



HM Government

# Individuals at risk of being drawn into Serious and Organised Crime – a Prevent Guide

March 2015

Strategic Centre for Organised Crime  
Office for Security and Counter-Terrorism



# Contents

<b>Introduction</b>	<b>3</b>
What is Prevent?	4
Purpose of this Document	5
<b>Identifying Risk</b>	<b>7</b>
Criminality	8
Ability	9
Networks	10
Identity	12
<b>Interventions</b>	<b>15</b>
Existing Interventions	15
Developing New Approaches	17
<b>Conclusion</b>	<b>18</b>
<b>Annex: Intervention Programmes</b>	<b>19</b>



# Introduction

1.1 Serious and organised crime is a threat to our national security and to our local communities.<sup>1</sup>

1.2 It affects all of us and includes: trafficking and dealing in drugs, people, weapons and counterfeit goods; sophisticated theft and robbery; fraud; money laundering and other forms of financial crime; and cyber crime. It also includes Modern Slavery and child sexual exploitation.

1.3 Law enforcement estimates that over 39,000 people are engaged in serious and organised crime in this country, operating in more than 5,800 groups.<sup>2</sup> We estimate that the social and economic cost of organised crime is at least £24 billion each year and likely to be very much more.<sup>3</sup>

1.4 Government, law enforcement and partners, both locally and nationally, work together to tackle this threat. A new national law enforcement organisation, the National Crime Agency (NCA), was launched in 2013 to lead the fight to cut serious and organised crime. At the same time the Government published a new strategy which aims to substantially reduce the level of serious and organised crime affecting the UK and its interests.<sup>4</sup>

1.5 The Strategy has four objectives:

- PURSUE: prosecuting and disrupting people engaged in serious and organised criminality;
- PREVENT: preventing people from engaging in serious and organised crime;
- PROTECT: increasing protection against serious and organised crime; and
- PREPARE: reducing the impact of this criminality where it takes place.

1.6 The Strategy recognises that we will not be able to tackle serious and organised crime only by disruption and prosecution. We also need to stop people from being drawn into or remaining involved in serious and organised crime. This is the aim of the Prevent objective to which this guidance relates.

1.7 The purpose of this document is to support local partners to understand pathways into serious and organised crime and put in place Prevent interventions for individuals at risk.

1.8 This guidance is a starting point that sets out our current understanding of the risk factors, as well as examples of interventions that can be successful in diverting individuals.

<sup>1</sup> HM Government (2010) A Strong Britain in an Age of Uncertainty: The National Security Strategy [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/61936/national-security-strategy.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/61936/national-security-strategy.pdf)

<sup>2</sup> Information provided by UK police and law enforcement agencies, collated by the NCA (September 2014)

<sup>3</sup> Home Office (2013) Understanding Organised Crime: Estimating the Scale and the Social and Economic Costs <https://www.gov.uk/government/publications/understanding-organised-crime-estimating-the-scale-and-the-social-and-economic-costs>

<sup>4</sup> Home Office (2013) Serious and Organised Crime Strategy [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/248646/Serious\\_and\\_organised\\_crime\\_strategy\\_pamphlet.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/248646/Serious_and_organised_crime_strategy_pamphlet.pdf)

## What is Prevent?

**1.9** Prevent means stopping people from getting involved in all forms of serious and organised crime, and deterring existing organised criminals from continuing.

**1.10** Prevent involves a wide range of local approaches and interventions, and can include:

- using existing local interventions such as Troubled Families programmes<sup>5</sup> or gangs interventions to divert or support people who are at risk of getting involved;
- raising awareness about the reality and consequences of serious and organised crime amongst at-risk groups, such as young people or professional groups (for example solicitors or accountants), who may be targeted by organised crime groups;
- reducing demand for the goods and services that organised criminals provide, including through Modern Slavery, such as sexual exploitation, counterfeit goods or illicit drugs;
- targeted use of ancillary orders such as Serious Crime Prevention Orders, gang injunctions and other civil orders against emerging or existing offenders; and
- effective offender management to rehabilitate and manage the most dangerous criminals and the risks they present both in prisons and in the community.

**1.11** Local Prevent approaches should be developed in relation to a number of principles:

- **all relevant partners working together;**
- **developing a tailored response to local problems; and**
- **making better use of existing programmes.**

**1.12** Local Prevent approaches need to be based on a good understanding of:

- pathways into serious and organised crime;
- the characteristics of the emerging serious and organised crime offender population; and
- existing interventions and gaps.

---

<sup>5</sup> <https://www.gov.uk/government/policies/helping-troubled-families-turn-their-lives-around>

# Purpose of this Document

1.13 The purpose of this document is to support partners to:

- improve their understanding of local organised crime pathways;
- identify individuals for referral onto appropriate programmes and interventions;
- consider how existing or new interventions can prevent individuals from being drawn into serious and organised crime;
- inform commissioning discussions; and
- contribute to the production and delivery of their serious and organised crime Local Profile.

1.14 A wide range of organisations are important to serious and organised crime Prevent, and can identify or intervene with at-risk individuals.

1.15 Identification of at-risk individuals can be carried out by organisations in England and Wales, including:

- Local Authorities (including children's services, social services, Families teams, Community Safety teams and Licensing and Trading Standards teams);
- health services;
- police and law enforcement agencies;
- Probation and Youth Offending Services;
- prisons;
- voluntary and charity groups; and
- schools, colleges and universities.

1.16 People at risk of getting involved in serious and organised crime can be referred to a wide range of partnerships, including:

- Children and Adult Safeguarding Panels;
- Community Safety Partnerships;
- Gangs Partnerships;

- providers of probation services (National Probation Service, National Offender Management Service (NOMS) in Wales and Community Rehabilitation Companies, where stipulated as part of a Court Order or condition of a licence);
- Families programmes (where an individual can be addressed through a whole family intervention);
- Multi Agency Safeguarding Hubs (MASH); and
- Integrated Offender Management (IOM) arrangements.

