parents forum he knew that lots of parents felt out of the loop. They could influence but struggled to know what to do – and some children were under a lot of pressure to get involved.</p> <p>It was felt that parents needed to know what signs to look for - untypical children were now getting involved in gangs and schools now realised there was a problem that they did not originally think they had. (22, 23)</p>
7/5-09	A Commission member asked if there was an anonymous hotline that children could call to get advice about gangs – it was said that they did not wish to contact Crimestoppers. It was agreed by the police that there was a need to look at other access points and that there was work to do on this. (24)
7/5-10	There was a recognised need to train high risk mediators for the future. There were funding issues and it was difficult to find the right people but there was the potential for huge cost savings. (25)
7/5-11	It was suggested by the police that the way forward for the Commission was to understand the issues and set the priorities. (26)
7/5-12	<p>The next steps for the Commission were seen to be:</p> <ul style="list-style-type: none"> • To pursue briefing/training issues for schools and head teachers • Look at what was being done in primary schools • Investigate what was being done to provide mentoring • Investigate setting up area hotlines • Look into the provision of advice for parents and carers.

3.3 Key points from the Commission's meeting on 1 June with Joe Russo and Chris Doyle of Enthusiasm

1/6-01	Enthusiasm is a charity based in Allenton but operating as well in Osmaston, Alvaston, Bolton, Stockbrook, Austin, Sunny Hill and Chellaston. It has close links with the Youth Offending team. Enthusiasm focuses on young people who are at risk of entry into the Criminal Justice system. The emphasis is on providing alternatives for young people who might otherwise offend and end up in the Criminal Justice system. (2,3,4)
1/6-02	Prevention makes most sense as it costs between £52,000 and £120,000 to keep a young person in prison for a year so stopping

	them from offending is the better option. (5)
1/6-03	Enthusiasm projects target young people who are seen to be most at risk. Enthusiasm identifies them and works with them on a one-to-one basis to address issues and deal with them appropriately. (6)
1/6-04	There are many gangs in Derby. They provide young people with a sense of identity, security and belonging – if these do not exist for them young people will try to create them. Music is a common theme. (8)
1/6-05	The A1 gang leaders both came from poor and negative backgrounds and did not have good positive male role models. They took the opportunity to advance themselves through drug dealing etc.
1/6-06	There are lots of big powerful and rich individuals in Derby. Gang leaders become role models to some young people. Gang members feel safe up to the point that it goes wrong for them. Then they feel abandoned. Young people are just gun fodder. (14,16)
1/6-07	Afro Caribbean girls aspire and achieve but boys don't – even those from the same family. (15)
1/6-08	For young people there is a three tier structure in Derby First tier – 10-11 year olds. They are not involved but are aware of gang members/activities and may aspire to join Second tier – the 17-19 year olds who are referred to Enthusiasm. They have a clear understanding of their situation. They know that they need money but don't believe they will get a job. They therefore look for other ways of getting money – options include drug dealing, prostitution, protection and extortion. Third tier – this is top tier. They are into money laundering and large scale illegal businesses – and are making lots of money. (20,21,22,23,24)
1/6-09	The recent gangs conference in Derby shows that lots are being done across the city to address the gangs problem. (28)
1/6-10	There is a need to combat poor parenting. Young people need more positive male role models. There is a need to prepare young people for employment. (29)
1/6-11	What is needed are: <ul style="list-style-type: none"> • More mentors • More youth workers • The involvement of local people • Agencies to work together • More resources for prevention (31)

3.4 Key points from the Commission's meeting with the young people's group at the Madeley Centre on 25 September 2009.

25/9-01	<p>Group members had clear views on the issue of power. They identified respect as being important. They said that an element of fear was necessary for there to be respect but qualified this by saying that the fear could simply be the fear of 'olders' – for example parents.</p> <p>On the negative side the group said that many young people viewed the government (and they included the Council in this) as being negative and not listening.</p> <p>Very interestingly the group said the current level of financial support for what they termed the 'underclass' meant that there was only limited encouragement for them to try to improve their position.</p>
25/9-02	<p>With regards to support for young people, the group repeated their comment that giving people sufficient money for their needs could have a negative effect.</p> <p>The group said that there was a need to move more young people into worthwhile employment and suggested that relatively high levels of benefit had a negative effect on this as they did not encourage young people to exert themselves to move up.</p> <p>The group felt that young people such as themselves were not being given the right chances. They said that they were stereotyped by the government and they felt trapped in those stereotypes.</p> <p>The group considered it was important to give young people self worth.</p>
25/9-03	<p>Territory was seen by the group to be a young person's problem. They said it related to colour and age.</p>
25/9-04	<p>The young people said that they saw government and the Council to be one and the same. The group said they saw government as autocratic and uncaring.</p> <p>Asked about voting the group said that some young people felt betrayed by the government and did not vote. They also made the point that young people did not have a voting education. The group said that some young people did not know why to vote or who they might vote for. They also felt that voting would not change anything. The group suggested that there should be lessons on voting in schools</p>

	<p>Group members said that government did not know what young people wanted or needed and they suggested that young people should be given a bigger role in government with graduates being given places in Cabinet.</p> <p>One group member said that university tuition fees were seen as a significant issue to some young people.</p> <p>Politicians were seen by some group members as having failed to keep their promises and the young people said they needed to be more truthful and realistic.</p> <p>Asked how many of them would want to become Councillors, the group said that the process and role of Councillors would first need to be made more understandable to young people. The group also said that Councillors needed to know more about local issues and they needed more contact with local people.</p>
25/9-05	<p>On drugs the group said that those young people who took drugs did so because of peer pressure and ease of access. Group members said that selling drugs was easy and paid very well.</p> <p>One of the group members highlighted the enormous difference incomes of a young person who was working in the fast food industry and one who was selling drugs.</p>
25/9-06	<p>Gangs – The group said it was about the personal choices that young people need to make and they suggested that the Council should offer support to young people who wanted to rise above the present situation.</p> <p>It was suggested that young people in Derby needed a big safe venue that was seen as neutral ground in which to meet</p> <p>The group said that there would always be fights and disputes between young people and they needed to be allowed to work round things and to develop tolerance and understanding about disagreements. They felt everyone should have a voice and that there must be an element of give and take.</p> <p>Some of the young people in the group were very critical of the way in which other young people who they knew had retained their allegiance to gangs as they got older.</p> <p>The group repeated comments made at other evidence gathering meetings and said that young people needed things to occupy themselves in the evening and at weekends</p>

3.5 Key points from the Commission's meeting with Sharon Squires, Tracy Arnold and Chief Inspector Sumita Gamblin on 27 October 2009

27/10-01	The Multi Agency Gangs Team (MAGT) was by the CSP established in April/May 2009 and its objective is to prevent the escalation of gangs in Derby
27/10-02	<p>The MAGT comprises representatives of:</p> <ul style="list-style-type: none"> • Derbyshire Constabulary • The CSP Youth Offending Service and ASB team • Derby Homes • Derby City Council Youth Service • The Probation Service • The Derbyshire Fire and Rescue Service
27/10-03	<p>The role of the MAGT includes:</p> <ul style="list-style-type: none"> • Referrals • Risk Assessment • Visits to individuals • Intelligence gathering • Intelligence sharing • Conflict mediation • Delivery of the Schools Programme • Diversionary activities <p>The team has links to Operation Redshank</p>
27/10-04	<p>The structure of the MAGT consists of:</p> <ul style="list-style-type: none"> • The Strategic Executive Group which comprises Chief Officers and sets the strategic response and direction of the MAGT • The Gangs Steering Group which is a multi-agency group chaired by the CSP and tasked by the strategic group • The Gangs Community Advisory Group, a gangs specific group which advises and supports the work of the team
27/10-05	The gangs referral form enables the sharing of information between the different agencies.
27/10-06	The Weapons Amnesty was very successful with 72 firearms and 200 knives being handed in.
27/10-07	Part of the task involved working to reduce the number of disaffected young people. CSP were looking at different ways of doing this but there were funding issues associated with delivering it through the CSP and a better option might be to deliver it through Derby services.

