Harm, Risk & Vulnerability

Evidence & Insight

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MAYOR OF LONDON

OFFICE FOR POLICING AND CRIME

- Shift in focus from siloed approaches focusing on gangs, CSE, Missing, etc. This was reflected in an London Heads of Community Safety meeting in Summer 2015, where we discussed a broader approach to understanding harm, risk and vulnerability.

- Following that, the Evidence & Insight team started work and then brought this back to local authority colleagues in April 2016.

- Mayor's Manifesto commitment: Work closely with local authorities, schools and youth services to develop anti-gang strategies, while working with community organisations to further youth engagement, building upon a review of the anti-gang Matrix system.

- David Lammy MP also raised issue of the Matrix linked to his review of disproportionality in the criminal justice system. Discussions ongoing both to develop this approach on the one hand, but also to help partners and communities better understand the use of the Matrix as it stands – that it's to identify the most violent individuals.

Growing Concern Over Rising Youth & Gang Violence

Combined Gang Indicator Crime - Rolling 12 Month Trends

R² = 0.8718
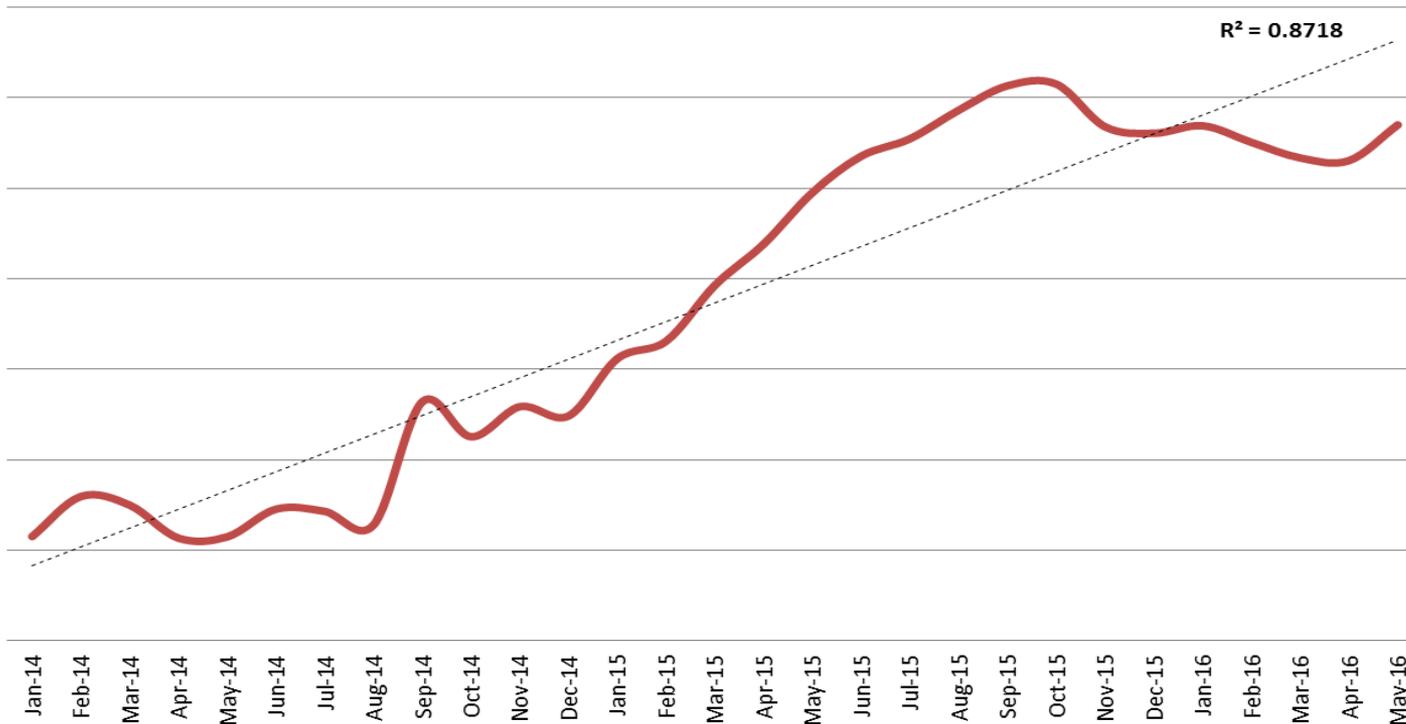
- The efficient and effective **identification**, **communication** and **management** of harm/risk and vulnerability across partner agencies is central to addressing this.
- Pivotal to the new Policing & Crime Plan: Not about net widening but missed risk that needs to be captured, whether harm or vulnerability related.

