After the riots

The final report of the
Riots Communities and
Victims Panel

BACK to BUSINESS

2012 • A third of Olympic and Paral...
...n due to start soon • Work well un...
...ds of new jobs • Two brand ne...
...t area with brand new stalls for t...

The Panel visited 22 areas
to see how they were
recovering after the riots

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Foreword

From Darra Singh, Panel Chair

Seven months ago we were shocked by the images on our television screens. Over five days around 15,000 people rioted, looting and damaging town centres across England. People were afraid for themselves and their families. Tragically five people lost their lives and many more lost their businesses and homes. The financial cost to the country was around half a billion pounds.

Against this backdrop the Prime Minister, Deputy Prime Minister and Leader of the Official Opposition established the Riots Communities and Victims Panel to investigate the causes of the riots and to consider what more could be done to build greater social and economic resilience in communities.

The August riots were unique. Starting in Tottenham they spread at an unprecedented speed across 66 different areas. In our interim report we worked with victims and communities to explore the causes of the riots, the motivations of the rioters and the quality of response from the police and other public services. We made recommendations for immediate action to better manage our response should similar circumstances arise.

Our unique research since shows that neighbourhoods that suffered from riots are more pessimistic about their local areas and the opportunities for local people than those areas that did not suffer from riots. It is clear through our intensive contact with the most challenged communities that some families and individuals are under considerable stress. We are living through a period of substantial economic challenge in both the UK and

Europe, with rising unemployment, particularly among young people. This makes it even more pressing that we work with local communities to create a climate of hope, in which those who are not resilient enough to cope with these challenges are supported.

We asked local communities and victims about what more could be done to build social and economic resilience in their areas to prevent similar riots happening again. Time and again the same themes came up: a lack of opportunities for young people; perceptions about poor parenting and a lack of shared values; an inability to prevent re-offending; concerns about brands and materialism; and finally issues relating to confidence in policing.

Victims and affected communities wanted to see swift action and meaningful punishment for those who had broken the law. Equally though, residents want these deep-seated problems tackled. They want to ensure the rioters (who often had poor academic and long criminal records) and those like them can live more positive lives. They also want steps taken to ensure those showing worrying signs of the same behaviour are diverted from taking a similar path.

However, residents do not feel public services are doing enough to address a range of related issues – from poor parenting to truancy, to youth unemployment, to tackling reoffending. They also do not feel engaged, informed or involved by public services in finding and delivering the solutions.

We have found that it is too easy at every stage of their lives for troubled individuals and forgotten families to fall through the gaps of public service provision. They often have multiple issues, which no single agency can resolve. Some organisations are only responsible for children between certain ages before they become someone else's concern – so a child is 'managed through' rather than genuinely helped. At any age, multiple organisations are responsible for putting matters right. This makes it very difficult to hold anyone to account for the failure to address issues. But the cost of failure is very high indeed – to the individual, to the communities they live in and to the country.

In developing this report we have considered how to better organise public services and hold them to account. We have also looked for ways to help communities own and help solve the issues they face. We have sought wherever possible to avoid top down prescription, instead looking for ways to support locally accountable and responsible institutions that respond to the wishes of residents, parents and businesses. We are acutely aware that any additional financial costs will be difficult to justify given the current economic climate. The vast majority of our recommendations involve the better use of existing resources.

The causes of the riots were complex. There is no one recommendation that will prevent them from happening again. But taken together, we believe our recommendations help address some of the underlying reasons why so many individuals across the country became involved in some of the most significant disturbances the country has seen. We should not let this opportunity pass – should disturbances happen again, victims and communities will ask our leaders why we failed to respond effectively in 2012.

It is with this call for action that the Panel presents this report to the Prime Minister, Deputy Prime Minister and Leader of the Official Opposition.

Members of the Riots Communities and Victims Panel (left to right) Simon Marcus, Heather Rabbatts CBE, Darra Singh OBE (Panel Chair), Baroness Maeve Sherlock OBE

Introduction

Following the riots that occurred in towns and cities across England between 6 August 2011 and 10 August 2011, the Prime Minister, Deputy Prime Minister and Leader of the Official Opposition established the Riots Communities and Victims Panel and asked it to consider:

– what may have motivated a small minority of people to take part in the riots;

– why the riots happened in some areas and not others;

– how key public services engaged with communities before, during and after the riots;

– what motivated local people to come together to resist riots in their area or to clean up after riots had taken place;

– how communities can be made more socially and economically resilient in the future to prevent future problems; and

– what could have been done differently to prevent or manage the riots.

Further details about the Panel members can be found at Annex A.

Our work began in communities affected by the riots on 12 September 2011. A national call for evidence was made on 16 September.

On 28 November 2011, we published a detailed interim report, *5 Days in August*. The report, which is summarised in Section 1, explored the immediate causes and consequences of the riots and set out our recommendations for immediate action, progress against which can be found in Appendix C.

In the interim report, we set out six key themes that we believe will combine to build social and economic resilience in communities and which we focus on in this final report:

These themes and our findings are presented in Section 2.

Between the call for evidence and the publication of this final report, we visited 24 areas (some more than once) and spoke with thousands of people who were affected by the riots as well as some who were not. We sought views via radio, television, online sources and public meetings. We received 340 written responses and surveyed 1,200 people in our Neighbourhood Survey.

We have written this report from a national perspective, so it does not aim to analyse the riots at a local level. Its purpose is to capture our overarching findings, whilst highlighting important local differences.

Executive summary

Introduction

Residents in communities where riots took place last summer want rioters – many of whom had long criminal records – appropriately punished. However, they also believe that action is needed to ensure that in future, these individuals and those displaying worrying signs of similar behaviour can play a positive role in their areas. When people feel they have no reason to stay out of trouble the consequences can be devastating. We must give everyone a stake in society. We have focused our efforts on doing just that.

The key to avoiding future riots is to have communities that work:

– where everyone feels they have a stake in society;

– where individuals respect each other and the place they live in;

– where public services work together and with the voluntary sector to spot those who are struggling at an early stage and help them;

– where opportunities are available to all, especially young people;

– where parents and schools ensure children develop the values, skills and character to make the right choices at crucial moments;

– where the police and the public work together to support the maintenance of law and order; and

– where the criminal justice system punishes those who commit crimes but also commits itself to making sure – for all our sakes – that they don't do it again.

The answers lie in different places: some are about personal or family responsibility and others are about what the state or the private or voluntary sectors should do better or differently.

In our interim report, we set out six key areas that we believe will combine to build social and economic resilience in communities and which we focus on in this final report – **children and parents, building personal resilience, hopes and dreams, riots and the brands**, **the usual suspects and the police and the public.**

Children and parents

We heard from many communities who feel that rioter behaviour could ultimately be ascribed to poor parenting. We need to consider what can be done to ensure that all children get the right support, control and guidance from parents or guardians to give them the best possible chance of making the most of their lives.

Government has recently established a Troubled Families Programme (TFP) – an intensive scheme to address the needs of the 120,000 most challenged families.[1] We support the work of TFP but the overlap with rioters is limited. In a poll of 80 local authorities conducted by the Panel, only five per cent felt there was a great deal of overlap between the troubled families and rioter families.

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[1] The figure of 120,000 comes originally from research carried out by the Cabinet Office based Social Exclusion Task Force, using data from the Families and Children Study.

While the actual overlap might be higher, our evidence suggests that a significant connection between TFP families and the families of the rioters has not yet been established. Instead, public services describe a group of approximately 500,000 'forgotten families' who 'bump along the bottom' of society.

We think public services that engage with forgotten families should follow some key principles. These include:

– Timeliness – Early intervention is key. Because of the excellent outcomes it delivers, **we recommend extending the Family Nurse Partnership programme, initially to all first time mothers under 18, and then to all those under 20.**

– Evidence-based support – Communities need to know what actions their local authorities are taking to tackle problem families, and why. **We recommend that all local authorities should have transparent statements setting out what evidence based steps they are taking, at what cost, and what they have achieved.**

– Whole family view – **We recommend that providers work together and plan services around forgotten families rather than focusing on individuals and operating in silos.**

– Supported by quality systems and data – State agencies dealing with the same families do not tell each other what they know or what they are doing, wasting time and money. **We recommend the creation of a legal presumption to share data across local agencies.**

– Asset rather than a deficit approach to children and families – We need to ensure every child's potential is achieved. **We recommend that every child who needs one should have an advocate to ensure that they get a fair deal from public services.**

– Widening inclusion – Some children grow up without a single positive adult figure in their lives. Public services should take steps to ensure all children have a positive role model (from a child's wider family or from the local community). **Where it is in the best interests of the child to do so, we recommend that absent fathers should be contacted by statutory social services and schools about their children as a matter of course.**

Building personal resilience

Many young people the Panel met expressed a sense of hopelessness. However, others, sometimes in the same school class, expressed optimism, self-sufficiency and a belief that their circumstances could be overcome.

We met people who had been convicted of all kinds of riot related offences. We also met many people who had suffered considerable disadvantage, who made a choice not to get involved in the riots. In asking what it was that made young people make the right choice in the heat of the moment, the Panel heard of the importance of character. A number of attributes together form character, including self-discipline, application, the ability to defer gratification and resilience in recovering from setbacks. Young people who develop character will be best placed to make the most of their lives.

Evidence also tells us that employers want to see character in potential recruits. Work programme providers are forced to focus on it in helping young adults find work. In our National Survey, over half of Youth Offending Teams (YOTs) who responded do not rate provision in their areas to build character in young people as 'good' or 'very good'. We feel that the riots demonstrated the need to focus on how we instil character where it is lacking.

Parents are best placed to instil positive attitudes and behaviour in children. However, especially where parents are unable to do so, schools and youth services have an important part to play.

Building character – a new approach

The Panel has seen strong potential in programmes delivered through schools in the UK, US and Australia which are designed to help children build resilience and self-confidence as part of normal school life. **We propose that there should be a new requirement for schools to develop and publish their policies on building character**. This would raise the profile of this issue and ensure that schools engage in a review of their approaches to nurturing character attributes among their pupils. **We also recommend that Ofsted undertake a thematic review of character building in schools.** To inform interventions tailored to individual pupils' needs **the Panel recommends primary and secondary schools should undertake regular assessments of pupils' strength of character**.

Hopes and dreams

Many young people the Panel met following the riots spoke of a lack of hopes and dreams for the future – particularly because they feel there was no clear path to work in an age of record youth unemployment.

We believe that too many of the most vulnerable children and young people are failed by the system. In our Neighbourhood Survey, only 43 per cent of residents feel schools adequately prepare young people for work. Only 22 per cent feel public services are doing enough to address youth unemployment.

It starts in schools

The Panel were told that the ability of both primary and secondary schools to address poor attendance and attainment was mixed. Schools sometimes excluded or transferred pupils for the wrong reasons.

A fifth of school leavers have the literacy levels at or below that expected of an 11 year old.[2]

Given that we spend anywhere between £6,000 and £18,000 per year on each child's education we believe no one should leave school without basic literacy skills. **We recommend that schools failing to raise the literacy rate of a child to an age appropriate standard should cover the financial cost of raising their attainment when they move onto a new provider**.

While it is appropriate for schools to be able to exclude pupils – for example, where a child is highly disruptive, we also heard that exclusions took place for the wrong reasons – and in ways that mask the extent of the problem. In our Neighbourhood Survey, only 42 per cent of residents feel schools are doing enough to address truancy. **We recommend that schools should be required to publish more of their data to ensure they take steps to use exclusion as a last resort and transfer pupils to quality alternative provision.**

At present outstanding rated schools can transfer pupils to unsatisfactory alternative provision. The Panel believe that unless there is a risk of immediate danger, it is unacceptable that a school is able to transfer its most vulnerable pupils to poor quality provision which is not subject to any form of quality control. **We therefore recommend that all alternative providers should be subject to appropriate inspection. We also recommend that no child should be transferred to poor quality provision until it has improved.**

Getting pupils work ready

The Panel has heard repeatedly that young people leaving school are not work ready.

– The quality of careers support is variable and many young people do not have a clear route into work. **We recommend schools develop and publish a Careers Support Guarantee, setting out what a child can expect in terms of advice, guidance,**

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[2] Sheffield University – study into levels of literacy and numeracy, May 2011.

contact with businesses and work experience options

– Links with local employers are often poor. Businesses have a role in careers advice, support and work experience. They will benefit from local school leavers being work ready. **We recommend businesses should play their part by becoming business ambassadors for local schools and working with the public and voluntary sectors across the neighbourhood to promote youth employment**. Local Enterprise Partnerships should play a key role in facilitating these relationships.

Youth unemployment

Our Neighbourhood Survey found that 83 per cent of people feel that youth unemployment is a problem within their local area, and 71 per cent of residents feel that there are insufficient employment opportunities for young people.

Research suggests that, by their 18th birthday, four per cent of young people have been NEET[3] for a year or more. These core, entrenched NEETs are those we are particularly concerned about.

We recommend that:

– **Local areas, particularly those with high levels of youth unemployment, establish neighbourhood 'NEET Hubs' to join up data and resources to tackle youth unemployment.**

– **Government and local public services fund a 'Youth Job Promise' to get as many young people as possible a job, where they have been unemployed for a year.**

– **Government provide a job guarantee for all young people who have been out of work for two years or more.**

Riots and the brands

The riots were particularly characterised by opportunistic looting and very much targeted at brands – 50 per cent of recorded offences in the riots were acquisitive in nature.[4] The Panel was told that the majority of shops targeted stocked high value consumer products: clothes, trainers, mobile telephones and computers.

Corporate Social Responsibility

Businesses do not exist in isolation. Customers, suppliers and the local community are all affected by the actions of a business.[5]

The Panel particularly welcome businesses undertaking corporate social responsibility (CSR) activity which supports the local neighbourhoods within which they operate and focuses on using the company brand to engage and work with young people. **The Panel encourage more businesses to adopt this model of CSR. The Panel recommends that Government lead by example by publishing its CSR offer, including commitments to key initiatives, for example, number of apprenticeships and work experience placements.**

Wealth inequality and responsible capitalism

Over half of respondents to the Panel's Neighbourhood Survey believe there is a growing gap between rich and poor in their local area. The Panel believe society must continue to support sustainable growth and promote business expansion. However, alongside this, we believe that businesses have a clear role giving something back to society and making progressive steps to sharing wealth and providing opportunities for individuals to achieve a stake in business.

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[3] Not in employment, education or training.

[4] An Overview of Recorded Crimes and Arrests Resulting from Disorder Events in August 2011, October 2011.

[5] Business in the community 2012 http://www.businesslink.gov.uk

The Panel calls for the Government's responsible capitalism work to make shareholder participation a priority and support businesses that take this approach to business planning.

Marketing and consumerism

The Panel's Neighbourhood Survey found that 85 per cent of people feel advertising puts pressure on young people to own the latest products. Over two-thirds (67 per cent) of people feel materialism among young people is a problem within their local area. A similar number (70 per cent) feel that steps needed to be taken to reduce the amount of advertising aimed at young people.

While no one individual brand is to blame, children and young people must be protected from excessive marketing, while supporting business and not harming commerce.

To address rising concerns regarding aggressive marketing and materialism the Panel recommends that**:**

– **The Advertising Standards Authority make the impact of advertising and branding techniques on young people a feature of its new school education programme to raise resilience among children.**

– **The Advertising Standards Authority incorporate commercialism and materialism into their engagement work with young people and take action on the findings.**

– **We also recommend that the Government appoint an independent champion to manage a dialogue between Government and big brands, to further this debate.**

Usual suspects

The Interim Report showed that rioters brought before the courts had on average 11 previous convictions.

People want rioters to be punished, but they also want to make sure we do all we can to stop those people from continuing to offend in future. Victims and the wider public deserve a justice system that is effective at both. Some 66 per cent of residents we surveyed agreed that rehabilitation is the best way of preventing offenders from committing further crimes.

Early intervention

In a process known as 'triage', the Panel has witnessed public services coming together to undertake a thorough assessment of a first-time offender's behaviour and the reasons that lie behind it. **The Panel recommends that Youth Offending Teams adopt triage approaches**.

Young adults

The Panel considers there is considerable scope for improving the way resources are utilised to assess and manage the needs of young adults (18 to 24 years old) in order to help reduce reoffending. **The Panel recommends that all Probation Trusts take a specialist approach to dealing with young adults.**

Effective punishment and rehabilitation

Prison provides an effective punishment and thus serves an important function, through signalling to society that crime carries serious consequences. However, reconviction rates for young adults discharged from custody are higher than for those given community sentences.

The Panel finds that there is a strong case for redirecting some of the resource currently spent on custody into supporting effective community sentencing to reduce reoffending among this age group.

For this to be credible, we need to increase accountability to the public and public confidence in community sentences:

- **More communities should choose those projects to which offenders are sent to do unpaid work.**
- **Probation Trusts publish clearly accessible data on the outcome of community sentences in their area (including details of payback schemes and reoffending rates).**

The Panel was told that short prison sentences provide insufficient opportunity for interventions (help with employment and drugs or alcohol addiction, for example) so they are of little value in providing a platform for rehabilitation. In too many cases they simply result in a cycle of reoffending which damages communities.

Intensive alternatives to short prison sentences have proved effective in significantly reducing re-offending rates among young adults. **The Panel recommends Probation Trusts and their partners develop intensive alternatives to custody schemes for young adults across the country.**

Regardless of the length of prison sentence it is clear to the Panel that the chances of a prisoner reoffending upon release are reduced where that person receives a 'wraparound' support package and we have seen persuasive evidence of this at local level:

- Currently, those who have served short sentences are sent back into communities without automatic access to any rehabilitative support at all. **The Panel believes no offender should be placed into a community without wraparound support.**
- Having a mentor can help young people leaving prison feel more positive about their future and act as motivation to prevent a return to offending. **The Panel recommends that probation, prisons and voluntary and community sector partners work together with the aim of ensuring**

every young adult is offered a mentor to support them on completion of their prison sentence.

Police and the public

Increasing trust in the police

Trust in the police is vitally important in any community. It leads to communities getting more involved in policing, it ensures the police can understand local communities' needs and it helps to break down cultural barriers. When the public trust police motives, they are willing to support them by reporting crimes or anti-social behaviour, by providing local intelligence and acting as witnesses.

Integrity

One in three people think that the police are corrupt, and one in five think that they are dishonest.[6] While not suggesting this is in any way accurate, this perception must be damaging to the police's relationship with the communities they serve.

The Panel recommends that police forces proactively engage with communities about issues that impact on the perceptions of their integrity.

Contact with the police

Black and minority ethnic happiness following contact with the police is significantly worse than it is for white people – 64 per cent, compared to 77 per cent.

This is also an issue that affects particular neighbourhoods. In our Neighbourhood Survey, one in four who had recent contact with the police were unhappy at the way they were treated. In some areas it was as high as one in three. These are unacceptably high figures.

The Metropolitan Police (the Met) were cited in particular as having issues around positive or 'quality' contact. **In our view, by improving**

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[6] Without fear or favour: A review of Police relationships (December 2011, HMRC).

the quality of minor encounters, the Met can dramatically improve their relationships with communities. Lessons could be learned from other police services that do this better.

Communication

In raising confidence in the police, we believe that communicating about police action, should be seen as equally important as the action itself. The police have acknowledged the need to improve their capability around social media communication. They have also acknowledged that they need to improve the way they chose to engage with their communities. **The Panel believes better use of social media presents huge opportunities and recommends that every neighbourhood team have its own social media capability.**

Accountability

A key aspect of accountability is public confidence in a robust complaints procedure. In England and Wales, complaints against the police are handled either locally by police forces or, in the most serious cases, by the Independent Police Complaints Commission (IPCC).

In an IPCC survey of confidence in the police complaints system, 43 per cent of black people felt a complaint against the police would not be dealt with impartially (compared to 31 per cent of people generally). In our Neighbourhood Survey, over 50 per cent of respondents felt it unlikely that something would be done as a result of a making a complaint against the police. These are worrying statistics.

– The IPCC upheld a third of appeals in 2010/2011. **We recommend that the worst performing police services should review their complaints system in order to lower the number of rejected complaints overturned on appeal.**

– The perception of independence is of paramount importance. **We recommend that the IPCC, over time, phase out its use of ex-police officers as investigators.**

– **We recommend that 'managed' investigations – where the IPCC oversee police complaint handling – should be phased out and the resources shifted so that the IPCC directly undertake these investigations.**

Community engagement, involvement and cohesion

Communities we spoke with felt they had a significant role to play in putting right the issues in their neighbourhoods, such as poor parenting. However, residents felt they had lost the ability to intervene in each other's lives. This 'disconnect' may go some way to explaining why in our Neighbourhood Survey 61 per cent did not agree that theirs was a close, tight-knit community or that neighbours treated each other with respect.

Residents want to be involved in improving their areas. By assisting them to do so we can hope to better tackle the issues they face and improve cohesion, but at present only around one in three in our neighbourhood poll felt public services listen to them or involve them in decision making. In the riot affected neighbourhoods we surveyed, this lack of involvement tends to be even worse.

The riots highlighted how far behind many public services are around the use of widely used modern methods of communication, such as social media. We believe that public services need to work together to develop better neighbourhood level engagement capabilities.

The Panel recommends that the Department for Communities and Local Government work with local areas to develop better neighbourhood level engagement and communication capabilities.

Neighbourhood engagement to neighbourhood involvement

By interacting with individuals at the neighbourhood level, we can increase the number of those willing to get involved in tackling shared concerns.

We do not believe, at present, that local public services are paying sufficient attention to creating and publicising opportunities for individuals to make a difference in their own communities. Organisations regularly using volunteers report excellent results – often because those at the receiving end of interventions better relate to a 'peer' than an 'official'.

Public services – from local authorities to schools to housing associations – can help create and publicise wide ranging, high quality neighbourhood opportunities that will interest different individuals and groups.

The Department for Communities and Local Government should work with public services and neighbourhoods to develop community involvement strategies, with volunteering at their heart.

Conclusions

The neighbourhoods we visited are facing significant issues. These are areas of high crime and youth unemployment. Many feel their quality of life is poor. There are concerns around cohesion, with the majority of people feeling individuals do not treat each other with respect.

In these communities, where parents struggle or are unable to play their part, the system fails. At this point, just when children and families need support the most, they are unable to obtain it.

The recommendations we make as part of this report are together designed to tackle these issues – ensuring public services work together and accept accountability for turning around the lives of individuals, families and, in turn, communities. In addition, we want to create

a series of 'red lines', outlining the sort of treatment every child, family and community can expect from public services. **We ask the three party leaders and local public services to sign up to these red lines to help ensure individuals and communities are put back on their feet.**

– Every child should be able to read and write to an age appropriate standard by the time they leave primary and then secondary school. If they cannot, the school should face a financial penalty equivalent to the cost of funding remedial support to take the child to the appropriate standard.

– No child should be transferred into an unsatisfactory Pupil Referral Unit or alternative provision until standards are improved (unless there is a risk of immediate danger).

– Every child should have the skills and character attributes to prepare them for work, when they leave education.

– No offender should be placed back into a community on leaving prison without wraparound support, otherwise the community is put at risk.

– No young person should be left on the work programme without sufficient support to realistically hope to find work.

– Government and local public services should together fund a 'Youth Job Promise' scheme to get young people a job, where they have been unemployed for one year or more.

– All families facing multiple difficulties should be supported by public services working together, not in isolation. This will require joining up help for the 500,000 forgotten families.

A summary of our interim report can be found in Section 1. A table outlining all the recommendations in this report can be found at Appendix A.

1 Context: A summary of the findings from our interim report

Darra Singh inspects damage
caused to the high street in Woolwich
shortly after the riots

Introduction

This chapter sets out the findings of our interim report and supplements them with new evidence and findings from several high-profile investigations into the 2011 riots (for links to these external sources, please see Appendix D).

It is important to note that some of the investigations have a wider or different remit to that of the Riots Communities and Victims Panel and many relate to a particular locality or borough. The inclusion of findings or conclusions from these reports is not necessarily an endorsement of their findings.

In this chapter, we have also considered findings from visits made after publication of the interim report, including:

– visits to two additional riot areas (Liverpool and Walthamstow);

– revisits to a number of areas including Tottenham, Manchester, Birmingham and Croydon; and

– visits to areas where there were no riots, including Newcastle, Luton and Swansea.

Additional evidence

The box below sets out the studies that have considered the riots from a national perspective since the publication of our interim report.

National reports

Home Affairs Select Committee – *Policing large scale disorder: lessons from the disturbances of August 2011*

The Home Affairs Select Committee published its report into the disorder on 19 December 2011. It concluded that the police failed to appreciate the magnitude of the task of tackling the riots. The majority of its recommendations were on tactical policing issues, which are outside the Panel's remit.

On 16 February 2012, the Home Office responded to the Home Affairs Select Committee report.

HMIC: *The rules of engagement – a review of the August 2011 disorders*

On 20 December 2011, Her Majesty's Inspectorate of Constabulary (HMIC) published its report into the police response to the August riots.

Issues the Panel raised around communication and community engagement, better use of social media and a review of emergency planning – including the speed of response – were all addressed. HMIC's report also took a very detailed tactical look at the police response, which was outside the Panel's remit.

HMIC considered public perceptions of the police, using a telephone survey of 2,000 respondents, half of which were from riot affected areas.

The Guardian* and London School of Economics: *Reading the riots

Reading the riots considered the views of 270 rioters and was published on Monday 5 November. This report concludes that that anger with the police fuelled the summer's unrest.

4 Days in August: Metropolitan Police Service Strategic review into the Disorder of August 2011, Final Report March 2012

On 14 March 2012, the Metropolitan Police Service (MPS) published their report into the August riots. It detailed the key issues that the MPS experienced during the riots and sets out what went well and what did not. It examined community engagement in Haringey, the subsequent use and management of intelligence, in particular the use of social media, and public order policing tactics generally.

The report concludes that the MPS engagement, intelligence and operational response plans were not sufficient to prevent or respond to the unprecedented scale and speed of the riots as they developed.

Local inquiries and reports

We note that since publication of our interim report several local studies have been published. We have found that these broadly reflect our findings; that there are parallels between affected areas but also notable differences; and that rioting in each of the areas had its own 'DNA'. This was a point also echoed by the Home Affairs Select Committee, who said that the nature of the riots varied between cities and even between different parts of a single city, making it difficult to draw general conclusions.

The Panel has found that each local inquiry provides a useful insight into the local causes of disorder and has contributed to the findings and recommendations in our final report. All of the local reports make specific comments about the speed of the police response, which have been picked up in the HMIC report.

We note the reports into the disorder in Tottenham from Haringey Council, Citizens UK and David Lammy, MP for Tottenham.

A number of MPs in riot affected areas have also published reports about the disorder. These include Dianne Abbott, MP for Hackney North and Stoke Newington, and Harriet Harman, MP for Camberwell and Peckham.

Overview of the disorder

On Thursday 4 August 2011, Mark Duggan was shot by police officers in Ferry Lane, Tottenham Hale, London. The incident was immediately referred to the Independent Police Complaints Commission (IPCC). On Saturday 6 August, the family and supporters of Mark Duggan, numbering around 120, marched from the Broadwater Farm estate to Tottenham police station to protest about the shooting.

It was a peaceful protest but, later in the evening, violence broke out. By the early hours of the next day, rioting had spread to nearby areas. By Sunday 7 August the riots had spread to 12 areas within London, and by Monday 8 August the riots had spread nationally. Eventually, 66 areas experienced rioting.

The riots across England lasted for five days in total. Five people lost their lives and hundreds more lost their businesses and homes. There was widespread arson and looting. We have estimated that the total cost of the riots will be more than half a billion pounds.

Who rioted?

Based on a survey of riot areas, the Panel estimates that 13,000–15,000 people were actively involved in the riots. When we published our interim report, more than 4,000 suspected rioters had been arrested. Of these, 9 out of 10 were already known to the police.

Figure 1: Riot-related crimes committed by type
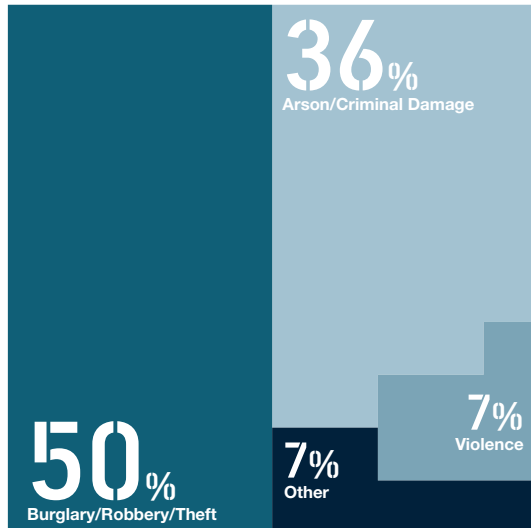
Source: Home Office

A total of 945 of the 1,483 found guilty and sentenced for their role in the riots were jailed immediately, with an average sentence of 14.2 months.

Ministry of Justice figures released on 23 February 2012 revealed that 2,710 people had appeared before the courts by midday on the 1 February 2012. At the Crown Court, 827 people had been sentenced, of whom 701 (85 per cent) received immediate custodial sentences.

In total, more than 5,000 crimes were committed during the riots, including five fatalities, 1,860 incidents of arson and criminal damage, 1,649 burglaries, 141 incidents of disorder and 366 incidents of violence against the person.

At the time we published our interim report, the overwhelming majority of those brought before the courts were male with a previous conviction. At least 84 people had committed 50 or more previous offences. Three-quarters were aged 24 or under.

Of children brought before the courts at the time we published our interim report, two-thirds had special educational needs and missed on average almost one day of school a week. They were also more likely to live in the 10 per cent lowest income areas, be receiving free school meals and have been excluded from school at least once. Only 11 per cent had achieved five or more GCSE grades A*–C including English and Maths.