## Serious and Organised Crime Local Profiles and Partnerships

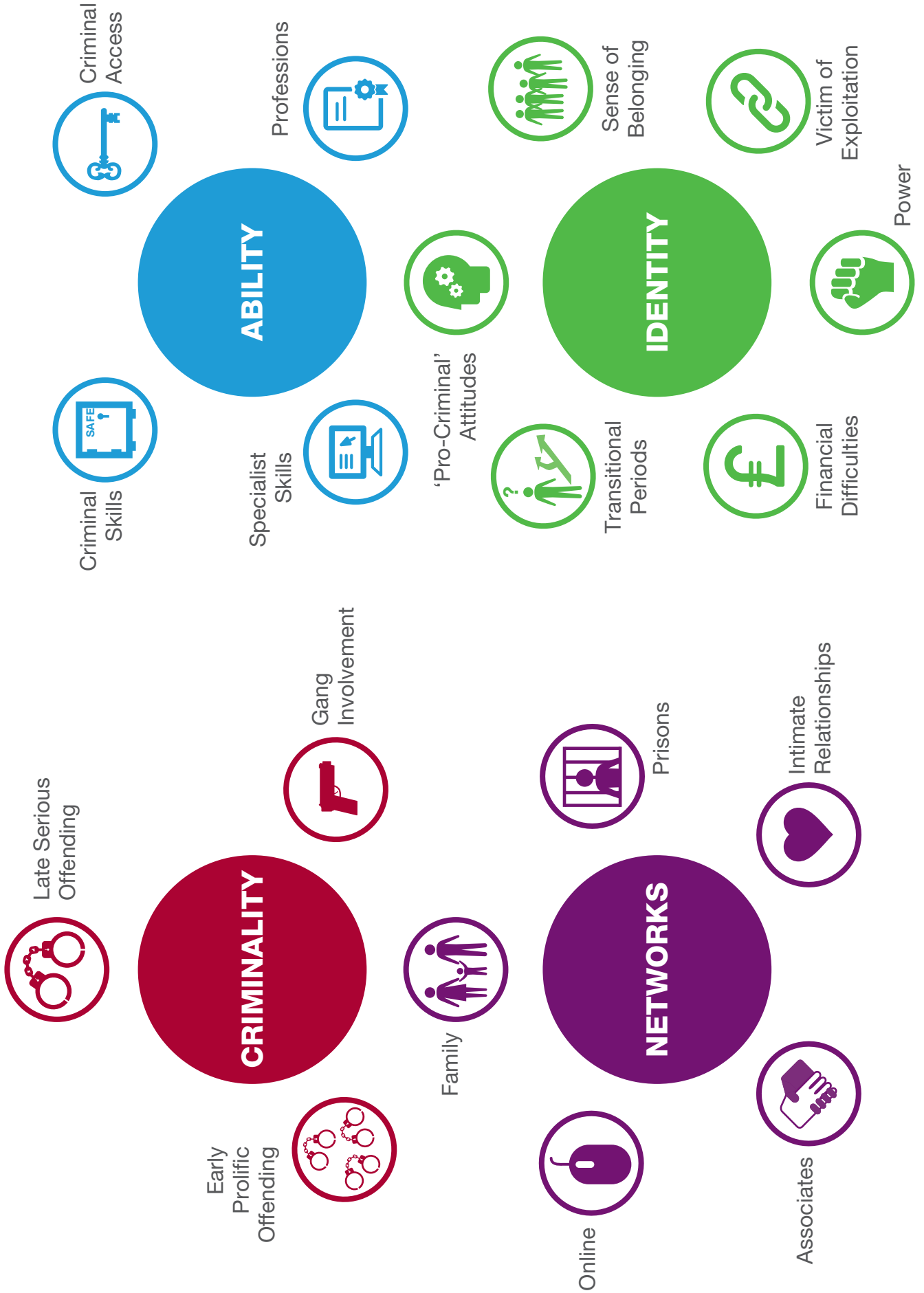
Police and Crime Commissioners and Chief Constables are leading the development of serious and organised crime Local Profiles. Local Profiles provide a common understanding of the local threat amongst partners and provide the basis for local responses and action plans. Local Profiles will consider the drivers and pathways of serious and organised crime. To succeed, Local Profiles will need input from non law enforcement partners, who will often have a good understanding of local pathways into serious and organised crime.

This document aims to support the work on Local Profiles, and it should be read alongside the guidance on serious and organised crime Local Profiles (available online).<sup>6</sup>

In addition, local multi-agency partnerships to coordinate local action against organised crime are already established in many areas. Structures vary across the country, and may be an existing group (such as a Community Safety Partnership) or a newly formed group.

<sup>6</sup> Home Office (2014) Serious and Organised Crime Local Profiles: A Guide  
[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/371602/Serious\\_and\\_Organised\\_Crime\\_local\\_profiles.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/371602/Serious_and_Organised_Crime_local_profiles.pdf)

# Factors to assess the risk of being drawn into Serious and Organised Crime





# Identifying Risk

2.1 Academic research and information from law enforcement has identified a number of factors that may put people at greater risk of being drawn into serious and organised crime. The risk factors are structured around four categories:

- **Criminality** – offending patterns and trends;
- **Ability** – specialist skills, access or professional positions;
- **Networks** – access to criminal associates through family, peer or professional networks; and
- **Identity** – upbringing and lifestyle factors.

2.2 Some individuals are knowingly drawn into criminality; others, such as victims of Modern Slavery, can be unwittingly seduced and groomed and then exploited. These factors, left unabated, enable the ‘stock’ of serious and organised criminals to be replenished or backfilled despite police and law enforcement disruptions. Some will then continue to reoffend in prison and on release (see figure 1 below).

2.3 We believe that early identification, followed by mitigating action, can prevent some individuals from being drawn into serious and organised crime, and deter reoffending.

2.4 These factors are not exhaustive. There is no obvious single pathway into organised criminality just as there is no single pathway into other crimes. It must not be assumed that these characteristics and experiences will necessarily lead to individuals becoming involved. Serious and organised crime includes a wide range of offences, and pathways can differ depending on the crime type.

2.5 We are aware that some individuals may be deeply involved in serious and organised crime, and Prevent interventions alone are unlikely to stop them from reoffending. In this case it will be more appropriate to use Pursue disruption activities and offender management techniques.