If we aggregate then combine the gang indicator crimes of Gang Flagged offences, Serious Youth Violence, Non Domestic Knife Crime With Injury (where the victim is under 25) and Gun Discharge we can see that the MPS has experienced an increasing trend since 2014.

A Holistic Approach to Harm, Risk & Vulnerability

- Scoping the development of a **standardised process** to measure **harm, risk** & **vulnerability/need**.

- To **look across** internal **Metropolitan Police Service** (MPS) units and **partners** - to include but not be limited to London Councils, Community Rehabilitation Company (CRC), National Probation Service (NPS), Youth Justice (YJ) and HM Prisons.

- Tools currently used to assess harm and risk of individuals, gangs/groups and networks are often topic specific e.g.

    o   The MPS MATRIX is used to assess harm/risk of violent gang involved individuals

    o   GRITS assesses the harm/risk presented by whole gangs

    o   The OCG tracker is used to monitor risk and impact of higher level organised crime groups.

- However - individuals **do not have singular offending risks** (e.g. those involved in gang violence are often involved in drug markets) **or singular needs/vulnerabilities** (e.g. those involved in crime are often susceptible to CSE, have mental health needs, are often missing people etc.).

- Therefore - recognition of the **need to look more holistically** at individuals who pose a risk or are themselves vulnerable - to **move away** from internal or cross-organisational **silos** & **labels** assigned to certain offending or individual groups. Instead to **drive collective resource allocation and targeted intervention.**

Towards a Joined Up Approach...

Phase One: MPS

Overlay of individual level **MPS data on harm & risk**

Matrix as starting point

Expanding cohort

Phase Two: Probation & CJ

Overlay **Probation datasets** & MPS:
YOS: (ROSH score / breakdown);
CRC: (OASys + Violence Predictor)
NPS: (SGO cohort)

CJ data if available at individual level

Next Steps... Vulnerability

Wider **Partner and Community** data: Primarily adding in **Needs & Vulnerability** data
Data available at individual level?

Wider Partners, 3rd Sector and Community Overlay

Health	Education
Employment	Interventions
L.A.	Community

Increasing focus on Needs and Vulnerability assessments

MATRIX
OCGM
GRITS
SAVvy
CSE
Custody, CT, MERLIN?

YOS
CRC
NPS
MOJ, HMP?

Probation & CJ

MPS Overlay

Phase 1&2 Overlay Findings Report: Sep 16

Borough Case Studies
For in depth analysis of harm/risk/vulnerability to include: Drugs/CT/CSE/DA/ASB

Potential Future Outcome:
Validate and operationalize a toolkit for a cross agency holistic assessment of harm, risk and need.

Nominals subject to Offender Management processes (IOM/MASH/MAPPA/MARAC/IGU)

Mar 16 **Apr 16** **May 16** **Jun 16** **Jul 16** **Aug 16** **Sep 16** **2017/18**

Dataset Overview: Purpose and Key Variables

MPS Gangs Matrix
[n=3517; All nominals; Snapshot Nov 15]
- Tracks & scores **individuals** on freq & severity of violence
- Ranks gang members based on Harm/Risk using **RAG** system
- Forms basis for appropriate graded MPS or Partner response
- Violent victimisation is monitored
- Used by variety of internal and external stakeholders.

99% Male --- 88% BME --- 79% Under 25

Scoring Assessment for Violence & Vulnerability [SAVVy]
[n=448; All nominals; Snapshot Sept 2015]
- Tracks & scores **individuals** involved in and/or vulnerable to cross border criminality, specifically County Lines.
- Developed by SEROCU; Process currently under review.
- Facilitates monitoring of County Lines related criminality.
- Feeds from MPS and SE Constabularies

Key Variables: Harm score, Vulnerability Score, Drugs Score

92% Male --- 76% BME --- 67% Under 25

MPS Organised Crime Group Mapping [OCGM]
[n=6045; Nominals with PNCID only; active ops; Snapshot Dec 15]
- Tracks, scores and maps **Organised Crime Groups**
- Threat assessment based on a variety of factors including:
- *Individual, Community and Corporate Harm; Criminal capability/capacity /reach*
- Assessment determines tiered operational response level
- Home Office requirement; used to inform national picture.