Figure 2: The total number of crimes committed in each local authority area for the 31 areas where 40 or more crimes were committed
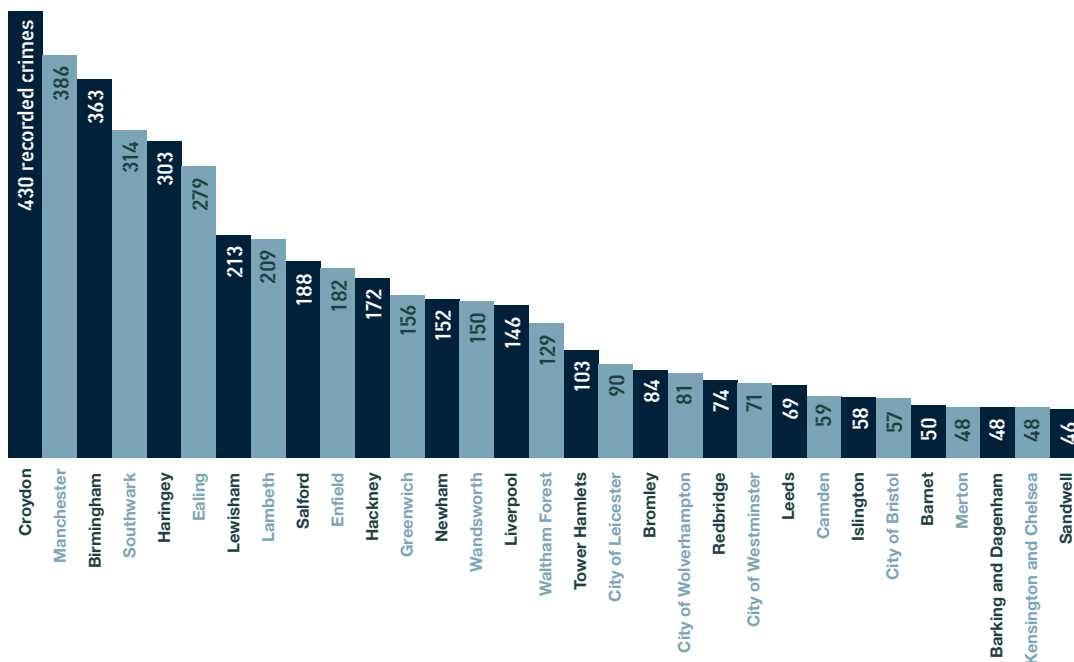
Source: Home Office

Figure 3: Scatterplot showing the number of riot-related crimes and deprivation levels in riot-affected local authority areas
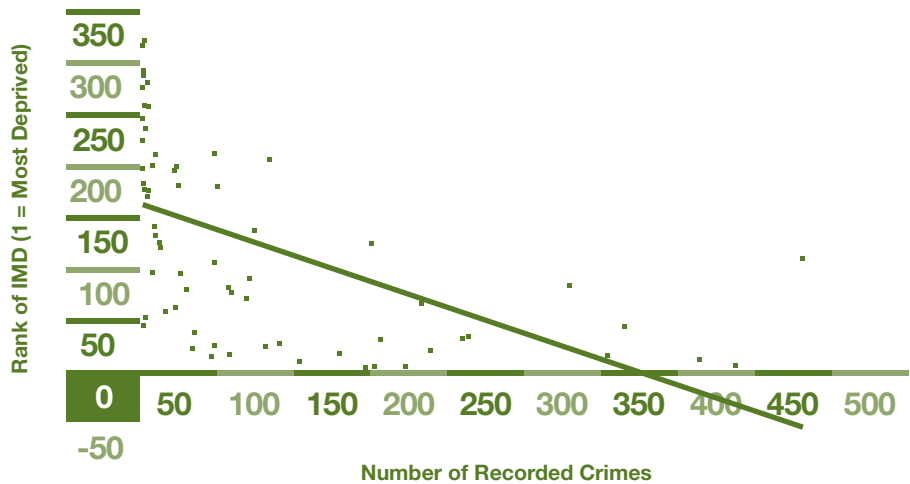
Source: Home Office, DCLG

Figure 4: Deprivation in the areas (LSOAs) where suspected rioters live
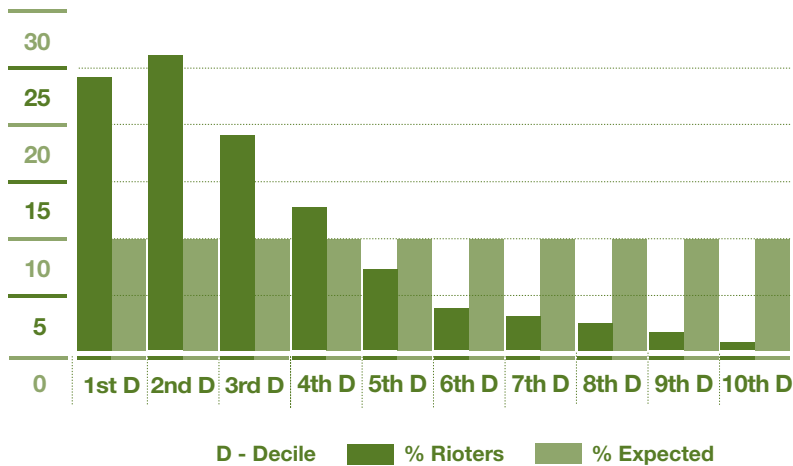
Source: MoJ, DCLG
Note: LSOAs are Lower Super Output Areas

While these are striking statistics, the vast majority of people we spoke to were clear that not having a good education or a job was not an excuse to do wrong.

There appears to be a link between deprivation and rioting. Our unique analysis shows that 70 per cent of those brought before the courts were living in the 30 per cent most deprived postcodes in the country. Although many deprived areas did not riot, of the 66 areas that experienced riots, 30 were in the top 25 per cent most deprived areas in England. Job

Seekers Allowance claimant rates are 1.5 percentage points higher among 16–24 year olds in riot areas (7.5 per cent) than non-riot areas (6 per cent).

This link is supported by findings from the University of Manchester, whose research paper examining the association between poverty levels and the likelihood of being involved in the riots found that a third of looters in Manchester and Salford came from the poorest districts.

Rioter behaviour profiles

We know that the rioters were not a homogenous group of people all acting for the same reasons. They acted differently depending on what they wanted to get out of it.

We break down those present at the riots into five broad categories:

- **Organised criminals**, often from outside the area.

- **Violent aggressors** who committed the most serious crimes, such as arson and violent attacks on the police.

- **Late night shoppers** – people who deliberately traveled to riot sites in order to loot.

- **Opportunists** – people who were drawn into riot areas through curiosity or a sense of excitement and then became 'caught up in the moment'.

- **Spectators** – people who came just to watch the rioting.

The Tottenham riots

The riots that began in Tottenham spread across the country with unprecedented speed. Understanding what sparked them is fundamental to any effort to prevent riots in the future.

In our view, they were triggered by the police handling of the death of Mark Duggan, in particular by problems with how the police communicated with his family, which was caused by the breakdown of IPCC protocols. This was set against a historic backdrop of antipathy towards the police among some members of the local black community and the police. Some felt that underlying tensions in the community had been rising for some time. Rumours which circulated about the death of Mark Duggan, including allegations of his 'assassination', were also a factor.

The rumours surrounding the shooting were not countered effectively. This was exacerbated by the release of information by the IPCC concerning an exchange of fire, which had to be later retracted. In this information vacuum, it was easy for unfounded reports to gain currency, particularly via social media.

The speed at which rumours can spread makes rapid, informed communication vital in tense, volatile situations. We said in our interim report that there is a fault line running between the IPCC and the police in this area.

We recommended that the IPCC and police urgently review their existing protocols and ensure that they are adhered to in the future. This will help ensure that deliberate false rumours and unintended inaccuracies do not go unchallenged.

Figure 5: Age distribution of suspected rioters (source: MoJ) and age distribution of the population of England
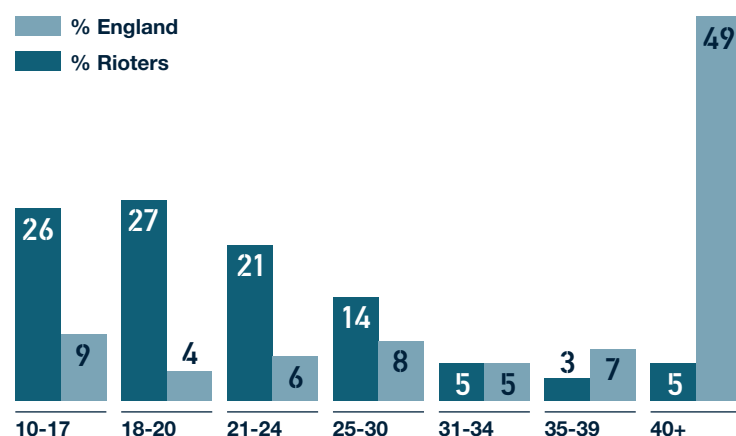
Source: Office of National Statistics (ONS) 2010 mid-year population estimates

Figure 6: Socio-economic status of suspected rioters aged 10–17 brought before the courts and socio-economic status of the general population of pupils in schools

Living in Poverty — 46 / 12

Special Educational Needs — 66 / 21

Persistently Absent from Schools — 30 / 7

Permanently Excluded from Schools — 3

Claiming Free School Meals — 42 / 16

Achieving 5 or more A*–C GCSEs inc English & Maths — 11 / 53
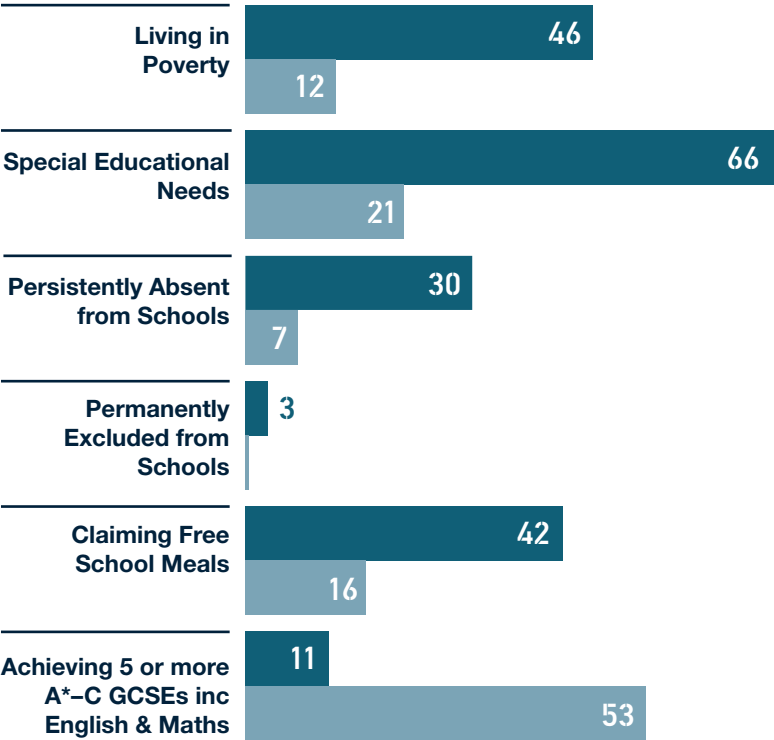
Source: MoJ

Figure 7: Job Seekers Allowance Claimant Rates by (i) Age Group and (ii) Local Authority area (31 areas with more than 40 disorder related crimes compared with all other areas), between January 2011 and October 2011

Riot (aged 16-24)
Non-riot (aged 16-24)
Riot (aged 25-49)
Non-riot (aged 25-49)
Riot (aged 50-64)
Non-riot (aged 50-64)

JAN 2011 — MAR 2011 — MAY 2011 — JUL 2011 — SEP 2011

The Home Affairs Select Committee report agreed that the death of Mark Duggan was a significant factor in the disorder that took place in Tottenham. It said a potentially tense situation was made worse by failures of communication on the part of the Metropolitan Police Service (MPS) and the IPCC.

On 16 February 2012, the IPCC announced new guidance on communicating with the media and the public in IPCC independent and managed investigations, as a result of the finding by the Panel and separately by other agencies.

The guidance is designed to avoid creating a communications vacuum which could lead to community tension and public disorder, as happened last August.

The IPCC has announced that it expects the investigation into the death of Mark Duggan to be completed in April 2012.

On 29 February 2012 the IPCC upheld a complaint by Mark Duggan's family that they had not been informed of his death by either the MPS or the IPCC. The IPCC and MPS have both apologised to the family.

Local reports on Tottenham

The Panel's interim report suggested that the disorder that started in Tottenham was different in nature from the riots which followed in other areas. It is for this reason that we focused on events there in more depth. Additional reports and analysis have been published specifically on what happened in Tottenham, which we highlight below.

The Citizens Inquiry into the Tottenham Riots

The Citizens Inquiry into the Tottenham Riots, facilitated by Citizens UK found that the disorder in Tottenham was partly caused by a combination of high youth unemployment and toxic relations with local police.

The report states that the riots in Tottenham started as a result of both short and long-term issues, including the handling of Mark

Duggan's death, ongoing tensions with the police and the level of deprivation in the area.

David Lammy MP

The MP for Tottenham, David Lammy, has published *Out of the ashes: Britain after the riots*. The book emphasises the problems that members of his constituency face, such as some of the highest levels of social deprivation in Britain, poor housing and a lack of hope. The Panel heard these views directly from some members of the community on its visits to Tottenham.

David Lammy has specifically said that:

– there were a variety of long-term causes which lead to the riots including:

  • poor education;
  • ineffective parental guidance;
  • poor role models;
  • father absence;
  • ill-discipline;
  • unemployment; and
  • a variety of social and developmental problems;

– all riots need a spark – in Tottenham's case it was the killing of Mark Duggan and the way the aftermath was handled; and

– the police could have done better – they responded slowly to disorder and left parts of Tottenham exposed.

Tottenham Community Panel

The Tottenham Community Panel – a group of local community leaders – was convened to develop some recommendations about the next steps for Tottenham. The Panel has engaged with the local community and other stakeholders in a broad-based conversation about the effect of the riots, and about how the area should move forward.

Key recommendations centre around steps to:

– attract inward investment;

– Improve the image of the area;

– provide local opportunities and activities for young people, particularly vulnerable young people;

– improve the relationship between police and the community; and

– reconnect people to civil society.

How the riots spread within an area

The vast majority of people we spoke to believed that the sole trigger for disturbances in their area was the perception that the police could not contain the scale of rioting in Tottenham and then across London.

Lack of confidence in the police response to the initial riots encouraged people to test reactions in other areas. Most of the riots began with some trouble in retail areas with a critical mass of individuals and groups converging on an area. Rioters believed they would be able to loot and damage without being challenged. In the hardest hit areas, they were correct.

The HMIC report into the disorder said that training, tactics, equipment and organisations had been developed largely to deal with set-piece, single-site confrontations between police and protestors. HMIC found that the police were, therefore, not well prepared for the widespread, fast moving and opportunistic criminal attacks on property, loosely organised using social media.

While the events of last August might have been unprecedented, HMIC warns it is likely that this pattern of criminality, or evolutions of it, will be seen again and an equally evolutionary police response needs to be developed.

How the riots went viral – the role of the media

A defining characteristic of the riots was the blanket media coverage. We witnessed 24-hour rolling news and near-constant reporting of events on social media channels

such as BlackBerry Messenger (BBM), a free messaging service.

It seems clear that the spread of rioting was helped both by televised images of police watching people causing damage and looting at will, and by the ability of social media to bring together determined people to act collectively.

The Home Affairs Select Committee has said the single most important reason for the spread of the disorder was the perception, relayed by television as well as social media, that in some areas the police had lost control of the streets. The Panel agrees.

In addition, the Committee said that some of those who took part in the disturbances undoubtedly did use social media to communicate with each other, but television also played a part in spreading the disorder. All local reports concluded that social and broadcast media helped the riots to spread.

The Committee's conclusion concurred with the Panel's view that it may be unhelpful to switch off social media during times of widespread and serious disorder. This viewpoint was also shared by the Home Office in its response to the Committee's report.

HMIC found police were not well prepared for the widespread disorder, specifically reflecting on the role of social media in this. It found that while the police attempted to monitor discussions about rioting on social media to better target response efforts, this fell short of what is possible using modern technology.

The Panel understands that the Home Office is working with social media companies and law enforcement to discuss how the medium can be better used in the future.

Why did the riots not happen everywhere?

As the riots spread, some areas remained unaffected. However, local public services in many areas felt that they too would have experienced rioting if the disturbances in other areas had continued for much longer.

Few people ruled out the prospect of riots in the future.

We heard a number of possible reasons why some communities experienced little or no rioting. These included the level of deprivation, the amount of social capital people had invested in their local communities, shared values, the physical environment, transport links and the preventative actions of local services and people.

We cannot predict where any future riots will take place. In the interim report, we identified a number of practical, short-term actions central government and local communities can take to try and prepare for, and prevent, future riots.

Why did people riot?

There was no one single motivating factor for the riots. People suggested a range of factors, from the need for new trainers to a desire to attack society.

Many people asked whether a wider collapse in values may have contributed to this situation. They were shocked to see so many of their fellow citizens engaged in criminal, sometimes violent, behaviour, apparently oblivious to the consequences for themselves and for others. They questioned whether the issues of bankers' bonuses, MPs' expenses and a lack of personal responsibility had created a moral vacuum in society.

Case Study – Why didn't the riots happen everywhere? Lozells, Birmingham

Although Birmingham was one of the worst areas affected by the August riots, not one crime was reported in its Lozells area – despite having been at the centre of disorder during riots in 1981, 1985 and 2005.

Lozells and East Handsworth Ward Councillor Waseem Zaffar, told us 'we've developed a great relationship between the Council, the neighbourhood police and the community and that's why I believe our people didn't riot.'

On the Tuesday night of the riots Councillor Zaffar met with police and a range of community leaders in his own living room to talk about what preventative action could be taken to protect the community.

As a result of this, about 35 members of the community between the ages of 16 and 45 went out to protect buildings and areas that could have been subject to riots until around 3am on the Wednesday morning.

Councillor Zaffar said: 'I see it as my role to help defuse tension and pull together the local community. This worked for us during the riots and I've got no reason to believe this approach couldn't work in other parts of the country.'

'It's so important to provide a platform for residents voices on their own terms rather than always going through the Council. And for the council, the police and other service providers to show a united front to reduce any tensions.'

'Senior officers in Birmingham City Council have accepted the community have achieved more since May 2011 than many heavily resourced agency led projects since the 2005 Race Riots in Lozells, by engaging all of the community through this initiative.'

Councillor Zaffar is now exploring how a Community Development Trust could further help create one voice for the community and help channel area regeneration resources more strategically.

The Panel identified that rioters' motivations included the perception that they could loot without consequence and, for some, a desire to attack the police.

Local reports support this. For example, the Panel that was established to investigate the riots in Croydon heard from a number of people who expressed the view that tensions between local communities and the police were a causal factor in the rioting there.

Stop and search

'Stop and search' was cited as a major source of discontent with the police. Notably, this concern was voiced by young black men living in London with whom the Panel engaged, who felt that searches were not always carried out with appropriate respect. We were told that, in at least some instances, this was a motivating factor in the riots, including for some of the attacks on the police.

This viewpoint was shared in many of the local reports that the Panel has read. The Tottenham Community report, for example, makes a recommendation on improving how stop and search is conducted. Dianne Abbott, MP for North Hackney and Stoke Newington, says in her report that she was struck by how many young people she spoke to said policing lay at the heart of their dissatisfaction.

The Guardian and London School of Economics report on the views of rioters also cite poor relationships between communities and the police, especially around stop and search. However, in response to this report, senior police officers have argued that, as 9 out of 10 arrested rioters were known to the police, it is not surprising that they cited poor relationships as a motivational factor.

One of the key recommendations in the Panel's interim report was for the police to work with communities and across forces to improve the way in which stop and search is undertaken. On Wednesday 14 December 2011 the Home Secretary, Theresa May MP, asked the Association of Chief Police Officers to review

best practice on stop and search. On Thursday 12 January 2012, the Metropolitan Police Service announced new measures to make stop and search more effective.

The Panel does not excuse criminal behaviour in any form. But we believe that underlying causes must be tackled if we are to avoid future disorder on the same scale. We have explored the relationship between the police and the public in Chapter 2 of this report.

Opportunism

We know from rioters' criminal histories that most had committed offences before. The chance to do so en masse, apparently increasing the number of opportunities and reducing the chances of being caught, seems to have been a significant motivating factor for many.

But these were not just 'the usual suspects'. A third of under-18s seen by the courts had not committed a previous offence. We know that the great majority of these youths were not considered at risk of offending by local area Youth Offending Teams. This suggests that a significant number of these young people made bad decisions after getting caught up in the moment.

The fact that many people abused society's moral and legal codes when the opportunity arose paints a disturbing picture. The Panel was disturbed by the feeling expressed by some rioters that they had no hope and nothing to lose.

All local reports acknowledged varying levels of opportunism in each riot. For example, Wandsworth Council's independent report into the disorder at Clapham Junction found that the main motivation behind the disorder was criminal opportunism of varying levels of organisation.

Most people did not riot

Several local reports make the point that the vast majority of their residents did not riot.

The Ealing Panel's report notes that only 100 of the 245 people arrested in connection with the riots there, were actually Ealing residents.

Why people did not riot

The Panel spoke to many individuals from deprived backgrounds who did not riot. They told us that they had a stake in society that they did not want to jeopardise. They showed an awareness of shared values. They had the resilience to take the knocks and felt able to create opportunities for themselves. The fact that these people, who had similar disadvantages in life to many of those who chose to riot, felt able to look positively to the future greatly impressed us.

Addressing riot myths

As well as describing the riots in our interim report, we also wanted to establish what the riots were not.

These were not riots carried out by children. They were – largely – carried out by young adults. We do not believe that these were race riots. Most convicted rioters were not gang members.

Our conclusion is that there was no single cause of the riots and that no single group was responsible. This was a view supported by the local and national reports published since our interim report. To suggest otherwise can create unforeseen problems. For example, evidence given to the Home Affairs Select Committee from the Perry Bar Constituency in Birmingham suggested that the media portrayed the disorder in the area as race riots, which has led to community tensions.

How did public services perform?

The police have acknowledged that mistakes were made. The riots developed at an unprecedented scale and speed and police emergency plans were not always sufficient.

The police decision to withdraw to the periphery of riot-hit areas, left many communities feeling they had been abandoned.

All the seriously affected communities felt that police numbers were not sufficient and that the police did not act quickly enough to engage with the rioters.

The Home Affairs Select Committee reported that what ultimately quelled the disorder was increased police numbers. The Committee said that this did not happen early enough and regards the operation to police the disorder in many towns and cities – particularly in London – as flawed.

HMIC's review found that community engagement is always the first and most effective police tactic when it comes to preventing disorder, but this faltered in Tottenham. Rumours that Mark Duggan had been 'executed' were not challenged publicly by the authorities soon enough. This view was repeatedly shared with the Panel on our visits.

The Home Affairs Select Committee suggest that all police forces should have a communications strategy in place, so that if there is a credible threat of severe public disorder, all businesses in the affected area are given early and consistent advice about what action they should take. This did not happen in August.

Local reports agree unanimously that an inadequate police response, whether attributable to the speed of response, the numbers of available officers, or robustness of response, was a central factor in the spread of the riots.

Ealing Council's report, published on 20 February 2012, concluded that police did not respond rapidly enough in deploying officers and recalling those who were off duty. Ealing was also concerned about how 'information' from new social media sources is processed effectively into intelligence.

Croydon Council's independent Panel review into the riots recommends that the MPS give consideration to improving its processes for gathering and assessing information and intelligence from social media networks.

Figure 8: Metropolitan police officers and the number of areas in London affected by riots

- ■ Number of Areas Affected by Rioting
- ■ Met Police Numbers

SAT-SUN	3480 / 2
SUN-MON	4275 / 12
MON-TUE	6000 / 36
TUE-WED	16,000 / 17
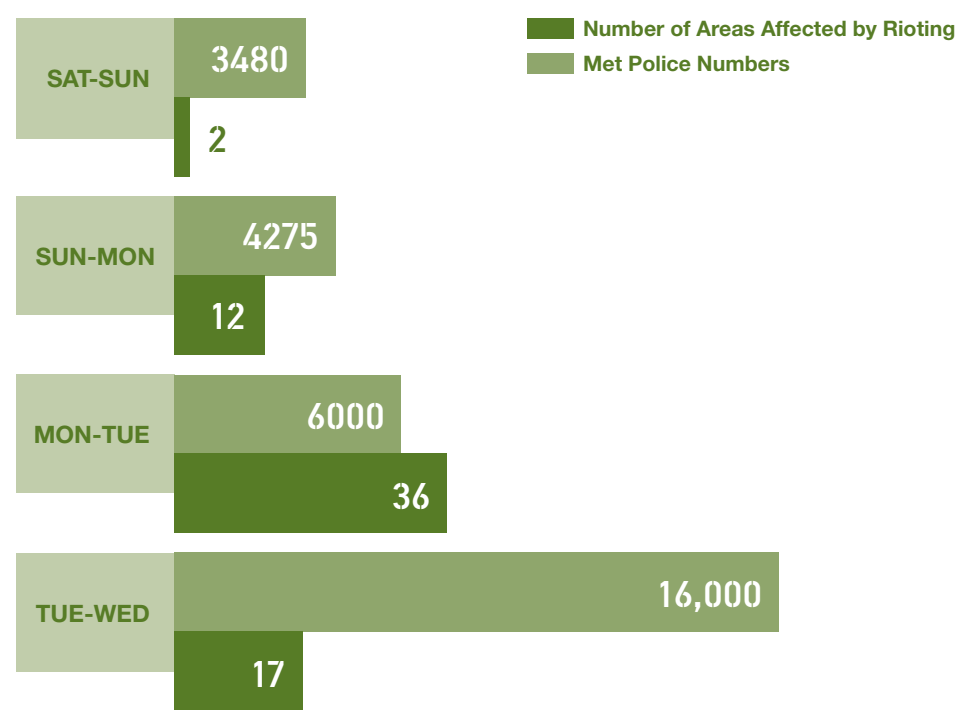
The Panel said that there is still significant distress and anger in communities about the police response. It is crucial that the Police rebuild trust. They can start by ensuring that plans are in place to deal with the risk of future disturbances, pursuing people who committed crimes during the riots and supporting communities as they rebuild their infrastructure.

Similarly, while there were some examples of good practice, all the local authorities we spoke to felt they had lessons to learn. In particular, there is scope to improve the use of social media both as a tool to gather and use information and to communicate messages to communities, businesses and individuals. We recommended that this be addressed urgently.

The scale of the London Olympics this summer will present a significant challenge for public services. It is critical that police and the relevant local authorities carry out proper resilience planning, incorporating scenarios which reflect the risk of a repeat of the August riots during the Olympic Games.

Financial recovery for individuals and businesses

When we published our interim report, we were concerned at the large number of complaints we had received about the role of insurers. We heard repeatedly about the delays and difficulties that individuals and businesses were having dealing with insurance companies. In most cases, small businesses were more likely to report problems, while larger, national companies felt they had been better treated.

We said that the provision of compensation under the Riot (Damages) Act 1886 was not working and that the Government should speed up the process of reimbursing people under the Act. In fact, by the end of November 2011 we had not heard of a single person who had received a payment under the Act. Similarly, the Croydon Panel reported that it had received no direct information that anyone in Croydon had received a payout under the Act by January 2012.

When our Interim Report was published in November 2011 the forecast was that by the end of March 2012 nine out of ten of the largest claims in London would still not have been processed and barely half of people with the smallest claims would have been paid. In fact, by March 2012, the Metropolitan Police Service had settled only 396 claims of the 2,538 lodged by insurers.

For uninsured claims, at the time of this report police authorities had settled barely half of all valid claims. In London, the figure was 181 out of 342 claims.

It is now almost eight months after the August riots and there are still small businesses which have yet to receive a penny in compensation for the losses they have experienced. This is threatening the viability of some businesses and still needs to be addressed urgently.

Some of these outstanding claims are 'inactive'. We understand that the Home Office has provided additional resources to trace claimants to check whether they wish to pursue their claims and offer help with the paperwork. However, this still leaves a number of people who have no insurance and valid claims under the Act who are still awaiting any kind of payment. We would again urge police authorities and the Home Office to ensure that all outstanding claims are urgently dealt with and legitimate claims paid without further delay.

By comparison, insurance companies have now settled, or made interim payments, in the vast majority of the claims they have received. We include an update on the performance of the insurance industry generally in Appendix C.

The Panel fully supports the principles underpinning the Riot (Damages) Act 1886. The Act provides a mechanism to compensate those people who have suffered loss as a result of rioting but who do not have any (or enough) insurance. By reimbursing insurers, it also ensures that individuals and businesses in areas that experience riots are able to purchase insurance in future. The link with the

police is crucial. The Act provides a financial incentive on police services to ensure that they commit sufficient operational resources to prevent riots occurring in the first place and to manage them effectively and efficiently when they do. If police services fail to intervene effectively to protect property and seek to rely at a later date on CCTV images to apprehend criminals, they will remain liable to compensate the riot victim for any damage to property. It provides an additional means of holding police services to account for the maintenance of public order.

While the Act remains fundamentally fit for purpose, it does need updating. In particular, it needs to widen its scope to include coverage for loss of motor vehicles and further clarity is needed on whether the Act provides coverage for 'business interruption' losses. There is also considerable scope to improve the processes around the Act.

The Home Office is currently conducting an internal review of the Act and its operation. **Once this internal review is completed, we urge the Government to undertake a public consultation to ensure that communities and victims can have their say on how an updated Riot (Damages) Act should work.**

Riot heroes

We heard some amazing stories about individuals and groups organising large-scale clean-ups to help their communities after the riots. We recommended that these people should be honoured, both nationally and locally, for this work.

On 11 January 2012, the Government held a Downing Street reception to recognise the bravery and significant contribution made by the police and fire services during the disorder. On 14 March 2012, the Panel hosted a reception at Admiralty House, with the Deputy Prime Minister and Leader of the Official Opposition, to acknowledge people who were affected by, or who showed bravery during, the riots.

We are also pleased that local councils and the media have also recognised many local people who helped during and after the riots.

Actions

In our interim report, we set out six key themes for the next phase of work. We explore these in greater detail in Section 2.

1. Children and parents

We were frequently told by communities that poor parenting was the underlying cause of the riots. We want to consider what more we could do to improve parenting, achieving the right balance between encouraging individual responsibility and making the most of public services that support parents.

2. Building personal resilience

We heard a lot about the sense of hopelessness felt by young people in many areas. We want to look at how we can help all young people to become more responsible, ambitious, determined and conscientious members of their community.

3. Hopes and dreams

The absence of hope and dreams among many we spoke to is a danger for society. We need young people who are able to improve their education and get a job that fulfils their ambitions and allows them to achieve their potential. We are concerned at the level of despondency and anxiety among the young in particular.

4. Riots and the brands

The rise in consumerism was raised as a concern by many people. The latest brand or gadget increasingly defines an individual's identity. We want to explore how commercial brands can use their powerful influence positively for the good of the whole community.