27/10-08	The MAGT was struggling with the current work load. A lot of work had been done but there was still a big challenge for the City.
27/10-09	Kadeem Blackwood's death was the first murder of a young person on the street in Derby. The community had been very shocked by the murder. It was essential to avoid a situation, such as had occurred in Nottingham, and where a series of subsequent murders had resulted.
27/10-10	The main issue facing the CSP was one of finance. The Commission were told that community safety does not feature as a budget pressure in the current budget projections and that without funding the CSP and the Police will have to cut back on what they did.
27/10-11	Recent successes hide the fragility of capacity that exists to provide diversionary activities. It is important there is the capacity needed to cope with the full range of demands posed by the young people who were referred. The young people are at different levels. They need different types of activity and there is not enough appropriate prevention.
27/10-12	Young people need compulsion to take part in diversionary activities. This is currently missing and there needs to be a way of making the process work.
27/10-13	A number of funding streams will come to an end in 2011 and this will significantly impact on the ability of the CSP to deliver the necessary services.
27/10-14	The capacity issues facing the police and the CSP needs to be assessed. The Police consider there is a need to do more work in the community.
27/10-15	There is a need to work more closely with schools.
27/10-16	There is a strong link between the gangs issue and the neighbourhood agenda.
27/10-17	Young people need a sense of belonging and this is why they join gangs. If a gang took hold of a neighbourhood, young people in the area often felt that they had to join. Young people have needs and if these are not met by family and friends, there is a danger that gangs will provide them.
27/10-18	There is a need to get young people to get them to talk to the police about gangs in situations where there were threats or implied threats against them and their families that dissuaded them from talking about what they knew.

27/10-19	It would be useful for MAGT members to speak to Neighbourhood Boars and Forum members about what was being done to address the gangs issue and about the gangs referral forms. However there would be capacity issues in doing this.
27/10-20	There is a need to look at developing a multi agency approach to ASB intelligence gathering. Some young people who were involved were not actually committing offences but they were egging others on. There was a need to do this and a lot more, but resources were stretched and there was no funding for the group.
27/10-21	It was noted that if the issues of gangs was raised in some areas there would be little concern as the area was not currently seen as having a gangs problem. However it was considered important to raise those concerns now in order to prevent a problem from occurring.
27/10-22	It was important to give residents the information they needed to understand the current picture and to counter balance the media response to the verdict in the case of the Kadeem Blackwood trial.
27/10-23	The City has got the structure in place to deal with the gangs issue but it lacks capacity to take forward the work that was required and this is a funding issue.
27/10-24	The LEAP programme is gang specific. This has been run once and was now ready for a re-launch, however this would require co-ordination and a person to deliver it, and the capacity to do this does not exist.
27/10-25	There can sometimes be family issues associated with gangs and the CSP is looking at links with groups and families.
27/10-26	These concerns of the public need to be addressed to avoid future problems.
27/10-27	Gangs present a challenge to community leadership but it was considered that community leaders exist

4. Actions to address Derby's 'Gang Issues'

16. There is a wealth of information available from the government, other local authorities, the police and voluntary bodies on the ways in which gang related issues can be tackled. Some of this information was identified by the young people's representative who contributed to this review and whose research is summarised in Appendix A of this report

17. Comprehensive advice on the subject of gangs is available from the Home Office in the form of their publication 'Tacking Gangs – a practical guide for local authorities, CDRPS and other local partners. Copies of this guidance are available from the Home Office website via the following link:

<http://www.crimereduction.homeoffice.gov.uk/violentstreet/violentstreet012.htm>

18. The Home Office guidance includes sections on:

- Understanding your partnerships' gang problem
- Planning your partnerships' response
- Preventing gang membership
- Devising exit strategies
- Targeting gang members
- Reassuring your community

19. The evidence provided to the Commission by the Community Safety Partnership and Derbyshire Constabulary illustrates the depth of understanding of the problem by these agencies and the extent to which they have committed resources to resolving gang issues in Derby. The extent of this involvement was further illustrated by a trawl of the Derby Evening Telegraph website in August 2009 which identified the following actions that have and are being taken in Derby to address the gangs issue:

- The issues of leaflets in Allenton and the Austin Estate warning people that the Police will take action against gang members.
- A grant of £70,000 from Lloyds TSB to Jobs Education and Training (JET) which is to be used to help young people at risk of becoming involved with gangs. (26 March 2009)
- A Police boxing initiative, Ozbox, run at Grampian Primary School by Police officers in their spare time, and aimed at reducing nuisance and criminal behaviour by children at the school. (4 April 2009)
- A six month order giving the Police powers to move and separate groups of young people brought into force around Sinfen, Sinfen Moor and Sunny Hill. (24 April 2009)
- Appointment of Chief Inspector Sunita Gamblin as officer responsible for Derby's 25 Safer Neighbourhood teams and officer in charge of the newly formed Guns and Gangs Prevention Team. (2 May 2009)

- Condemnation by Derbyshire MP Judy Mallaber of the Bebo social networking website 'pick your gun' survey. (11 May 2009)
- A one off grant from the government to Derbyshire Constabulary to be used to support the Force's strategy to stop children getting involved in gangs. (27 May 2009)
- A special Police task force to warn primary school children about the dangers of joining gangs. (3 June 2009)
- A 'break dancing' initiative aimed at young people which the organisers hoped would help children to express themselves. (8 June 2009)
- A spin-off from Operation Redshank targeted at young people who are involved in public order offences and anti-social behaviour and which involves searching some of those stopped for weapons and drugs. (1 July 2009)
- The establishment of Youth Forums in Allenton, the Austin Estate and Sinfen aimed at steering previous gang members away from the gang culture. (22 August 2009)
- A march by representatives of the Men of Black Ancestry through what are seen to be possible problem areas in Derby and aimed at showing young people that they can make a success of their lives. (24 August 2009)

(Note: The dates shown above are the dates that the articles were published.)

20. From the evidence provided to the Commission it is apparent that the Community Safety Partnership and the Police are fully aware of current best practice and are doing everything practicable within the resources available to them to address the gang issues in Derby.

21. A more general internet search also resulted in a mass of information about gangs, the reasons why young people join gangs, and how this might be prevented.

22. Three internet articles were seen as being of particular interest to this review and these were:

1. An article from the University of Leicester's eBulletin on Gang Culture by Kate Broadhurst the Head of Perpetuity Research and Consultancy International, a spin out company of the University. This is reproduced in Appendix B
2. Comments on tackling gangs made to Communitycare.co by John Pitts, Professor of Socio-Legal Studies, University of Bedfordshire, Professor Simon Hallsworth, Director of the Centre for Social Evaluation and Research, London Metropolitan University, and Andy Newsam, Gangs and Weapons Strategy Manager at the Youth Justice Board. This is reproduced in Appendix C
3. Comments made by Dr John Sentamu, the Archbishop of York, on 'guns, knives and gang culture' in August 2007.

23. Kate Broadhurst's article confirms information already given to the Commission by the police and other witnesses about gang structure and the reasons why young people join gangs. Helpfully she differentiates between Peer groups, Gangs and Organised Criminal Groups. The article also summarises actions taken by various agencies across the country to stop people getting involved in gangs.

24. John Pitts, Simon Hallsworth and Andy Newsam each have a somewhat different view on tackling gangs and gang related issues. However John Pitts and Simon Hallsworth both agree that there is a need to protect and support vulnerable young people in areas where gangs are prevalent. John Pitts suggests that local authorities are often large employers and can use their leverage to open up internships and apprenticeships for young people who are at risk. Simon Hallsworth says that 'life chances at the bottom just aren't there' and points out that two jobs can be provided for the £40,000 that it costs to send one person to prison for a year. He says that if young people are already in groups they should be dealt with in groups and asked to come up with projects to 'get them involved in their own resurrection.' Andy Newsam recognises the work being done by the Youth Offending Teams (YOTs) and emphasises the need to support younger children who may be caught up with gang violence.