Key Variables: OCG Harm Score, Individual role, Times appear

95% Male **--- 73% BME** --- 67% Over 24

CRC - Guns & Gangs [CRC]
[n=843; All G&G flagged nominals; Snapshot May 2016]
- CRC managed **individuals** identified by POs as gang involved.
- Provides an indication of harm and vulnerability across a variety of offending areas.
- Indicates involvement in Offender Manager schemes.
- Provides a Risk of Harm Score based on assessment.
- Ensures link to services & performance monitoring

Key Variables: ROH Score, Vulnerability variables

98% Male --- 87% BME --- **92% Under 25**

MPS Gang Related Incident Tracking System [GRITS]
[n=1429; Accused with PNCID only 01/01/2015-31/05/16]
- Tracks, scores and ranks **gangs** on freq. & severity of violent offending, weighted to highlight current harm/risk.
- Incident based but victims/perpetrators obtained from CRIS.
- Allows MPS/SCO8 Tasking to allocate appropriate resource (tactical) & monitor escalations/tensions (strategic).

Key Variables: Victim/Perpetrator Count / Gang Score / Rank

??% Male **--- 95% BME --- 88% Under 25**

Integrated Offender Management [IOM]
**[n=5897; Qualifying Cohort with PNC; July 2015]**
- All NPS/CRC/YOS managed **individuals** that meet IOM qualifying criteria.
- Indication of whether IOM registered.
- OGRS Score – Likelihood of reoffending
- Facilitated selection for OM pilots

Key Variables: IOM Registered / OGRs scores

98% Male --- ??% BME --- **28% over 24**

Limited overlaps across datasets...

Across the six datasets, nearly three quarters (72%) of nominals <u>do not</u> appear on another.
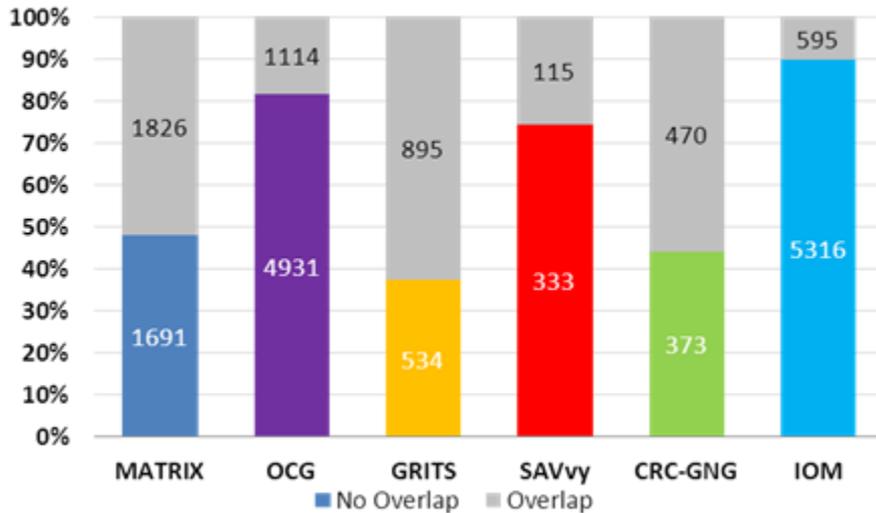
Appearing across multiple systems is rare:

- 52% of Matrix nominals appear on at least one other system.
- 38% appear on one other system.
- 14% appear on two or more systems.
- 7 nominals (0.2%) appear on 4 other systems.

Table 1 shows proportion of overlaps between datasets. Same nominals may appear across overlaps.
- Reading **downwards,** Matrix and OCGM have the largest proportions of other nominals from other datasets appearing in their cohorts.
- Reading **across,** CRC Guns and Gangs and GRITS nominals appear most frequently across datasets.

Table 1: Overlaps	MATRIX		OCGM		GRITS		SAVVy		CRC		IOM	
Proportion of MATRIX on:	3517	100%	796	23%	817	23%	81	2%	360	10%	296	8%
Proportion of OCGM on:	796	13%	6045	100%	182	3%	48	1%	143	2%	305	5%
Proportion of GRITS [Acc] on:	817	57%	182	13%	1429	100%	30	2%	116	8%	91	6%
Proportion of SAVVy on:	81	18%	48	11%	30	7%	448	100%	10	2%	13	3%
Proportion of CRC [GNG] on:	360	43%	143	17%	116	14%	10	1%	843	100%	115	14%
Proportion of IOM [Criteria] on:	296	5%	305	5%	91	2%	13	0%	115	2%	5897	100%

Please note: a nominal appear on any two combinations of the datasets does not show if they appear on 3 or more etc....