5. The usual suspects

Many people expressed concern about the relatively small number of people who commit multiple crimes and society's seeming inability to prevent reoffending. We want to explore what more can be done to improve rehabilitation, to better protect communities from repeat offenders.

6. Police and the public

Positive relationships between the police and the community are at the heart of maintaining order. We are disturbed at reports we heard about the breakdown in trust between some communities and police. We want to explore what more we can all do to improve relationships across communities.

With these six themes in mind, we also made a number of recommendations for immediate action. A summary update on progress against our recommendations can be found at Appendix C.

2 Building social and economic resilience: Introduction

In this chapter we explore the six themes that we highlighted for action in our interim report and which we believe are important for helping to build social and economic resilience:

– **Children and parents**: what more we can do to improve parenting, achieving the right balance between individual responsibility and the role of public services in supporting parents.

– **Building personal resilience**: how we can help all young people become more responsible, ambitious, determined and conscientious members of their community.

– **Hopes and dreams**: ensuring young people receive, at all stages of their development, the support they need to find work – particularly those not in employment, education or training (NEET) or at risk of becoming NEET.

– **Riots and the brands**: how commercial brands can use their powerful influence positively for the good of the community.

– **The usual suspects**: what more can be done to improve rehabilitation to better protect communities from repeat offenders.

– **Police and the public**: what more we can all do to improve relationships with the police across communities**.**

The context for delivering change

We know that 70 per cent of suspected rioters live in the 30 per cent most deprived areas. Riot areas are relatively poor and suffer from higher crime and lower employment than the average. The median local authority where rioters came from is ranked 69th most deprived by employment, and 60th by income. Some 23 per cent of families in these areas suffer from three or more disadvantages, compared to nine per cent in the median authority area.

Residents in riot areas have told us that there are too many people in their areas leading chaotic lives for their neighbourhoods to thrive as they should. In some neighbourhoods as many as 70 individuals from one postcode district were brought before the courts for rioting. It is these neighbourhoods that continued to suffer the after-effects of the riots, long after the rest of the country returned to normality.

Figure 9: Notifiable offences per square km in the areas where suspected rioters live
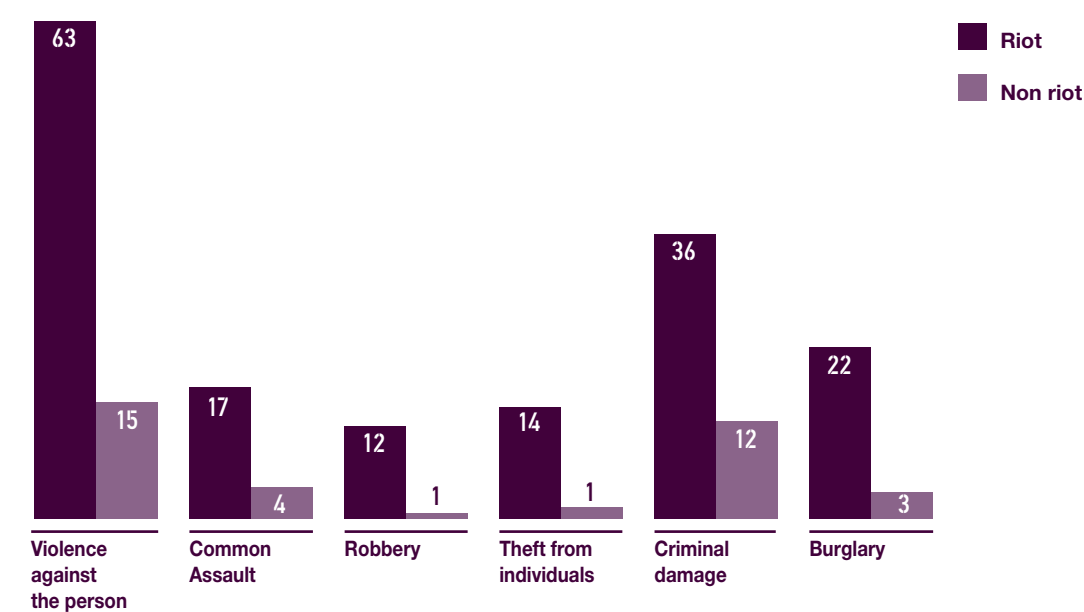
Source: ONS, DCLG

While the rioters defy easy categorisation, 76 per cent had committed a previous offence. Two thirds had special educational needs. They missed on average one day per week of school. In some areas over 61 per cent of rioters were unemployed. Three quarters had committed a previous offence and had on average committed 11 previous offences.

Residents in these communities want rioters punished, but they also believe that action is needed, both to ensure that these individuals play a positive role in society in the future and to stop children who display worrying signs of similar behaviour going down the same path.

Residents are deeply worried about their neighbourhoods. In our survey of 200 residents in each of six deprived neighbourhoods, four of which were home to suspected rioters, 71 per cent felt crime and anti-social behaviour are a problem in the local area. Almost 60 per cent felt members of the community do not treat each other with respect. We must look at how we can tackle these issues and bring communities closer together. We have focused our efforts in this report on doing just that. We want to ensure rioters, and those at risk of similar behaviour can be helped to take responsibility for their lives, feel they have a stake in society and can make good choices should threats of disturbances arise in the

Figure 10: IMD and rioters' residential location – South London
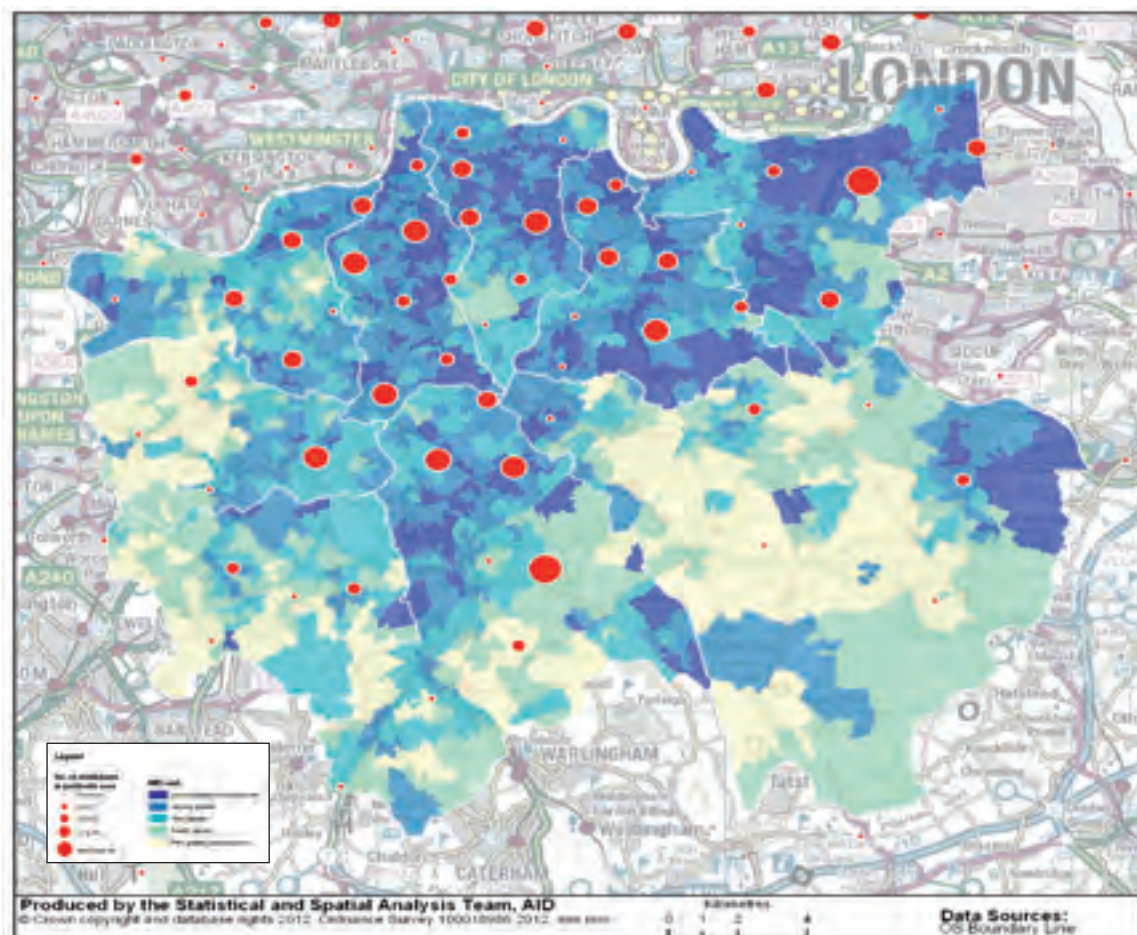
future. We also want to ensure communities are able to play a part in bringing that about.

The Panel believes the key to avoiding future riots is to have communities that work:

– where everyone feels they have a stake in society;

– where individuals respect each other and the place they live in;

– where public services work together and with the voluntary sector to spot those who are struggling at an early stage and help them;

– where opportunities are available to all, especially young people;

– where parents and schools ensure children develop the values, skills and character to make the right choices at crucial moments;

– where the police and the public work together to support the maintenance of law and order; and

– where the criminal justice system punishes those who commit crimes but also commits itself to making sure – for all our sakes – that they don't do it again.

Delivering this change is not straightforward. Some of the communities we refer to have deep rooted issues. A number have experienced past riots. We heard on travelling to riot areas across the country that it is too easy at every stage of their lives for troubled individuals to fall through the gaps of public service provision. They have multiple issues – no one agency can resolve them. Some organisations are only responsible for children between a certain age before they become someone else's concern. As a consequence, multiple organisations are responsible for putting matters right. This makes holding anyone to account for failure very difficult – if too many organisations are accountable, no one is held to account. But the cost of failure is very high indeed – to the individual, the communities they live in, and the state.

In developing this report we have sought to understand the ways in which individuals – and communities – fall through the cracks – and how we can better organise services and hold them to account. The answers lie in different places: some are about personal or family responsibility, others are about what the state or the private or voluntary sectors should do better or differently. We believe everyone will need to play a part and so our recommendations are not just aimed at the Government, but at local services, businesses, voluntary organisations and the community more widely.

How we went about our work

We used a range of approaches in our research into the causes of the August 2011 disorder and the possible solutions to prevent future riots. These included:

– visits to 20 affected areas in the first phase of our work and two more after our interim report was published;

– more concentrated visits to a further six areas – four riot, two non-riot – with similar characteristics;

– interviews with adults and children who were either at risk or had offended;

– a survey of 1,200 residents, 200 in each neighbourhood, designed to ensure the responses were representative of the wider local population (the Neighbourhood Survey);

– roundtable discussions with academics and voluntary and community sector groups across each of the six themes we highlighted for action; and

– research with Youth Offending Teams and local authorities.

Failing to identify and address one issue – for example poor parenting, can lead to others further down the line, such as juvenile arrests. We need to consider the part both individuals and organisations have played in bringing these issues about and the role everyone can play in addressing them.

Links between factors that can lead to poor life outcomes

More than 42 per cent of 14 year olds who disagree strongly that having a job or career is important are NEET four years later.[iii]

Only two per cent of those who achieved five GCSE's at A-C are NEET the following year compared with 36 per cent of those who gain no qualifications at all.[iii]

Poor attainment at school

NEET

52 per cent of a socially excluded group of children were on benefits by age 18/19.[ii]

Persistent truants are five times more likely to become NEET than those who never play truant.[iii]

Socially excluded

Truancy

Pupils with Special Educational Needs are eight times more likely to be excluded from school.[iii]

Of pupils who miss between 10 per cent and 20 per cent of school only 35 per cent achieve five A* to C GCSEs, including maths and English[iii]

School exclusion

Low aspirations

SEN

Offending

Poor parenting

Children in the Youth Justice System are five times more likely to have a statement of Special Educational Needs.[iv]

83 per cent of boys who had been given a custodial sentence had previously been excluded from school.[v]

Being abused or neglected as a child increase the likelihood of arrest as a juvenile by 59 per cent.[vi]

References

(i)   Matthew van Poortvliet, Iona Joy, Camilla Nevill – Trial and Error – Children and Young people in trouble with the law – New Philanthropy Capital February 2010.
(ii)   Matt Barnes, Rosie Green and Andy Ross – Understanding vulnerable young people: Analysis from the longitudinal study of Young People in England, DfE Research Report RR118. NatCen.
(iii) John Copps and Sarah Keen – Getting back on Track: Helping young people not in education, employment or training in England A guide for funders and charities.
(iv)   Select Committee on Education and Skills Third Report: 2006.
(v)   Her Majesty's Inspectorate of Prisons: Juveniles in Custody – A unique insight into the perceptions of young people held in Prison Service custody in England and Wales.
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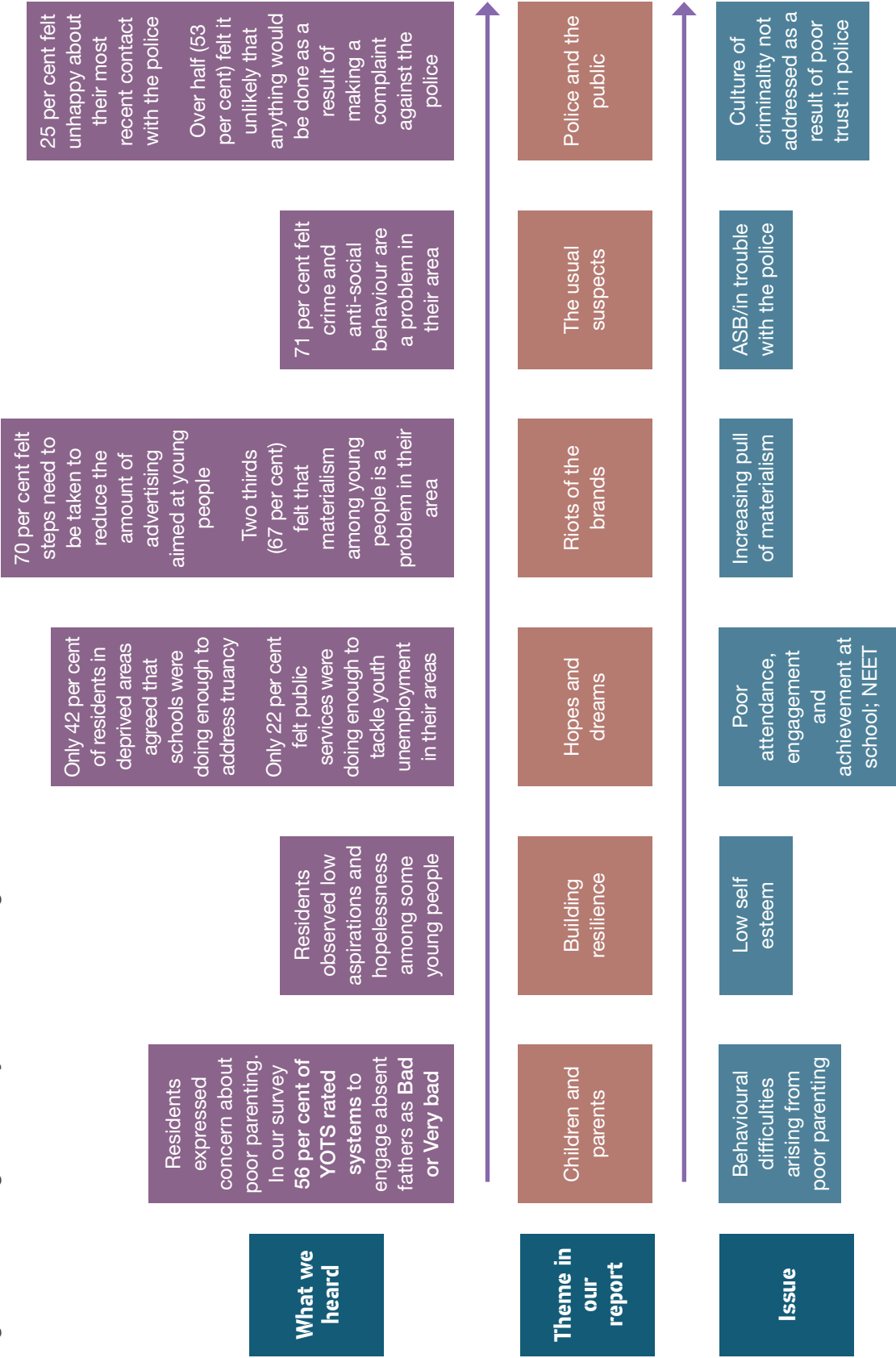
Figure 11

What residents told us

Economic issues

Only 43 per cent felt schools adequately prepared young people for work

53 per cent felt there were not enough opportunities such as apprenticeships to chose at school

Only 42 per cent agreed that schools were doing enough to address truancy

71 per cent disagreed that there were sufficient job opportunities for young people in the area on leaving school

83 per cent felt youth unemployment is a problem in their area

Only 22 per cent felt public services were doing enough to tackle youth unemployment in their areas

Social issues

24 per cent felt that the quality of life in their local area is poor

61 per cent did not agree that theirs was a close, tight knit community

71 per cent felt that crime and anti-social behaviour are a problem in their local area

59 per cent felt that there is a problem with members of the community not treating each other with respect

Residents frequently expressed concern about poor parenting

Residents observed low aspirations and hopelessness among some young people

Public service issues

Only one in 3 (37 per cent) felt public services listen to the public

Only one in 3 (35 per cent) felt public services involved them in decision making

51 per cent did not agree that they were informed of decisions that had been made

50 per cent did not feel public services worked together effectively

Over half (53 per cent) felt it unlikely that anything would be done as a result of making a complaint against the police

Only 46 per cent felt their views were sought about crime and ASB issues in their area, and 43 per cent felt informed around how it was being tackled

Around half (49 per cent) did not agree the crime and ASB issues that mattered in their area were being tackled

25 per cent felt unhappy about their most recent contact with the police

Societal issues

Two thirds (67 per cent) felt that materialism among young people is a problem in their area

53 per cent felt the media were generally negative about young people (only 14 per cent felt they were generally positive)

77 per cent felt there was too much branding and advertising aimed at young people

85 per cent felt advertising put pressure on young people to own the latest products

70 per cent felt steps need to be taken to reduce the amount of advertising aimed at young people

The issues communities raised with us can be grouped into broad themes. We have considered within each theme how we can help divert individuals towards a more positive future.

Figure 12: Tackling community concerns through the Panel's themes

What we heard	Theme in our report	Issue
Residents expressed concern about poor parenting. In our survey 56 per cent of YOTS rated systems to engage absent fathers as **Bad** or **Very bad**	Children and parents	Behavioural difficulties arising from poor parenting
Residents observed low aspirations and hopelessness among some young people	Building resilience	Low self esteem
Only 42 per cent of residents in deprived areas agreed that schools were doing enough to address truancy / Only 22 per cent felt public services were doing enough to tackle youth unemployment in their areas	Hopes and dreams	Poor attendance, engagement and achievement at school; NEET
70 per cent felt steps need to be taken to reduce the amount of advertising aimed at young people / Two thirds (67 per cent) felt that materialism among young people is a problem in their area	Riots of the brands	Increasing pull of materialism
71 per cent felt crime and anti-social behaviour are a problem in their area	The usual suspects	ASB/in trouble with the police
25 per cent felt unhappy about their most recent contact with the police / Over half (53 per cent) felt it unlikely that anything would be done as a result of making a complaint against the police	Police and the public	Culture of criminality not addressed as a result of poor trust in police

2.1 Children and parents

Children and parents

We heard from many communities where people felt that rioter behaviour could ultimately be ascribed to poor parenting. In a wide survey of over 900 young people, 58 per cent supported this view.[7] We also heard from some communities about a sense of entitlement among young people. The Panel's view is that where problems exist, the priority should be to focus on how we can best provide support to these families and young people to re-build their lives.

In this section we discuss what can be done to ensure that all children get the right support, control and guidance from parents or guardians to give them the best possible chance of making the most of their lives.

For the vast majority of families, there will be sufficient resources – financial and emotional – to preclude a need for attention from public services. However, some families, for a variety of reasons, will need support at some time in their lives. We have looked in our review at how both targeted and mainstream provision is supporting families and what more can be done to help ensure that all families are able to play a positive role in their communities.

The importance of parenting

There is strong evidence that good parenting has a positive impact on outcomes in a child's life. Through an analysis of the Millennium Cohort Study, Demos found that, while background factors such as income, parents' educational qualifications and family structure were also associated with positive early

outcomes, it was the parenting approach that ultimately carried the most weight.[8]

There are no data available to enable us to assess whether there is any link between the quality of parenting and the likelihood of an individual being involved in the riots. However, we do know that being abused or neglected as a child increases the likelihood of arrest as a juvenile by 59 per cent.[9] This is supported by strong anecdotal evidence from the public service professionals we interviewed who had contact with rioters.

If we want to prevent riots happening again, we need to ensure individuals and families showing early signs of similar difficulties can be successfully diverted onto a more positive path and that interventions can be made with those families that are already facing difficulties.

Bumping along the bottom – a profile of the 'forgotten families'

Public services, such as Youth Offending Teams (YOTs) and charities dealing with our core group of rioters, told us that the rioters' wider families were most often also experiencing multiple issues.

Government has recently taken steps to identify 'troubled families' displaying multiple problems[10] and has set up a Troubled Families Programme – an intensive scheme to address the needs of the 120,000 most challenging families.[11] It has therefore been assumed by many that the Troubled Families Programme would encompass the rioters' families and, through targeted interventions, in particular the

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[7] Our Streets, the views of young people and young people in England, British Youth Council, 2011.

[8] Building Character, Jen Lexmond and Richard Reeves (Demos), found that parental effectiveness is mediated by parents' perceptions of their ability, their self-confidence, and self-esteem. Their quantitative analysis found that these factors could actually cancel out the effects of socioeconomic disadvantage.

[9] The case for prospective longitudinal studies in child maltreatment research, Widom, Raphael & DuMont (2004), Child Abuse & Neglect, 28, 715–722.

[10] These are: no parent in the family is in work; family lives in poor quality or overcrowded housing; no parent has any qualifications; mother has mental health problems; at least one parent has a longstanding limiting illness, disability or infirmity; family has low income (below 60 per cent of the median); or family cannot afford a number of food and clothing items.

[11] The figure of 120,000 comes originally from research done by the Cabinet Office based Social Exclusion Task Force, using data from the Families and Children Study (managed by DWP).

use of the hugely successful Family Intervention Project (FIP) approach, to help ensure they can support themselves.

The Panel fully supports the Troubled Families Programme and the use of FIPs generally. However, our evidence suggests that a significant connection between those families subject to troubled families' interventions and the rioters' families, has not yet been established. In our survey of 80 local authorities, only five per cent said there was a great deal of overlap with the programme.[12] Instead, public services describe a group of individuals and families who may not have the most severe needs, but who still have multiple issues.

Outside of the most severe cases that are currently being identified by the Troubled Families Programme, we estimate there are up to 500,000 families who display three or four

defined characteristics linked with disadvantage. While the conditions in which they live are often very poor, the necessary thresholds to trigger significant public service attention are never quite reached. They are not subject to the FIP programme and the interventions they receive are sporadic, uncoordinated and based on the individual rather than structured around the family. Their contact with public services is therefore much less intensive. Instead they 'bump along the bottom' with their children. These children are often absent, excluded or performing poorly at school and often known to the police – the characteristics of the core group of rioters – and are destined for similar outcomes as their parents.

The evidence we have received is that the rioters came from a wider group of families, whose lives, while not as chaotic as the troubled families, are still problematic.

Figure 13: Number of family disadvantages experienced by deprivation

Local Areas Grouped by Deprivation Deciles (1=Most Deprived)
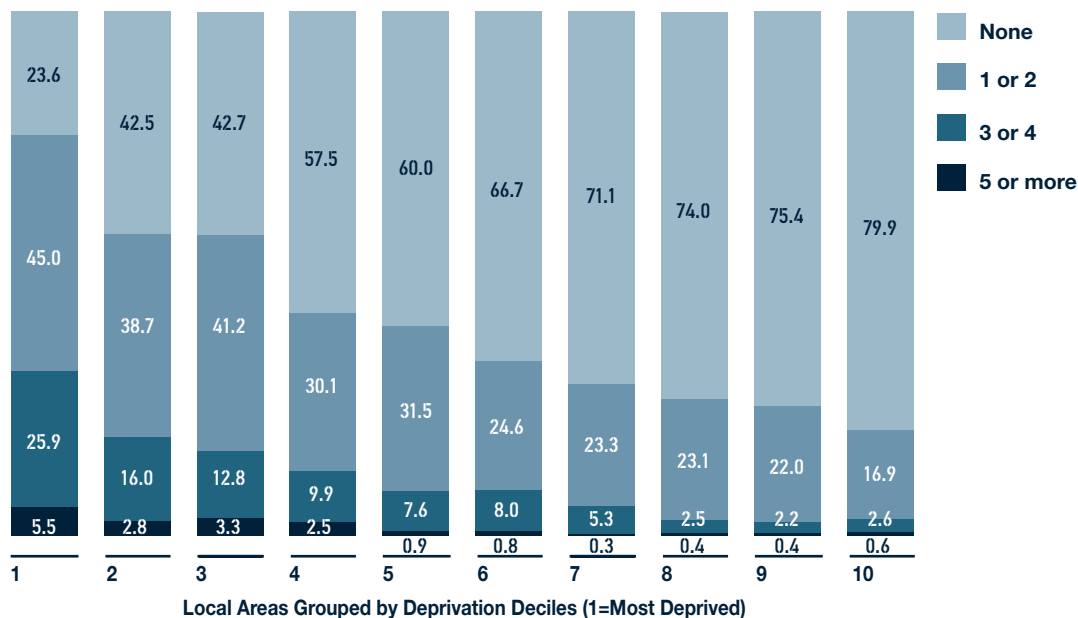
Source: DWP

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[12] We believe at least in part this reflects local authority efforts to contact their most vulnerable residents and warn them about getting caught up in the riots. This reinforces strongly our belief that strong communication across public services on threat of a riot is essential.

Figure 14: Hierarchy of intervention
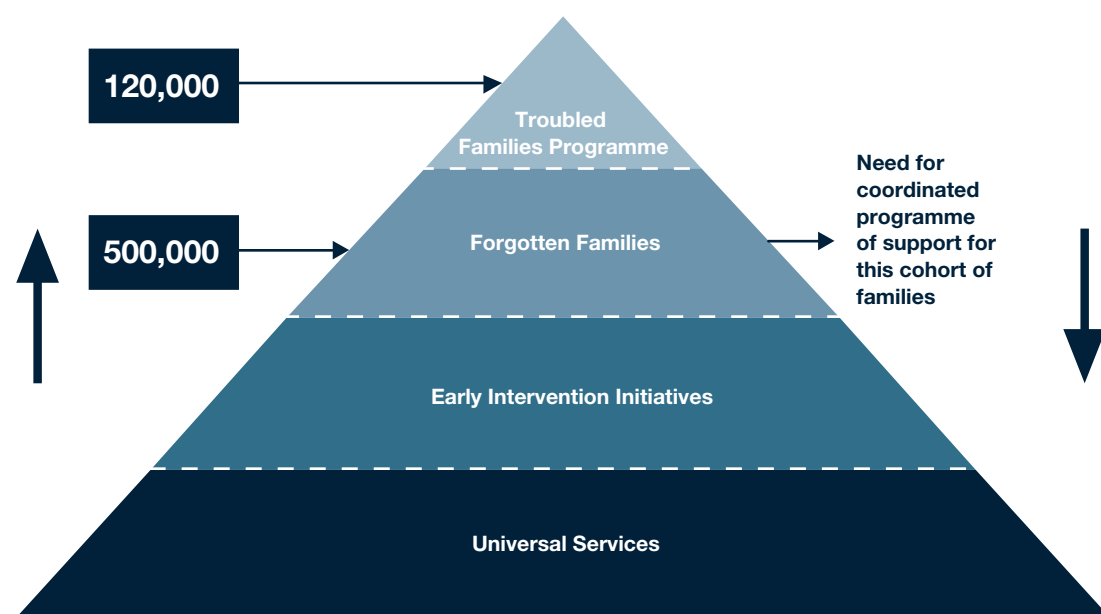
Hierarchy of intervention

Figure 14 highlights the position of the forgotten families in the hierarchy of intervention. It is important to note that this is a fluid picture: the number and relative position of families in this diagram is not static. There will be movement across the boundaries over time. In some cases intensive intervention will make a family self-sufficient, such that it no longer needs additional support and they will move down the hierarchy of need.

Conversely, some families may move up in terms of need, due to a sudden crisis event such as a bereavement or loss of employment. What is needed is an approach that allows us to identify and intervene with families in a coordinated and evidence-based way early on, before they reach crisis point, with the aim of moving as many families as possible into the lowest risk bracket.

Our principles for intervention

Raising a child is and should be 'everyone's business'.

To realise this, we think that public services that engage with families should follow a number of important principles:

– **Timeliness** – issues need to be pre-empted or identified and dealt with as soon as they occur to prevent them becoming acute.

– **Evidence-based** – interventions should be based on the best evidence available.

– **Whole family view** – issues relating to particular families need to be addressed holistically. Services need to look across the whole family.

– **Supported by quality systems and data** – these are critical to support decision-making. The collection and sharing across agencies of accurate, relevant and up-to-date data is key.

– **Asset rather than a deficit approach to children and families** – we should focus on what individuals can achieve as much as what they cannot.

– **Widening inclusion** – interventions should look to engage with all those who can help, including family members and the wider community where possible.

Principle 1: Timeliness

We know we can intervene at any time in an individual's life, but that the outcomes produced are dependent upon the timing of those interventions. A failure to intervene means that often these problems are passed on through the family and the cycle repeats itself. We need to break this cycle.

Figure 15: The intervention cycle
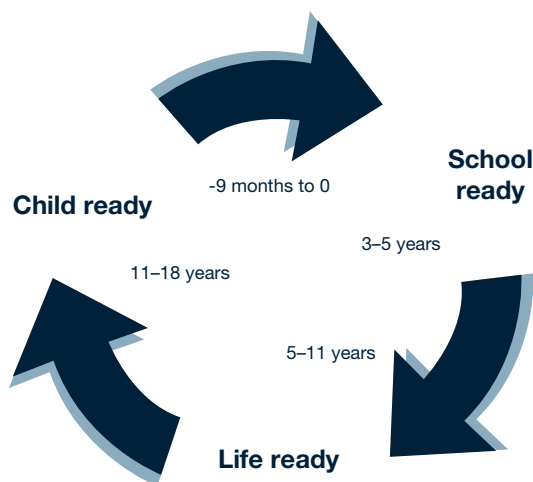
We know that early intervention works. A number of reports have rehearsed the social and economic benefits. A report by Frank Field MP found overwhelming evidence that children's life chances are most heavily predicated on their development in the first five years of their life.[13] Later inventions to help poorly performing children can be effective but, in general, the most effective and cost-effective way to help and support young families is in the early years.