2.6 This guidance is a starting point for developing our understanding on pathways into serious and organised crime. The Home Office is working with partners to build our knowledge base in this area, particularly around pathways into cyber crime and child sexual exploitation.

**Figure 1: ‘stock’ and ‘flow’ of serious and organised crime offenders**

Individuals at risk of being drawn into serious and organised crime

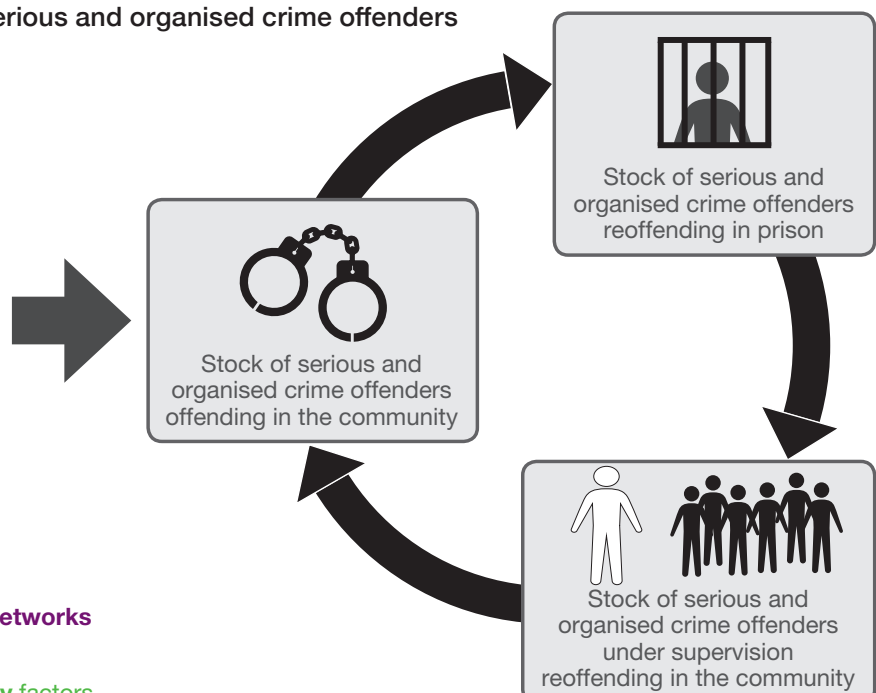


Individuals engaged in **criminality**

Individuals with access to criminal **networks**

Individuals with certain **abilities**

Individuals displaying certain **identity** factors



## Criminality

Individuals displaying certain offending patterns may be at risk of being drawn into serious and organised crime.

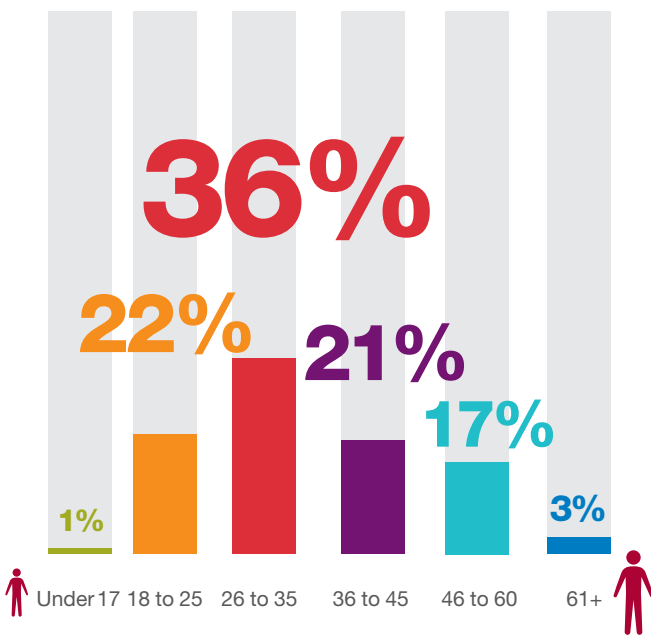
### Early Prolific Offending

2.7 Home Office research suggests that a significant proportion of organised criminals have a history of prolific offending at a young age, with many receiving a criminal sanction before they were 18 years old.<sup>7</sup> Law enforcement estimates that just under 25% of all organised criminals are under 25 years old (see figure 2). Early criminal experiences can result in continued involvement into adulthood and escalation into serious and organised crime.



children and vulnerable adults (including sexual exploitation). Children and vulnerable adults can be groomed into criminal gangs, sometimes being promised or ‘rewarded’ with gifts for carrying out criminal tasks. They then become trapped, are exploited and in many cases violence is used to escalate their involvement. Many individuals disengage from gang activity in early adulthood. However, gang involvement can provide the criminal skills and networks to engage in more serious and organised crime.

Figure 2: age breakdown of individuals involved in organised crime<sup>8</sup>



#### ‘Simon’

‘Simon’ became involved in anti-social behaviour and street crime as part of a gang. He was recruited by a local organised crime group, taking over from a member who had been arrested. Simon’s criminal activities escalated and he was convicted of importing and supplying drugs and money laundering. **Early prolific offending** and **gang involvement** were factors in Simon’s pathway to organised crime.

### Late Serious Offending

2.12 Some individuals at risk do not become criminally active until adulthood. Home Office research suggests that a proportion of serious and organised criminals are adults with no prior offending history, with first known offences that include: possession and supply of class A and B drugs; acquisitive crime; proceeds of crime concealment; and violence offences.<sup>9</sup> One study from 2014 suggests that those with a single conviction for viewing or distributing indecent images of children are less likely than other sex offenders to have a previous sexual or non-sexual conviction.<sup>10</sup>



### Gang Involvement

2.8 There are overlaps between street gangs and organised crime groups in some local areas. Organised criminals may use gangs for transporting drugs and street-level drug dealing. There is growing evidence of street gangs involved in exploitation of



<sup>7</sup> Analysis of 4,112 offenders showed that 57% received a criminal sanction before the age of 18. Home Office (2013) Understanding Criminal Careers in Organised Crime <https://www.gov.uk/government/publications/understanding-criminal-careers-in-organised-crime>

<sup>8</sup> Information provided by UK police and law enforcement agencies, collated by the NCA (September 2014) consisting of 39,273 individuals. The statistics presented exclude 2,031 individuals where age data is not recorded

<sup>9</sup> Home Office (2013) Understanding Criminal Careers in Organised Crime

<sup>10</sup> Howard, Barnett and Mann (2014) Specialization in and within Sexual Offending in England and Wales

## Ability

Individuals with specialist skills and access or in certain professions may be targeted, recruited or corrupted to facilitate serious and organised crime.