25. Dr Sentamu's comments are characteristically straightforward and hard hitting, he says:

'Parents must shoulder the responsibility for where their children are, who they are with and what they are doing. The state cannot do this and nor should it be expected to. We cannot at the same time complain about a "nanny state" or a "big brother society" and then expect the state to raise our children. It is not the primary responsibility of teachers, social workers or probation officers to teach values, distinguish between right and wrong, or to provide a moral compass to our young people. Each of these groups can play their part in assisting or supporting parents but they cannot replace them.'

26. He then goes on to say:

'What must be avoided are the politics of fear that take the truly tragic deaths of a number of young people and creates an all consuming moral panic which pressurises politicians to adopt short term tactics to reduce gun crime by increasing streetlights, promoting video surveillance, putting more police on the streets and ever longer sentences upon perpetrators. The other danger is that we succumb to the BSE mentality of Blame Someone Else. The cure to this malady is taking responsibility for our actions or non-action.'

Dr Sentamu concludes by saying:

'So we the people of the United Kingdom, and particularly parents, need to give our young people the reasons and values that lead them to turn away from the gun that is offered, from the knife that is held and from the gangs

which seek them. It is only at this point that all the support which can be offered will make any difference. The responsibility is ours and working as a team each achieves more.'

5. Conclusions

27. The evidence considered as part of this review leads to the following conclusions:

1. There is a significant gang culture in Derby which affects many areas of the City.
2. Some areas of the City are not significantly affected by gangs but they still need to understand the situation in order to prevent future problems.
3. Gangs are territorial by nature and there is a strong consequent link with the Neighbourhood agenda.
4. Young people join gangs for a variety of reasons some of which are:
 - For territorial reasons
 - To protect their area
 - For personal security
 - For companionship and a sense of belonging
 - For financial reasons
 - For respect, self esteem and recognition
 - Because of a lack of parental guidance and support
 - Because of peer pressure
 - Because successful gang members may be seen as male role models
 - Because they aspire to succeed and the gang offers an opportunity to do this
 - Because they have nothing else to do
5. Not all young people, even those in 'high risk' areas and environments, aspire to be gang members
6. The Police and the CSP and other responsible agencies are very aware of the situation in Derby and are taking action to address it
7. The CSP and the Police have a heavy gangs related workload but are hampered by a lack of resources and capacity. This problem may get worse if current funding streams are not replaced in 2011.
8. Community safety does not feature as a budget pressure in the current budget projections. Without an appropriate level of funding the Police and the CSP will have to cut back on what they do.
9. Effective enforcement is essential but proactive action which offers vulnerable young people an alternative to gang membership is equally important
10. There is a need to provide appropriate diversionary activities for young people who have been referred because of gangs issues. However there is limited capacity to do this
11. Young people take drugs because of peer pressure and ease of access. Drug selling appears to some young people to offer a way of making lots of money very easily.

12. If young people feel that they cannot advance they have no reason to try
13. Poor parenting results in a lack of respect by the children of those parents. Young people said that respect requires an element of 'fear'
14. Many young people want the chance of worthwhile employment but there are limited opportunities for those young people who are most at risk.
15. Some young people felt that they were stereotyped by the government (and the Council). They felt trapped in those stereotypes and that they were not being given the right chances.
16. Some, possibly many, young people see the Council as negative and disinterested. They have no knowledge of what it does or how they may influence their circumstances and/or their future.
17. Young people want things to do that are satisfying, compatible with their age, and accessible in terms of venue and cost. These would provide an alternative to gang related activities.

28. The evidence that the Commission has heard confirms that the Council, the Community Safety Partnership, the Police and their partners are well aware of the gangs issue in Derby and are taking comprehensive action to address it. This is clearly illustrated by the establishment of the Multi Agency Gangs Team and the work that it has done since it was set up.

29. However it is apparent to the Commission that the actions which are being taken by the CSP and its partners or that it is wished to take, are hampered by a lack of resources. The Commission has been advised that the current situation is likely to get worse when existing funding streams are closed down in 2011.

30. The Children and Young People Commission has no particular expertise in dealing with gang related matters and can therefore offer little in the way of practicable recommendations for improving upon the initiatives that are already in place.

31. The Children and Young People Commission is however in a position to comment and make recommendations on the resource/funding situation that has been reported to it, and, whilst the Commission may have no expertise in dealing with gang related issues, its members are all very aware of the situation in their wards and areas and can offer comments and recommendations based on that knowledge.

32. As a result of this review Commission members now consider they are in a position to make some recommendations to address:

- a) the problems of funding/resources reported by the Police and CSP, and;
- b) matters such as the provision of facilities, services and activities and which, if implemented, would give young people:

- Targets to aim for

- A sense of self esteem and achievement
- Respect for themselves and within their peer groups
- A sense of companionship and belonging
- Guidance, support and advice on a range of issues
- Improved chances of gaining worthwhile employment.
- An understanding of local democracy and of how they might influence the decision making processes of the Council

33. The recommendations in the following section of this report are proposed with these aims in mind.

6. Recommendations

Recommendation 1.

34. The Commission is concerned that work to address the gang culture in Derby is not apparently seen as a budget pressure by Council Cabinet.

35. The Commission recommends that Council Cabinet should ask for detailed information from the Derby Community Safety Partnership and the Police on:

- a) Their current anti-gang activities and their work plan for the coming budgetary period
- b) The cost of continuing to deliver the current anti-gang activities and the estimated cost of completing the work plan
- c) The likely implications of not continuing the current anti-gang activities and of not completing the work plan
- d) The likely impact on Derby and its residents/economy of not continuing the current anti-gang activities and of not completing the work plan

36. The Commission further recommends that Council Cabinet should give full consideration to the likely effect of reducing funding for anti-gang work in Derby and that any reduction in the Council's support for such activities should not be made without a full appreciation of the likely effects of such action.

Reasons

37. This report illustrates the breadth and depth of the work that has so far been done by the Community Safety Partnership, the Police, and their partners to address the gangs issues in Derby. This work has so far been very successful but the Commission considers that those gains which have been made are likely to be lost if there is no funding provided to continue and expand upon the work.

Recommendation 2

38. That the City Council should support, publicise and part sponsor an event, similar to the Liberation Day event, which would be open to all Derby young people and at which they would be able to:

- Meet with elected members and find out about Derby's political parties
- Find out how to register to vote
- Get advice on employment, training and education
- Find out about activities for young people and discuss activities they would like to be provided in Derby
- Meet with Derby employers to find out about employment opportunities and employers requirements
- Be entertained – there would need to be a programme of entertainment throughout the event. This should be provided by Derby young people
- Meet friends and other young people from across the City

39. It is envisaged that although the event would be supported by the Council it would be organised by young people drawn from groups such as School Councils, Youth Clubs and other Youth Organisations with which the Council already has links. Derby University, Derby College and local business would be asked to sponsor the event. There will be a significant cost in providing the event but when considering this it should be remembered that it costs around £50,000 to keep one young person in prison for one year

40. It is suggested that the event could be combined with a Jobs Fair, that the local political parties, the university, college, local businesses, clubs, charities and other organisations could have stands and staff able to give information to the young people. It is also envisaged that the event would be supported by all the Council's elected members.

41. The event could usefully include a scheduled debate with Council Cabinet members and one aim might be to develop a charter of understanding between the Council and young people in from Derby in the 14-21 age range.

Reasons for the Recommendation

1. To demonstrate Derby's recognition of the importance of the City's young people
2. To address issues that have been expressed to the Commission by young people who have given evidence to the review
3. For elected members to meet with young people and to hear their views on the issues which affect them
4. To provide an opportunity for young people to input into a strategy aimed at helping and supporting them
5. To provide advice guidance and information to young people on career and life choices
6. To hold a high value, worthwhile and enjoyable event that will serve to counter the adverse publicity and opinions associated with recent events in the City involving young people.