- The best intervention programmes can reduce offending by 50 per cent or more.

- Programmes aimed at prevention or early intervention at pre-school age are the most effective.

- The costs of these interventions are relatively low, particularly when set against the scale of potential benefits; for example, group based pre-school parenting programmes cost only £600-£900 per child.

The chance of a lifetime – Preventing early conduct problems and reducing crime *Sainsbury Centre for Mental Health*

The extensive work undertaken by Graham Allen MP has provided clear evidence that early intervention to promote social and emotional development can significantly improve mental and physical health, educational attainment and employment opportunities.[14] Early intervention can also help to prevent criminal behaviour (especially violent behaviour), drug and alcohol misuse and teenage pregnancy. Early interventions also consistently demonstrate good returns on investment. The Family Pathfinder programme which is delivered by local authorities and provides intensive support for families with multiple needs reported a return of £1.90 for every £1 invested.[15]

Evidence tells us that the most effective way to address parenting issues is to prevent issues from occurring in the first place. The Panel, therefore, is particularly impressed with the evidence from the US on the positive outcomes

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[13] The Foundation Years: preventing poor children becoming poor adults – The report of the Independent Review on Poverty and Life Chances, page 5.

[14] Early Intervention: The Next Steps – An Independent Report to HM Government (January 2011); Early Intervention: Smart Investment, Massive Savings – the Second Independent Report to HM Government (July 2011).

[15] Turning around the lives of families with multiple problems – an evaluation of the Family and Young Carer Pathfinders Programme, York Consulting, London: Department for Education, 2011, page 77.

Case study – Family Nurse Partnerships – Jane's story

Jane had a difficult start in life, her father abused alcohol and her mother had depression. She went into care when she was 13 and was moved from one care home to another. She also abused drugs and alcohol and was known to the youth justice system.

Jane became pregnant at 18 from a relationship with a man who had a history of alcohol and drug abuse, criminality and domestic violence. Before Jane engaged on the Family Nurse Partnership (FNP) programme she served a custodial sentence for violence. She continued to work with her FNP family nurse when she and her baby were in the prison's mother and baby unit and used her time to study.

Jane was extremely vulnerable and isolated, but her pregnancy was a catalyst for change. She was motivated to do the best for her baby and make sure it had a better life than she had. Jane engaged positively with the FNP programme early in pregnancy and stopped smoking and drinking.

Jane's FNP family nurse provided continuous contact with her for over two years. Jane learned about breastfeeding, weaning, the importance of playing with her baby, attachment and made some very positive life choices given the enormous emotional and social problems she faced.

Jane and her child (aged 2) have now graduated from FNP. During this time she has had a normal delivery, breast fed her child, stopped smoking and drinking alcohol. Jane engaged positively with services and, with the support of her family nurse, and joint working with other agencies she is able to provide for the needs of her children. Today, her child is happy and settled in nursery while Jane is in employment.

of the Nurse Family Partnership.[16] This is often cited as the most effective programme for preventing child abuse and neglect and reducing childhood injury. The analysis suggests $5 gained for every $1 spend and recorded outcomes of the programme include significant reductions in verified cases of child abuse and neglect by the age of 15.

A tailored version of this programme is now being rolled out in England and Wales as the Family Nurse Partnership (FNP), and it is currently available in approximately 80 local authority areas. In those areas that have adopted the programme, the FNP is available

to all first time mothers under 20, involving regular visits from a specially trained family nurse from early pregnancy until the child is two years old. The Government intends that the current capacity of over 6,000 clients in England at any one time should more than double to a capacity of at least 13,000 by April 2015.[17] However, this expansion of the programme will still fall short of full coverage, and money in support of the programme is not ring fenced.

The Panel considers that wider roll out of this programme would be likely to bring substantial benefits. We think that all local areas should

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[16] A review of 30 years of research in the US has shown a 59 per cent reduction in arrests and a 90 per cent reduction in supervision orders by age 15 for the children of mothers helped by this programme. The Nurse-Family Partnership: an evidence-based preventive intervention, David L. Olds, Infant Mental Health Journal, Vol 27(1), 5–25 (2006).

[17] FNP expansion is supported by the NHS 12/13 Operating Framework: 'PCT clusters are expected to maintain existing delivery and continue expansion of the Family Nurse Partnership programme in line with the commitment to double capacity to 13,000 places by April 2015, to improve outcomes for the most vulnerable first time teenage mothers and their children.' (page 14).

look to commission this programme as soon as possible.[18] In some areas the programme could initially be provided to under 18s and then expanded to under 20s at a later date.

The Family Nurse Partnership programme has already demonstrated clear social and economic benefits. **The Panel recommends that all local areas should have commissioned the Family Nurse Partnership programme for all first time teenage mothers by the end of the next Spending Review Period.**

Principle 2: Evidence-based support

There are various ways in which parents can be supported to bring up their children more successfully. There is plenty of evidence demonstrating the effectiveness of structured, evidence-based interventions with families in reducing problematic behaviour in children, improving parent confidence and skills, and reducing child maltreatment. This is beneficial to a range of agencies, from schools (better behaviour, greater attendance), the police (less anti-social behaviour), local authorities and the community more widely.

However, experience of commissioning such services among public services outside of local authorities remains patchy. This may impact on agencies' willingness to use funds directly, or to pool funds with other agencies in a more imaginative way.

Commissioners need to have a good understanding of the potential benefits and returns that different interventions provide. We therefore welcome the commitment in the Government's Social Justice Review to establishing an Early Intervention Foundation.[19] This Foundation will:

– build the evidence base for early intervention, providing an overview of

'what works' to local authorities and commissioners and signposting them to the best sources of evidence; and

– act as a hub for existing expertise and services in the field, commission work to fill gaps in knowledge and provide general and impartial information about financing options – including payment by results, philanthropic funding and social finance.

We believe that the Foundation should be established without delay and with sufficient resources to enable it to kick-start a new culture of evidence-based commissioning.

However, making available more information about the evidence base supporting particular interventions does not necessarily mean that it is being utilised. We have been told that the quality of commissioning remains highly variable. Given the significant sums of public money spent, and the misery neighbourhoods' face when issues are not addressed, the Panel believes that communities should have access to the data they need to hold their public services to account.

In order to be able to properly hold them to account, communities need to know what actions their local authorities are taking to tackle forgotten families, and why. **The Panel recommends that all local authorities should immediately produce fully transparent family intervention commissioning statements supported by a robust evidence base. These statements should set out what steps they are taking, at what cost, the evidence base supporting it, and what outcomes they have achieved.**

Principle 3: Whole family view

Forgotten families bump along the bottom of society, often not receiving the interventions required to move them successfully down the

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hierarchy of need. We believe these families could be more successfully engaged by taking a 'whole family' approach.

Programmes such as FIPs that take such an approach have been shown to work, in turning around some of the most troubled and challenging families. They take an intensive and persistent multi-agency approach to supporting families to overcome their problems, coordinated by a single dedicated key worker.[20]

FIPs work, but they are expensive and are an intervention at a 'crisis' point. However, we believe the principles behind such an approach should apply equally to our 'forgotten families':

– **Family rather than individual thresholds for support.**

Professionals describe how individual family members may sit just below the threshold of any significant intervention from public services, yet taken as a whole, the family may be highly dysfunctional. A more nuanced approach to thresholds across agencies and families would help address this.

– **Co-ordinating interventions.**

'They put her on a programme to get her into work – while she was on a course of methadone'. *Children's services manager*.

Coordinating interventions across agencies enables the most effective spending of funds, ensuring money is not wasted attempting to deliver distant goals before the initial building blocks are in place.

– **Providing the right intervention 'dose'.**

'Not only do we only intervene when it's really too late, the support we then provide consists of lots of people doing little things in their own silos – its money wasted.' *YOT manager*.

Because forgotten families are not subject to high-cost intervention programmes, it is essential that every penny spent across a range of agencies (for example, Work Programme, Pupil Premium and mental health services) is used as effectively as possible. Professionals have told us that public services, acting in isolation, are delivering low level interventions which are highly unlikely to achieve the right outcomes. For example, in our survey of local authorities the majority of authorities did not feel that mental health services, young offenders institutions and Work Programme providers were good at coordinating their activities with other local agencies. More widely, 40 per cent of local authorities in our survey had not engaged with any schools in their area over the best use of the Pupil Premium.

A more effective approach is to pool the funds available and consider the outcomes desired across a range of agencies on the round. A larger funding pot provides greater options around the sort of support that can be provided – potentially allowing services to increase the 'dose', for example, by funding larger, more holistic interventions.

Getting the intervention dose right is not just about spending funds, but also considering other approaches or 'nudges' that might support wider outcomes. For example, who the family might best relate to (for example, a teacher, police officer or housing worker) in discussing issues as they arise.

– **Lead professional.**

As we have highlighted, agencies do not consistently share information or join up interventions. Appointing a lead professional who is held to account for ensuring agencies join up support, has proved to be effective in other family intervention programmes, including FIPs. This lead professional is also

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[20] The USA has also found early school based interventions to provide big cost savings. The Perry Preschool project aimed to improve intellectual and social development by offering daily preschool visits and weekend visits for 3–5 year olds. The project reported a return of US$17 for every US$1 spent – Early Childhood Interventions: Proven Results, Future Promise (RAND Corporation 2006).

able to encourage agencies to consider the underlying reasons behind issues: for example, parenting classes to address school attainment, if that is considered to be the root of the problem.

The evidence is clear that the most effective interventions are those that take a whole family approach. **The Panel recommends that all local public services should work with partners to identify all families with multiple issues and coordinate relevant interventions by the end of the current Spending Review period.**

Principle 4 – Supported by quality systems and data

'We know in Year 1 the kids that will be in Pupil Referral Units in Year 7'. *PRU manager*

We know that the earlier we identify and address issues, the better. However, the information required to alert practitioners to potential risk is generally not in the hands of any one public agency. In any local area, there are multiple databases that contain information which could prove vital in both identifying issues and informing the best way to address them. We have been told repeatedly that this information is not shared in a systematic and timely way. Our survey of Youth Offending Teams has highlighted a range of organisations which are not felt to be good at sharing information, including: schools and further education colleges; housing providers; health and mental health services.

The outcome is that issues are not identified until they become acute – when the damage has already been done – making them considerably more difficult and expensive to address.

Some councils have begun to collect and share data at an early stage, allowing professionals such as teachers, GPs, police officers and housing officers to raise early warning signs.

Case study – Westminster's Family Recovery Project (FRP) – Information Desk

How it works

The Information Desk draws information (written reports, figures, assessments) from a number of sources through either direct access or contacts within partner agencies, providing a rounded view of the family unique to FRP. The information includes:

– who the family are;

– where they live and their composition;

– what are the presenting issues and risks;

– what the information gaps are; and

– what agencies are already working with the family – including what has previously worked and what hasn't. This is critical to avoiding duplication of costly interventions.

Results

The information gathered provides local public services with the information they need to join up interventions. The programme has seen a 69 per cent reduction in accused offences and 48 per cent reduction in reported anti-social behaviour, while saving an estimated £2 million in costs that would have been incurred, had the 50 families involved not received intensive support.

This allows for much earlier consideration of the need for further support and presents an opportunity to improve outcomes at lower costs.

Data issues

We have been told repeatedly that the main barrier to better data sharing is not legislative but cultural. Some areas have been able to overcome issues, while in others, risk-adverse organisations still refuse to share data that could help prevent crime and identify child protection issues.

The Panel is aware of upcoming guidance around better data sharing. This is welcome. However, guidance has been produced (and ignored) in the past. Even the coordination of data between two organisations can be troublesome – the Local Government Association and the police recently saw the need to put in place a protocol for the sharing of data around the release of prisoners. The Panel feels this issue needs urgent attention – a failure to share information early enough is cited as a contributory factor in a significant number of Serious Case Reviews of child deaths. It means public money is inefficiently spent or wasted altogether. Data sharing should be the norm rather then the exception. The Government should commit to redefine expectations of public bodies and work directly with any area that wishes to put in place systems to improve the way it handles and shares data.

Despite calls over many years, existing advice on best practice for data sharing is still not being followed. **The Panel recommends that Government immediately produce statutory guidance to public services. This guidance should create a presumption to share data around the early warning signs of criminal behaviour or child protection concerns.**

Principle 5: Asset rather than a deficit approach to individuals and families

We have been told by professionals that too often services focus on 'managing' or 'containing' problem individuals and families, rather than looking at ways to build on individuals' strengths.

We believe that the 'asset' approach is especially important for children, who deserve every chance to succeed.

We believe that every child should have an advocate who can support them at key points in their lives. For most children, parents fulfil this role but where they are unable to do so, a child should not go without adult support. As part of any assessment of family circumstances, social services should consider whether a child's parent(s) are able and willing to act as competent advocates for the child. Should this prove not to be the case, they should ensure that an individual who is acceptable to the child within the wider family, community or among public services (such as the lead professional for the family, or a YOT worker) is nominated to act as advocate.

The aim here is not to produce a new species of social worker; it is about ensuring that someone who already interacts with the child can support them – challenging and holding public services to account on their behalf as necessary. We highlight the role community mentors can play below, in our discussion of the final principle.

In order to ensure that every child gets a fair deal from public services, **the Panel recommends local authorities should work with other public services and local neighbourhoods to ensure that every child without an appropriate parent or adult has an advocate who is able to effectively represent the best interests of a child.**

Principle 6: Widening inclusion

It is important that all those who can impact positively on a child's life are encouraged to play a part. Professionals the panel has spoken with point to significant numbers of vulnerable children in some communities without any positive role model in their lives and particularly no male role models.

Practitioners have highlighted to us the positive and supportive role a child's wider family members can make, such as non-resident fathers, siblings and grandparents. For example, children with positive attachment and engagement with their fathers (resident or non-resident) tend to have:[21]

– more positive friendships with better-adjusted children;

– fewer behavioural problems;

– lower criminality and substance abuse;

– higher educational achievement;

– greater capacity for empathy;

– non-traditional attitudes to earning and childcare;

– more satisfying adult sexual partnerships; and

– higher self-esteem and life-satisfaction.

We should also look for every opportunity to maximise the part communities can play in helping bring up a child. As we have highlighted, the inability of community members to help regulate and supervise their young people aids the development of disruptive or anti-social behaviours.[22]

There are various ways we can build better links between children and positive adults. Key is the role of public services in recognising the importance, when it is in the best interests of the child, of building and maintaining these links.

Around absent fathers, professionals informed us that those who lose contact with their children generally do so because they are vulnerable themselves, and have issues such as mental health problems.

However, research shows that practitioners and policy-makers usually approach father-child relationships at best casually and at worst with hostility, and this is particularly the case when fathers are vulnerable.[23] In our survey of YOTs, who deal with some of the most vulnerable groups in society, 56 per cent rated systems to help absent fathers engage with offenders and those at risk of offending as 'bad' or 'very bad'.

There are many ways in which the wider community can be used to complement or act in place of a family-based role model.

A number of studies have documented the success mentoring can have on the behaviour of young people. Mentoring can contribute to reductions in reoffending,[24] aggressive behaviour, drug use and improved academic achievement.[25]

We know that communities are keen to get involved in mentoring – a London wide mentoring scheme received 4,000 applications for 1,000 volunteer posts to mentor disadvantaged young black children.

Around parenting, communities told us they wanted a role in helping support parents and raise children from their neighbourhoods, but felt they had lost the ability to intervene. The Croydon Community Mothers Programme (CMP) is one attempt to bring parents and the wider community closer together, filling the gap between the universal provision provided by Children's Centres and the Family Nurse Partnership model.

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[21] Fathering & Child Outcomes, Flouri, E. (2005); Parental involvement: levels, sources and consequences Pleck, J. H. and Mascaidrelli, B. P. (2004), in M. E. Lamb (ed.) The role of the father in child development.

[22] Unstructured socialising and rates of delinquency, Osgood, S and Anderson, A (2004), Criminology, Vol. 42 (3), pp 519–550.

[23] Fathers Matter: Research findings on fathers and their involvement with social care services., Ashley, Featherstone, Roskill, Ryan, & White (2006).

[24] Does Mentoring Reduce Reoffending? Report for the Swedish National Council, Joliffe and Farrington (2008).

[25] Mentoring Interventions to Affect Juvenile Delinquency and Associated Problems, Tolan, Henry, Schoeny and Bass, Campbell Systematic Reviews 2008:16.

Where the local family partnership identifies additional concerns such as lack of parenting capacity additional support will be provided via the CMP. Friendly local women (volunteers) known as 'community mothers' will carry out monthly structured visits to first-time and some second-time parents by appointment, during the first two years of their babies' lives, providing empathy and information in a non-directive way, helping to develop parenting skills and parental self-esteem.

It is critical that any volunteering programme be done well – community mothers will receive training and be overseen by a family development nurse whose main task is to serve as a resource, confidante and monitor for the community mother. This comes at a cost, but, given the benefits, we believe local public services should consider prioritising community peer support programmes in their areas.

Where it is in the best interests of the child, public services should seek to build positive relationships between children and adults. **The Panel recommends:**

– **Where it is in the best interests of the child, public services should work to facilitate the inclusion of all members of the family who can make a positive contribution to a child's development, including fathers and grandparents.**

– **All targeted support, including Family Nurse Partnerships, should seek to engage with fathers around their responsibilities and provide support and advice.**

– **Where safe to do so and in the best interests of the child, there should be a presumption that schools and statutory children services should, as a matter of course, contact fathers at the same time as mothers about their children. This should be considered by inspectorates, as part of wider engagement strategies, for example by Ofsted.**

– **There should be a presumption that public services should share data about vulnerable families. Using this information, local public services should seek to provide high risk groups of fathers with support and guidance about their rights and responsibilities.**

– **Local leaders should consider the case for rolling out mentoring programmes for vulnerable children nationwide. The Government should look to provide match funding to support this in areas of high deprivation.**

– **Local public services should look at ways, such as the Community Mothers Programme, to ensure the community can become more engaged in supporting children in their neighbourhoods.**

2.2 Building personal resilience

Building personal resilience

Our Interim Report noted that during the Panel's visits to a number of deprived areas many young people expressed a sense of hopelessness. They felt that common goals for their age group, such as getting a job or going to college were unachievable. However, others (sometimes in the same school class) expressed optimism, self-sufficiency and a belief that their circumstances could be overcome.

Poor attitudes about school and the future can predict whether young people become individuals who are not in education, employment or training (NEET) – more than 42 per cent of 14 year olds who disagree strongly that having a job or career is important are NEET four years later.[26]

Community and education practitioners have told us that everyday they witness inappropriate behaviour from young children that, if left unchecked, may lead to disengagement from school and eventually, the world of work.

Every young person has their own story but one of the critical factors at play is individual strength of character. The Panel has heard evidence on the importance of attributes which, together, comprise character. These attributes include self-discipline, application, the ability to defer gratification and resilience in recovering from setbacks. This set of attributes may be collectively described using a variety of terms, including personal resilience or 'grit'. The Panel will use the term 'character,' as we feel it best covers the collective positive characteristics we discuss here.

It is difficult to gather quantitative evidence on whether a lack of character in rioters led to their criminal actions. It is, however, evident that rioters chose not to resist the temptations and excitement that the riots offered them while many of their peers, experiencing similar disadvantage, made a positive choice not to go on to the streets and damage their communities.

The Government's recently published 'Positive for Youth' statement includes a helpful definition of personal and social development which correlates closely with character: 'developing social, communication and team working skills; the ability to learn from experience, control behaviours and make good choices; and the self-esteem, resilience, and motivation to persist towards goals and overcome setbacks'.[27]

While descriptions and definitions may vary, evidence supports the case for focusing on character attributes as key determinants of life outcomes. Clearly the importance of those attributes becomes even more pronounced when young people are faced with growing up in a time of austerity, a struggling job market and pervasive messaging telling them that criminality provides a fast track to achieving status among their peers. For example, while we know that most convicted rioters were not gang members, we also know that gangs operate in a large number of areas where the riots occurred. Some young people are exposed to imagery and attitudes associated with gang culture from an early age, which glamorise a life of criminality outside the system and which eschews any empathy for the victims of crime.

Academic evidence suggests that character is critical to achieving to the best of one's ability at school, staying away from risky behaviour, deciding on what kind of career one wants, finding a way to achieve those goals, and then working hard to instil this behaviour in one's own children.

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[26] DfE (Department for Children, Schools and Families) 2008 Youth Cohort Study & Longitudinal Study of Young People in England: The Activities and Experiences of 16 year olds: 2007.

[27] Positive for Youth: a new approach to cross-government policy for young people aged 13–19, 2011).

We know that behaviours associated with strong character, such as the ability to defer gratification, can be observed at a young age. Children who demonstrate these behaviours are more likely to succeed in later life stages.

Perhaps the most famous example of this is the often quoted social experiment which has become known as the Marshmallow Test – 4-year-old children were given a marshmallow and told if they could resist eating it for 15 minutes they could have two. The study went on to track the lives of the children involved in the experiment as they grew into adulthood. The results were striking in that the children who were able to resist temptation and wait for two marshmallows went on to get better grades at school, get better paid jobs and were less likely to get involved in crime or take drugs.

Character – time for debate

The Panel appreciates that discussions around character may be uncomfortable for some. Character should not be seen as the preserve of a particular social class or income group, nor is it necessarily fixed from birth. Nor should it be seen as the language of any one political persuasion. The riots have demonstrated that the time is right to shift discussion on the role that character plays in determining life chances from the periphery, to a more central position in public debate.

It is too easy to write off concepts such as 'character' and 'personal and social development' as an unnecessary and burdensome distraction for public services, who are faced with numerous and conflicting demands on their time and dwindling resources. However, the Panel believes it is important that this issue is not side-lined.

Public schools have traditionally tended to include 'character building' as an essential part of their students' development. Parents will often choose to pay to send their child to such an institution, not just because of their academic record, but because of the emphasis the school places on providing a range of opportunities for pupils to develop character and explore their passions and skills.

This is well defined by the headmaster of Eton College in the context of what his school aims to provide to its students – 'By the time he leaves the school, we want each boy to have that true sense of self-worth which will enable him to stand up for himself and for a purpose greater than himself, and, in doing so, to be of value to society.'

This is not a question of private versus state schools, nor of rich versus poor. Every school should be determined to bring out in the children in its care all the potential they have and to equip them with the skills and talents needed to make the most of their life chances. The children in our most deprived neighbourhoods deserve just as good a start in life. We discuss below some examples of programmes which are being successfully delivered in many of our state schools.

Character and employability

Employers the Panel spoke to felt too many school leavers lacked basic skills that are essential in the workplace, such as a good phone manner and the ability to look individuals in the eye when conversing. Work Programme providers have told us consistently that they are required to focus most often on basic interpersonal skills when helping young people find work.

The Government has also recognised how increasingly important personal and social skills are to employers – 'These are qualities and skills that employers value. When young people acquire them early, it supports their educational attainment and reduces the likelihood of risky behaviours and the harm that can result from them.'[28] These interpersonal skills could be described

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[28] Positive for Youth: a new approach to cross-government policy for young people aged 13–19 (2011).

as 'soft skills'. Alan Milburn, the Government's advisor on social mobility, has identified the issue of soft skills with regard to schooling – 'Private schools tend to excel in soft skills development, state schools less so. Reforms are needed to put that right.'

These soft skills are the kind of things employers look for in a potential employee. Employers also told us of their frustration in working with (often young) employees who had problems with punctuality, attendance, and productivity once they were at work. It could be said that soft skills help you get a job and employability skills help you keep a job. It is essential that public services – particularly schools – do not allow individuals to reach adulthood before these fundamental issues are addressed.

The Panel views the development of character as a good in itself. However, it is also closely related to the practical benefits of employability skills. Skills such as the self-discipline to get to work on time every day, to carry on coming to work even if things get tough and to stick at it until the opportunity for more responsibility and/or more remuneration comes along. Soft skills, such as the confidence to speak to people face-to-face and on the telephone, to approach tasks with a positive attitude or to work collaboratively, are also a product of a strong character.

Case study: The Bridge Pupil Referral Unit

Jamie was constantly getting into trouble both in and out of secondary school. He had experienced domestic violence at a very young age and his mother was struggling to cope at home.

However, since joining the Bridge Academy Pupil Referral Unit in the London borough of Hammersmith and Fulham in Year eight, Jamie has made staggering progress. He has started a mechanics course at college and is studying for five GCSEs.

Jamie received mentoring support and now acts as a school ambassador. He has an aspiration to continue with mechanics and to start his own business.

His mother is also accessing the school therapy team for further family support.

The Bridge Academy is a Pupil Referral Unit which offers outstanding provision to pupils with a wide range of needs, many of whom are from particularly troubled backgrounds. Up to 175 learners might be accessing the varied curriculum and support package at any time. Over 1000 pupils have accessed a comprehensive and personalised curriculum at the Bridge Academy over the last eight years.

Can character be built?

The early years is the ideal time for developing character, but there is encouraging evidence that resilience can be built, both in adolescence and through adulthood.

An example of this comes from the US Army which has developed the Master Resilience Trainer, which forms part of the Comprehensive Soldier Fitness Programme. It teaches officers how to build emotional fitness in their soldiers through training, placing as much emphasis on character as physical fitness.

Recent studies have found that practicing self-control in one area, such as diet or spending, leads to improvements in self-control in other, seemingly unrelated areas.[29] So it is unsurprising that extra curricular activities such as music lessons or playing in a sports team, which develop application, discipline and team working are hugely popular, particularly among those parents who have the capability and resources to build this into their child's routine.

Parents are best placed to instil positive attitudes and behaviour in children. A close bond with at least one person and parenting based on clear parameters, nurture and warmth is the right environment in which positive character traits are formed. However, this is not to say that schools and youth services do not have a very important part to play. This is especially the case where parents, even with support, are temporarily or permanently unable or unwilling to play an active and positive role in their child's upbringing. Over half of Youth Offending Teams surveyed by the Panel did not rate the provision in place in their area to build character in young people as good or very good.

Building character – a new approach

The Panel has seen strong potential in programmes delivered through schools in the UK, US and Australia which are designed to help children build resilience and self-confidence as part of normal school life. The following three examples provide an illustration of programmes already operating in state education systems around the world. There are many other programmes designed to achieve similar outcomes and we do not propose to advocate the merits of one particular programme over another.

– **PX2** (delivered through the Pacific Institute) is a facilitated programme of twelve units,

featuring DVD clips, group activity, discussion and personal reflection. It focuses on setting goals and building self-esteem so that children and young people can stand up against negative influences and maintain confidence in their own decisions.

– **Opening Minds** is an approach to teaching which promotes the five competencies of citizenship, learning, managing information, relating to people, and managing situations. It aims to support young people to become successful learners, confident individuals, responsible citizens and competent, skilled employees.

– **Bounce Back!** is originally an Australian wellbeing and resilience programme that focuses on teaching coping skills to help children respond positively to the complexity of their everyday lives. It helps them bounce back from experiencing sadness, difficulties and frustration. One of the key purposes of Bounce Back! is to create a school environment where pupils feel valued, included and connected to each other, to staff and to the school.

As part of a research project, several schools in the Perth and Kinross area of Scotland trialled the Bounce Back! programme between 2008 and 2010. The evaluation data showed increases in pupils' personal resilience, attitudes and skills in the schools where Bounce Back! had been adopted. In particular, there was a marked increase in pupils' awareness of control over their feelings. Pupils also commented on the positive effect of Bounce Back! on their own confidence and social skills.[30]

The Panel proposes that building character should be a central part of every school's purpose. It is not for the Panel to seek to determine the specific teaching ethos, culture and pedagogy of individual schools, but it

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[29] Oaten & Cheng (2006).

[30] Axford, Blyth and Schepens (2008–10).

seems beyond dispute that this should be a core purpose of schools with at least as much importance as academic attainment. The Panel also recognises that there are a wide range of means through which this can practically be achieved. For example, schools should be free to determine the right balance between the time given to lessons specifically focusing on character (for example covering the themes of mutual respect, confidence and dealing with setbacks) and integrating these themes within the wider curriculum.

The Panel proposes a new requirement for all schools to develop and publish their policies on building character. Guidance on what this should cover should be circulated to schools – but it should kept as light touch as possible to allow scope for diversity and innovation. The Panel considers that a new duty would raise the profile of this issue and ensure that schools engage in a review of their approaches to nurturing positive character attributes among their pupils. Published policies would be informative to parents, providing them with a better means of understanding the school's ethos.

The Panel recommends that a new requirement should be made of schools to publish their policies for building the character of their pupils, by September 2013.

The Panel notes that the Department for Education is committed to a review of the national curriculum and also an internal review of Personal, Social, Health and Economic (PSHE) education. We believe that the development of character should be built into the PSHE syllabus and we recommend this is given serious consideration as part of the review, for example by convening a reference group comprising of experts, educationalists, academics and practitioners in the field of building character in children and young people.

Because of its importance to future success, steps to build positive character traits in the

most at risk pupils must be mainstreamed within the curriculum.

The Panel recommends that character building should form a central part to the Government's review of Personal, Social, and Economic (PSHE) education.

The Panel believes that the way in which schools work to build character in their pupils, particularly the most vulnerable children, should be the subject of further research. The Office for Standards in Education (Ofsted) carries out a programme of subject and thematic surveys alongside its main inspection programme. Recent surveys have reviewed, for example, safeguarding in schools and supporting children with challenging behaviour. A thematic study on the ways in which schools support vulnerable children in building character, could help to better inform policy and provide a useful resource for schools themselves.

Schools must be accountable for helping to build character in the most at risk pupils. **The Panel recommends that Ofsted undertake a thematic review into how primary and secondary schools build character in their pupils. The Panel would expect a thorough review could be timetabled to commence by October 2013.**

Strengthening diagnosis

The first step towards addressing an issue is diagnosing it. The Panel welcomes programmes which seek to mainstream the promotion of character attributes through the existing curriculum. There is also the question of how we can better target those children who may be at particular risk of not developing those attributes. It is possible to reliably measure character attributes and a number of schools are already using a range of tools to help them do so, for example:

– **The strengths and difficulties questionnaire** – a 25 point survey which has been used in a number of studies.