### Specialist Technical Skills



2.14 Some individuals have specialist knowledge and skills in IT and communications which can enable them to commit serious offences. Cyber criminals will likely have had some formal IT training, with computer graduates being lured into cyber crime,<sup>11</sup> although some will have learned the skills themselves or through online communities. Early behaviours could include modifications to games or software and sharing online. Recent evidence suggests that the number of frauds committed by young adults are increasing.<sup>12</sup>

Registered firearms licence holders or dealers and serving or previous military personnel may be targeted by criminal groups in order to supply firearms and ammunition. Some individuals may be targeted to provide insider access to secure facilities such as prisons and storage facilities or access through international borders.

### Professional Skills



2.17 Many organised criminals depend on individuals who work in accountancy, banking, procurement and law. Individuals in such professions form the majority of Serious Fraud Office investigations. Such individuals are 'professional enablers' for organised crime and can be at risk of being recruited or corrupted by organised crime groups.<sup>13</sup> Police investigations have involved individuals in legal and financial professions who have been drawn into corruption by their clients.

### Specialist Criminal Skills



2.15 Individuals with other specialist skills that may be in demand by organised criminals are at risk of being drawn into serious and organised crime. Some skills may have a dual use for both legitimate and illegitimate purposes, such as engineering, professional driving and flying. Other skills have a purely criminal use, such as forgery, counterfeiting, concealment, extortion, robbery, blackmail and covert and counter surveillance.

### Criminal Access



2.16 Individuals with access to specific information, goods and services may be targeted and corrupted to commit or enable serious offences. Organised criminals may seek information from individuals in police and law enforcement (such as the current focus of a law enforcement operation) and from public and private sector workers (such as information around procurement).

#### 'Misha'

'Misha' was a female solicitor with no previous convictions. She was drawn into organised crime through a relationship with a member of an organised crime group that had links to Liberia. Misha was persuaded to apply for mortgages using fictitious data which facilitated fraud worth £2.3 million. As a result a second organised crime group, known to her partner, then coerced Misha into backdating property documentation, with a third group using her to facilitate illegal immigration through the falsification of identity documents. She was sentenced to 5 years for fraud offences. Misha's **intimate relationship** with a criminal and her **professional skills** were key factors in drawing her into organised crime.

<sup>11</sup> Director Of Europol: 'Top Computer Graduates are being Lured into Cybercrime', The Independent (29 December 2014) <http://www.independent.co.uk/news/uk/crime/director-of-europol-top-computer-graduates-are-being-lured-into-cybercrime-9948990.html>

<sup>12</sup> KPMG Fraud Barometer (2014) <http://www.kpmg.com/uk/fightingfraud>

<sup>13</sup> Middleton, D. J. and Levi, M. (2005) The Role of Solicitors in Facilitating 'Organized Crime': Situational Crime Opportunities and their Regulation

## Networks

Individuals with access to criminal networks through familial links, friendships, intimate relationships and associates (through business or prison), may be at risk of being drawn into serious and organised crime.

### Family



2.18 Individuals with family members already involved in serious and organised crime are at risk of being drawn into criminality. Families can exert significant influence over an individual's relationships and activities. Some investigations have shown parents involving their own children in drugs trafficking. Some organised criminals are known to the Troubled Families programme, and Troubled Families coordinators work with police on effective interventions for family members at risk.

### Intimate Relationships



2.19 Law enforcement estimates suggest that the vast majority of organised criminals are male (see figure 3 over); there is a risk that women and young girls can be drawn into organised crime through intimate relationships. Law enforcement investigations have shown that women have been coerced into storing or transporting drugs, firearms and criminal proceeds on behalf of their husbands or boyfriends. Other individuals have willingly supported serious and organised crime undertaken by their partner.

#### 'Paul'

'Paul's' father, a qualified pilot with commercial business interests, used his skills and resources to support an international drugs trafficking operation. Paul's mother and father then laundered the criminal proceeds. Paul began to take flying lessons which were paid for by his father, to enable Paul to qualify as a pilot.

Paul's father was convicted of drugs trafficking offences, receiving an 18 year sentence and his mother was imprisoned for 18 months for money laundering. Paul's **family's** pre-existing criminal links, and the ability of his father to turn his legitimate piloting abilities into a **specialist criminal skill**, put Paul at risk of being drawn into organised crime.

### Associates



2.20 Associations with organised criminals, particularly through peer groups, friendships, work colleagues or clients, can draw individuals into organised crime much in the same way as family and intimate relationships. Many criminal relationships are rooted in the past, established during childhood. Individuals living in close proximity to, or frequenting locations controlled by, organised criminals are at risk.

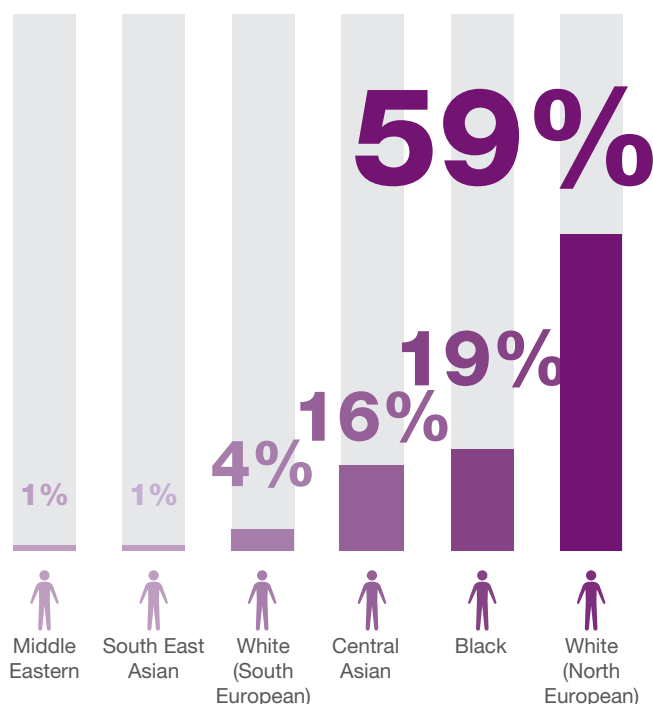
2.21 Ethnic and community ties may also draw individuals into organised crime; law enforcement estimates suggest that the vast majority of organised criminals are white (63%), and a significant minority are recorded as black (19%) or of Asian ethnicity (17%) (see figure 4 over).