Recommendation 3

42. That the City Council should take steps to offer structured, graded and assessed work experience for Derby young people with the Council in all departments

Reasons for the Recommendation

43. As one of the largest employers in Derby and Derbyshire the Council is in a unique position to offer work experience and the internships referred to by John Pitts. By doing so the Council could provide young people with an opportunity to experience working in a large and diverse organisation, and this will be of benefit to their CV's. The Council will benefit from a fresh look at its processes and should the young people subsequently apply for positions within the Council, it will have some idea of their capabilities and they of what it is that the Council does.

Recommendation 4

44. That the City Council should involve young people more fully in the Council's decision making processes

Reasons for the Recommendation

45. Since January 2009 the Children and Young People Commission has been in the practice of inviting young people's representatives to its Commission meetings. This has added an additional dimension to the scrutiny process. The young people have provided some valuable inputs to the Commission's deliberations and have at times surprised members with their grasp of what was being discussed. It would be a relatively easy task to extend this approach to other scrutiny meetings and there would seem to be no reason why the views of the young people might not be sought by Cabinet when they come to consider matters of importance to Derby's young people.

Recommendation 5

46. That the City Council show take further action to provide young people with easy access to information about voting and representing their communities.

Reasons for the Recommendation

47. Some young people told the Commission that they did not know what the Council did, or how, or why, they should vote. If the Council wishes young people to take a more active role in the governance of the City it is essential that they understand the democratic process and are aware of how they can cast the votes to which they are entitled.

Appendix A

This document was prepared for the Commission by a young person who had given evidence to the review and who subsequently spent some time on a work placement with the Overview and Scrutiny team

Gang issues

48. Twenty six young people were killed in gun or knife crime in London in 2007. Many people are putting the blame on gangs. So the question is why are so many people interested in joining gangs today?

49. Peer pressure and wanting to look 'bad' are two of the reasons, but during our investigation, one thing seemed to stand out. Young people are searching for some kind of family unit.

50. Chris Saed is a youth worker at Sulgrave Youth Club, a place that gives young people something to do during the weeknights and keeps them from falling into things like gangs.

51. "I think what gangs offers you in comparison to a family are security and protection. Being in a gang means you always have someone watching your back, and people that feel they don't have that protection and support at home will look elsewhere for it.

52. Michael Lewis is another youth worker. "There are many reasons to why young people get into gangs. The main reason is just to have friends. Peer pressure can lead people into a situation where there is a need to feel like you belong to something. It can seem like a family, not all families are good though, but some are. It depends on what your gang does. You could be in a gang that helps old people across the road. A youth club is a gang, but not a negative one."

53. Once you're in a gang it can be hard to break free. But 22-year-old Kemar did. "At the time I was a kid, a gang was just being bad, troubling people, not to the full extent of stabbing someone but obviously harming them. Punching or kicking them; belittling them in front of people.

54. "We didn't have guns or knives. We were actually scared to use knives. It was only the few that used knives to make a big point, and this isn't going back too long ago. But we were scared most of the time. We weren't really troublemakers we were just doing it to fit in.

55. "I doubt gangs will fade away. People always want to fit in and even if it's in the bad or wrong crowd or the right crowd, people just want to fit in.

56. "A friend of mine is in prison, He's older than me but he's in a gang and he's still got that gang mentality. I managed to get out, but he stayed in, and

now he's in prison for stabbing someone and really truly it was over nothing it was over a status. The guy said 'oh I'm badder than you, he's badder than you' so he stabbed him. Now that's it. His life is screwed up, if he comes out now he can't get a job, he can't have a proper life he's going to be trapped for the rest of his life.

57. "If any young person came to me for advice, I'd just tell them don't go into a gang. Seriously, gangs are just not worth it. Because when you reach my age you won't have anything to look back on, or have nothing to live off. You won't have education you won't have a job, you won't have money, you will be constantly on job seekers allowance, and I know how much that is; that's £90 every two weeks and that's ridiculous."

58. It seems that gangs come in different shapes and forms and not all are bad. Some are there to support and back up kids and teens like families. But choose the gang you pick carefully because you could be getting yourself into a sticky situation

59. Gangs in the United Kingdom are gangs which are or were active in the cities and towns of the United Kingdom. The true definition of the word *gang* in the UK is somewhat ambiguous but is usually used by the British media as a comparison to the street gangs of the United States.

60. Almost three quarters of all gang related organised crime in cities alone, particularly gun crime is allegedly centred around London, Birmingham, Liverpool, Leeds, Bradford, Bristol, Nottingham, Glasgow, Edinburgh and Manchester.

61. On 28 November 2007, a major offensive against gun crime by gangs in Birmingham, Liverpool, London and Manchester led to 118 arrests. More than 1000 police officers were involved in the raids. Not all of the 118 arrests were gun related; others were linked to drugs, prostitution and other crimes. Home Secretary Jacqui Smith said it showed the police could "fight back against gangs".^[1]

62. Leicester has had a rapidly developing gang culture, particularly in recent years. The areas most badly affected including Highfields, Beaumont Leys, Anstey, and Thurmaston and in New Parks

63. Increasingly, Britain's street gangs are becoming more and more aligned to America's Crips and Bloods.

Birmingham

64. The 1980s saw gang culture grow in Birmingham, which came about mainly in the late 1970s. Most of the gangs in Birmingham are ethnic gangs which came about to protect their communities against far-right parties such as the National Front, but as multiculturalism in the city grew rapidly and far-right parties subsided the gangs turned to crime and deviance. Although the Birmingham gangs have a history dating back to the 1970s, most were not 65.

brought to the public's attention until New Years Eve, 2003, when a high-profile drive-by shooting in the Birchfield area (in the Aston ward of Birmingham) claimed the lives of two teenage girls, Letisha Shakespeare and Charlene Ellis.

66. The riot in the Lozells area of Birmingham October 2005 saw black and Asian gangs clash on a large scale. This was due to an unfounded rumor that several Asian men had gang raped a black girl which sparked the violence. The violent clashes in the volatile area of Lozells claimed three lives and scores of injuries, the riots brought about alliances between gangs of the same ethnicity which were previously unthinkable, such as the alliance between the Burger Bar Boys and Johnson Crew.

Bristol

67. In 1998, six members of the Aggi Crew were imprisoned after being found in possession of over £1 million worth of crack-cocaine.^[9]

68. There were raids across the city which was the latest phase of Operation Atrium, launched in 2001 to clamp down on drug-related crime in Bristol by disrupting organised gangs. More than 960 people have been arrested in the past 18 months.

Liverpool

69. Street gangs in Liverpool have been in existence since the mid-19th century. There were also various sectarian 'political' gangs based in and around Liverpool during this period.^[11] Dr Michael Macilwee of Liverpool John Moore's University and author of *The Gangs of Liverpool* states, "You can learn lessons from the past and it's fascinating to compare the newspaper headlines of today with those from the late 1800s. The issues are exactly the same. People were worried about rising youth crime and the influence of 'penny dreadfuls' on people's behavior. Like today, some commentators demanded longer prison sentences and even flogging while others called for better education and more youth clubs."

70. In the early 1980s Liverpool was tagged by the media as 'Smack City' or 'Skag City' after it experienced an explosion in organised gang crime and heroin abuse, especially within the city's more deprived areas. It has also been suggested that distribution networks for illicit drugs within the UK and the Republic of Ireland, even allegedly some Mediterranean holiday resorts are today controlled by various Liverpool gangs.

71. A report in the *Observer newspaper* written by journalist Peter Beaumont entitled *Gangsters put Liverpool top of gun league* (28 May 1995), observed that turf wars had erupted within Liverpool. Official Home Office statistics revealed a total of 3,387 offences involving firearms had occurred in the Merseyside region during a four year period between 1997 and 2001. It was revealed that Liverpool was the main centre for organised crime in the North of England.