It measures attributes including application, self-regulation and empathy. A high score can indicate that the child would benefit from some form of intervention. The SDQ is already used for some children in care.

– **The mental toughness questionnaire** – developed for use in the work place but has been trialled with older children in schools and colleges with regard to encouraging retention. It measures an individual's capacity to deal with stressful situations.

The Panel wants to see the practice of measuring character in school pupils of all ages integrated into mainstream schooling. Schools should regularly measure levels of character in their pupils, for example, by running a character test alongside wider end of year tests. The Panel wishes to make it clear that a pupil's score is not a reflection of the child's ability in comparison to their peers. Character scores should certainly not be included in published school league tables. Rather, tests would evaluate the progress the child is making and help the school identify any emerging issues early.

Schools should take steps to identify all those pupils in need of support to build their resilience.

The Panel recommends that primary and secondary schools in the most deprived areas undertake regular assessments of pupil's strength of character as standard practice within three years.

A simple example of what a school could do to help address personal development is to look at the child's wider engagement with school life. For example, encouraging them to join the football team if they are sporty, or the drama group if they are creative.

Widening opportunities

Many organisations provide extra-curricular activities which build children's confidence and encourage them to develop self-discipline, such as uniformed youth groups, including the Scouts and Army Cadets. Schools should be aware of this kind of provision in their local area and work with the families of children who would benefit from accessing positive activities. Participating in structured youth activities is relatively inexpensive, but it may still be out of the reach of some families. Schools should therefore consider supporting a child to attend this kind of provision. Schools may wish to use a proportion of the Pupil Premium to cover these costs.

Similarly, learning a skill such as a musical instrument or a martial art, teaches discipline, application and resilience in young people. Private lessons are often prohibitively expensive for families, but schools are in a position to work with local teachers to put on group lessons, or to offer the use of school facilities in order to reduce lesson costs.

Engaging expertise

The Panel considers that more could be done to shift the culture of schools so that they better engage and deploy outside expertise. As one educational charity representative said to the Panel, 'The best schools are outward facing schools'.

The Panel has heard from a number of local voluntary and community organisations that have developed a range of expertise in terms of supporting young people to develop character. It is clear that in many cases these organisations are filling a very important gap, often with no public funding to support them, and often picking up clients who have gone through the education system and beyond without making sufficient progress.

Local authorities are well placed to know what is available in their local area and to draw this knowledge together into one place. This resource would better enable schools to make informed decisions when commissioning services from local organisations, for example, a mentoring service for vulnerable children. The Panel notes that it is likely that a national Early Intervention Foundation will soon be

Case study: Chance UK mentoring programme

Wayne lives in Hackney, one of the worst hit riot areas, and was referred to Chance UK when he was 10. He has Attention Deficit Hyperactivity Disorder (ADHD) and used to soil himself regularly. He often got involved in fights and was regularly excluded from school. When asked about his future he said he wanted to be a gangster.

Wayne comes from a chaotic background. His mother grew up in care and had 39 foster placements in her first 16 years. She had been addicted to crack before Wayne was born, and she went to prison for three years when Wayne was three.

Chance UK matched Wayne with a mentor: Greg, a 38-year-old City broker. Greg was energetic and imaginative enough to keep up with Wayne and keep him engaged. They set goals together and Wayne learned Tai-chi, did science experiments and went on bike rides. During the mentoring, Wayne disclosed sexual abuse, which had taken place a number of years before, and this was reported to the police.

After six months of mentoring, Wayne had stopped soiling himself and was not being excluded from school. His confidence grew steadily and by the end of the mentoring he was made a peer mediator in school. His ending SDQ (Strengths and Difficulties Questionnaire) score had come down to normal (9) from significant behavioural difficulty (22) at the beginning of the mentoring. He has also raised his pro-social scores from 3 (low) at the beginning of the mentoring to 9 (very good) at the end of the mentoring.

created and we would encourage local authorities and schools to work with this body to help identify the most effective kinds of programmes to inform their commissioning.

Schools must have the best information about the most effective support available to help build character.

The Panel recommends that local authorities should maintain a register of local, specialist service providers. In future, programmes and services in the register could be made subject to validation by the Early Intervention Foundation. The timing is subject to the timescales of the Foundation, but the Panel expects that preliminary work could be carried out by local authorities within six months.

Youth services

The Panel has seen a number of examples of councils undertaking reviews of activities provided by council-funded youth clubs and

services. This is in the context of substantial, in some cases severe, cuts to their youth service budgets. This has meant that remaining resources are being increasingly targeted, rather than provided universally. A number of young people, local practitioners and other community leaders the Panel spoke to, expressed concerns that a reduction in youth service provision could threaten the stability of communities and potentially increase the risk of future disturbances. Young people also consistently talked about their concerns that there are not enough activities for them to do and their perceptions that availability was decreasing.

The Panel is concerned that youth provision should not be seen as a soft touch. Given the number of councils that have recently, or are currently reviewing youth service provision, the Panel feels this is a good time to ensure that these services are providing the maximum value through helping build character in young people. This should be part of wider efforts to

make sure commissioning of services is done on the basis of robust evidence of what works.

Youth services can play an important part in supporting young people to build character. **The Panel recommends that councils review youth service provision, with the aim of maximising its impact on strengthening the character of young people in the most deprived areas at the earliest practical opportunity.**

The Panel spoke to many providers of youth groups and activities that make a valuable contribution at local level. However, the Panel has heard how demand is outstripping supply, particularly in poorer urban areas. The Scouts, for example, have a long waiting list of children who want to join, but cannot because there are not enough volunteers to start up new local branches.

The reasons behind this are various. Some organisations mentioned that male would-be volunteers are put off because of concerns they might become a victim of a malicious allegation or their motives might be questioned by the local community. Other reasons given included juggling volunteering with work and family commitments, the expense and inconvenience of a Criminal Records Bureau (CRB) check and being unsure about how to get involved.

The Panel would like to see a shift towards a culture where adults of all ages feel free to offer their time and skills. Many employers play a valuable role in running volunteer incentive schemes. The Panel would like to see this culture spread across employers, both large and small and in the public and private sectors.

Local authorities can also play a part in ensuring that local services for children and young people, independent or publicly funded, are not turning young people away because of a lack of volunteers. Examples of strategies could include working with local employers to help develop their volunteering schemes, or providing a matching service for local youth groups and potential volunteers. Local

authorities may wish to set themselves a target, or pledge the amount by which they wish to drive up numbers of local volunteers.

The Panel is aware of good work going on in this area, for example the Mayor of London's 'YOU Matter' scheme, which is delivered through the Safer London Foundation.

Case study: YOU Matter

The YOU Matter initiative is part of Team London, the Mayor's strategy to harness volunteers to deliver key projects to improve the quality of life and opportunities of Londoners.

Under this initiative, 38 new uniformed groups will be established over three years, two-thirds of which will be in boroughs with areas of high deprivation.

Already 100 new adult volunteers and 1,000 youngsters have been recruited. By the end of 2014, this will increase to 1,000 volunteers, which will enable 8,000 young people currently on the waiting lists across the capital to join uniformed groups, including the Volunteer Police Cadets, St John's Ambulance and the Army, Air and Sea Cadets.

Local uniformed groups, such as the Girl Guides and Air Cadets and other youth groups provide a wide range of character building activities. **The Panel recommends that local authorities make a public commitment to driving up the numbers of volunteers in their local areas for these groups, at the earliest practical opportunity.**

A lack of space and facilities was often mentioned by practitioners as a barrier to delivering high quality youth services. Given that new investment in youth centres is unlikely in many places for some years, the Panel want to see local areas getting the best out of those buildings, facilities and equipment already available. The Panel was pleased to hear of

schools that allow their facilities to be used by the community outside of school hours.

The Panel considers that all public services which operate out of suitable buildings in local areas – including schools, community centres, places of worship and libraries – should be redoubling their efforts to ensure the community has maximum access to their facilities.

Local services should work together to ensure that youth groups and services can operate to maximum capacity.

The Panel recommends that local authorities work with local services to maximise the availability of buildings, facilities and equipment to local youth groups and services and that they challenge instances where this is not happening. The need is urgent and work should commence on this at the earliest opportunity.

A number of people the Panel spoke to expressed the opinion that it was no coincidence that the riots took place during the summer holiday period, when many young people do not have access to structured activities. School holidays and weekends are obviously the time when out-of school activities are in most demand. However, this is the time when they are often in less supply.

We have been told anecdotally that it is sometimes difficult to engage youth leaders at weekends. Many youth organisations also tend to follow the school term time and so take a break during school holidays. Although the Panel understand why it may be more difficult for volunteers to give up their time in holiday periods provision of youth activities during the holidays can play an important part in giving young people constructive things to do with their time.

It is important that youth services and activities are delivered when young people need them most. **The Panel recommends that local authorities ensure that young people have access to youth groups and services at weekends and over the school holidays.**

2.3 Hopes and dreams

Hopes and dreams

Many young people the Panel met following the riots spoke of a lack of hopes and dreams for the future. If we are to avoid further riots, we have a responsibility to ensure young people receive an education which stimulates and inspires them, and prepares them for future work. Too many young people continue to leave school neither work nor life ready. They face an increasingly competitive job market, resulting in high levels of youth unemployment. Unemployment for young people in the UK aged 16 to 24 stood at 1.04 million (22.5 per cent) in December 2011, the highest number since 1986/87.[31] We explore this in the following pages discussing:

– pre 16 education – mainstream and alternative provision;

– transition between the ages of 16 and 18; and

– post 18 – NEETs[32] and youth unemployment.

These are wide-ranging issues which have been the subject of dedicated reviews and detailed research, most recently, Dr. Atkinson's report on school exclusions, the Wolf Review of Vocational Education and the Taylor Review of Alternative Provision. We do not attempt to replicate the work of these reports.

We are also working in a climate where many new initiatives have been, or will be implemented focused on the education and employment of young people. This includes the development of Academies, the Youth Contract, the National Careers Service and the Work Programme. We do not attempt to review these changes here. It is far too early to measure success. However, we highlight the specific issues that have been raised to the Panel during our investigations. We make recommendations to increase transparency and accountability for when things go wrong to prevent young people falling through the gaps

and reduce the risk of involvement in future disturbances.

It starts with schools

Investment in children's early years provides a child with a secure and stable start in life. School is the place where children not only receive an education, but also learn how to socialise, build their character (as discussed in the previous section) and are enabled to pursue their goals of further education, training or work. We need to ensure that every child has a clear route to work, providing access to the right advice, support and work experience. High-quality teaching which supports and inspires children and young people to achieve their potential, be that academic or vocational, must be the priority for government and schools, through to businesses and the wider community.

For the overwhelming majority of young people, the experience of school is a positive one. The Panel heard many examples of schools and wider education providers delivering impressive results. However, we were told repeatedly that for some, most often those from forgotten families and the poorest socio-economic groups, mainstream provision was not currently meeting their learning or wider social needs. The five key issues highlighted consistently to the Panel were: attainment; attendance; use of alternative provision; inability to address NEETs early on; and getting pupils work ready.

The Panel does not want to see onerous requirements placed on schools, but we do need to increase transparency and accountability to ensure that we know when things go wrong and can work to prevent it occurring. There need to be basic minimum standards to prevent young people falling through the gaps.

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[31] https://www.nomisweb.co.uk

[32] NEET currently refers to 16–24 year olds who are not in education, employment or training.

Attainment

The Panel was told that the ability of both primary and secondary schools to address poor attainment was mixed. Some schools have achieved substantial improvements in pupil attainment and their teachers must be praised for their skill and dedication. However, in some schools and for certain groups of children, attainment (particularly around literacy) is still well below what it should be. Some secondary schools reported receiving pupils with little or no ability to read or write. A fifth of school leavers have the literacy and numeracy levels expected of an 11 year old.[33] Government statistics show 20 per cent of teenagers left state and independent schools without a single C grade GCSE.[34]

The Chief Inspector of Schools has highlighted that literacy standards in English primary schools are lagging behind those in other countries. A new Ofsted report examining English teaching found that while in many schools pupils make good progress, standards in English are not high enough and, since 2008, there has been no overall improvement in primary pupils' learning. Sir Michael Wilshaw has called for a 'no excuses culture for pupils and for staff'.[35] The new Ofsted inspection framework which took effect from the start of January 2012 places a greater emphasis on literacy. When reaching their judgement Ofsted inspectors look at the ability of pupils on entry to an establishment and measure this against their progress and achievement while they are there. The evaluation schedule is designed to measure attainment and progression.

The Panel recognise this renewed focus. However, this is not an issue which we can leave to inspections alone. The Panel's analysis shows, on average, schools in areas where rioters came from are rated as 'good'. It is clear that even in good schools children can slip through the net.

We need sharper incentives to ensure schools work with the bottom 20 per cent of pupils. Education providers receive funding of £6,000 per child per year in mainstream education[36] and up to £18,000 for specialist provision in a Pupil Referral Unit.[37] Schools receive additional funding – a Pupil Premium – to spend on children from low income families. From September 2012 this will be £600 per child. We need to ensure value for money for the tax payer and better outcomes for the child.

The Panel believes there should be more transparency around levels of literacy. **Schools should publish data on literacy levels for all pupils on entering and leaving an establishment** providing a clear picture of the added value for all children.

No child should leave school without basic levels of literacy. The Panel believes this should be a 'red line' issue for Government. To improve accountability and ensure value for money **we recommend that primary and secondary schools failing to raise the literacy rate of a child to an age appropriate minimum standard should receive a financial penalty to cover the cost of raising their attainment as they move on to a new provider.** The financial penalty should be equivalent to bringing the child's literacy levels up to the appropriate standard and allocated to the organisation the child is subsequently enrolled with. We recognise there will always be exceptions where a pupil cannot be expected to reach a minimum standard, but the vast majority of children are capable of learning to read and write. We should not allow schools to avoid accountability because of these exceptions.

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[33] Sammy Rashid and Gregg Brooks. The Levels of attainment in literacy and numeracy of 13–19 year olds in England, 1948–2009 – National Research and Development Centre (NRDC), August 2010.

[34] Government figures on breakdown of results achieved by pupils who started primary school in September 1997 – January 2009.

[35] Sir Michael Wilshaw – March 2012.

[36] Department for Education Dedicated Schools Grant Allocations – average figure for 2012–13.

[37] Costs of a place in a PRU are between £12,000 and £18,000 per year. Review of Alternative Provision Charlie Taylor – March 2011.

Poor attendance – suspensions, exclusions and truancy

Poor attendance at school – whether suspensions, exclusions or truancy – is associated with poor outcomes. This group are more likely to be involved in crime and become NEET in the future. Only 42 per cent of people in the Panel's Neighbourhood Survey felt that enough is being done to address truancy in their local area. Juveniles brought before the courts in last summer's riots had on average missed one day of school per week and 36 per cent had been excluded from school at least once during 2009/10.

Those who have poor attendance records are also likely to have poor achievement:

– Of pupils who miss more than 50 per cent of school, only three per cent manage to achieve five GCSEs grade A* to Cs including English and Maths.

– Of pupils who miss between 10 per cent and 20 per cent of school, only 35 per cent manage to achieve five GCSEs grade A* to C including English and Maths.

– Of the pupils who miss less than five per cent of school, 73 per cent achieve five A* to Cs including English and Maths.[38]

Those with poor attendance records are more likely to have limited ambition and be at risk of offending, homelessness and mental ill health which can lead to intergenerational unemployment, with families consistently dependent on benefits or low-waged insecure jobs[39] – the forgotten families. The ongoing economic and social impacts of this are clear for the individual and the tax payer.

There are appropriate and inappropriate reasons to exclude. We need to ensure all exclusions are carried out for the right reasons. Schools need to retain the power to exclude. It is important to ensure that badly behaved pupils do not disrupt the rest of the class. However, we also need to ensure that exclusions are used as a last resort, not as means of transferring a problem.

There were two particular issues raised to the Panel regarding attendance and exclusion:

– Certain groups of pupils continue to be disproportionately suspended and excluded from school – particularly those with Special Educational Needs (SEN), and minority ethnic and socio-economically disadvantaged groups. Research for the Department for Education found that Academies have higher suspension and exclusion rates than other, similar schools. Pupils with SEN, those eligible for free school meals or those who were Black Caribbean were between four and nine times as likely to be either suspended or excluded compared with pupils without these characteristics.[40]

– Referrals, part-time timetables, managed moves and dual registration were all identified as ways providers were currently bypassing the system to mask true suspension and exclusion rates. Therefore, while official exclusions may have reduced, there has been an increase in the number of pupils educated in PRUs and other alternative provision. The number of pupils educated in PRUs almost doubled between 1997 and 2007.[41]

Work is currently underway to address some of these issues. For example, the Government's SEN Green Paper and the revised Ofsted inspection framework which places a greater focus on how schools are improving behaviour and discipline, and how the needs of disabled pupils and those with SEN are managed. We also note the steady decline in the official number of school exclusions. In 2009/2010, fixed-term exclusions fell to their lowest since

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[38] Department for Education Press Release: Wolf Review proposes major reform of Vocational Education, November 2011.

[39] Social Justice – transforming lives, HM Government, March 2012.

[40] A Profile of School Exclusions in England, Department for Education, February 2012.

[41] No Excuses –a Review of Educational Exclusion, Centre for Social Justice – September 2011.

2003/2004 (331,380). However, as we have stated, this masks the scale of the problem. The recent Atkinson report states that – 'we knew a minority of schools excluded informally and therefore illegally, but [an admission by a headteacher means] for the first time we have this on record'. The report calls for Government to investigate the full extent of unlawful exclusions in England's schools. The Panel support such an investigation.

Schools have a responsibility to be transparent regarding the use of suspensions and exclusions, and to be transparent about the number and type of transfers (managed moves) being made – including the destination.

We note that the Government is planning to issue guidance to schools regarding exclusions. Transparency on the true picture of school suspensions and exclusions is essential to improve accountability for the education of the most at risk children. Transparency on the number and type of transfers (managed moves) is required to understand where pupils are moved to and how often. **The Panel recommends that schools publish the full details of the number of pupils suspended, excluded or transferred (including the destination) to PRUs and alternative provision on a fixed or permanent basis. This information should be made available on all school websites by the end of the next full academic year (September 2014) and refreshed annually.** The Panel understand this information already exists and is shared regularly between DfE and Ofsted. We believe this information should be made more widely available.

The Government should consider how to make transparent the number of SEN and FSM pupils suspended, excluded or transferred while paying regard to data protection.

Pupil Referral Units and Alternative Provision

Pupil Referral Units and Alternative Provision is where 'pupils engage in timetabled activities away from school and school staff'.[42] It is estimated that 135,000 pupils – mostly secondary school age – pass through PRUs and alternative provision every year. There is no reliable data on the number of pupils in alternative provision, but latest figures from the Department for Education recorded 14,050 pupils in PRUs and 23,020 in other alternative provision at any one time.[43] Approximately one-third of placements are in local authority run PRUs, with the remaining two-thirds in other forms of alternative provision commissioned by local authorities and schools.[44]

The Panel was told that there is a very mixed picture around the quality of alternative provision. Some providers work very effectively with pupils with complex needs for whom mainstream school is not appropriate. One such example is a service provided by Community Service Volunteers.

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[42] Ibid: Review of Alternative Provision.

[43] Ibid: Review of Alternative Provision.

[44] Ibid -'No Excuses'.

Case study – Community Service Volunteers (CSV)

CSV work predominantly with young people aged 14–25 years across 40 training centres in England and Wales. CSV centres provide alternative provision to young people who have not excelled in mainstream education but benefit from smaller class sizes and additional support. In 2010/11, a cohort of 99 students in the Alternative Curriculum programme at Springboard Bromley helped 89 per cent gain a vocational qualification; 80 per cent of students left with a functional skills qualification and 90 per cent achieved a PSD (Personal and Social Development) qualification.

Billie, a learner on the Alternative Curriculum programme came to Springboard, Bromley in September 2011 after a number of problems at school including bullying, which led her into skipping school and missing out her education. 'Being in a mainstream school for me was hard. Since I have been at Springboard I've found it easier to learn. Because there are less people in the classes, the teacher can focus more on you…When I leave Springboard I hope to go to college and get some qualifications and get a good job.'

However, we heard from many that transfers to alternative provision were not always in the best interest of the child.

Education providers told us that too often PRUs are used as 'holding bays' while children are assessed for SEN or behavioural, emotional and social development (BESD) needs. PRUs have been used in some cases to remove rather than deal with the problem.

Information sharing between a school and the alternative provider is sometimes patchy and very slow, delaying referrals and placing risk on providers who do not have the necessary details about the children they are working with. The Panel was told that there was no clearly defined route for adding pupils to the roll of PRUs. The Panel's earlier recommendations will help address this issue, making the number and type of transfers transparent.

A recent government review of alternative provision by Charlie Taylor[45] puts a spotlight on the quality and range of provision on offer. The Review highlights that local authorities commission alternative provision from colleges, charities, business and independent schools with no requirement to assess the quality of provision or whether it is suitable for the individual child. The Panel was told that there is no information available on which providers or type of provision is operating within an area.

The Panel agree with the Taylor Review's recommendation that responsibility for commissioning alternative provision and PRU services should move from local authorities to schools. This will strengthen the relationship between these providers, with schools directly accountable for the quality of provision they refer their pupils to. Schools must be held to account for the funding they receive, showing how money is being used to deliver improved outcomes, particularly pupils with SEN and difficult or challenging behaviour. The Panel understands the Department for Education are looking to address these issues as part of their work on the SEN Green Paper.

Schools must be incentivised to use good quality alternative provision rather than the cheapest option, which is particularly important as school budgets are under pressure. The Panel are aware of a current pilot scheme attempting to link PRU pupil performance back to their 'home' school's academic league table. However the Panel believes that additional incentives are required.

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[45] Ibid – Review of Alternative Provision.

The Panel believe that it is unacceptable that a school is able to transfer its most vulnerable pupils to poor quality provision which is not subject to any form of quality control. **We recommend that all alternative providers should be subject to appropriate inspection.**

Schools should have the right to exclude but this needs to be in the best interest of the child. Where pupils are transferred this must be to quality provision. Unless there is a risk of immediate danger, **the Panel recommends that schools should not be allowed to transfer pupils to an unsatisfactory PRU or alternative educational provision until standards are improved.**

There should be an increased emphasis on data sharing to support transfers where they are necessary and appropriate. **The Panel recommends placing a legal obligation on schools, PRUs and special schools to share knowledge of the circumstances of individual pupils among themselves and organisations they refer their pupils to, using the Common Assessment Framework as a model.**

Identifying children at risk of becoming NEET

National statistics indicate that there are over 975,000 young NEETs in the UK (September 2011). The proportion of young NEETs increases by an average of two per cent year on year. We know that being NEET impacts on life outcomes. We need to get smarter at identifying early on those at risk of becoming NEET. This will enable schools and other providers to take preventative action.

We know from research that we can predict those at risk of becoming NEET early on. They are those who:

– are in care;

– have low attainment at Key Stage 2;

– are eligible for Free School Meals (FSM); and

– have parents in a socio-economic class lower than 'higher Professional'.[46]

Other important links to being at risk of becoming NEET include:

– having education or learning disadvantages;

– being in difficult personal circumstances; and

– being particularly affected by external structural factors, such as poor quality housing.

There is no agreed definition of 'at risk of NEET' so schools generally only focus on those at very high risk (for example, children on the at-risk register, in care or those who have learning difficulties). This misses a large proportion of children who, year on year, leave school and become NEET. There is no requirement for councils to publish data on the criteria or definition that they use for identifying their young people at risk of becoming NEET. The Panel was told that the Department for Education is beginning to work with some areas to develop a set of 'risk of NEET indicators,' known as RONIs, which will identify those pupils most at risk.

Young people at risk of becoming NEET are not being identified in time to support them to improve their chances. **The Panel recommends that the Government produces an agreed suite of indicators shown to identify those at risk of becoming NEET, by 2015.** This should be informed by fully evaluating, publishing and implementing the findings from the Risk of NEET Indicator (RONI) trials, immediately following the current trials.

This information and knowledge will facilitate multi-agency working in addressing those at risk of becoming NEET. In fulfilling their legal duty to track young people up to 19 we also **recommend that local authorities flag those identified as at risk of becoming NEET on their current young people's database to**

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[46] Modelling impact of behaviour and ethos on risk of being not in Education, Employment or Training (NEET) at ages 16, 17 and 18 – research for Department for Education, 2011.

Case study – Working with those at risk early on: Reprezent Radio – Eclectic Productions 'Off the Streetz'

Reprezent's innovative 'Off The Streetz' project provides young people at risk of underachieving at GCSE level the opportunity to take part in a radio production course. This gives them a range of transferable skills to improve their future prospects.

Young people learn media skills and form a production team that creates programming that is then broadcast across London on Reprezent 107.3FM radio station.

There are a range of project achievements:

– **Qualifications** – 38 young people have completed the course and gained two AQA qualifications and they are working towards completing their Bronze Arts Award.

– **Commitment and enthusiasm** – Students stay on during the summer holidays producing and presenting radio shows.

– **Development** – Many project graduates have become peer mentors for new students recruited in subsequent years.

– **Experience** – Students have made contacts in the industry some getting work experience at BBC 1xtra and Ministry of Sound.

As well as partnerships with schools, Housing Associations, the Home Office, Goldsmiths College, Southwark and Lewisham councils, Eclectic Productions is now a delivery partner for the Olympic Park Legacy Company, which will give young people across London a voice in the designation of the Olympic Park for this and future generations.

enable local providers to take action. This should be carried out from at least age 11. To be taken forward when indicators are agreed.

Where young people are identified early on, they can be given appropriate support and offered additional help to remain engaged in learning. We heard from many projects that were achieving this.

In order to track those at risk of becoming NEET we need to know where they are. During our discussions it became clear that there were significant numbers of young people in many local authorities who were unaccounted for. This number has increased over recent years. The Panel's own analysis found that the number of young people unaccounted for is significantly higher in areas where rioters came from than non-riot areas. One in five of those areas where rioters came from did not know the destination

of 10 per cent or more of their young people, compared to one in 20 in non-riot areas. We understand the Government is working with local authorities to address this issue.

Getting young people work ready – the right advice

Schools have a crucial role to play in preparing young people for work. The Education Act 2010 means schools now have a responsibility for securing access to careers guidance for those aged 14 to 16.

Both service providers and young people expressed concerns over the ability and incentives for schools to provide good quality advice. Careers advice was not seen as the priority as school success was measured primarily against academic success. Many we spoke to highlighted the lack of engagement between schools and businesses.

We know that having contact with businesses increases the chances of a young person moving into work when they leave full-time education. Recent research with 11 to 18 year-olds found that young people who had received careers advice from four or more employers were almost twice as likely as those who had had no contact with employers to report having a good idea of the knowledge and skills they needed to decide on the job they wanted to do. They were also more than twice as likely to feel confident about finding a good job.[47] The same research found that large numbers of young people want more contact with employers while they are in education. Yet many young people report not having any contact with employers before leaving school. For example a YouGov survey of 1,000 19 to 24 year-olds found 30 per cent could not remember any employer engagement as part of their education. This lack of contact with employers appears to be particularly pronounced among young people from disadvantaged backgrounds.[48]

Through the Youth Contract, personalised support will be provided for 16 to 17 year olds at greatest risk of becoming NEET and the National Careers Service will complement this. However, those we spoke to felt action at 16 was too late. It is not clear what support young people below 16 who are at risk of becoming NEET will receive. It is also not clear how schools will be assessed on the careers advice and support they offer to their pupils. Those we spoke to felt support such as best practice guidance was required. The Panel expects the Ofsted thematic review of careers guidance to be important here.

Too many young people leave school not ready for work. It is important for schools to make transparent their offer – encouraging working with businesses through establishing a Careers Support Guarantee.

The Panel recommends that all schools develop and publish a Careers Support Guarantee by 2013 – setting out what a child can expect in terms of advice, guidance, contact with businesses and work experience options. This should make clear what links the school has to businesses. This should form part of the planned Department for Education guidance.

It makes sense for businesses to help improve employment opportunities for disengaged young people. The Confederation for British Industry (CBI) highlight the role businesses can play in keeping teachers in touch with developments in their sector, and providing advice on skills and competencies.[49] The Panel believe they can also play an important role in offering careers advice, support and work experience to young people through schools, because they will benefit from local school leavers being work ready. **The Panel recommends that businesses become part of the solution acting as Business Ambassadors for local schools. The Panel believes schools could put initial arrangements in place by September 2013. LEPs should play a key role in establishing and supporting these relationships.** Business Ambassadors would work with schools, the public and voluntary sector across communities to promote youth employment.

The right courses

Alongside the need to provide good quality careers advice to enable young people to make the right choices, it is essential for them to be able to access good quality provision so that they can realise their ambitions.

We heard from providers, young people and employers that vocational courses can provide important skills sought by employers. These courses are likely to be particularly relevant for the young people the Panel are concerned with

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[47] ACEVO Commission on Youth Unemployment: The Crisis we Cannot Afford – February 2012.

[48] ACEVO Commission on Youth Unemployment: The Crisis we Cannot Afford – February 2012.

[49] CBI Action for Jobs (2011).

– those at risk of becoming NEET – who are less attracted to the traditional academic route. The Panel heard from a number of successful examples including Hackney Community College.

Case study – Hackney Community College

In response to the need to reduce its NEET (Not in Education or Employment) population, Hackney Community College has worked with external partners to devise the 'On Track,' programme. This is a series of short, vocational courses in art, design and media, business, childcare, construction and hospitality and catering which run throughout the year. Students update their English and Maths skills through 'fun days out', like bowling or football, as well as personal skills, social development and enterprise skills.

Of the 2010 business 'On Track' students, 95 per cent are currently studying on a level 3 course at the college.

A 'Sports Academies' programme also enables students to gain an additional qualification in coaching, volunteering or sport administration alongside their mainstream course. Academy students achieve strong success in their studies, with over 80 per cent progressing to higher education in most years.

OFSTED's 2010 inspection of Hackney College stated: "in partnership with the Hackney Learning Trust and 'Team Hackney', a positive impact has been made in reducing the number of NEET learners in the borough."

The proportion of NEET young people in Hackney has reduced from over 13 per cent in 2008 to 4.7 per cent in 2011/12.

However, we were told that the quality of vocational courses across the board remains too low. Particularly because they were not matched with the needs of the employers.