2.22 Individuals with social or business relationships with organised criminals based overseas are at risk, particularly those with links to source or transit countries for illicit commodities to the UK such as: the Netherlands, a key transit point for illicit drugs and firearms; Turkey and Pakistan, key transit countries for heroin to the UK; West Africa, a transit region for cocaine and human trafficking, fraud and cyber; and Eastern Europe for drugs, tobacco and organised immigration crime.

Figure 3: gender breakdown of individuals involved in organised crime<sup>14</sup>



Figure 4: ethnic breakdown of individuals involved in organised crime<sup>15</sup>



## Prison

2.23 Academic research has shown that links formed in prisons may contribute to the formation of organised crime networks. As well as forming links between existing organised criminals, the prison environment can allow organised criminals to share experiences and skills. Prison can also be a way for offenders not yet involved in organised crime to build links with those already involved,<sup>16</sup> though not all those imprisoned for offences relating to serious and organised crime reoffend on release.



## 'Jason'

'Jason' was an IT student who lost some Travellers Cheques overseas. After his claim for compensation was rejected he discovered a website which discredited the insurance company and provided advice and information on how to commit credit card fraud. The proceeds of Jason's fraudulent activity provided him with enough income to buy property and provide money to his family and friends. He gained recognition from his online peers who promoted him to be a site moderator. He was sentenced to 4 years imprisonment and has been subject to a Serious Crime Prevention Order since his release. Having **specialist technical skills** in IT and **criminal associates**, including **online**, were key factors in drawing Jason into serious crime.

## Online

2.24 Online networks and communities, where individuals may provide support, advice and information to fellow users, can provide a pathway into serious and organised crime. This is considered particularly relevant to child sexual exploitation and cyber crime. Offenders use a number of online platforms and environments to access indecent images of children. Studies show that a proportion of those that view and share indecent images of children are also involved in contact child sexual abuse. While the routes of access to indecent images of children vary widely in sophistication, no direct correlation has been identified between specific routes and a heightened risk of contact child sex offending. The Child Exploitation Online Protection Centre (CEOP) estimates that around 50,000 individuals are involved in sharing indecent images of children in the UK.



<sup>14</sup> Information provided by UK police and law enforcement agencies, collated by the NCA (September 2014) consisting of 39,273 individuals. The statistics presented exclude 6,019 individuals (15% of the total number of individuals involved in organised crime) where the gender of the individual was not recorded

<sup>15</sup> Information provided by UK police and law enforcement agencies, collated by the NCA (September 2014) consisting of 39,273 individuals. The statistics presented exclude 882 individuals where the ethnicity was recorded as unknown and 12,692 where the ethnicity was not recorded (3% and 32% respectively of the total number of individuals involved in organised crime). Categories shown as 'South East Asian' and 'Central Asian' were recorded as 'Chinese, Japanese or South East Asian' and 'Asian' respectively

<sup>16</sup> Van Koppen, M. V. (2012) Involvement Mechanisms for Organized Crime. The author identified prison as a pathway when analysing empirical data on 15 crime groups (300 offenders) in the Netherlands

## Identity

An individual's upbringing and lifestyle can have a profound impact on their identity, which in turn can increase the risk of the individual being drawn into serious and organised crime.

### Sense of Belonging

2.25 Membership of a subculture, such as a gang or an organised crime group, can provide a strong sense of belonging to individuals who have had a disruptive upbringing. Looked After Children or children and young people known to social care or the Youth Offending Service are particularly at risk. Individuals may be drawn into serious and organised crime in order to provide a sense of belonging to their family, friends, or even community.



### Transitional Periods

2.28 The impact of a lifestyle change on a vulnerable individual, such as a family breakup, alcohol misuse and unemployment, can create an opening to engage in crime.<sup>20</sup> Some individuals who become involved in organised crime may have had a disruptive upbringing, such as family breakup, parental drug-use, or resided in neighborhoods with high crime rates.<sup>21</sup> Some young people at risk may have current or previous contact with children's services. Some adults in professions have been drawn into organised crime as a result of business failure.



### Victims of Exploitation

2.26 In some cases, individuals may be exploited into committing organised crime themselves. Young people have been forced to distribute drugs and handle firearms for gangs and organised criminal groups.



2.27 Some individuals may be exploited through Modern Slavery; victims are often pressured into debt-bondage or labour exploitation (including criminal exploitation) and are forced to commit crime, such as benefit fraud, cannabis cultivation<sup>17</sup> and drug trafficking.<sup>18</sup> In 2013, around one-third of victims of Modern Slavery reported they had been forced to commit benefit or financial fraud, while around one-fifth had been forced to work on cannabis farms.<sup>19</sup>

### 'Pro-Criminal' Attitudes

2.29 Social and psychological factors may lead to the development of 'pro-criminal' attitudes, whereby an individual no longer views criminality as illegitimate. A Ministry of Justice report showed that a significant proportion of individuals may support, or at least see no harm in criminal activities, with 25% of offenders stating there was no victim to their offence.<sup>22</sup> In some cases, individuals perceive that they are providing a legitimate service. For example some cyber criminals believe that access to computers should be unlimited and that all information should be freely available.<sup>23</sup>



<sup>17</sup> Liz Hales and Loraine Gelsthorpe (2012) The Criminalisation of Migrant Women

<sup>18</sup> National Crime Agency (2014) National Strategic Assessment

<http://www.nationalcrimeagency.gov.uk/publications/207-nca-strategic-assessment-of-serious-and-organised-crime/file>