72. In August 2007 the ongoing war between two rival gangs caused nation-wide outrage, when innocent 11 year old Rhys Jones was shot in the neck and died in his mother's arms in the car park of the Fir Tree pub in Croxteth Liverpool. ^[18] On 16th December 2008, Sean Mercer was convicted of the murder and ordered to serve a minimum tariff of 22 years by trial judge Mr. Justice Irwin.

London

73. On 21 February 2007, the BBC reported on an unpublished Metropolitan Police report on London's gang culture, identifying 169 separate groups (see Ghetto Boys, Hawkubites, Peckham Boys, Tamil Snake gang, Yardie, and Younger Green Mandem), with more than a quarter said to have been involved in murders ^[20]. The report stated that "the largest number of gangs are in Hackney, east London (22 gangs); Enfield in north London (13); Lambeth and Merton in south London (12 gangs each); Waltham Forest in north east London (11) and Brent in North West London (11). Criminologist Dr John Pitts, from the University of Bedfordshire, said: "There are probably no more than 1,500 to 2,000 young people in gangs in all of London, but their impact is enormous." The figure quoted by Professor John Pitts has no method and it is not known whether he did actually say this as its source is a BBC news article.

74. Modern street gangs have been in existence in London as far back as the 1980s although at first they were seen as a sub-culture much like others at the time which included punks, Rasta's and football hooligans. It is increasingly likely that most gang members in London will come from ethnic minority communities as the youth population is increasingly diverse, with nearly 80% of school pupils in Inner London from an ethnic minority background. In the London Borough of Tower Hamlets, the majority of the gangs are Bangladeshi, it is estimated that there are alone there are 2,500 Bengali youths affiliated to one of the many local gangs, and that 26 out of the 27 gangs in the area are Bangladeshi.

Manchester

75. The first recorded gangs in Manchester were "Scuttlers", who became prominent amongst the slums during the second half of the 19th Century, but had mostly disappeared by the beginning of the 20th century. In the mid 1980s, a growth in violence amongst Black British youths from the west side of the Alexandra Park Estate in South Manchester and their rivals, West Indians living to the north of the city, in Cheetham Hill began to gain media attention. The city has sometimes been dubbed in the media as 'Gangchester' and 'Gunchester'.

76. The gang wars in Manchester first gained national media attention in the Guardian newspaper on 7 June 1988. In the article, Clive Atkinson, deputy head of Greater Manchester Police CID said, "We are dealing with a black mafia which is a threat to the whole community"

77. The gang culture has spread into many deprived areas in South Manchester in recent years. A gang-related crime occurred on 9 September 2006, in Moss Side, where Jessie James, a 15-year old schoolboy was shot dead in the early hours of the morning. His shooting is said to have been the result of a mistaken identity for a rival gang member. Up to this day his murderer has not been found.

78. In April 2007, eleven members of the Gooch Gang were found guilty of a number of charges ranging from murder to drugs offenses. The Gooch Gang had a long-standing rivalry with the equally notorious Doddington gang. The Gooch gang operated with a tiered structure. On the top were the gang's leaders, Colin Joyce and Lee Amos, and below them were members controlling the supply and distribution of drugs to the street dealers at the bottom. The gang was earning an estimated £2,000 a day, with street dealers allowed to keep £100 a day for themselves. Since 2004 when Joyce and Amos were sent to prison on firearms charges, there was a 92% drop in gun crime in Manchester.

Why Young People Join Gangs and What You Can Do

79. As parents, teachers, school administrators and mentors, it's important we have as much insight as possible to understand why young people today might be interested in joining gangs so we can be better equipped to speak to our children. The following is a compilation of articles that address some critical issues, including:

- Understanding Why Your Children Might Join Gangs
- General Reasons For Gang Membership
- Personal Reasons for Gang Membership
- Characteristics of Gangs
- Gang Recruitment Tactics
- Consequences of Gang Involvement
- Early Warning Signs
- What You Can Do
- Gang-Fighting Tips
- Parent and Teacher Intervention
- Helping Your Child Resist Gangs
- How To Discourage Them From Joining A Gang
- Gang-Free Homes

Try to Understand Why Your Children Might Join Gangs

80. Many times children feel they have no choice. They may prefer to not become a gang member but they cannot see any other way to avoid the situation. Children may be living in fear on a daily basis and see joining a gang as a solution to problems. The pressure to join a gang may be very strong. Parents must provide children with a safe loving home environment plus help them get to school safely. It is also the parents' responsibility to see that school is a safe place to learn and play.

81. Children may join a gang as a means of protection from rival gangs. Children may view their neighbourhood gang as a solution to the torment and threats from other gangs. Parents must work to see that the neighbourhood is safe place for their children to play, learn and live. Parents need to work together to monitor children and provide law enforcement with information to help keep the neighbourhood safe. If children get into trouble with law, parents must let their children suffer the consequences for illegal behaviour. Protecting children from the law does not teach responsibility.

82. Children often choose to join gangs if their friends or family members belong. In order to "fit in" with other gang members, children may also begin to wear certain colours or other types of clothing associated with gangs. They may wear distinctive hairstyles, use gang terminology, and get involved with gang activities. If a parent notices any of these indicators it is a signal that the child is interested in a gang or has already joined.

83. Children often have unsupervised time. If this becomes excessive, children will search for something to do to prevent boredom. Gang activities can fill the excess time. Parents should be involved in coordinating and sponsoring activities for their children. More activities and parental involvement will decrease the strength a gang has in the neighbourhood. Parents should form community groups that are willing to supervise children's activities. It is also important to know where your child is at all times. Make them accountable for their time and actions.

84. Gang activities appear exciting to children. Children, especially teens, like to take risks. Gangs provide many opportunities to take risks and find excitement. Make sure your children are involved in sports, clubs or other activities that provide healthy risk taking opportunities. Get children involved with community work to help make neighbourhoods safe.

85. The appeal of obtaining money fast can be overwhelming for children. We live in a society that advocates immediate gratification at any expense. Gangs are involved in drugs and other criminal activities that give children opportunities to get money quickly. Children may be offered more money for delivering a package or being a lookout than their parents can earn in a week. Children must understand the risks and realize that consequences will be enforced. They must also realize that they are being used by older gang members who do not want to get caught.

86. Teach your children to have pride in their accomplishments and to legitimately earn money. Parents must encourage the system to be consistent and to support the legal system. Report related activities to the police. Encourage children to stay in school in order to be qualified for a job. Give children responsibilities around the house, encourage work ethics and encourage children to seek jobs in the community.

87. Children who feel valuable and important in the home will feel more comfortable with others. Parents need to teach children how to share, compromise and take turns, how to listen to what others have to say, and how

to be a group member. Since the gang may be the most active organization in the neighbourhood, parents must provide the opportunity for participation in youth organizations and athletic teams in order for children to practice group skills. If organizations do not exist in the neighbourhood, parents must be willing to get involved to manage them. Also, set a good example for your children when you participate in group settings.

88. Children may feel that they do not have a sense of purpose in life and seek gang activities to reinforce their self-esteem. Parents must strengthen children's sense of purpose by setting expectations for their personal behaviour. Expect your children to have respect for others, to obey authority, to be honest and to do one's best. Help children set realistic goals so they feel a sense of accomplishment. Challenge your children to expand their interests. Work with the school to determine what opportunities are available for children. Keep communications open with school authorities and teachers.

89. Children may join a gang to retaliate for personal injury or damage to friends or family. Parents must develop a support group in the community that can deal with children's sorrow or frustration. If necessary there are agencies and school employees who are capable of helping children to deal with these feelings of anger.

General Reasons for Gang Membership

90. The primary age group of gang members ranges generally from 13 to 21 years. Interviews of gang members indicate that joining a gang is seldom understood by the gang members themselves, but can vary from brotherhood to self-preservation as listed below.