A recent survey of 500 firms conducted by the CBI found that 42 per cent of employers were dissatisfied with school leavers' use of English, and more than a third were concerned about numeracy. The Panel's Neighbourhood Survey found that around two thirds of people (62 per cent) felt that children leave school with inadequate qualifications.

Professor Alison Wolf conducted an independent review of vocational education, setting out recommendations for improving vocational education for 14 to 19 year-olds to promote progression into work or further education/training. The Panel particularly supports Wolf's recommendation regarding post 16 vocational routes to ensure those who have not secured a good pass in English and Mathematics GCSE continue to study those subjects.

The Government is committed to raising the participation age to 18 by 2015. This does not mean that young people must stay in school. They will be able to choose one of the following options:

– full-time education, such as school, college or home education;

– work-based learning, such as an apprenticeship; and

– part-time education or training, if they are employed, self-employed or volunteering for more than 20 hours a week.

The Panel heard from providers that it remains unclear what activity/activities will be prioritised under the new framework. It will be essential to focus this provision on raising basic standards, alongside having the right courses to ensure children leave education and training at 18 work ready.

However, we also heard that the system, particularly rules around funding, limit the offer colleges can make to those seeking work based training. Many people the Panel spoke with highlighted concerns that funding is driven solely by learner demand, rather than an approach which links skills to growth and sustainable career opportunities.

There are too many low quality vocational courses that do not lead to jobs. The Panel want to make transparent the success of all courses in terms of pupil outcomes. **The Panel recommends that all schools and colleges publish destination data, by course for all of their provision within the year of completion.**

Role of Apprenticeships

The Panel welcomes the Government's focus on apprenticeships, which have been shown to offer a clear pathway for young people into both further training and sustainable employment. The Youth Contract, worth £1 billion over three years, includes provision for half a million apprenticeships and work experience placements for young people, this includes support to NEET 16 and 17 year olds. The Panel saw some impressive examples of apprenticeships turning around people's lives.

However, although the overall number of apprenticeships is expanding, many we spoke to were concerned that there were insufficient apprenticeships to support those most at risk of becoming NEET. Two main problems were highlighted to the Panel:

– Many of this group are a long way from the labour market and require pre-apprenticeship training to enable them to progress onto full apprenticeships.

– Many apprenticeship places are being filled by existing employees and are not open to all.

The UK Commission for Skills has shown that the biggest obstacle for an employer taking on a young person is their lack of work experience. The Panel heard from innovative schemes run by councils, Further Education colleges and the Voluntary and Community Sector, to provide young people with short placements with employers (pre-apprenticeships). The host organisations provide pastoral care and mentoring, and are committed to helping the young person progress, with a clear and sustainable pathway either into an apprenticeship or a job. The Essex County Council's partnership with the Essex Apprenticeship Programme[50] and the

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Case study – East Sussex Work Pairing, Sussex Downs College

Following consultation with the Council and local employers, East Sussex College, with initial funding from East Sussex District Council, launched a Work Paring programme in January 2011, providing brokered six month work experience placements with local businesses for young people not in education, employment or training (NEET). Based on the Working Rite Social Enterprise model started by Sandy Campbell and Alan Nicoll in Scotland in 2004, work pairing is based around the concept of a 'deal' between the young person and employer.

The role of the project manager, based in Sussex Downs College, is central to the success of Work Pairing. The employer and the young person are 'paired' for compatibility, ensuring that expectations from both sides are managed effectively from the outset.

Since the first Work Pairing placements started in 2011, all but one of the ten placements has been completed, with the young person moving into Level 2 apprenticeship with their employer. 88 per cent of current placements have been offered a full apprenticeship.

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[50] The Essex Apprenticeship Programme – Essex County Council submission to Department for Communities and Local Government, January 2012.

Work Pairing project at Sussex Downs College, are just two examples the Panel saw which demonstrate what can be achieved.

The new *Access to Apprenticeships pathway* within the Apprenticeship Programme may go some way to filling this gap. It aims to work with 10,000 NEETs.[51] However, it will be essential to achieve good geographical coverage to ensure places are available in the most deprived neighbourhoods to support young people furthest from the labour market into work. Seventy eight per cent of YOTs we surveyed felt that apprenticeships are inadequate or non-existent in their area. There was also lots of scepticism from service providers and young people about whether Apprenticeships will turn into a 'real job' – an area which the Government must work to address.

The Panel recognises the Apprenticeship Programme is demand-led. However, given the number of people who raised this issue with the Panel, the wealth of evidence on the damaging effects of concentrations of unemployment for individuals and costs to the tax payer, and it is vital to get businesses in deprived areas to offer opportunities to local young people. **We recommend that the Department for Business, Innovation and Skills work to specifically engage businesses from the most disadvantaged areas in offering apprenticeships, over the next year. If the number of apprenticeship places in the most deprived neighbourhoods lags behind the rest of the country, the employer subsidy should be raised for those businesses offering true apprenticeships in the most deprived neighbourhoods.**

Youth Unemployment

It is important to recognise that levels of NEET young people cannot be attributed solely to the recession. Youth unemployment is a structural problem within our society and the NEET population has been rising since the mid 2000s.[52]

We believe that if the measures we have recommended are put in to place we would prevent many more young people falling through the net and ending up NEET and at risk of rioting. However, we recognise that these measures will not help those young people who are already unemployed.

The Panel's Neighbourhood Survey found that 83 per cent of people felt that youth unemployment is a problem within their local area and around three quarters (71 per cent) of people disagreed that there are sufficient employment opportunities for young people within their area.

The UK Commission for Employment and Skills found only 22 per cent of employers take on young people directly from education, and only 5.5 per cent take on 16 year olds direct from school. We heard from young people and service providers that young people's skills and lack of experience make them last in line when employers recruit staff. This makes competition particularly fierce among young people for entry level jobs and training, squeezing out those with few skills and little experience, such as the rioters; only one in ten rioters achieved five GCSEs grades A*-C. Two thirds – 66 per cent had SEN.

Research shows that being unemployed for more than 12 months under the age of 23 has a long-term negative impact on a young person's future. Those who have long periods of unemployment while young suffer wage penalties of 12 to 15 per cent into their forties.[53]

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[51] Those who have been NEET for 13 weeks or more with educational needs.

[52] Jack Britton – University of Bristol, 2012.

[53] Ernst and Young/Private Equity Foundation Transition Project 2010.

It is estimated that the cohort of 2008 NEETs alone will cost the UK economy £22 billion in lost economic opportunities and cost the taxpayer £13 billion over their lifetimes.[54] In three local authority areas alone the estimated direct costs to support their 1,989 NEETs for one year stands at £14.8 million – £7,441 per NEET per year. Additional costs to the public purse (for example through benefit claims, crime or issues related to poor mental health) were estimated at £40 million – an additional £2011 per NEET.[55]

Entrenched NEETS

Not everyone who is NEET will be at risk of falling through the gaps – some will be on gap years, with clear future plans and ambitions and some will be NEET for a relatively short period of time before moving into work or education. However, research suggests that, by their 18th birthday, four per cent of young people will have been NEET for a year or more. These core, entrenched NEETs are those we are particularly concerned about.[56]

Recent data from ACEVO tracked 18 year olds over the course of several years. The following graph shows the percentage of core or entrenched NEETs (those who remain continuously NEET for the year or more) compared to the percentage of young people who are NEET at some point during a year. It is these core NEETs – along the bottom line of the graph – that are of most concern.

Research shows that young people from workless households are far less likely to be in education, employment or training, more likely to live in the most deprived neighbourhoods and are least likely to find sustainable employment, with a high risk of becoming entrenched NEETs.[57] Seventy per cent of

Figure 17: A comparison of core 'entrenched' NEETs compared to those who are NEET at some point during a year
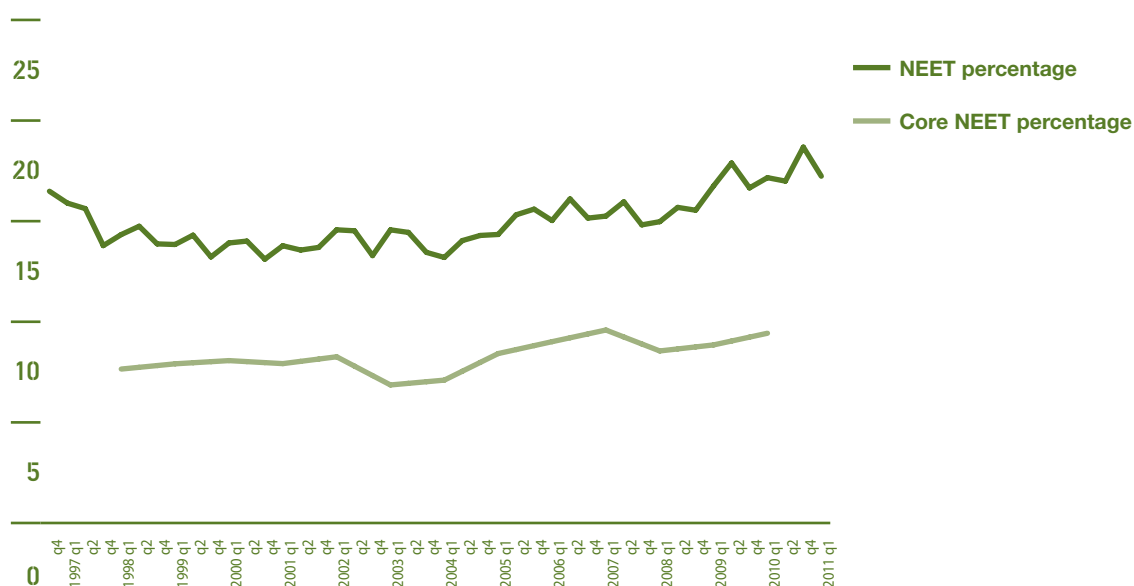
Source: ACEVO Commission on Youth Unemployment

[54] Ernst and Young/Private Equity Foundation Transition Project 2010.

[55] Ibid.

[56] Ibid ACEVO.

[57] 'Destined for the dole? Breaking the cycle of worklessness in the UK' – The Prince's Trust, 2010.

Figure 18: Concentration of local areas by deprivation, youth unemployment (JSA) and rioters
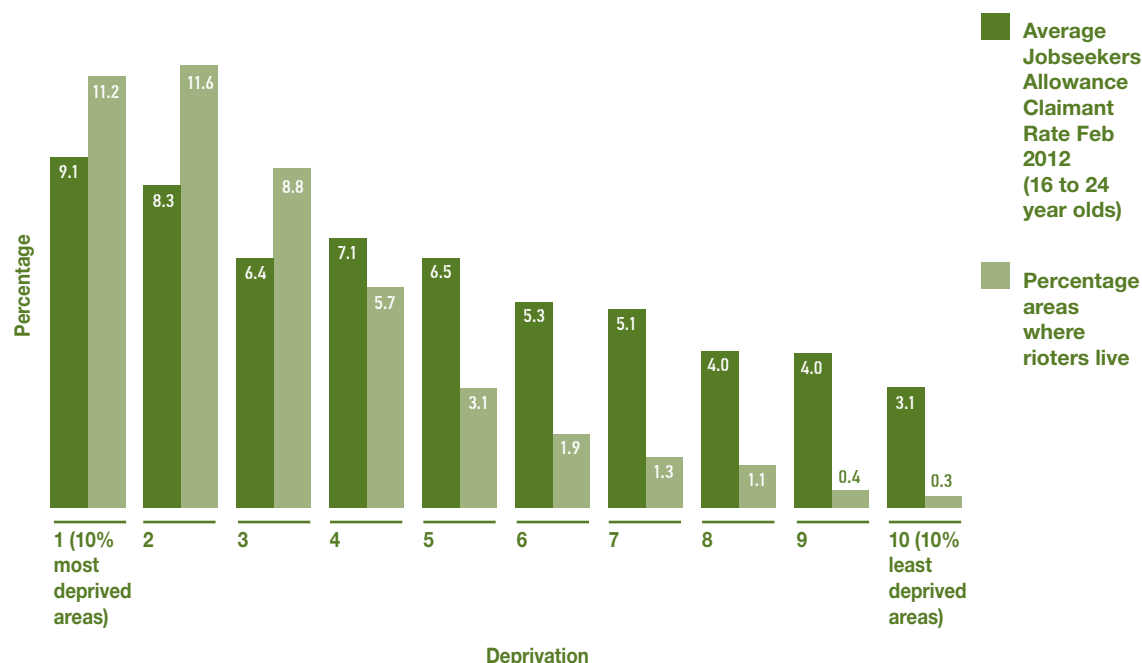
Source: ONS, MoJ, DCLG

rioters were from the 30 per cent most deprived neighbourhoods.

The graph above shows the relationship between the most deprived areas, youth unemployment and suspected rioters.

It is interesting to note the higher proportion of rioters and youth unemployment within the most deprived areas compared to very low levels of both within the least deprived areas. This suggests the need for increased, intensive effort within these specific areas.

Area based approaches

The Panel heard from many neighbourhoods who have taken innovative approaches to addressing youth unemployment within their area. The most successful examples are built on joint working between the public and private sector and provide a drive and focus to working with NEETs across an area.

Haringey local authority are leading a programme in collaboration with local businesses. They have established the

Haringey Jobs Fund which provides funding to local businesses providing jobs to local young people.

We note the Neighbourhood Community Budget and Community Budget initiatives. These pilots aim to allow neighbourhoods to take more control over local public services. Different approaches will be developed, reflecting local characteristics and issues. The Panel presumes addressing youth unemployment will feature highly in these plans and note the particular focus in Bradford and Hammersmith and Fulham on young people and employment. The pilots are currently underway and we hope that the learning and outcomes are shared widely.

The Panel believes there is a need for neighbourhoods to work together and learn from good practice approaches to reduce and prevent youth unemployment within areas. This is especially the case given that in our Neighbourhood Survey only 22 per cent reported that they feel public services are doing enough to address youth unemployment

in their neighbourhood. **The Panel recommends local areas develop NEET hubs in neighbourhoods with high numbers of NEETs led by local authorities, in their strategic role, and bringing together key players including schools, colleges, alternative providers, Local Enterprise Partnerships, businesses and work programme providers. Given the scale of this issue we believe areas should take action now.** These hubs will be different in different areas and will not require organisational change. A neighbourhood plan would promote joint working, data sharing and clear accountability. Plans would ensure all young people within a neighbourhood are tracked in order to achieve full participation up to age 19 and prevent them moving from education or training into unemployment. The Government should consider targeting Youth Contract funding specifically to these neighbourhoods with high numbers of NEETs.

The Work Programme

The Government's Work Programme is intended to address unemployment by incentivising providers to work with unemployed people and move them into sustainable work. Work Programme providers receive payments of between £3,000 (for those closest to the labour market) and £13,000 (for those furthest away). There are two or three providers within each area who are allocated cases on a random basis, operating a black box approach to supporting people into work.

Initial data on the outcomes of the Work Programme is not expected before publication of this report, therefore it is not possible to comment on the success of this programme in working with young disadvantaged adults. However, a large majority of those working in this field the panel spoke with had concerns around elements of the Programme. We have also spoken to Work Programme providers. The Panel's views were informed by these discussions, focusing on specific issues in

working with NEETs – particularly those from deprived areas and workless households.

Work Programme providers were positive about their approach to working with young people. However, they identified a number of barriers in moving this group into work:

– 'Lack of experience and functional or basic skills sought by employers.'

– 'Lack of confidence and hope – there are a lot of young unemployed who have never had a job and have given up any hope of getting one.'

– 'The Work Programme is sometimes the first time anyone has spent time with them and asked them what they want to do.'

A Work Programme provider said that the 'hardest-to-help customers need extra support and empathy in moving into work'. Another questioned the approach for the most entrenched NEETs 'the Work Programme approach may not be suitable for everyone'.

Public sector and VCS providers questioned the reach of the Work Programme. Many gave anecdotal evidence suggesting Work Programme providers focused on those closest to the labour market and did not provide the intense support to those who are hardest to reach who instead found themselves on the 'minimum offer'. The Panel question whether the payment structure for the Work Programme builds in enough incentives to work with the most difficult cases. We also believe that if a Work Programme provider has not successfully moved an entrenched NEET into employment after a significant period, there remains little incentive to continue to invest resources in working with that young person. This suggests the need for more targeted interventions for the most entrenched NEETs who have been on the Work Programme without success for a considerable amount of time.

The Panel recommends that DWP identifies whether and to what extent young people furthest from work are left on the work programme with insufficient support to

realistically hope to obtain work, and if so set out what they intend to do as a result. This should be done within a year.

The Panel has considered the role the Intermediate Labour Market (ILM) can play in supporting those young people who have not been helped into work by the Work Programme. The central aim of ILMs is to give those who are furthest from the labour market a route back into work, by improving employability through paid work on a temporary contract, together with training, personal development and job search activities. This is often in community-based work and relies on funding from a number of sources.

ILM programmes are expensive. In 2000, they were estimated to cost £14,000 per participant, per year.[58] However, JRF research found that these programmes, when properly managed, can deliver more sustained progression from welfare to work, than other programmes for the long-term unemployed.[59] Research found that over 90 per cent who gain a job are still in work after six months, compared with less than 40

per cent in other programmes. The longer term earnings of an ILM participant have been shown to be higher (by about £1,500 per year) than the earnings of leavers from comparable programmes. An evaluation of ILMs in Australia (2007)[60] found that benefits of ILMs consistently outweighed the programme costs. Average estimates showed that for every dollar of investment in ILMs society receive around $14 worth of benefits.

The coalition's £1 billion Youth Contract will provide £2,275 to employers to take on a total of 160,000 young people aged 18 to 24 year-olds for six months. The Government has also committed to providing different support for those who have been on the Work Programme for two years. However, it is not yet clear what this additional support will be, or how it will be targeted. The Panel also notes the commitment from the Labour Party to provide a 'real jobs guarantee' offering six months' work to those aged 18 to 24 who have been jobless for a year. They estimate the cost for this to be £600 million funded by a bankers' bonus tax.

The Panel note that an ILM programme is being trialled in Wales. In February 2012 the Welsh Assembly Government launched a new £900,000 pilot scheme to help young people aged 16 and 17 into employment. The programme will provide 180 employment opportunities in a six month period.

The Panel believe that urgent action is needed. We note the Governments commitment to provide additional support after two years on the Work Programme. **The Panel recommends that following two years on the Work Programme any claimant under 25 is offered a guaranteed job and additional support.**

However, given the impact on young people of being out of work for extended periods we feel

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[58] Ibid.

[59] The Intermediate Labour Market – Joseph Rowntree Foundation, September 2000.

[60] 'Intermediate Labour Markets as pathways to employment' – Mestan and Scutella with Allen Consulting, 2007.

it is vital that action is taken earlier. Having a job is key to people feeling that they have a stake in society. **We recommend that the Government and local public services should fund together a Youth Job Promise to get as many young people as possible a job, who have been unemployed for one year or more**. This should be designed and delivered in the local neighbourhood – benefiting the local community. Local Enterprise Partnerships and local authorities should take a leading role working with Work Programme providers within local areas (such as NEET hubs) to identify opportunities for jobs for local young people. The proceeds work programme providers receive for subsequently securing an individual sustainable work should be shared with Youth Job Promise partners. Learning can be taken from areas such as the City of Manchester who are working with Work Programme providers, pooling resources to support people into work and sharing the subsequent rewards. The Government should match fund any areas providing this support to incentivise widespread roll out of the scheme for this priority group. LEPs should consider the role of the £270 million Growing Places Fund in advancing this agenda as well as the use of the £30 million Innovation Fund designed to provide up front funding to improve employability of disadvantaged young people.

The Panel also heard of challenges faced in delivering the Work Programme to the most disadvantaged families in the most disadvantaged areas. Providers are incentivised to work with the most disadvantaged groups, with higher payments for moving these individuals into work. However, individuals are randomly allocated to one of the Work Programme providers who operate across a large sub-regional area. Concerns were raised that there are no additional payments made for individuals working with people in deprived areas where there are additional barriers to accessing work for example lack of opportunities, transport issues and intergenerational impacts. This form of contracting also means there can be no systematic approach to the challenges of a particular neighbourhood with high economic inactivity. We were told providers can make their own choices about where to prioritise their efforts and each may be able to meet its targets while doing little to reach people in a neighbourhood that could be the site of the next riot.

The Panel believe it is important to ensure the Work Programme is effective in *all* areas and recognise that additional support may be needed as part of the offer to those in the most disadvantaged areas. **We recommend that when contracts are reviewed the Government consider ways to incentivise providers to work successfully with those in the most deprived areas – introducing financial incentives in the payment structure**.

Summary

Our recommendations within this section have focused on the key issues people raised with the Panel which can lead to a young person becoming long term unemployed. Figure 19 overleaf summarises this journey and highlights our preventative measures which we believe taken together with others throughout this report will support schools, businesses, local neighbourhoods and Government to work together in creating resilient communities.

Figure 19: The Panel's measures to prevent the journey to youth unemployment

Primary schools

Secondary schools

Transparency on pupil exclusions suspensions and transfers.

Begin school

Poor attendance

Inappropriate provision and transfers

Improve transparency on literacy levels for those entering and leaving an educational establishment.

Raise standards in alternative provision introducing appropriate inspection.

Poor achievement

Publish destination data by course to facilitate young people making decisions.

Open up the world of work through Business Ambassadors giving work experience and sharing knowledge through schools.

No clear route to work

At risk of becoming NEET

Raise standards in literacy. No child leaves school without reaching basic literacy levels. Schools fined if they do.

Schools provide Careers Support Guarantee to help young people to make career decisions.

Those at risk of becoming NEET identified early using agreed NEET indicators and supported by schools and/or alternative providers.

Leaving education

No contact with employers

Lack of support

Into work?

Become NEET

Long-term unemployment (inter-generational impacts)

Government and local services to fund a youth job promise for those unemployed for a year or more.

Ensure apprenticeship places in most disadvantaged areas.

NEET Hubs, multiagency neighbourhood support for NEETs.

Increase incentive for Work Programme providers to support those from disadvantaged neighbourhoods into work.

Job guarantee after two years on the Government's Work Programme

2.4 Riots and the brands

Riots and the brands

Given that businesses, and in particular high-end brands, were targeted by the rioters, the Panel has been particularly interested in considering what role brands and businesses more widely can play in creating more resilient neighbourhoods.

The riots were particularly characterised by opportunistic looting, very much targeted at brands – 50 per cent of recorded offences in the riots were acquisitive in nature.[61] As a percentage of crimes recorded, the rate of acquisitive crime was higher in London, Manchester and West Midlands (46 to 57 per cent), where the majority of riots occurred, than in other locations (7 to 28 per cent).

The Panel was told that the majority of shops targeted stocked high value consumer products – clothes, trainers, mobile telephones and computers. This is supported by Home Office data on the type of shops targeted.[62]

Discussions with businesses, business representatives, communities and young people highlighted five key areas where brands and businesses more widely can add real value in creating resilient communities:

– corporate social responsibility;

– responsible capitalism;

– social values in business;

– responsible advertising; and

– recognising the positive role young people can play.

Corporate Social Responsibility

Businesses do not exist in isolation. Customers, suppliers and the local community are all affected by the actions of a business.[63] The Panel sees Corporate Social Responsibility (CSR) as an important way in which businesses can understand these impacts, and consider how they can use their brand or wider business in a positive way to support local communities.

The Panel heard from businesses about the significant value CSR can add to the bottom line. Business in the Community (BITC) research found FTSE 350 companies which consistently managed and measured their corporate responsibility outperformed their FTSE 350 peers on total shareholder return between 2002 and 2007 by between 3.3 per cent and 7.7 per cent per year.[64]

Effective CSR has been shown to make it easier to:

– recruit and retain employees;

– improve motivation and production;

– generate positive press coverage; and

– gain a better understanding of the impacts of the business which helps develop new products and services.[65]

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[61] An Overview of Recorded Crimes and Arrests Resulting from Disorder Events in August 2011, October 2011.

[62] Reported in An Overview of Recorded Crimes and Arrests Resulting from Disorder Events in August 2011 and October 2011.

[63] Business in the Community 2012.

[64] Business in the Community 2008.

[65] Business in the community 2012.

Case study – Nike and vInspired Gamechangers

Nike and vInspired teamed up with Active Communities Network to give young Londoners the chance to change their communities through sports.

Gamechangers has engaged almost 3,000 young people from London's most deprived wards to volunteer in a range of settings across the capital. They were supported to plan, deliver and evaluate youth-led projects which benefitted their peers and their local communities. They also received skills-based training. Activities included anti-racism projects, community and school sports days and supporting vulnerable members of the community. Some of the Gamechangers have secured work with Nike since taking part in the programme.

Gamechangers first encountered Andre* at Feltham Young Offenders Institute. Gamechangers offered to run some personal development workshops in the prison for some of the young people accessing the Saracens Rugby Clubs Community Scheme. Andre completed sessions with Gamechangers on conflict resolution, equalities and diversity, volunteering and youth work. On release Andre got in touch with Gamechangers to register as a volunteer and he was offered an FA Level One Coaching course.

Andre started getting involved in Gamechangers community football events and activities. He has now been offered part time paid work on other partner projects sessions and is on the road to achieving his goal of becoming a community football coach.

"Gamechangers has offered me direction and steered me away from negative activities that dominated my life." Andre, Gamechangers volunteer

Not his real name

One example of CSR led by a successful brand is the Gamechangers project above.

CSR has historically been seen as an add-on to what a business does – and it has been run by a dedicated CSR team. This is starting to change, with businesses of all sizes and sectors embedding CSR within their strategic business-planning process. We have seen and heard about some very impressive examples of businesses undertaking effective CSR activity. The Panel believe that businesses need to shout louder about what they do, to encourage others to follow suit. The Government should

also play a more proactive role in championing this activity.

The Panel particularly encourage businesses to undertake CSR activity which:

– supports their local neighbourhood;

– uses their brand to engage young people; and

– work in partnership to combine resources and expertise for mutual benefit.

We particularly note the Business Connector Programme:

Case study – The Business Connector Programme (Business in the Community)

The Business Connector Programme sponsored by Business in the Community, is achieving results on the ground, working with disadvantaged young people.

This pilot scheme, covering 20 areas, provides a senior Business figure to work on the ground with local communities with the greatest need. These people are from a range of businesses including Sainsbury's, Greggs, BT and Lloyds TSB.

Their role is to work with the local community and understand their needs. They then look to connect the community with local businesses to provide a mutually beneficial relationship. This can be in the form of funding, resources, skills and expertise – for example the Store Manager from Sainsburys' Tottenham is helping the Head of the Tottenham Boxing Academy to write a business plan to support young people in the local community.

Communities and businesses are working together for the greater good of the community, breaking down barriers and improving joint working.

We heard from many businesses, including major brands, about the effective work they are carrying out working with and within local communities. We spoke to the Premier League, an inspirational Brand for many young people, who discussed their CSR programmes. They invest four per cent of their revenue into local community projects. One such example is highlighted in the Kickz case study.

Case study – Kickz

The Premier League has a proven track record of tackling social issues via their clubs with a range of projects covering: community cohesion; education; health and sports participation.

In partnership with the Metropolitan Police, Kickz is one flagship programme started in 2006 with three pilot projects, including one at the Ferry Lane Estate, Haringey, run by Tottenham Hotspur Foundation (THF). 43 professional football clubs now run 113 Kickz project, engaging over 50,000 young people – THF alone has worked with more than 3,600 young people in this time.

Kickz has had many positive outcomes:

– the achievement of 6,827 qualifications and accreditations;

– the recruitment of 5,052 volunteers;

– proven reductions of anti-social behaviour by up to 60 per cent in areas where projects are delivered; and

– 398 participants who have since gone on to gain employment with the clubs.

One of THF's coaches, a former participant, is Kyle Stewart. Kyle has since worked for the BBC, travelled overseas and even met the Prime Minister.

'…it (Kickz) has taught me patience, something previously I really lacked. I had no ability to consider other people's point of view. Kickz promotes anything positive, but it especially promotes community. Who knows what you can get out of young people if you give them a bit of time and support. Everyone is born with something.'

These examples are particularly compelling as they involve close working between business, schools and young people. We also heard about the BITC Community Mark, which supports and celebrates businesses who are successfully investing and working within local communities. The Panel encourage more businesses to adopt this model of CSR.

However, these good practice examples do not happen everywhere. We heard from many about the lack of engagement between businesses and local communities. Several businesses and business representatives reported that they have an interest in working with schools and local communities, but are unsure of how to make these links or find out about available opportunities. Businesses can make a real difference here and should become major players within a local community, opening up opportunities and access to jobs to local young people and linking with local schools.

The Panel recognises the important role Local Enterprise Partnerships (LEPs) could play in supporting businesses in their area to develop their CSR offer and focus investment and skills within the local community.

More widely, to harness and promote effective CSR activity, **the Government and local authorities should lead by example, by publishing their CSR commitments, making clear what they are doing to support key Government initiatives such as the number and type of Apprenticeships offered, work experience opportunities and links to local communities. The Department for Business, Innovation and Skills should take this forward in their role as CSR champion in 2012.**

Wealth Inequality – social value and responsible capitalism

The role of businesses in working with local schools and communities becomes

increasingly important as income inequalities continue to rise. The Organisation for Economic Co-operation and Development (OECD)[66] found that income inequality has risen faster in the UK than in any other OECD country since 1975. This data highlights that in the UK, the ratio of the average income of the richest 10 per cent to that of the poorest 10 per cent is nearly 12 to 1. Over half of people (58 per cent) from the Panel's Neighbourhood Survey believed there is a growing gap between rich and poor in their local area.

The OECD cite some of the reasons for this including:

– income shares of the top one per cent of earners doubling from 7.1 per cent in 1970 to 14.3 per cent in 2005;

– taxes, transfers and benefits becoming less redistributive; and taxes becoming less equalising.

The Panel believes society must continue to support sustainable growth and promote business expansion. However, alongside this, we believe that businesses have a clear role in giving something back to society to make progressive steps to sharing wealth and provide opportunities for individuals to achieve a stake in business. We need capitalism that is driven not only by short-term returns, but drives a more sustainable economy that creates economic, environmental and social value, and offers a real stake for employees.

The Panel therefore particularly welcomes the emerging debate on responsible capitalism promoted by all three main political parties. The Deputy Prime Minister, Nick Clegg, delivered a speech to business leaders at Mansion House in which he called for a 'John Lewis economy' in which individuals are given a 'real stake' in the companies they work for. Labour leader, Ed Miliband called on the prime minister to tackle the 'surcharge culture' that sees consumers 'fleeced' by powerful

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[66] Divided We Stand: Why Inequality Keeps Rising, Organisation for Economic Co-operation and Development, December 2011.