<sup>19</sup> Home Office (2014) Modern Slavery Strategy

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/383764/Modern\\_Slavery\\_Strategy\\_FINAL\\_DEC2015.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/383764/Modern_Slavery_Strategy_FINAL_DEC2015.pdf)

<sup>20</sup> Farrington, D. P. Gallagher, B. and Morley, L. et al. (1986) Unemployment, School Leaving, and Crime. Also Farrington, D. P. and West, D. J. (1995) Effects of Marriage, Separation, and Children on Offending by Adult Males

<sup>21</sup> Van Koppen, M. V. and De Poot, C. J. (2013) The Truck Driver who Bought a Café: Offenders on their Involvement Mechanisms for Organized Crime

<sup>22</sup> Ministry of Justice (2013) Transforming Rehabilitation: a Summary of Evidence on Reducing Offending

<http://www.nationalcrimeagency.gov.uk/publications/207-nca-strategic-assessment-of-serious-and-organised-crime/file>

<sup>23</sup> Van Koppen, M. V. et. al. (2010) Criminal Trajectories in Organised Crime

## Financial Difficulties



2.30 The motivation for serious and organised crime is often, although not always, financial gain. Individuals may be drawn into offending to obtain money due to their social and financial situation. This is supported by research which suggests that individuals from deprived areas are more vulnerable to being drawn into serious and organised crime.<sup>24</sup>

2.31 A previous Home Office evidence review identified a range of factors which can encourage the involvement of young people in criminality, including the need for instant material reward and an absence of other ways to obtain it.<sup>25</sup> Greed and addiction may motivate individuals, when rewards are perceived to be higher than the risks. This may lead individuals to continue in their offending behaviour even though they no longer require money to subsist.

## Power



2.32 Some people join an organised crime group to provide a sense of status and superiority. Where individuals feel disempowered, membership of an organised crime group can provide compensatory status. The need for power could be linked to an exposure to violence, either through an individual's upbringing or through employment. Power and status are also factors exhibited in serious financial fraud crimes such as market manipulation or bribery.

### 'David'

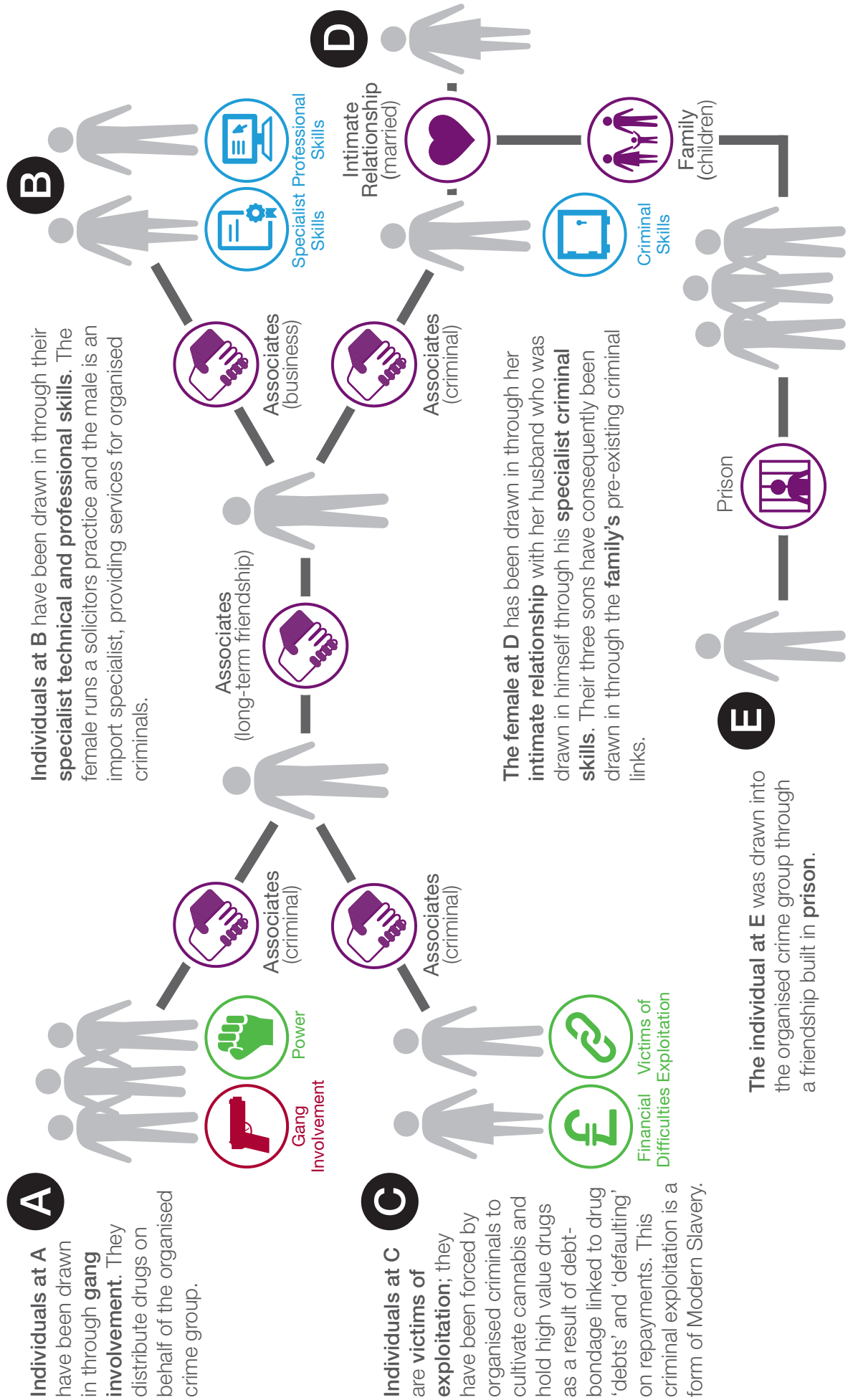
'David' was a skilled welder and successful businessman in his early fifties. David suffered **financial difficulties** as a result of the economic recession. Through an associate, David became involved in an organised crime group and used his engineering abilities as **criminal skills** to convert decommissioned weapons into viable firearms. He converted at least 39 weapons, judging from the ballistic material recovered at the workshop following his arrest. David was sentenced to 17 years imprisonment.