Standardisation in nominal selection inconsistent...

- **43%** (n=612) of individuals charged with at least one GRITS flagged offence **in do not feature on the Matrix.**
- 84 of these individuals not featuring on Matrix were **charged with more than one GRITS offence** during the time period, unexpected as GRITS identifies violent gang incidents.

- **57%** (n=483) **of the CRC Guns and Gangs Cohort do not appear on Matrix**.
- The CRC – Guns and Gangs flag denotes belief in gang affiliation of the individual as identified by their Probation worker and corroborated by other sources.
- As the next slide shows, there is little difference in harm between those on/off the Matrix...

- 18% of the SAVVy cohort (n=81) do feature on the Matrix, might be viewed as a substantial crossover given focus on OMPD and drug offending. However...
- Half (n=226) of SAVVy nominals are linked to a London based Urban Street Gang (USG), and 58% of these (n=131) of these are not on either the Matrix (148) OR OCGM (17).
- Nearly two thirds of SAVVy nominals (n=291) have a home address within the MPD.

- **40%** of the identifiable OCG cohort (n=2432) are not on the Matrix **but are linked to street gangs**.
- Key OCGM members [Principle subjects] are more likely NOT to feature on MATRIX.
- This is expected, indicating a level of professionalism & separation from street orientated violence of Matrix cohort.

- Compared to GRITS-Matrix overlap nominals, those only appearing on GRITS are:

  ➢ **Significantly more likely to be White** (11%, 96/871) vs. (19%, 105/550)

  ➢ **Significantly more aged U18**

- There is **little difference** in **SAVVy violent crime scores** between London Gang nominals on Matrix and those not.

- However, compared to SAVVy London Gang nominals not on the Matrix, SAVVy-Matrix overlap nominals are:

  ➢ **Significantly more BME** (98%, 56/57 vs. 87%, 118/135)

  ➢ **Significantly younger**

- The **RAG status proportions for those on CRC and not on CRC is no different**. The same is when comparing CRC harm scores.

- The demographics of non-Matrix CRC gang members is different:

  ➢ **Significantly more likely to be white** (17%, 71/418 vs. 9%, 27/317)

  ➢ **Significantly more likely to be over 25**
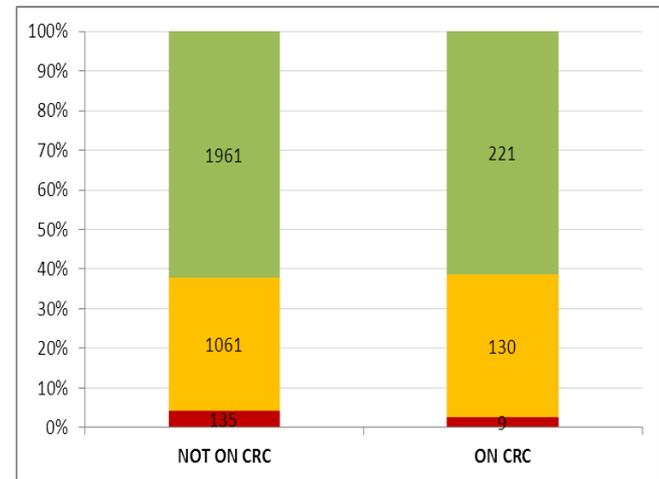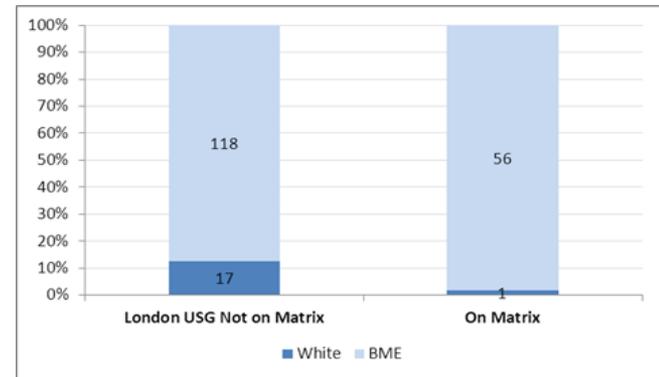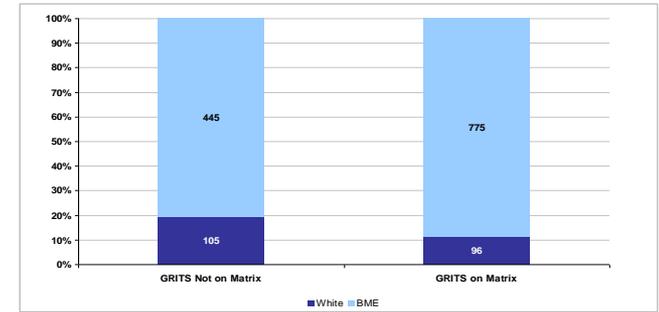
Vulnerabilities: An Initial Look