Case study – John Lewis Partnership, shared ownership model

'From what I can see, John Lewis is the best place to work in retail because of the career opportunities and the opportunities it gives you outside work. It's great to meet so many people and experience different things.'
Partner, John Lewis

John Lewis Partnership is the UK's largest employee-owned business and the first principle of its Constitution is the happiness of the members through their worthwhile and satisfying employment in a successful business.

A recent survey carried out for the Partnership covering new stores in four towns across England found that:

– partners (employees) at John Lewis and Waitrose **have higher well-being than the national average**, driven by the unique ownership and governance structures of the Partnership. Scores are 10–15 per cent above the national benchmark for well-being at work;

– a significant feature of employment for partners is an **annual profit sharing bonus** – in 2011, this was approximately 18 per cent of annual salaries, equivalent to an additional nine weeks' extra pay for each Partner. This bonus results in a £40–50 million being recycled into local economies through increased Partners' expenditure and a further £80–90 million is estimated to be put into Partners' savings;

– the opening of a Waitrose or John Lewis store has a significant impact on the **revitalisation of the town centre**, contributing to the attraction of a place for shopping. In Liverpool, 75 per cent of businesses reported that John Lewis was contributing to the city centre becoming a more attractive place to spend time; and

– on average, each Partnership store **contributes over £1000 per month to charitable causes**. In Leicester, John Lewis contributed finances to the City Centre Management Team and helped create programmes for unemployed people to find work in the store.

companies. The Prime Minister has outlined his vision for 'a socially responsible and genuinely popular capitalism, one in which the power of the market and the obligations of responsibility come together.' He has spoken of responsible capitalism through 'improving the market by making it fair as well as free, and in which many more people get a stake in the economy and share in the rewards of success.'

Britain has around 5,500 cooperatives and shared ownership businesses – most are relatively small compared to the two largest, John Lewis and the Co-operative Group, whose business ranges from food retailing to banking and funeral services. These shared ownership models offer learning for many businesses.

The Panel understands that this debate on responsible capitalism will now promote work across Government to support this agenda. **We call for the Government's responsible capitalism work to focus on shareholder participation. It should be a priority to support businesses who take this approach.**

The new Public Services Social Value Act 2010–12 asks public bodies to consider how they might use public service contracts to improve the economic, social and environmental well-being of our communities.

The Panel recommends that all contracts over a significant value (£50,000) make transparent how the successful contractor benefits the local community, for example by publishing details of the number of local jobs and apprenticeships they create, work experience offered and links to schools, colleges and wider youth provision.

Marketing and consumerism – responsible advertising

Children and young people are a key demographic for many brands, with advertising aimed at children's goods estimated to be as high as £100 billion a year (including education and childcare services).

We realise that brands will always want to market their products, and that most will do so in a sensible and proportionate way. However, in the Panel's Neighbourhood Survey, 77 per cent of respondents feel that there is too much branding and advertising specifically aimed at young people. The Panel believes that more is needed to safeguard children from advertising which plays on insecurities or creates feelings of inferiority for not owning certain products.

While advertising messages aimed at young people are nothing new, the growth of technology has led to children and young people being exposed to increased advertising and from an earlier age.

Research shows children are increasingly being exposed to information at a younger than expected age. A recent survey by the international Safe and Secure Online programme found that 63 per cent of children aged 10 to 12 years old used Facebook, despite the requirement to be at least 13 years old to join. Meanwhile, despite age ratings, seven in 10 under-age children play games rated for 18-year-olds.

Advertising aimed at children has been the subject of two major reviews commissioned by the government which have examined the commercialisation of childhood and the role of advertising within that.[67] We note the progress that the 2011 Bailey Review has made in this area particularly stopping children acting as brand ambassadors – effectively the commercialisation of children's relationships within their family and peer group.

However, in our survey of local neighbourhoods over two thirds (67 per cent) of people feel materialism among young people is a problem within their local area and 85 per cent believe that advertising puts pressure on young people to own the latest products. A similar number (70 per cent) feel that steps need to be taken to reduce the amount of advertising aimed at young people.

By the age of three, almost 70 per cent of children recognise the McDonalds logo but less than half know their surname. Equally, by the age of 10, the average child can recognise nearly 400 brand names.[68]

Figure 19: Survey responses to the statement 'Children nowadays are more materialistic than past generations'

2% Disagree Strongly
2% Don't know
4% Neither agree or disagree
4% Disagree
24% Agree
65% Agree Strongly
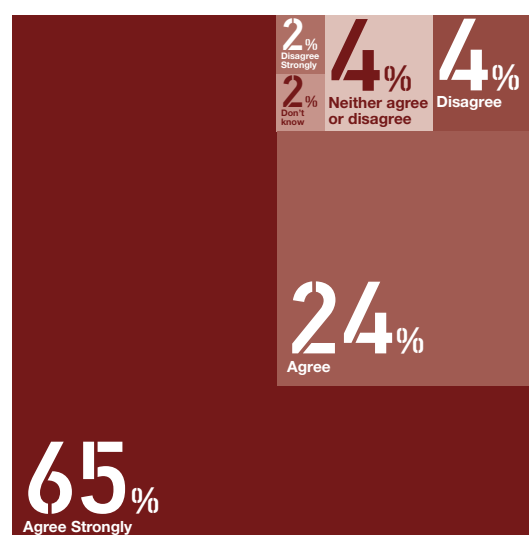
Source: The Children's Society: Reflections on Childhood Lifestyles 2007

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[67] The Buckingham Review 2008/9 and the Bailey Review 2010/11 both explore the impact of the commercial world on children and the role of business and regulators in ensuring effective safeguards are in place.

[68] The Commercialisation of Childhood – Compass 2007.

A survey for the Children's Society (2007) found nine in ten adults thought that 'children nowadays are more materialistic than in past generations'. A majority (eight in ten) disagreed that 'children aged 12 should be free to spend their money on whatever they want'.

However, we recognise that the overall picture is mixed. Recent research commissioned by government showed price and friends had a greater influence on children's choice of clothes, toys and gadgets than advertising.[69]

Children cannot and should not be cut-off from the commercial world. With proportionate and responsible regulatory measures in place, children benefit from the opportunities that the commercial world can provide. The Bailey Review made a number of advertising recommendations that the Government has accepted. Importantly, one recommendation focused on the need to equip children and young people to be emotionally resilient to commercial messaging and for parents to be better informed. Media regulators have set up ParentPort (a website for parents to make complaints) and the Advertising Standards Authority (ASA) is implementing a schools engagement programme.

While the Panel welcomes these steps, it remains concerned about the impact of marketing to children and young people, especially those from disadvantaged backgrounds. The Panel believes that advertising regulations must be kept under review.

The Panel believes it is important to give parents, and particularly children, a better understanding of how advertising and marketing works. The Bailey Review 2011 and the Buckingham Report 2009 both recognised the value of developing strong consumer and media literacy skills, both at home and in schools. An example of best practice in this area is Media Smart – a non-profit media

literacy programme, funded by industry, for school children aged 6 to 11 years old, focused on advertising. It develops and provides, free of charge and on request, educational materials to primary schools that teach children to think critically about advertising in the context of their daily lives.

Children must be protected from excessive marketing, while supporting business and not harming commerce.

The Panel recommends that the Advertising Standards Authority make the impact of advertising and branding techniques on young people a feature of its new school education programme to raise resilience among children.

The Panel recommends that the Advertising Standards Authority incorporate commercialism and materialism into their engagement work with young people and take action on the findings.

Impact on the most disadvantaged young people

While subject to strict rules administered by the ASA, many brands use sophisticated advertising techniques to position themselves as prestigious or desirable. The irony contained in certain advertising campaigns – for example, 'The sneakers he wears communicate a million more messages than his mobile…He makes sure nothing gets in their way'[70] – may be lost on some who covet these possessions. David Lammy's recent book on the aftermath of the riots (Out of the Ashes) argues that 'people who live on the breadline still feel the pressure to wear the right brands and own the right phone.'

Alex Hiller of Nottingham Business School argues 'the trainer industry is targeting very strongly young people who don't have much disposable income… trainers have become an aspirational product.' He suggests that the

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[69] Letting Children be Children – Report of an Independent Review of the Commercialisation and Sexualisation of Childhood, June 2011.
[70] Viral advertisement by Adidas.

trainer culture is increasingly in tension with economic reality. 'If they can't buy those things they've got to find other ways of acquiring them'.

Qualitative research from Manchester Business School by Dr Stuart Roper and Katja Isaksen suggests that branding's impact upon young people from low-income backgrounds is a vicious cycle. They showed that those less able to 'keep up' with consumption (i.e. those on low income) are more likely to have a damaged self-concept and therefore a heightened susceptibility to consumption pressures.[71] Further qualitative research by Dr Kathy Hamilton of the University of Strathclyde examined conspicuous consumption among low income British families, which showed that this acts as a coping mechanism to protect against anxiety around social status.[72]

We recommend that the Government appoint an independent champion to manage a dialogue between Government and big Brands to further this debate.

Media – role of young people

We heard from many about the negative images of young people portrayed by the media, which help to fuel a negative stereotype of young people. This then shapes society's views of the value young people can add and impacts on employers, local residents and young people themselves. Only 14 per cent of people in the Panel's Neighbourhood Survey feel that the media is positive about young people. This feeling was also widespread among the young people we spoke to.

More young people were involved in the clean-up operation than the riots themselves – however, media reports generally did not reflect this. A recent submission to the Leveson Inquiry by the Youth Media Agency highlighted the 'discriminatory attitude of the media towards children and young people during and following the riots'.[73] Women in Journalism argue that the use of terms such as 'yobs, thugs, hoodies, and louts' used to describe teenage boys perpetuates a negative image of this group both among themselves and wider society.[74]

The Panel therefore recommends that Brands use their marketing expertise, working together to launch a campaign promoting positive perceptions of young people. This could particularly consider what opportunities the Olympics provide for showcasing the Britain's young people.

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[71] The impact of branding on low-income adolescents: A vicious cycle?, Psychology and Marketing, 25 (11), 1063–1087. Isaksen, K. J. and Roper, S. (2008). There is also a planned forthcoming journal article by the same authors to be published in Psychology and Marketing: "the commodification of self-esteem: Branding and British teenagers.

[72] The impact of branding on low-income adolescents: A vicious cycle?, Psychology and Marketing, 25 (11), 1063–1087. Isaksen, K. J. and Roper, S. (2008). There is also a planned forthcoming journal article by the same authors to be published in Psychology and Marketing: "the commodification of self-esteem: Branding and British teenagers.

[73] Youth Media Agency Submission to the Leveson Inquiry – Children, Young People and the UK Press, November 2011. http://www.ncvys.org.uk/Userfiles/youth_media_agency_response_to_Leveson_Inquiry.pdf.

[74] Youth Media Agency Submission to the Leveson Inquiry – Children, Young People and the UK Press, November 2011. http://www.ncvys.org.uk/Userfiles/youth_media_agency_response_to_Leveson_Inquiry.pdf.

Summary

Our recommendations within this section have focused around five key areas. We believe these measures taken together with others throughout this report will support businesses, local neighbourhoods and Government to work together in creating resilient communities.

Figure 20: Business stars

Government to lead by example by publishing their CSR commitments

Focus CSR efforts on investing and working within the local community

Promote CSR

Government to promote approaches to shareholder participation

Responsible Capitalism

Brands use marketing expertise to launch positive youth campaign

Recognise positive role of YP

Public Sector contracts to make transparent the added value for the local community

Advertising Standards Authority to incorporate commercialism and materialism into youth engagement work and take action on the findings

Responsible Advertising

Social Values in Business

Advertising Standards Authority to embed commercialism and materialism into a new school education programme

An independent champion to manage a dialogue between Government and Brands

2.5 The usual suspects

The usual suspects

Our Interim Report showed that the majority of those brought before the courts for riot related offences (up to the point of publication) were men and had had a previous conviction (on average, 11 previous offences). At least 84 people had committed 50 or more previous offences each – three-quarters were aged 24 or younger.

Just under 76 per cent had committed previous offences, compared with 77 per cent among a group of offenders who received a reprimand, warning, caution or sentence for similar

offences in the 12 months to the end of March 2011.

Together, convicted rioters had carried out more than 16,000 previous offences among them and over a third had previously served a jail sentence.[75]

Some neighbourhoods were home to over 70 convicted rioters. If those 70 followed the national pattern they would, on average, have committed 11 previous offences each, alarmingly this equates to 770 offences being committed by rioters living in a small area. Of course the local picture is likely to be more complex (for example, the proportion of people

Young offenders

– In the year ending March 2010 there were just under 113,584 young people who were given a formal disposal (for example a reprimand or convicted at court). Just over 37,786 of these young people committed a proven re-offence within a year (a one-year re-offending rate of 33.3 per cent.[76]

– The young people who re-offended committed an average of 2.79 offences each – around 105,270 offences in total. Some 23 per cent of these offences were committed by young people with no previous offences, and 18 per cent were by young people with 25 or more previous offences.[77]

Young adults

– Young adults aged 18–24 who constitute less than 10 per cent of the population are disproportionately involved in the criminal justice system. Those aged 18–24 make up around a quarter of the total prison population – 21,935 or 25 per cent as at 31 December 2011.[78]

– The latest proven reoffending statistics show that the proportion of offenders who re-offend is 31 per cent and 27.6 per cent for the 18–20 and 21–24 cohorts respectively. This compares unfavourably against the overall reoffending rate of 26.3 per cent.[79]

– Using the 2009 re-offending figures, 65.5 percent of offenders aged 18–20 who are discharged from a custodial sentence of less than 12 months re-offended within a year. This compares to an average of 56.8 per cent for adult offenders.[80]

– In fact, these young people are more likely to re-offend than other custodial offenders of any other age group.

[75] MoJ October bulletin Table 3.10A: Average number of previous offences and proportion with previous prison sentences of suspects involved in the public disorder between 6 August and 9 August 2011.

[76] Ministry of Justice proven Re-offending statistics Quarterly bulletin April 2009 – March 2010.

[77] Ibid.

[78] Ibid.

[79] Ibid.

[80] Ibid.

convicted for the first time following their taking part in the riots varies from place to place). However, this illustrates how a relatively small group of people can, through their persistent criminality, blight the community they live in.

'I don't feel safe out after dark, it's not a place for me – I tend to keep myself to myself. If I do have to venture out, I'm looking over my shoulder – worried who I might encounter'
Haringey Resident (50+)

There is little evidence to suggest that these types of rioters' personal stories are particularly unusual for people with a range of criminal convictions. Rather, the well known factors that may, in some cases, lead to criminality were prevalent in their lives and relatively common place in the communities they came from.

People want rioters to face punishment commensurate with their crimes, but they also want to make sure that we do all we can to stop those people from continuing to offend in future. Communities have understandably told us that repeat offending needs to be addressed as a priority.

Committal to prison should serve more than the purpose of giving the community a brief respite from an offender's criminal acts. Of the residents we surveyed, 66 per cent agree that rehabilitation is the best way of preventing offenders from committing further crimes. Increasing public confidence in the authorities' ability to tackle persistent offenders is key to building community confidence.

The Panel has sought to identify what works, particularly with regard to reoffending, given the large proportions of rioters with previous convictions. It is more important than ever that increasingly scare resources are directed into approaches and programmes which have demonstrable positive impacts on reducing crime and reoffending.

We hope that the recommendations in this report will help to build communities with greater resilience, through addressing some of

the key risk factors that can lead to a person's engagement in criminality, including:

– low educational attainment and a low commitment to education;

– family problems (including failure to set clear expectations for behaviour and inconsistent or harsh discipline);

– favourable parental attitudes to crime and high levels of family conflict;

– a low resistance to peer pressure and association with friends who engage in criminal behaviour; and

– growing up in poverty and living in a socially disadvantaged area.

Diverting young people from criminality

If we can successfully steer a young person away from criminal activity at the point of their first serious contact with the police, then this could save communities from the blight of years of further offences.

An offence is defined as a first offence if it results in the offender receiving their first reprimand, warning, caution or conviction – ie they have no previous criminal history recorded on the police national computer. The number of first-time entrants to the Youth Justice System (young people aged 10 to 17) has fallen considerably in recent years, which is an encouraging trend (falling by 50 per cent from 90,180 in 2000/01 to 45,519 in 2010/11).[81]

The Ministry of Justice has noted the positive impact made by youth offending services and other partners to divert young people into alternatives.

The Panel agrees with this assessment, having seen some encouraging examples of approaches designed to prevent young people from slipping into the Youth Justice System in the first place.

The nature of individual schemes varies, but many function by providing a window between

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[81] Ministry of Justice / Youth Justice Board –Youth Justice Statistics Jan 2012.

Case study – Triage in Croydon

Five young people caused extensive damage to a local church. They were caught by church staff and arrested for offences of criminal damage and non-domestic burglary.

The victim, the minister of the church, was significantly traumatised by this event, but agreed to take part in a restorative conference organised by Croydon Youth Restorative Justice Scheme, known as 'Triage'.

An expectation of the Triage process is that young people participate in a restorative approach that includes letters of apology to named victims and direct mediation where appropriate. The scheme aims to reduce the number of first time entrants into the Youth Justice System by preventing the re-offending of young people.

A restorative conference was arranged after several pre-meets with both victim and offenders. At the conference, attended by the minister, buildings manager and the young people and their parents, a number of decisions, as requested by the minister, were agreed as part of the restorative process.

All of the young people participated in what they were asked to do, including maintenance of the church grounds and decoration of the church room. The minister expressed satisfaction with this and was certain that this restorative approach had been the best resolution.

a young person being picked up by the police and any subsequent formal response to their offence. That window provides the space in which a thorough assessment can be made of the young person's offending behaviour and the reasons that lie behind it. This slowing down of the process provides a valuable opportunity to make considered recommendations on the best course of action both in preventing further offences and tackling any underlying problems.

'The YOT have taught me how to control my anger and how to think about things differently. It's made a big difference. They have also got me on a six month apprenticeship... two weeks into it, really enjoying it, feel much more positive about future now.'

The Panel has heard examples of the Triage approach (see case study), which enables effective engagement of the offender, their parents and wider family members, as well as their school and other important agencies. Importantly, it can also provide an opportunity

for engagement with the victim, providing them with meaningful input into deciding what course of action is merited. This could involve restorative justice and reparation.

Evidence shows that young offenders that are provided a second chance often go on to turn their lives around. Youth Offending Teams which adopt a 'triage' approach, where teams work in partnership to assess first time youth offenders before decisions are made about their sentences, appears to have had a positive impact on reducing re-offending and encouraging victim engagement. **The Panel recommends that all Youth Offending Teams adopt the triage approach, within the next two years.**

Restorative justice

The Panel urged the use of restorative justice (RJ) in its interim report, to ensure all victims who want to face people who have committed crimes against them have the opportunity to do so. Research published by government has

Case study – Restorative justice in Brixton

'The store that I manage in Brixton was badly damaged during the riots last August.'

'I wanted to speak to one of the young men convicted of taking part in the trouble to tell him how the attack on my store has made me and my staff feel. What happened that night was very frightening – one of my colleagues was injured and the store was damaged.'

'A lot of good has come out of the meeting, for both of us. The young person faced up to his actions, apologised and said he had been foolish. The meeting has given him a better understanding of the stress that was caused to the victims and the implications this has had on them.'

'We have both agreed to meet up again. I'm looking forward to our future meetings and mentoring him through this chapter in his life.'

The Community based restorative Justice Programme was organised by Lambeth Council's Youth Offending Service, in partnership with Lambeth Metropolitan Borough Police.

demonstrated that RJ most often leads to high levels of victim satisfaction (85 per cent).[82] RJ may also have a positive impact on reducing reoffending (Ministry of Justice data on pilot projects indicated a reduction of 14 per cent in frequency).

Evidence gathered by the Panel suggests that relatively little use has been made of this approach by YOTs and probation in riots cases. This is disappointing, although the Panel acknowledges that a number of YOTs continue to make efforts to use RJ – which is dependent on the victims and the offenders being willing to take part as riots cases continue to come through the system.

The Panel has been made aware of a number of issues which are worth exploring in more detail in the context of riots cases. These include difficulties in holding RJ conferences at an early stage. Unnecessary delays can mean that an offender's sentence has ended before a conference can be facilitated, seriously reducing the likelihood of the offender being willing to participate. Victims may also have moved on by this stage. More generally, we have also heard of a broader lack of

capacity among statutory agencies in running conferences which is a concern given that best practice and training in this area is readily accessible.

The Government consultation 'Getting it right for victims and witnesses',[83] proposes – through reform of the victim's code – that victims would have an entitlement to request restorative justice in their case and to receive this where it is available and resources allow. The Panel strongly supports this proposal.

Restorative justice can lead to high levels of victim satisfaction and may also have a positive impact on reducing reoffending. **The Panel recommends that the Youth Justice Board, the National Offender Management Service and the police undertake a joint review, within six months, of the use of restorative justice in riot-related cases. The review should seek to establish why restorative justice has not been used more extensively.**

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[82] Restorative Justice: The Views and Offenders 3rd Evaluation Report – July 2007.

[83] Ministry of Justice, Getting it right for victims and witnesses, January 2012.

Young adults in the justice system

Transition

Looking at the evidence provided by the riots – where nearly three quarters were under 25 and three quarters of those charged in connection with the riots had previous criminal convictions – it is difficult not to conclude that the system is struggling and in parts is failing to deal effectively with re-offending among young adults. The latest proven reoffending statistics show that the proportion of offenders who re-offend is 31 per cent and 27.6 per cent for the 18–20 and 21–24 cohorts respectively.[84] This compares unfavourably against the overall reoffending rate of 26.3 per cent.[85]

This age group are over-represented in prison, despite the fact that the evidence shows that many young adults move away from criminal activity as they progress through their twenties – with 18 being the peak age for offences and 23 the peak for ceasing to commit crime. It is clear to the Panel that more attention needs to be paid to how we speed up that general drift away from crime among this age group.

The Panel's attention has been drawn to the importance of managing the transition between the youth and adult justice systems. Justice is a particularly pronounced example of where the nature and type of interventions provided shift quickly at 18, whereas the specific needs of the individual follow a more complex and extended path.

A young adult moving between the two systems is likely to experience a substantial shift downwards in the level of support offered. It is right that offenders should be encouraged to take full responsibility for their actions on reaching adulthood, but it is has been made clear to the Panel that a number struggle to make the leap and are therefore at increased risk of falling back towards crime.

'It becomes a lot more heavier. When you are under 18 you get a slap on the wrists, its when you hit 18 they start threatening you with jail, probation, community service, things like that. Then you just keep on getting locked up.' *Newcastle adult offender*.

Our survey of YOTs found that 46 per cent did not feel that transitions are handled well. Anecdotally, a number of Probation teams we spoke to felt that transitions could and should be handled better.

The Panel notes that the Ministry of Justice, Youth Justice Board and the National Offender Management Service are working together to evaluate and improve the transfer of cases from Youth Justice Teams to the Probation Service – for example, a new computer system is being piloted to ease effective transfer of information. Flow of reliable information between teams is clearly extremely important in informing individual programmes. Transition is also subject to an ongoing thematic study by HM Inspectorate of Probation, which the Panel welcomes as likely to make a valuable contribution in this field.

The Panel is aware of a project in Birmingham designed to harmonise transition through the assignment of a dedicated case worker. The case worker is responsible for the transfer of information, informing the offender about the process and what it will involve, as well as convening meetings between agencies working with the offender to map out future support. It has benefited the young adults involved by providing continuity and a good understanding of the expectations of probation services, resulting in a reduction in breach rates and increased compliance with orders.

Giving a nominated officer responsibility for management of cases transferred between the youth and adult justice systems can help with effective transfer of information, multi-agency engagement and supporting the offender through the transitional period. **The Panel recommends that a nominated officer be assigned to each young adult whose case**

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[84] Ministry of Justice proven Re-offending statistics Quarterly bulletin April 2009–2010.

[85] Ibid.

is passed between Youth Offending and Probation teams. This approach should be routinely adopted in all areas within the next 12 months.

A new approach for young adults

The Panel has spoken to a number of probation teams that have highlighted the need to 'go back to basics' in terms of building strong relationships with offenders (particularly young adults new to the adult system). They have identified the need to return to a culture of greater involvement in the offender's personal circumstances, including their family context, rather than a rigid adherence to process.

The Panel thinks there is considerable scope for applying many of the approaches taken by YOTs in providing wide ranging interventions to young adults. This need not involve major institutional change, but does demand awareness of young adults as a distinct group with a different set of needs from older adult offenders and the ability to tailor approaches accordingly.

The Offender Assessment System (OASys) is designed to enable probation officers to assess how likely an offender is to be re-convicted. In 2008, assessments[86] showed that the most common needs for offenders aged 18–20 are education, training and employment (67.9 per cent of those receiving an assessment) and thinking and behaviour (65.6 per cent of those receiving an assessment). These are still the most common needs identified among the 21–24 age group, but the percentage identified is smaller – 60.3 per cent and 60.7 per cent respectively.

The Panel has considered the case for extending the jurisdiction of the Youth Justice Board to the age of 21 in order to apply the YOT multi-agency interventionist approach with offenders as they move into adulthood. There is broad support for this from a number

of criminal justice organisations. While the Panel consider that this may have merits, it would involve major upheaval and would be resource intensive. Government should, however, be open to this approach in future, should significant progress not be made in reducing reoffending rates for this age group.

Probation Trusts do not focus on young adults as a distinct group, but there would be benefits to them doing so. The Panel is attracted to a proposal put forward by the T2A alliance whereby teams dedicated to young adults would be formed through merging the resources and expertise of YOTs and probation. Those teams would be responsible for monitoring the 'blurring' of the youth and adult justice systems and would be tasked with effective individual case management and joined up working.

The Panel is aware of alternatives to this model that require less upheaval and expense. For example, the Croydon Probation Service is in the process of forming a new young adults team within the wider probation service, in order to roll out specialist support for this age group. This is being carried out within their current funding allocation. Through this approach teams could be better utilised within the current system to provide the skilled, specialist workers needed to assess and manage the individual needs of this age group. As part of this change, the new team will operate out of a new hub one day a week, so that young adults, when visiting their probation officer, can easily access other sources of advice and support – for example, mentoring, employment and health advice.

As has been pointed out, young adult offenders often have a different set of circumstances from older adult offenders. For example, by establishing teams specialising in young adults, probation services resources could be better targeted to provide the skilled, specialist workers needed to assess and manage their needs. **The Panel recommends that all**

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[86] Ministry of Justice OASys assessment data.

Probation Trusts take a specialist approach to dealing with young adults within the next two years.

Effective punishment and rehabilitation

Regardless of how effective approaches to preventing first time entry into the criminal justice system are, there will always be cases where the seriousness of the offence demands a formal sanction or instances where a person continues to reoffend regardless of the suitability and intensity of the support they are offered.

The Panel has noted the Legal Aid Sentencing and Punishment of Offenders (LASPO) Bill progressing through Parliament at the time of writing. This aims to increase the opportunities for diversion and treatment to tackle underlying causes of criminal behaviour.

Prison may provide an effective punishment and thus serve the important function of signalling to society that crime carries serious consequences. The public needs confidence that the punishment is commensurate with the seriousness of the crime and the impact on its victims.

Understandably, given the shocking scenes last August, there was a strong public appetite for tough prison sentences to reflect the particular nature of the riots (ie mass disorder). The Panel is concerned to ensure that, where custody is appropriate, it also provides an effective platform to prevent further reoffending, while at the same time acknowledging that a small core of offenders may always continue to commit crime no matter what support they receive.

Reconviction rates for adults discharged from custody are higher than for those given community sentences. Nearly 53 per cent of young adults aged 18 to 24 given a custodial sentence reoffended, compared to 40 per cent of those subject to other forms of court order.

Some 34 per cent of suspects involved in the riots with one or more previous offences had served at least one previous prison sentence.

Findings suggest that high risk[87] young adult offenders, who have committed acquisitive crime, are less likely to reoffend if they serve their sentences in the community rather than in custody, and when compared with the rest of the offending population.

The Panel acknowledges that the reasons behind this are complex. However, evidence submitted to the Panel makes a strong case that prison for young adults can be disruptive to housing status, employment and personal relationships and therefore risks delaying pathways to responsible and productive adulthood.

Prison is also expensive. An adult placement can cost in excess of £40,000 per year and can be considerably more expensive in some facilities within the youth estate.

Progress in driving down the use of custodial sentences for young offenders has been encouraging. However, that trend does not similarly apply to young adults. The Panel finds that there is a strong case for redirecting some of the resource currently spent on prison places at other forms of disposal, in the interests of reducing reoffending among young adults.

In order for this to be a credible, we need to ensure that community sentences are both robust and carry the confidence of victims and the wider community, while providing the right opportunities for offenders to address the causes of their behaviour.

The Panel's Neighbourhood Survey found that 66 per cent of those surveyed agree that rehabilitation is the best way of preventing further crimes. However, only 44 per cent agree that community sentences are effective in delivering rehabilitation. Fewer still (38 per

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[87] High risk of reconviction and low/medium risk of harm.

cent) feel that community sentences are effective in punishing offenders. This sends a strong message to policy makers and sentencers – the public largely support rehabilitation but remain unconvinced that community sentences are effective in providing rehabilitation or indeed, a suitable punishment for the crime.

Figure 21: Survey responses 'Rehabilitation is the best way of preventing offenders from committing further crimes'

31% Tend to agree

2% Don't know

14% Disagree strongly

10% Tend to disagree

7% Neither agree or disagree

35% Agree strongly
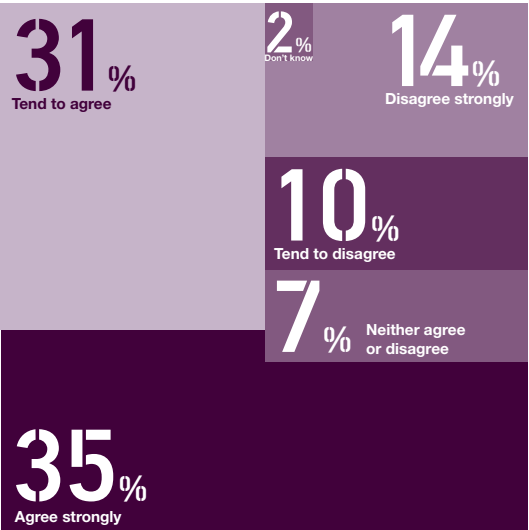
Source: Panel's Neighbourhood Survey

We have heard from YOTs and probation teams that in order for community sentences to provide a viable alternative to prison, the confidence of the public, the police, YOTs and probation teams and sentencers is critical.