<sup>24</sup> Kleemans, E. R. and De Poot, C. J. (2008) Criminal Careers in Organized Crime and Social Opportunity Structure

<sup>25</sup> Ed Comms (2009) Drivers of Crime and Anti-Social Behaviour among Young People. Evidence review (unpublished)

**Figure 5: pathways into a serious and organised crime network**

The graphic illustrates part of an organised crime network mapped by Greater Manchester Police. It indicates the different factors through which individuals have been drawn into serious and organised crime. Many organised crime groups in the UK are loose and short-term networks, based around opportunism or a particular criminal initiative.





# Interventions

**3.1** There is no single, national interventions model for people at risk of being drawn into serious and organised crime.<sup>26</sup> There are a range of existing local and national programmes that partners can refer individuals to, including gangs programmes, Troubled Families programmes, lifetime offender management approaches, and the Channel programme (where the individual is also at risk of being drawn into terrorism).

**3.2** Appropriate interventions should be tailored to the local emerging offender population. Some interventions may take place with known offenders – whereas others may take place with at-risk individuals with no prior offending history. The effectiveness of interventions will differ depending on the crime type and the age and social demographics of offenders. We continue to increase our understanding around ‘what works’ in changing the behaviour of individuals on the periphery of serious and organised crime, and we intend to support local partners as our understanding develops.<sup>27</sup>

**3.3** Effective interventions will require sharing information between partners. The confidentiality aspects of information sharing are subject to the public interest disclosure test with some partners (for example Health), where consent may be waived to prevent a crime or where third parties may be at risk of serious harm. The Home Office is providing support to partners on information sharing approaches.

## Existing Interventions

**3.4** Integrated Offender Management (IOM) arrangements that identify, manage and divert offenders from a wide range of criminality exist in all police force areas. IOM arrangements or similar schemes – such as the Serious Group Offenders approach which focuses on gangs – may be useful for targeting offenders peripherally involved in organised crime groups, or offenders whose crime trajectory suggests that they are at risk of involvement in more serious and organised forms of crime.

**3.5** Youth-specific interventions, whether Youth Offending Services or local schemes run by police and Local Authorities, support young people at risk of being drawn into gangs (for example the ‘Pathways Out Programme’<sup>28</sup>). There are 43 Local Authority areas receiving additional support under the Ending Gang and Youth Violence Programme. Many of these areas have developed innovative approaches to identify and respond to gang and youth violence, including through early interventions work.

<sup>26</sup> For example, initiatives equivalent to the Channel programme, which forms part of counter-terrorism Prevent, details available at [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/118194/channel-guidance.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/118194/channel-guidance.pdf)

<sup>27</sup> The Home Office is supporting academic work on assessing interventions in line with Cabinet Office guidance (2014) What Works Evidence for Decision Makers available at [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/378038/What\\_works\\_evidence\\_for\\_decision\\_makers.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/378038/What_works_evidence_for_decision_makers.pdf)

<sup>28</sup> The Pathways Out Programme was run by Derby Council and the Enthusiasm Trust. It was funded and supported by the Home Office’s Ending Gang and Youth Violence Programme

**‘Connor’**

‘Connor’ was heavily involved in gangs and had criminal convictions for supplying drugs at a young age. He was referred onto the ‘Pathways Out Programme’, an intervention initiative for gang members, developed by one of the gang priority areas with the support of the **Ending Gang and Youth Violence Programme**.

A mentor worked with Connor to overcome his challenges and provided a coach to build Connor’s confidence in applying for jobs and preparing for a work environment. The intervention enabled Connor to obtain qualifications and full time employment. Connor has been drawn away from a gang lifestyle that could have led to more serious and organised criminality.

**3.6** The Troubled Families approach may be suitable where a family member (parent or child) is at risk of involvement in organised crime. The expanded programme includes parents committing – or at risk of committing – crime, in addition to children and young people. The programme enables an individual’s potential offending to be addressed through a whole family intervention.<sup>29</sup>

**3.7** Schools and higher education facilities are key partners in identifying individuals at risk of being drawn into serious and organised crime where factors manifest at an early age. Schools play a central role in the lives of children and young people through their developmental years. Teachers and staff may be aware of early problem behaviour, negative peer relationships and dysfunctional family backgrounds of individuals. Many schools already have effective intervention strategies in place, based on statutory arrangements (such as non-attendance), and work closely with local partners, such as the police and social services, to deliver these.

**3.8** Charities and voluntary enterprise sector organisations provide a wide range of interventions. For example, Victim Support has established a Victim Awareness Course, an educational and rehabilitative course for adults, which aims to challenge the ‘pro-criminal’ attitudes of offenders by focusing on the impact of their crime on victims. Victim Support states that 88% of attendees stated that the course has helped them think about their behaviour and 78% stated they would definitely change their behaviour as a result of the course.<sup>30</sup>

**‘Daniel’**

‘Daniel’ lived in an area with high levels of crime, substance misuse and low employment. He associated with an urban street gang which contributed to his expulsion from secondary school. Daniel’s criminality escalated to vehicle theft and he was subsequently arrested. His older brother had previously been arrested for drugs offences and there were concerns that Daniel was following the same path of criminality.

Through the **Troubled Families programme**, a key worker began working with Daniel and his family to address his offending behaviour whilst supporting his parents to put boundaries in place and improve their parenting techniques. Daniel and his family subsequently moved out of the area, with help from their local registered landlord. This enabled Daniel to make connections with more positive peers. His whole family is feeling the benefits of the intensive support they received and Daniel is now attending school full-time with significant improvements in his behaviour.

<sup>29</sup> Information on the Troubled Families programme can be found here: [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/66113/121214\\_Working\\_with\\_troubled\\_families\\_FINAL\\_v2.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/66113/121214_Working_with_troubled_families_FINAL_v2.pdf)

<sup>30</sup> Statistics from Victim Support. [www.victimsupport.org.uk](http://www.victimsupport.org.uk)

**'Paige'**

'Paige', a young mother with financial difficulties, had been arrested for selling cannabis to family members. She was given a Conditional Caution with the requirement to attend an educational and rehabilitative Victim Awareness Course led by the **charity Victim Support**. The course helped Paige realise the consequences attached to offending behaviour, the impact this has on victims, the wider community, and her family. The intervention challenged Paige's 'pro-criminal' attitudes, which has reduced the risk of her reoffending and progressing to organised crime.