1. Identity

91. Gang members cannot achieve an identity in their environment, so they gain it in the gang culture. They often visualize themselves as warriors against the outside world, protecting their neighbourhood.

2. Protection

92. Joining a gang in a community with several gangs offers considerable protection from violence and attack from rival gangs.

3. Fellowship

93. Studies indicate that a tight family structure is lacking in the home environment. Gang activity offers that closeness, that sense of family that is often lacking in the home.

4. Intimidation

94. Membership can become very dangerous at this level of "recruitment." New members are forced to join by threats, violent beatings, and initiations in order to increase membership.

95. No ethnic group or geographical location is excluded. Unlike gangs in the

past, we are seeing mixed ethnic and socio-economic groups making up gangs. There is an on-going struggle for territorial control and the lucrative drug market among gangs in our community. School personnel, parents and community members need to be aware of these dynamics in their schools, homes, and in the community at large.

Personal Reasons for Gang Membership

96. There are a variety of personal reasons for young people joining gangs.

97. These include: the excitement of gang activity, the need to belong, peer pressure, attention, financial benefit, family tradition, and a lack of realization of the hazards involved. This also is a way students with poor self-concept increase their self-esteem. These young people seek to attain recognition for their activities, whether criminal or not. Gangs supply that extra pat-on-the-back that they might not receive at home or at school.

98. Parents need to be aware of what's going on in their child's life. If young people cannot communicate their concerns and problems to someone significant at home or at school, they could make a negative decision to join a gang, which would affect them for the rest of their lives.

Characteristics of Gangs

99. Characteristics in gang behaviour can range from a poor general attitude to clear-cut personality disorders that can at times parallel the criminal mind. Caution is wise when thinking one can place all gangs into one behavioural category.

100. A gang member on his/her own "turf" in school or in the community may be openly hostile. Outside the turf, the gang member may seem likable, open and friendly. But he/she has his/her own code and sense of fairness and can easily turn on one when the code is violated. This can often result in sudden noncooperation, or worse, violent retaliation.

101. The gang member is a good con artist and can easily manipulate his/her environment as it suits his/her needs. Appearance can be very deceiving. But, a gang member can also display poor internalizing skills, be chronically angry, resentful of authority, and can be an accomplished liar.

102. The more violent gang member can be callused, remorseless, lack realistic long-term goals, be prone to easy boredom and have poor impulse control.

103. Today in many mature, modern criminal street gangs violence is often a means to an end. Material profit, through drug trafficking and other criminal activities, is the prime objective.

104. Studies in modern gang behaviour indicate that violent gangs have a strong capacity to deal with fear and are therefore not easily intimidated by

authority. They have cut fear off. They experience excitement at every stage of a crime, are concrete thinkers, have little interest in responsible performance or a display of ownership.

105. They consider themselves basically decent human beings, and therefore justified in what they do. Each gang member wants to be in charge, but often has poor leadership skills, is chronically angry and defensive, cannot be structured or do tasks for a protracted period of time.

Gang Recruitment Tactics

Gangs pressure kids into gangs by using the following methods:

- Peer pressure, offer protection.
- Threaten safety of friends or family members.
- Offer money for what appears to be simple activities.
- Challenge kids to take risks.
- Attend parties where gang related activities are occurring.
- Family members already belong to a gang.

106. Consequences of Gang Involvement

Short Term:

- In trouble with the law
- Drop out of school.
- Withdrawal from family.
- Risk of injury in a "jump-in" by your own gang.
- Drug trafficking/weapons.
- Involvement in "dirty-work."

Long Term:

- Lose opportunity for education and employment.
- Spend time in jail or prison.
- Possibility of losing family and friends.
- Risk of personal injury.
- Risk your own family's life.
- Endless amounts of threats, assaults and drive-by shootings.

107. Early Warning Signs

Graffiti is a clear marking of territorial boundaries which serves as a warning and challenge to rival gangs. It is also used to communicate messages between gangs.

108. Youth hanging out around public parks, high schools, fast food stands, convenience stores and other hang outs for teenagers. Frequent use of public phone booths by people who actually receive calls there.

109. Increase in crime - Gang related acts such as vandalism, assaults, burglaries, robberies, and even random drive-by shootings.

What Can You Do?

1. Get involved!

110. Become aware of what's going on in your neighbourhood and community. When incidents occur such as vandalism, loitering and drug activity, report them to the police immediately.

2. Get rid of Graffiti!

111. Graffiti serves as a territorial marker to gang members. When you see graffiti on block walls, houses and sidewalks, report it to law enforcement officials, and remove it immediately, after taking photographs.

3. Parental Intervention

112. Be aware of changes that occur with your children such as dress changes, selection of friends, truancy, violence and disregard for persons or property. Also be aware if your child has purchased new and expensive items or if your child has extra money that cannot be accounted for.

113. Changes in behaviour and dress can be a normal part of adolescence or an indication of inappropriate identification and association. Know the difference by being an involved parent.

114. Parent, neighbourhood and law enforcement involvement is the only way gang activity will be curbed. Remember, this is your community--not that of the gangs!!!

Gang-Fighting Tips

115. A single call to local officials has minimum impact. To be really effective, have everyone in your neighbourhood call your representative or proper authorities.

116. If you're worried about gang retaliation, keep in mind that calls to local government offices and police can be made and kept anonymous.

117. Police do not usually ask for your name and address unless you are a victim or a witness who wishes to testify. If you give your name and address to the police for one of these reasons and you are hesitant to have the police come to your home, inform them at the time of the call. Be sure to make this very clear to them when you call. Remember, gangs will continue harassing and threatening the community until you put a stop to it.

Enthusiasm

Enthusiasm is a voluntary/community organisation, set up in 1992 and a registered charity.

118. Enthusiasm delivers projects, working with 11 to 18 year olds who are most at risk of offending and social exclusion. Joe Russo, the founder and

119. Chief Executive of Enthusiasm, talks about what the organisation offers communities...

120. "The vision of Enthusiasm is to provide opportunities for young people to fulfil their true potential; reduce anti-social behaviour and reduce the risk of young people entering into the Criminal Justice System.

121. We have developed our work over the last eight years with the Derby Community Safety Partnership, which has led to the project s expanding across the City of Derby and more recently have commenced work on the Clifton Estate in Nottingham.

122. Because of its positive impact, Enthusiasm were finalists in the National Charities Award 2007, an awards programme that spotlights exceptional performance.

123. Young people get involved through agencies, schools and local housing officers. The project continually develop links with local communities and parents and has been recognised both locally and national for its success. Enthusiasm aims to continue to expand where there is a need."

124. Specific geographical areas we currently work in are:

Derby
Osmaston/Sinfin
Allenton/Boulton
Alvaston
Stockbrook
Mackworth
Morley Estate
Chellaston

125. The service which is delivered by Enthusiasm integrates into Neighbourhood working and links closely with the police, Housing Managers, parenting support organisations, youth organisations, Connexions, local businesses, schools and general organisations working within the locality, this is in terms of referrals and also to ensure the holistic needs of the young person are catered for.

126. Enthusiasm engages with local people within the community who not only provide us with intelligence but also solutions to problems, thus regenerating the community from within and it is important that we have local bases for young people to access our services.

DERBY LEADS THE WAY IN TACKLING YOUTH CRIME

Thursday, 26th February 2009

127. A ground-breaking Derby project that helps local young people to speak out if they have been victims of anti-social behaviour, knife and gang-related crime today opened its doors to Justice Minister David Hanson MP and Victims' Champion Sara Payne. As well as this the project also offers vital support and information to young victims of crime.

128. The pilot, which began last November, is already reaching out to more than 4,000 local 11-17 year olds. Working hand in hand with local communities, police, schools and voluntary groups it offers a range of services tailor-made to the needs of young people. These include workshops, drop-in sessions and school assemblies.