The **Matrix**, **SAVVy** and **CRC – Guns & Gangs** all include variable(s) linked to vulnerability. Initial scoping looked at differences between those on or off the Matrix…

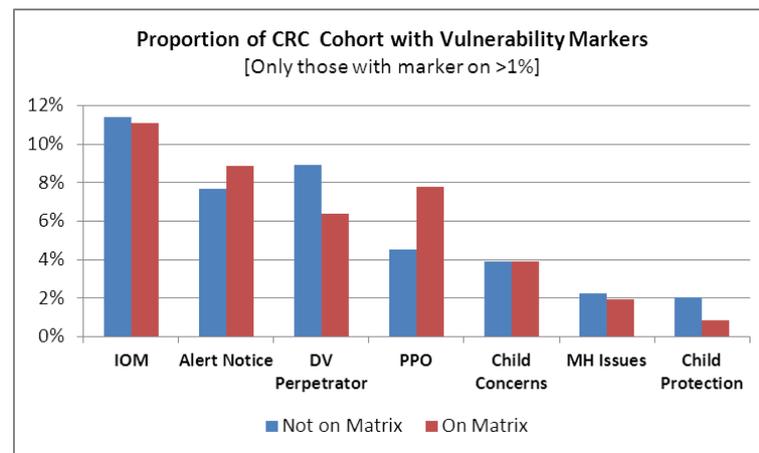- Matrix nominals appearing on OCGM are less likely to have a victim score than those that do not.

- Matrix nominals appearing on GRITS (acc) are significantly more likely to have victim score than those that are not, underlining **victim-offender overlap.**
- GRITS victim cohort analysis is forthcoming…

- A greater proportion of nominals scored on vulnerability in non-Matrix SAVVy cohort.
- However, the second highest scoring nominal for vulnerability was on Matrix.

- Proportion of CRC nominals with vulnerability markers generally low.
- Indicates data input issues likely.
- Full CRC dataset requested to enable fuller comparison of vulnerability.

Proportion of CRC Cohort with Vulnerability Markers
[Only those with marker on >1%]

Legend: ■ Not on Matrix ■ On Matrix

Categories: IOM, Alert Notice, DV Perpetrator, PPO, Child Concerns, MH Issues, Child Protection

MATRIX
OCGM
GRITS
SAVvy
CRC - GNG
IOM
Master List = 18,179

- Majority of nominals across all datasets are young, black and male. *OCGM & IOM have greater proportions of older, white and female.*
- Overlap between the six databases relatively low (ranges <1% to 57%)
- Some of these gaps expected due to differing priorities / purpose, however…

• Nearly half (48%) of Matrix nominals **do not** appear on any other system.

• Significant gaps between datasets **with similar purpose:**

➢ **43% of GRITS** accused **do not** appear on Matrix.

➢ **57% of CRC - G&G do not** appear on the Matrix.

The nominals who do not appear on the Matrix are more likely to be older and white than those who are included.

No difference in CRC harm scores between nominals appearing on both systems or only CRC-G&G.

- Highlights lack of standardisation across various MPS and partner mechanisms may contribute to missed risk
- This true both of process (identification, removal, communication) and measurement of harm/risk
- The measure of vulnerability appears subjective and may be a secondary consideration for some service providers…