**3.9** It may be appropriate to refer individuals to Channel interventions where individuals are also at risk of being drawn into terrorism. There are overlaps between some risk factors that draw individuals into terrorism and serious and organised crime (for example factors relating to identity issues, such as the need to belong, and young people with family breakdown issues). Some gang members have had Channel interventions because they were thought to be at risk of influence by extremist groups. Some individuals investigated for terrorism offences have been imprisoned for criminal offences, and law enforcement intelligence has identified some synergies between terrorist, gang and organised criminal actors, in terms of people, locations and logistics.

**3.10** Local areas may want to undertake a review of existing interventions in place, to ensure activity meets the Prevent needs identified in their serious and organised crime Local Profile.

## Developing New Approaches

**3.11** Where local areas identify gaps in their engagement with the at-risk population new approaches can be trialled.

**3.12** Some existing projects that areas are currently piloting with individuals at risk of involvement in serious and organised crime include:

- peer mentoring for those identified as involved in the periphery of serious and organised crime;
- educational and awareness campaigns and outreach programmes targeted at individuals at risk;
- work targeted specifically at women and girls to deter them from organised crime; and
- pilots targeted at preventing offenders who view indecent images of children from contact offending.

**3.13** Learning from these pilots will inform future thinking about serious and organised crime pathways and effective Prevent interventions. We intend to share good practice with stakeholders.

# Conclusion

4.1 Using interventions to stop people being drawn into different types of serious and organised crime is a key part of Prevent. The pathways into serious and organised crime are wide ranging and complex. This is a new and developing area and we will continue to build our understanding and update our guidance as our knowledge deepens.

4.2 Reducing the number of individuals being drawn into serious and organised crime is critical to reducing the threat of serious and organised crime.

4.3 We will support local partners to:

- improve their understanding of local organised crime pathways to identify individuals for referral onto appropriate programmes and interventions;
- consider how existing or new interventions can prevent individuals from being drawn into serious and organised crime; and
- incorporate Prevent issues into the production and delivery of serious and organised crime Local Profiles.

4.4 This document provides a starting point to identify those at risk and develop locally tailored Prevent initiatives to support and deter future involvement.

4.5 If you have examples of good practice working with those at risk of or involved in serious and organised crime we would welcome contributions to: [SOCPprevent@homeoffice.x.gsi.gov.uk](mailto:SOCPprevent@homeoffice.x.gsi.gov.uk)

# Annex: Intervention Programmes

5.1 The following summarises government intervention programmes. Many other appropriate programmes (not listed) will be delivered by Local Authorities, police forces and voluntary, charity and social enterprise sector organisations.

## Troubled Families

5.2 Launched in 2011, the programme aims to turn around the lives of families in England who have serious problems – including parents not working; drug and alcohol misuse; children regularly truanting or not in school – and who cause serious problems, such as being caught up in crime or anti-social behaviour. In August 2014, the Government announced that the programme would be expanded to work with Local Authorities and their partners to help up to an additional 400,000 troubled families with a broader range of problems make significant and sustained progress against those problems by 2020. The Home Office is collaborating with the Troubled Families team on appropriate interventions where there is a risk of individuals being drawn into serious and organised crime.

5.3 Details on the Troubled Families programme can be found here [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/66113/121214\\_Working\\_with\\_troubled\\_families\\_FINAL\\_v2.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/66113/121214_Working_with_troubled_families_FINAL_v2.pdf)

## Ending Gang and Youth Violence Programme

5.4 Launched in 2011, the Ending Gang and Youth Violence programme is the first ever cross government approach on gangs, working in a targeted, supportive way with local areas. Support is provided by a network of over 80 people with frontline experience of dealing with gangs. The programme has worked with 33 local areas across the country facing some of the biggest and emerging problems with gangs and youth

violence. A further ten new areas were included in 2014, bringing the total to 43. The new areas are those facing emerging problems with street gangs.

5.5 The latest Ending Gang and Youth Violence Annual Report is available here <https://www.gov.uk/search?q=ending+gang+and+youth+violence>

## Channel Programme

5.6 Channel is about safeguarding children and adults from being drawn into committing terrorist-related activity. Channel uses existing collaboration between Local Authorities, statutory partners (such as the education and health sectors, social services, children's and youth services and offender management services), the police and the local community to identify individuals at risk and developing the most appropriate support plan for the individuals concerned.

5.7 The Channel guidance (2012) is available here [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/118194/channel-guidance.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/118194/channel-guidance.pdf)

## Integrated Offender Management Arrangements

5.8 Integrated Offender Management (IOM) arrangements enable local and partner agencies to ensure that the offenders whose crimes cause most damage and harm locally are managed in a co-ordinated way. Local IOM approaches differ from area to area, reflecting local priorities, but common key principles include: a multi-agency problem-solving approach (both criminal justice and non-criminal justice agencies); delivering a local response to local problems; and providing offenders with a clear understanding of what is expected of them.

5.9 Information about IOM is available at <https://www.gov.uk/integrated-offender-management-iom>







**© Crown copyright 2015**

This publication is licensed under the terms of the Open Government Licence v3.0 except where otherwise stated. To view this licence, visit [nationalarchives.gov.uk/doc/open-government-licence/version/3](http://nationalarchives.gov.uk/doc/open-government-licence/version/3) or write to the Information Policy Team, The National Archives, Kew, London TW9 4DU, or email: [psi@nationalarchives.gsi.gov.uk](mailto:psi@nationalarchives.gsi.gov.uk).

Where we have identified any third party copyright information you will need to obtain permission from the copyright holders concerned.

This publication is available at [www.gov.uk/government/publications](http://www.gov.uk/government/publications)

Any enquiries regarding this publication should be sent to us at [public.enquiries@homeoffice.gsi.gov.uk](mailto:public.enquiries@homeoffice.gsi.gov.uk)

Printed in the UK by the Williams Lea Group on behalf of the Controller of Her Majesty's Stationery Office

Printed on paper containing 75% recycled fibre content minimum