129. As well as this on Fridays and Saturdays, when anti-social behaviour and gang crime is at its worst, they run a range of music, sport and youth clubs to give local young people a range of options other than the streets.

130. Justice Minister David Hanson said:

"Youth crime has a devastating effect on victims, communities and their families. That is why the Government, through the Youth Crime Action Plan, is dedicating £440,000 to helping steer young people away from crime. Derby's pilot scheme shows just what can be achieved when people on the ground work together and is an inspiration to other communities facing similar issues."

131. Victims' Champion Sara Payne said:

"I am really pleased to see how young people are being supported throughout the system in Derby. It is great to hear over 4,000 young people have been reached through the Enthusiasm young victim project."

132. Senior Manager of Enthusiasm Paul Brookhouse said:

"Young people are more likely to be victims of crime than adults and most likely to be victimised by other young people. However, young people are less likely to come forward and report this and therefore less able to access the wide network of support that is available.

133. "This is why we are supporting over 4000 young people in six months." At the end of the pilot in May 2009 Derby will make a public pledge stating how they will continue to support young people and a full evaluation of the measures will be ready in July 2009.

134. Notes:

1. The Derby project is one of five other local pilots in the country linking in with the Youth Crime Action Plan and the Tackling Knives Action Programme.

The other areas include Lambeth, Norfolk Lewisham and Oxfordshire.

2. The Derby Pilot started in November 2008 and is due to end in May 2009. Officials are expecting an interim report from evaluators at the end of February, which is expected to show good results. The Government has invested approximately £60,000 in the Derby project.

3. Guidance of best practice will be available in summer 2009. Other areas will be encouraged to take forward the good practice and make their own local pledge.

4. 58% of respondents to the Casey Review reported Friday nights were the most important time for teenagers to be provided with activities in order to prevent antisocial behaviour.

Derby Youth Offending Service

135. The Derby Youth Offending Service aims to reduce offending by children and young people aged between 10 and 17, and to prevent offending by all young people. The Youth Offending Service consists of representatives from social services, the Police, Probation, Health, Education and other local Organisations. This multi-agency approach is designed to address the risk factors associated with offending and to meet the holistic needs of young people.

136. The Youth Offending Service is part of the Derby Community safety partnership and is headed by Des Morrison. The Derby Youth Offending Service has reduced the rate of robbery, burglary, and violent crime re-offending. The YOS provide a wide range of community alternatives to custody ranging from prevention to intensive supervision.

Youth Crime Prevention

137. Derby Youth Offending Service has a targeted approach to work with the "most at risk" vulnerable young people in the city in partnership through the development of Youth Inclusion Projects, Youth Inclusion and Support Panels, and Positive Activities for Young People. All of this project work with young people aged 8 to 17 years of age is built upon the premise of early identification and referral, followed by targeted intervention work, in order to divert and refocus young people into positive and sustainable activity.

Referral Order Panels

138. Young offenders convicted of their first offence in the youth court will be referred to a community-based 'youth offender panel.' A Panel is made up of at least two trained volunteers from the community (community panel members) and a member of the Youth Offending Service. The offender is expected to agree a 'contract' with the panel. If the young offender fails to agree a contract or fails to abide by it during the term of the order, the case is referred back to the court for re-sentencing.

139. The aims of these panels are to ensure young offenders take responsibility for their behaviour, to put things right for the victim and to bring young people into the law-abiding community.

Restorative Justice

140. This is an approach where the involvement of the victim is as important as that of the offender. It gives the offender the opportunity to make an apology as well as allowing the offender to try and repair the harm caused. The meeting of victim and offender in a controlled environment gives both parties

141. The chance to explain the consequences of the offender's actions. If the victim does not wish to participate, the Youth Offending Service will step in to express the views of the victim. Other significant adults or other people affected by the crime may be invited to attend in order to let the offender understand the effect their actions have had.

142. Restorative Justice seeks to balance the concerns of the victim and the community with the need to reintegrate the offender into society.

Intensive Supervision & Surveillance Programme (ISSP)

143. The ISSP is the intense supervision of a persistent young offender. By doing this, Derby YOS makes far better use of public money. It costs about £50,000 to keep a young person in youth custody for 12 months compared with a maximum of £8,000 to work with a young person on a 12month Intensive Supervision and Surveillance programme. The establishment of the programme marks a major development in providing a mix of highly structured programme for the supervision and control of prolific and serious young offenders, and a means of greatly increasing our knowledge and understanding of why they continue to offend and what interventions are most likely to affect their desistance from crime. These young offenders are very criminally active, and also have the greatest potential to commit a disproportionate amount of crime as they grow older, and the majority of the most serious and harmful offences in the future.

Bail Supervision and Support

144. The Bail Supervision and Support Scheme offers additional support and assistance from the Youth Offending Service, to help young people who appear in court and are at risk of being refused bail. A programme is then developed as an alternative to remand in custody. This programme requires the youth to attend the Bail Supervision and Support Scheme for appointments up to five times per week and participate in certain activities, for example:

- Attendance at the careers office
- Participation in activities at local youth centres

- Attend appointments at school

Mentoring

145. A mentor is a role model. For most of us, our role model is either one or both of our parents but some young people do not have a role model to learn from. This is where the YOS steps in. In Derby there are several mentoring projects. The fusion project is one of these. Fusion is a mentoring scheme geared towards giving young Black and Asian people support to help boost their opportunities and divert them from re-offending.

146. The Enthusiasm project delivers the Youth Inclusion Programme (YIP) for the YOS. Enthusiasm mentors work with young people who are at risk of offending or social exclusion. A recent evaluation by the youth justice board indicated that those mentored by Enthusiasm have a 92% decrease in arrest. Many of the young people mentored by Enthusiasm return to mainstream education, which leads to breaking the cycle of offending and withdrawal from society.

Drug Treatment Testing Orders (DTTOs)

147. Drug Treatment Testing Orders are a community-based sentence designed to break the link between addiction and offending. DTTOs work when an offender is arrested and then a pre-sentence report is completed. If this then indicates that the offence is drug related then the offender might be suitable for a DTTO. This could be a possible alternative to a prison sentence.

Parenting Order

148. This order may be imposed for up to one year and requires parents to comply with any requirements of the order, and to attend counselling or guidance sessions at least once a week for a period of three months. The order is available for the parents of any young person convicted of an offence, provided the court is satisfied that the order will assist in preventing further offending.

Gang culture is growing in the UK, with increasingly young people joining gangs, often carrying imitation or real firearms and knives, both for protection and as part of their image.

149. When violence erupts, it gains a high profile in the press. “The shooting of Charlene Ellis and Letisha Shakespeare in Aston in 2003 received a huge amount of media attention and increased public concern about the escalating problems relating to gangs, violence and drugs that are prevalent across some of our most deprived inner city neighbourhoods,” said Kate Broadhurst, Head of Research with Perpetuity Research and Consultancy International (PRCI), a spin-out company from the University of Leicester.

Gangs, she points out, have their own hierarchy. As categorised by the Jill Dando Institute (JDI) in 2005, they fall into three groups:

- *Peer groups* - small unorganised groups who share the same space and a common history. Their involvement in crime will mostly be at a low level and will not be important to the identity of the group.
- *Gangs* - mostly comprised of street based groups of young people for whom crime and violence is an essential part of the group’s identity. Groups tend to have a name.
- *Organised criminal groups* - groups of individuals for whom involvement in crime is for personal gain, and is probably their main occupation. These groups operate in the illegal market place.

Who joins gangs?

150. Despite wide variations in types of gangs and their activities, there are, Kate Broadhurst says, some common trends in gang structure and involvement. Gang members are predominately male – street gangs are typically made up of males in their teens to early twenties, whilst females tend to follow gangs without becoming as heavily engaged in activity as their male counterparts. The JDI study suggests that females are more involved in peer groups than street gangs.