IOM
296
8%

CRC
360
10%

SAVVy
81
2%

GRITS
817
23%

OCGM
796
23%

MATRIX Only
1691
48%
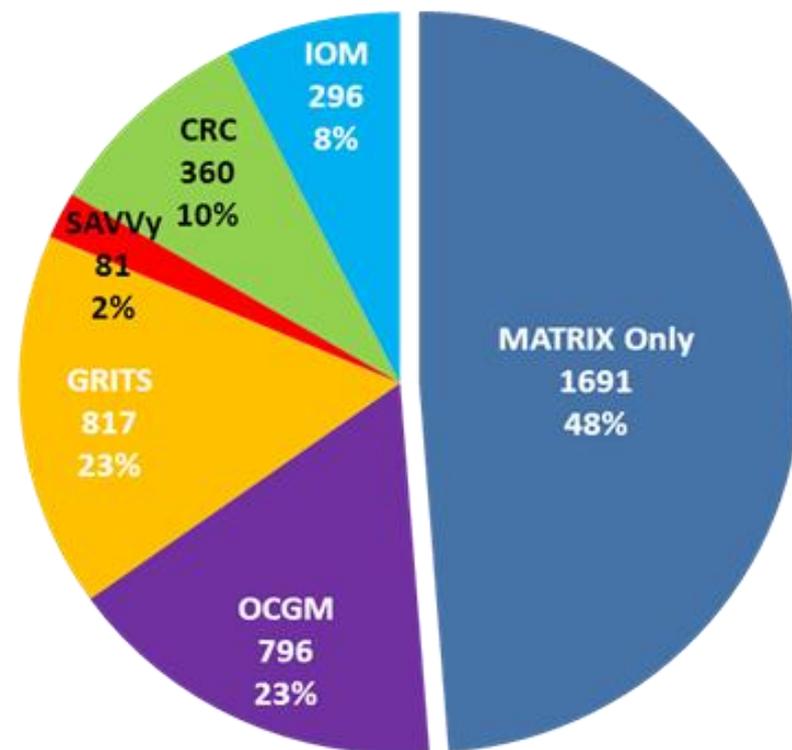
Next Steps…

1 **Matrix Local Process**

- To inform a standardised cross-partner process – needs to be some internal MPS consistency.

- **Consultation:** Survey of MPS borough gang leads – *what are the local processes, barriers & benefits of the MATRIX? What could be changed to make it more reflective of local harm, risk and vulnerability?* Removal / selection criteria? Police / LA understanding…

- Widening the survey – relevant local partners e.g. local authority.

Towards a Matrix 2.0?

- Increase confidence in the use

- Better communication of aims and purpose / transparency

- **A tool that maintains primary operational focus on violence whilst better incorporating partner data on harm/risk**

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2 **Continue with overlay analysis: NPS / YOS / CSE / Merlin / CT / Custody / MAPPA…**

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3 **Focus on Vulnerability and Needs**

• Overlaying more detailed data relating to vulnerability & need. What more can this tell us about accurate assessment levels?

Data to include (but not be limited to):

- Multi Agency Safeguarding Hubs (MASH): borough case studies.
- Victims, of gang offending, CSE & other crime types
- Overlaying need assessments (e.g. ASSET, OASys, OGRs). Gaps?

Brent
• Local Authority data (vulnerability)

Haringey
• Drugs (use & supply)
• Residence vs offending areas
• School exclusions/ PRUS/LACs
• Girls

Westminster
• ASB / CSE
• MASH

Tower Hamlets?
• County lines

Greenwich
• CT
• County lines

The Value of Community / VCS input

Learning from Shield and partners about how to incorporate community intelligence into official processes.
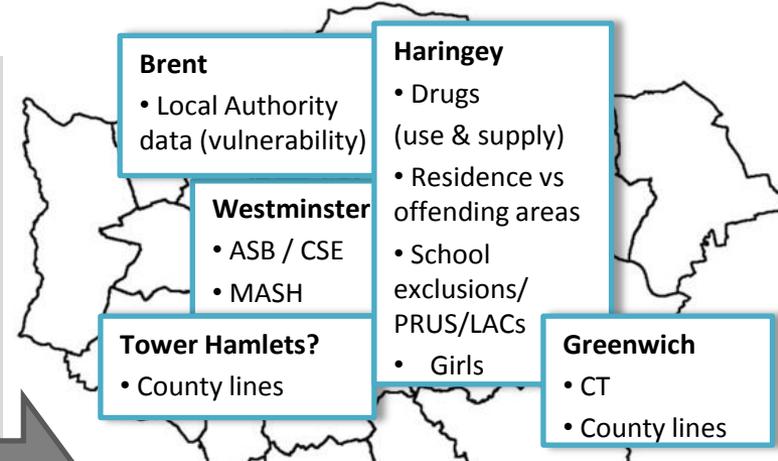
Potential Future Outcome:
Validate and operationalize a toolkit for a cross agency holistic assessment of harm, risk and need.

How could a standardised process work in practice? What are the barriers to this?