151. Gangs often share an identity based either on age, location, ethnicity, peer networks or blood relationships and tend to be hierarchical communities with common interests and shared purposes.

152. How do they operate? Opinions vary as to levels of organisation. Research carried out in Manchester and Birmingham suggests that gangs consist of key individuals surrounded by ordinary members - the gang being more organised at the centre and less so on the edges:

- ‘gang leaders’ – the leaders determine strategies and plan activities but do not get involved in committing offences.
- ‘gang workers’ – these are established gang members caught up in the running of the business.
- ‘foot soldiers’ – these are the youngest and most visible layer of a gang and it is this group that are most at risk of becoming a victim of violent crime.

Why do people join gangs?

153. Gangs may form due to social exclusion and discrimination - people come together for a sense of safety and belonging. Immigrant populations, those excluded from education or people who have engaged in criminal activities from an early age are particularly at risk of gang involvement. Others may join a gang simply for something to do, seeking protection in numbers, or for reasons of status and peer pressure.

How violent are gangs?

154. Once someone is a member of a gang it can be extremely difficult for them to leave, particularly when the gang feels that ex-members may divulge gang secrets or provide evidence against them to the police. Loyalty within a gang is so strong that members thought to have been disloyal are at risk of violence – even being killed.

155. “There is a general consensus that there are links between gangs, guns and drugs,” Kate Broadhurst says. “However this relationship is complicated. For instance, gang members are more likely than non gang members to be drug dealers. Consequently drug dealers may use firearms to protect themselves or enforce debts – yet it is important to highlight that not all gun crime is drug related.

156. “In addition, arrestee data shows that gang members are five times more likely than non-gang members to report owning a gun. One theory claims that a relationship may exist between the use of a weapon and the level of gang involvement - organised crime groups use guns whilst street gangs prefer knives.”

157. A Home Office study regarding shootings, gangs and violent incidents in Manchester concluded that the carrying of firearms for gang members is partly protective, partly instrumental for engaging in violent crimes and partly symbolic.

Can you stop young people getting involved in gangs?

158. PRCI is currently working with agencies in cities across the Midlands to address gang culture on a local level. There are a number of interventions that have been launched across the UK to divert young people away from gang activity, and to help those wanting to leave gangs.

159. One such initiative is a radio project set up in Aston in September 2004, offering young people a supportive and attractive alternative to gang culture which is still credible amongst their peers. Through formal training the project has helped people develop careers as producers, DJs, presenters and sound engineers. The project also runs an enterprise course to provide people with the skills needed to run their own business, and provides alternative role models for young people to look up to.

160. In Southwark, two members of the Youth Offending Team deliver a twelve-week programme to schools, pupil referral units and youth clubs, challenging young people's attitudes to various issues, and demystify gang culture, through art, drama, video, discussion and confidential one-to-one sessions. Alternatively the 'Leap Confronting Conflict' project, trialled in Glasgow and North London, works with rival gangs, encouraging them to engage with one another and consider the consequences of their actions. This project has been successful in soothing gang relations enabling members of rival gangs to attend community events together.

161. Launched in 2001, the Manchester Multi-Agency Gang Strategy (MMAGS) was modelled on the Boston Gun Project in the US, which was a problem-orientated policing initiative to reduce gang violence. MMAGS tackles street gangs involved in firearm use in Manchester, aiming to reduce the impact of gun and gang related activity, rehabilitate those convicted of gun or gang related offences and offer young people education and employment opportunities as alternatives to gun and gang crime.

162. The project consists of a group of seconded staff from statutory agencies such as the police, youth services, education and probation who ensure that a range of diversionary activities are available for young people who are, or are likely to be involved in criminal gang activity. They work with up to 75 individuals at any one time, mostly aged between 10 and 25. The project is voluntary, however some individuals are given court orders to work with MMAGS or it is a condition of their licence. The project has provided those who would not have been involved in education, the opportunity to gain qualifications. In addition, the project also does preventative work in schools and youth centres discussing issues such as gang culture, firearm legislation and peer pressure.

A version of this feature appeared first in National Community Safety Network News, Spring 2006.

Further information is available from Kate Broadhurst, Head of Research, PRCI, tel 0116 222 5559/07739 179 161.

How to tackle gang culture – article by Andrew Mckel

163. In the past 18 months 39 young people have been shot or stabbed to death in London. Many of the killings have been directly linked to feuds between rival gangs.

164. The shocking figures, and tragic individual stories behind them, illustrate the dangers inherent in groups of young people "owning" territory and being prepared to use violence to enforce their rules. Last year, a Metropolitan Police report on London gang culture found 169 distinct groups, with at least a quarter involved in murders.

165. In an attempt to tackle what is perceived as a growing problem the government is providing £20m over the next three years to support multi-agency initiatives. But while it is generally agreed that such initiatives are the right response, there is a difference of opinion as to how they should work.

166. Here, *Community Care* asks three gang experts for their views on the exact nature of the problem, and how to enforce the law while tackling the root causes.

John Pitts, professor of socio-legal studies, University of Bedfordshire

167. "Currently here we've got a patchwork of what people are doing. But most of the evidence from the US, from [Operation Ceasefire](#) [a multi-agency task force in Boston with a focus on law enforcement], suggests that you've got to do everything simultaneously. The solution is on the one hand about enforcement, on the other hand about engaging with families.

168. "If we're talking about people who are involved in drug dealing, assault, murder, etc, clearly the police must be involved. The police in the [Five Boroughs Alliance](#) [a South London initiative] say that there are people we simply have to prosecute, but there are other people to whom we can present an alternative. There are things they can do, there are routes out, and there are services which can respond to vocational needs. They are there if they will consider them if not, we will do what police do.

169. "But where the money is needed now is in early training, mentoring support around schools and employment to get vulnerable kinds into [these] processes. In areas where gangs are prevalent, often the local authority is the biggest employer. They can use that leverage to open up internships and apprenticeships."

Professor Simon Hallsworth, director of the centre for social evaluation and research, London Metropolitan University:

170. "People talk about gangs, but the empirical evidence that we are awash with gangsters does not stack up. I think John Pitts is buying into the gang paradigm [using the label 'gang' too readily]. It's very seductive.

171. "The US approach is to suppress them. It has failed at every single level. It has put a lot of ethnic minority men in prison used paramilitary-style policing on young men in minority groups and criminalised whole communities. It's a complete failure. We should steer clear of it like the plague.

172. "We have to look at a different policy. The life chances at the bottom just aren't there. What you are looking at are the industrial areas which have not made it to the service sector. You need labour market manipulation for 17- and 18-year-olds. It costs £40,000 to send one person to prison for a year you can get two decent jobs for that.

173. "If you read the government's plan, they want to introduce risk management models where gang members are seen as clusters of risks. But I think that, where possible, you should tackle bad behaviour and criminal acts with reference to the act itself. If they're in groups, deal with the groups as a whole. Politicise them. You've got to work with them. Get them to come up with projects, and you'll get them involved in their own resurrection."

Andy Newsam, gangs and weapons strategy manager at the Youth Justice Board

174. "What we do is contribute to a number of regional initiatives and make sure that young offender teams feed into those strategies. Some of the work we're doing is creating a YOT database to record who the gangs are, who leads the gangs, what people's relationship to the gangs are. It's really a complex way of understanding what each local problem is.

175. "I think the solution is partnership work. All our partners to the YJB need to come together along with the community, and we've seen it in several areas already.

176. "Police have an effective joint working model with YOTs, to target their most entrenched offenders with intense resources. We have done some work with the [Department for Children, Schools and Families](#) to help schools to understand some of the issues that may be occurring in their boundaries or outside their gates.

177. "YOTs have social work resources, so the young people's service already contributes to the work YOTs do. The thing to think about is some of the younger children who may get caught up with gang violence, and their vulnerability. I want to ensure that child protection processes are working, and recognise that they're just as much victims as perpetrators."

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