The Government has recently announced plans to extend use of community payback whereby offenders will be routinely engaged in a full five day week of work. There could be strong advantages to communities being able to choose the projects offenders who are required to undertake unpaid work should be employed on.

If the community gets to decide the type of unpaid work an offender is made to undertake, then it stands to reason that they may have more confidence that this is a fit and proper sanction. At the moment around 35 per cent of community payback schemes are nominated by the public. The Panel urges the Ministry of Justice to be more ambitious in driving greater public engagement. It is also important that efforts are made to publicise the fact that the public can nominate work. Community Payback Panels often take the lead and we need to ensure that victims and others directly affected by crime are made aware that they can apply to participate. Direct bids are also accepted through probation trust websites and other portals.

Members of the public in high crime areas should be able to influence community payback schemes, which help reduce reoffending. **The Panel recommends that Probation Trusts and local authorities work together to raise awareness of local people's ability to influence schemes and to help boost support for them.**

Community sentences are shown to be effective in reducing reoffending, but public confidence in them is not always high. **The Panel recommends that Probation Trusts publish clearly accessible data on the outcome of community sentences in their area (including details of payback schemes and reoffending rates) to improve accountability and public perception, within the next two years.**

Greater Manchester IAC service targets young adult offenders aged 18–25 years and offers courts an intensive community order as an alternative to a short prison sentence.

IAC Orders are designed to address the most common influences on offending with this age group, including maturity, family and relationships, unemployment, economic disadvantage and low motivation.

It imposes firm boundaries including curfews, exclusion from areas where subjects have committed crime in the past, and in some cases non-association with offending peers. Victims and volunteers from local communities are actively involved in the delivery of this process.

A 21-year-old individual has been on an IAC order for four months and firmly believes it's assisting him to move on with his life. He said: 'I would definitely have gone to prison if IAC hadn't been available, but I've been there before and I know if I'd have gone again my problems would have spiralled out of control. I'm now getting support from my mentor, looking for jobs and IAC has quietened me down.'

Another individual has been on an IAC order for three months and said: 'The (IAC) Order has definitely helped me… I'm now trying to think before I do things and deal with my anger. With my mentor's help I've enrolled on a plumbing course and am really giving it a go. I've been to prison before and it doesn't help me. When you are in there all you talk about is committing crime.'

Joining up support

The majority of custodial sentences are under 12 months. Some 63 per cent of the people (including some rioters) sentenced to immediate custody in the 12 months ending September 2011 received sentences of under a year (37 per cent received sentences of less than three months).[88] Such sentences are most often used in cases where alternatives would be viable. Figure 22 shows that in the last decade some overall progress has been made in reducing reconviction rates following custody. However, the reduction in reoffending following short sentences has been substantially smaller than longer sentences.

Figure 22: Reductions in reoffending rates by length of custodial sentence between 2000 and 2009*

25.6% 4 years and over

10.7% Custody

10.4% Total

12.4% 12 months to less than 2 years

23.0% 2 years to less than 4 years

6.5% Less than 12 months
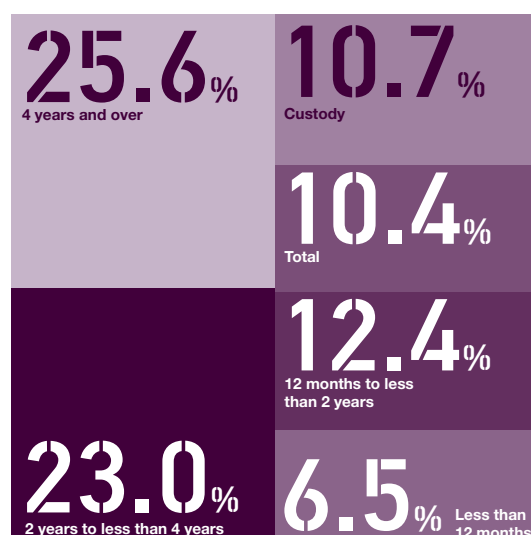
Source: Adult re-convictions: results from the 2009 cohort
Ministry of Justice Statistics bulletin
***Adjusted to take offender characteristics into account.**

[88] Ministry of Justice – Sentencing tables September 2011.

The Panel has found little support among the practitioners it has spoken to for short sentences for non violent offenders, particularly for those of six months or under. Furthermore, our survey findings suggest that over 80 per cent of YOTS feel that short custodial sentences are ineffective in preventing reoffending.

The Panel was told that short sentences provide insufficient opportunity for interventions (help with employment and drugs or alcohol addiction, for example) and so are of little value in providing a platform for rehabilitation. In too many cases they simply result in a cycle of reoffending, which damages communities.

We believe that the approach adopted through the Intensive Alternative to Custody service in Manchester, launched as a pilot in 2009 (building on earlier models of intensive alternatives to prison) is a good place to start when considering alternatives to custody (see case study). The Panel has been impressed by the record of this service in terms of its approach to working with young adult offenders and its record to date in reducing reoffending rates. Between April 2009 and March 2011, 342 Intensive Alternative to Custody Orders on 18 to 25 year old offenders have been made, with only 18 per cent having their IAC Order revoked for reoffending. In contrast, 58 per cent of young people released from custody reoffend within a year.

In the last financial year, each IAC case cost on average £3,514. This is significantly cheaper than a short sentence where a prison place following a twelve month sentence would be likely to cost around £20,000 (assuming custody of 6 months). Withstanding caveats on the limited data generated by small pilots, the Panel believes that the available evidence is convincing and that these approaches could lower reoffending rates at a lower cost than prison.

Intensive alternatives to short prison sentences have proved effective in significantly reducing re-offending rates among young adults. **The**

Panel recommends that Probation Trusts and their partners develop intensive alternatives to custody schemes for young adults across the country, with roll out in those areas which experience the highest levels of reoffending within two years.

Improving the rehabilitation of prison leavers

Notwithstanding efforts to reduce the number of prison sentences, in particular short sentences, they will still be appropriate in some cases. The public rightly expects that those rioters convicted of serious offences should be deprived of their liberty, for example, in cases of arson where innocent people's lives were placed at risk. The Panel has been made aware of a number of schemes which are helping to maximise the effectiveness of prison, through ensuring that punishment is appropriately married with rehabilitation.

Providing wraparound support

Regardless of the length of sentence, it is clear to the Panel that the chances of a prisoner reoffending upon release are reduced where they receive a wraparound support package. We have seen persuasive evidence of the success of such packages at local level, for example, a scheme operated by the Princes Trust at HMP Lewes (see case study). The principles behind such projects are simple and effective:

– 'Meeting at the gates' to provide support reduces the risk of immediate relapse.

– Stabilising effect of having someone on hand to help sort out practicalities such as benefit claims and to talk through problems and concerns.

– The mentor as role model can help young people feel more positive about their future.

– Practical support can contribute to securing college places, housing and employment.

Having a mentor can help young people leaving prison feel more positive about their future and act as motivation to address their

Case study – HMP Lewes, Through the Gate Scheme

Alex was 24 when the Institute for Criminal Policy Research (IPCR) interviewed him and found that he had 64 previous convictions and had been to prison on 11 different occasions. He heard about The Prince's Trust 'leaving prison mentoring' project via a publicity notice in prison and heard one of the volunteer 'leaving prison' mentors (all former prisoners) delivering a talk in the prison.

Alex chose a mentor, Darren, who he felt he would get on with and saw him several times in prison. Before release, Darren helped Alex to get information about college courses and after release accompanied him to appointments with his probation officer and a substance misuse support service.

After 15 months Alex had been working as a labourer, remained drug-free and was about to start a part-time plastering course funded for him by The Prince's Trust when he was wrongfully arrested and returned to custody for eight weeks, although all charges were later dropped. After that set-back he got back in contact with the project and they supported him to get back onto his plastering course.

Alex told the IPCT that he always felt comfortable with the 'leaving prison mentoring' project because they didn't judge and he credited the project with giving him motivation to change his life.

He placed high value on the support from Darren and The Prince's Trust because he felt they were genuinely concerned about helping him improve his life and he compared this to what he perceived as impersonal contact with the probation service.

This case study was conducted by The Institute for Criminal Policy Research. Names have been changed.

offending behaviour. **The Panel recommends that Probation, Prisons and voluntary and community sector partners work together, with the aim of ensuring every young adult (aged 18 to 24) is offered a mentor to support them on completion of their prison sentence. Mentors should be positive and inspirational role models, such as former offenders who have turned their lives around. The Panel considers this should be achievable within three years.**

The services that young people and adult offenders reported through the Panel's qualitative research as having the most effect were those that involved one to one work. This one to one support must be with an individual who has time to spend with a young person to build this relationship and provide a tailored package for them. Importantly, the research

highlighted the importance of talking to someone who understands their situation, including ex-offenders.

'He'd give us tips on how to calm down and that…it was someone for me to talk to that wasn't a family member and someone who understood what I was going through.'

Rehabilitating prisoners with short sentences

Peterborough Prison has a scheme entitled 'One Service', which uses a 'through the gate' approach to tackling reoffending paid for through an innovative social bond. Male prisoners sentenced to less than a year at the prison have the opportunity to take part in the scheme and will benefit from mentors when

they are released to assist them in finding jobs and housing.

The Panel understands that the Government aims to apply payment by results principles to all providers of offender services and will consider the evidence from Peterborough and pilots in other locations when deciding how to do this. 'Through the gate' schemes will need to work closely with Work Programme providers, as stable employment is a major factor in encouraging people to stop committing crime. The Panel thinks there is considerable scope for addressing these issues through single local schemes directed at ex-offenders which focus on securing employment, housing and other key factors to support people to turn away from crime. As a longer-term aim, the Panel believe that no offender be released back into the community without receiving wrap-a-round support.

Holding agencies to account for reducing reoffending

As noted above, the Panel acknowledges that the Government is running a number of pilots to test out innovative approaches to reducing levels of custody and reoffending across the youth and adult justice systems. For example, the Youth Justice Investment Pathfinder Initiative will give pathfinder authorities greater flexibility in using their budgets to commission interventions aimed at reducing levels of youth custody and youth reoffending. Pathfinders will share the financial risks if the custody rate increases and keep the funding if custody numbers are kept low. The Panel hopes that pilots such as these will generate valuable information on what works best with regard to strengthening financial incentives.

It is clear that this is a time of breaking new ground in terms of exploration of new localised approaches to managing and reducing offending, for the benefit of everyone in the community. The Panel welcomes any model that helps to encourage greater ownership and community involvement, accountability and

sharing of both vision and practical action among partners.

It is important that communities be provided with easily accessible information on the performance of statutory services in working to reduce reoffending. This should be made available at neighbourhood level.

The Panel appreciates that the level of reoffending varies from place to place, due to a range of complex and interrelated factors. However, where the evidence indicates that an area's response is not working, then the Panel considers it appropriate that the public has a right to expect partners will investigate the reasons why and make robust efforts to get back on track.

To ensure that communities are provided with easily accessible information on the performance of services working to reduce reoffending, **the Panel recommends that local partners agree to publish a shared action plan to tackle high local reoffending rates, where those rates are higher than the average rates among comparable local authority areas, by the end of the current Parliament.**

The Panel accepts that any threshold needs to take account of the socio-economic context an area faces – it makes little sense to compare an inner city authority with an affluent rural area. However, authorities could group themselves into broad comparator clusters, as was the case with appraisal of police authorities. A threshold could then be set based on the average reoffending rates across the cluster.

The Panel also considers that there is considerable scope for increasing the degree to which prisons are measured on their success in preventing reoffending. The Panel is encouraged by the possibilities offered by a pilot in Doncaster. For the first time in the UK prison sector, a portion of the prison management company's revenue will be dependent on achieving at least a five per cent reduction in the reconviction rate among

offenders discharged from the prison. Further pilots are being developed – pending business case approval – to test other models of payment by results. The money that would otherwise have been saved through efficiencies, will be made available to the prison if it successfully reduces reoffending rates in line with the agreed threshold so it can be spent on programmes to further drive down reoffending.

The Panel is encouraged by pilots designed to test the ability of prisons to reduce the reoffending of their inmates. **The Panel recommends wider rollout of models to incentivise probation and prisons to tackle reoffending, as soon as practicable.**

Figure 23

Where people commit crime the Criminal Justice system's approach should be based on approaches which have a demonstrable record in reducing reoffending. Had efforts to rehabilitate proved effective in the early stages of many rioters' criminal careers, then the chances of them having been involved in the disturbances would have been substantially reduced.

The Panel has seen ample evidence of approaches and programmes which are generating impressive outcomes in supporting offenders to desist from crime at the earliest opportunity, as well as involving victims in a way that supports them in dealing with the impact of the offence. There is much to be positive about in pockets – the challenge is to embed these practices as the norm.

Universal first and final chance triage to ensure young people get support and victims redress, without first time offenders being pushed unnecessarily into the criminal justice system.

An urgent review of why restorative justice has not been used more extensively in riots cases and whether, in future, victims should have a statutory right to request restorative justice.

Encouraging local partners to increase their accountability to the public and trigger action where reoffending rates are unacceptably high.

Reducing reoffending – a new approach

Widespread introduction of adult specialist teams working in probation trusts to better tailor interventions to 18 to 24 year olds.

Ensure offenders are released from prison with a wrap-a-round support package to support their transition into the community including mainstreaming of peer mentors.

Enhanced community engagement around community sentences to drive up confidence in their use, as well as better local information on their effectiveness.

Widespread roll out of intensive alternatives to custody schemes for young adults, particularly in areas which experience high levels of reoffending among this age group.

2.6 Police and the Public

Police and the Public

Trust in the police is vitally important in any community. It leads to communities getting more involved in policing, it ensures the police can understand local communities' needs and it helps to break down cultural barriers. Trust is also essential for the public to report and help solve crimes. A policing approach that motivates the public to cooperate with the police and avoid criminality has significant benefits. By encouraging people to become more cooperative and socially responsible on a voluntary basis, it potentially offers a cost-effective way of reducing crime. When the public trust police motives, they are more willing to support them by reporting crimes or anti-social behaviour, by providing local intelligence and acting as witnesses.[89]

The importance of legitimacy

Trust is based on legitimacy. When the police lose their legitimacy they also lose the public's trust. There is clear evidence that co-operation with the police is linked to perceptions of their legitimacy. Research that examined what motivated people to abide by the law and to actively cooperate with the police – for example, by reporting crime and suspicious activity or providing information to help catch offenders – found that the most important motivating factor was the legitimacy of the police.[90] When people think the police are on the 'same side' as them, they are more inclined to assist the police. Crucially, the perceived likelihood of people being caught and punished for breaking the law had less of an effect on this result than the question of police legitimacy.

A belief in shared values was also found to be important. These shared values are a product of the *'perception'* of police fairness rather than police effectiveness. For the public, the legitimacy of the police is primarily based not on how good they are at catching criminals, but on the belief that officers will treat them with respect, make fair decisions and take time to explain them and be friendly and approachable.[91]

Current levels of trust in the police

Public confidence in the police fell during the 1980s and 1990s but has been increasing again in the last few years, with 59 per cent of adults thinking that their local police were doing a good or excellent job in 2010–11.[92] In our survey of local authorities, 89 per cent agree with the statement that the police are trusted in their areas. These are positive results.

The police also perform well relative to trust levels in other public institutions. In comparison, in the 2011 Citizenship Survey, 36 per cent of people had trust in Parliament and 64 per cent had trust in their local council.[93] We have spoken directly with communities, police officers and public servants about the issue of trust. While overall levels of trust in the police are at a reasonably high level, a number of significant issues around integrity, engagement and accountability have emerged during the evidence gathering process.

Our view is that all of these issues are currently having a negative impact on the public's level of trust in the police and need to be addressed immediately. Many of the indicators show that some communities, particularly black and

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[89] The Role of Procedural Justice and Legitimacy in Shaping Public Support for Policing, Sunshine and Tyler, Law and Society Review, 37(3), 513–547; Crime, Policing and Social Order: On the Expressive Nature of Public Confidence in Policing, Jackson and Bradford, British Journal of Sociology 60, 3, 493–521.

[90] It's a fair cop? Police legitimacy, public cooperation, and crime reduction: An interpretative evidence commentary by the National Policing Improvement Agency and London School of Economics.

[91] Ibid, page 7.

[92] Crime in England and Wales 2010/11: Findings from the British Crime Survey and police recorded crime (2nd Edition).

[93] Citizenship Survey: 2010–11 (April 2010 – March 2011), England (Department for Communities and Local Government).

minority ethnic (BAME) communities, have a markedly lower level of trust in police. These varying levels of trust across communities are important. It is critical that the police recognise this and respond accordingly. At the very least, we think it should be incumbent on police services to bring the levels of trust in their own communities up to the standards of the best services in comparable areas.

Integrity

The public associate integrity with being treated fairly. The police must therefore be absolutely transparent, not only in being fair but also in being seen to be fair. This is crucial to the maintenance of public confidence and trust.

As part of a review by Her Majesty's Inspector of Constabulary (HMIC) into police relationships, the public were asked about the extent and nature of police integrity and corruption. The data indicate that a significant minority had doubts about the integrity of the police:[94]

– 34 per cent thought corruption was fairly or very common in the police and 36 per cent thought that it was a big problem;

– 43 per cent thought disclosure of sensitive information to the media by the police was a very or fairly big problem and 39 per cent that it was fairly or very common; and

– 21 per cent said they would not trust the police to tell the truth.

These figures are disconcertingly high. Unfortunately, this picture may well get worse. At the time of this report, the Leveson Inquiry is investigating, among other things, the issue of relations between the police and the media. Some of the evidence given to date is

potentially damaging to the image of the police, and raises questions around their integrity and accountability. The police will need to respond quickly to the Inquiry's final recommendations.

We do not think that the police are corrupt,[95] but where corruption does occur, the police must acknowledge it and be wholly transparent in dealing with it. Furthermore, if one in three people think the police service is corrupt, and one in five think the police service is dishonest this must be damaging to the police's relationship with the communities they serve. The perception is as important as the reality.

A particularly striking illustration of this point is around the question of deaths in police custody. It was repeatedly put to us that no police officer has ever been convicted of murder or manslaughter following a death in police custody.[96] This was an issue raised by people in several of the communities we spoke to. It has become damaging to community relations. A myth has clearly arisen round this issue: many people expressed the view that it was mostly black men who had died in police custody when, in fact, it is overwhelming white men.[97]

Parallels can be drawn with the rumour that spread following the riots about Mark Duggan's 'execution'. The police cannot simply ignore the issue – they must acknowledge it exists and seek to 'explode the myth'. The issue of deaths in police custody is a totemic one for communities and for the black community in particular. By actively challenging these myths, the police can improve the public's trust in them.

It is important that communities' perceive the police to act with integrity at all times. **The Panel recommends that police services**

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[94] 'Without fear or favour: A review of police relationships' (December 2011), HMIC.

[95] This was also a key finding of the HMIC Report, Ibid, page 9.

[96] We do not look at here the wider question of deaths following any form of contact with the police. This wider category would include deaths as a result of police shootings, pursuits and road traffic incidents.

[97] The Independent Advisory Panel on Deaths in Custody found there had been 294 deaths in police custody between 1 January 2000 and 31 December 2010. Black men accounted for only 16 of the deaths in total and only 3 of 11 deaths whose primary cause was restraint.

proactively engage directly with their communities to debunk myths on issues that affect the perception of their integrity, in particular around the death of black men in police custody. In doing so they must be entirely transparent with the data and explain and evidence the accountability mechanisms in place.

Engagement with communities

Negative contact

Over the course of a year, a significant percentage of people in the UK have some form of contact with the police. In the most recent survey, 76 per cent of people who had been in contact with the police were happy with that contact.[98] However, happiness with police contact among BAME communities was significantly worse – at 64 per cent compared to 77 per cent for their white counterparts.

Negative encounters with the police also affect particular neighbourhoods. In our own Neighbourhood Survey, 31 per cent of people have had contact with the police in the last 12

months. Of these, one in four are unhappy at the way they were treated. In some areas it is nearly as high as one in three. These figures are disappointingly high.[99]

The Metropolitan Police Service (MPS) was cited in particular as having issues around positive or quality contact. We were struck by the repeated anecdotal evidence we heard from regional forces about their experiences in dealing with the public when deployed in London during the riots. Many were shocked at the lack of interaction and constructive dialogue between the MPS and the public.

We accept that the MPS covers a large city and therefore faces a number of unique challenges in comparison to other cities. However, while the MPS is unable to overcome those differences that are the product of external factors, we think it can and should find ways to mitigate them. The MPS should not underestimate the sometimes significant consequences that small changes can make. The quality of the minor encounters that police officers have with the public is important. The point about the widely differing quality of these minor encounters was made to us repeatedly by the public. We were told that while other police services were seen as being rooted in their community, the MPS was commonly regarded as an 'invading army'.

In our view, improving the quality of these minor encounters could help the MPS improve its relationships with communities. Lessons could be learned from those police services where communities have higher overall levels of satisfaction following contact with the police.

Ensuring communities are seen to be listened to

The public need to understand why the police make certain decisions. This was immediately

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[98] 'Confidence in the public complaints system: a survey of the general population in 2011', Independent Police Complaints Commission. This was an increase from 71 per cent in 2010.

[99] It is important to remember that these figures refer to any contact by a member of the public with the police. It is not a survey of 'suspects' who could be supposed to automatically view the police in a negative light.

apparent in the aftermath of the riots. In many, if not all, instances, there will be good tactical reasons for the police to act in a particular manner, but it is hugely important that the police explain their reasons. This is especially true where their actions are likely to lead to a perceived feeling – accurate or otherwise – of abandonment in communities, as was clearly the case in Haringey and Croydon following the riots.

It is, therefore, incumbent on all police services to be able to explain, clearly and publicly the reasons for why they do, or do not, take action in certain circumstances. They cannot simply ignore public opinion on the matter. This is true, not just of operational decisions at critical incidents such as the August riots, but also for longer term policing strategies in communities.

In the Panel's Neighbourhood Survey, less than half of respondents feel that the police seek the public's view about the anti-social behaviour and crime issues that mattered in their area. Fifty one per cent agree that crime and anti-social behaviour are being dealt with effectively in their area. Communities in riot-affected areas are noticeably more likely to disagree.

More widely, a number of areas felt that the existing groups used by police to engage with the community needed reviewing to ensure they were fully representative. In our survey, less than half of people feel that their police service keep them informed about how they are dealing with the anti-social behaviour and crime in their area.

The MPS's own report into the August riots found that, despite the existence of community engagement mechanisms, they did not gain an understanding of the mood in communities and therefore did not form an accurate community intelligence picture.[100] This was clearly a serious intelligence failing – the community

impact assessment in Haringey suggested tension before the first night of violence was at a relatively low level .[101] The MPS also accepts that its current model for community engagement is inconsistent and sometimes not transparent.[102]

We agree with these findings and the recommendations of the MPS report. The structures currently used by the police to engage with their communities should be reviewed by all police services. They must be effective at generating reliable intelligence and to create ways of working that people feel able to trust and rely on. They must be able to take account of the views of young people in the community. In particular, these arrangements must allow for engagement to take place at short notice when crises arise, and they must be able to be triggered by community representatives, as well as by the police themselves.

To further improve engagement levels, the police have acknowledged the need to improve their capability around social media. Although social media was used to mobilise rioters, it has also been acknowledged that a number of forces used social media extensively to engage with their communities and provide reassurance during the riots. We think that the use of new social media channels presents huge opportunities, not just around crisis situations, but also around increasing visibility and awareness of the police, and therefore increasing trust.

There is clearly an appetite for the use of these tools. Followers of the MPS on Twitter rose from 4,500 before the riots to 42,000 afterwards, a figure which seems to have been sustained. In addition, as early as 9 August 2011, Operation Withern's gallery of images for identification had received four million hits and

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[100] 4 Days in August: Strategic review into the Disorder of August 2011': Final Report March 2012, Metropolitan Police Service, para 3.1, page 7.

[101] Ibid, para 3.3 page 7.

[102] Ibid, para 2.2. page 6.

the www.police.uk site has been a huge success.

The MPS has identified the need to broaden its engagement activity, with an undertaking for all London boroughs to have a Twitter account in 2012. In our view, this strategy should go even further and all police services should look to build their social media capability at the neighbourhood level. We heard good examples in other cities of neighbourhood policing teams making effective use of Facebook accounts and Twitter feeds. These accounts are used both to receive intelligence directly from the community and respond to issues and concerns raised. As well as enhancing community engagement, by providing and receiving intelligence in this way, social media can become a crime fighting tool.

While better use of social media presents greater opportunities to engage directly with communities, this engagement can only be effective if communities believe their concerns are being responded to.

We were struck by the fact that not just communities, but also MPs, local authority leaders and chief executives told us they had raised with the police their concerns around the way stop and search was conducted. Many said that they were troubled by a lack of meaningful action on the police's part. It may be that some action has been taken. However, if it has, it has clearly not been communicated effectively to the community and its leaders. In our view, the communication supporting and explaining police action should be seen as equally important as the action itself.

Communities want better engagement and better quality contact with all levels of police, not just community police officers. There should be a common set of values across the entire police Service. **The Panel recommends that police forces continue integrating community policing values into wider teams. Services should look to give greater recognition to excellence in building community relationships when considering**

advancing officers. Police services should improve the percentage of people happy with their contact with the police – as measured by the IPCC confidence survey.

Police services that use social media well are more likely to have better engagement with communities. **The Panel recommends that every neighbourhood policing team should have its own social media capability by the end of 2013.**

Communities with diverse community reference groups can help to defuse tensions and provide accurate intelligence to the police. **The Panel recommends that all police services immediately review their mechanisms for engaging with the community and in particular the use of community reference groups. These must be relevant and representative, in particular including young people and their membership should be refreshed on a regular basis.**

Communities trust the police more when they feel involved in decision making processes and have a better understanding of why the police take certain decisions. **The Panel recommends that all police services put strategies in place to ensure the views of their communities are taken into account and to clearly demonstrate how and why they carry out their activities. This should be done within six months.**

Stop and search

In our Interim Report, we highlighted issues around the way in which communities felt stop and search was conducted. We recommended that police work with communities and across forces to improve the way in which stop and search is undertaken. The Home Secretary subsequently asked the Association of Chief Police Officers (ACPO) to undertake a national review of the use of stop and search powers.

We have heard repeatedly that the issue of trust in the police in London is hugely influenced by the exercise of stop and search

powers. The use of stop and search is therefore a particular issue for the MPS. The importance of getting it right should not be underestimated. The public must perceive searches to be fair and just if the police are to maintain their legitimacy. Those searches that are undertaken with respect are more likely to inspire greater confidence and trust in the police.

It is a regular complaint from many communities that while they support the principle of stop and search, too many are undertaken with insufficient respect towards the individual. In our Interim Report we highlighted the risk that inappropriate use of stop and search could have a corrosive effect on community relations.[103]

Currently, satisfaction levels with the exercise of stop and search powers by the police are lower for BAME communities than their white counterparts. This needs to be addressed. We therefore welcome the fact that the Commissioner of the MPS has announced that his force would be substantially reducing the use of stop and search, in part, to improve relations with BAME communities.

It is important to an individual to understand why they have been stopped by the police. This principle is supported by the IPCC policy that local police commanders should inform communities about how stop and search is being used and give the public the opportunity to raise concerns. Increasing the transparency about why people are stop and searched and demonstrating the connection between stop and search and crime reduction, should be a majority priority for the MPS going forward.

'Yet, sadly, the police's trust and credibility among young people in areas affected remains close to zero. We hear reports from calm, reasonable youth workers who feel that stop and search is conducted in an unnecessarily demeaning manner and not necessarily

intelligence led.' London Youth submission to the Panel

Many communities, but particularly those in London, do not feel that stop and search is conducted fairly. **The Panel recommends that the MPS needs to improve satisfaction levels, particularly among black and ethnic minority communities, in their use of stop and search powers. The MPS needs to be more transparent in the justification for and use of their stop and search powers. In particular demonstrating the link between stop and search and crime reduction.**

Trust hotspots

While trust in the police is measured at local authority level, communities function at the neighbourhood level. We were told of neighbourhoods with 'cultures of tolerance' for low level criminal behaviour. This represents an important challenge to the police in their ability to effectively identify and target these 'hotspots' where trust in the police is particularly low. But we know that a number of areas that have experienced riots prior to last year have been able to successfully rebuild trust in their communities.

The Panel recommends that police services should identify all 'trust hotspots' – particular neighbourhoods were there is very low trust in the police – and immediately put in place a programme to improve confidence in these areas.

Accountability

A key aspect of accountability is public confidence in a robust complaints procedure. An effective complaints system is central to police accountability. The public must have confidence that any allegation will be investigated thoroughly and impartially. Public confidence in policing relies on the belief that the actions the police take are legitimate and lawful and that any police officer

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[103] 5 Days in August: an interim report on the 2011 English Riots, Riots Communities and Victims Panel, page 71.

not acting in this manner will be held to account for their actions in a timely, transparent and fair manner.

The current complaints process

In England and Wales[104] complaints against the police are handled either locally by police forces or by the IPCC. The IPCC has a statutory aim of increasing confidence in the police complaints system and, in so doing, to contribute to increasing confidence in the police as a whole. The IPCC therefore fulfils a key guardianship function overseeing the operation of the police complaints system and, in doing so, seeking to ensure accessibility to and promote confidence in the system.

Most complaints against the police are investigated by the police themselves by their professional standards departments. The IPCC only conducts independent investigations in the most serious cases – ie incidents of death or serious injury or allegations of serious criminality – with referrals coming from members of the public or from the police. It also deals with appeals against the police handling of complaints cases. Currently fewer than one per cent of complaints against the police are investigated by the IPCC.

Current levels of confidence in the complaints process

There is not a high level of confidence in the current police complaints system. The British Crime Survey shows that of the 27 per cent of people who describe themselves as 'really annoyed' with the police, only one in ten make a complaint.[105] The 2011 IPCC survey on confidence in the police complaints system found that only 68 per cent of people would

be willing to complain about the police, even where they felt they would have good reason to do so.[106]

More worryingly, there appears to be a significantly lower level of confidence in the complaints process in particular communities. For example, while 69 per cent of people felt that complaints against the police would be dealt with impartially, the figure for the black community was noticeably lower at 57 per cent.[107] Even lower levels of trust in the complaints system were highlighted in our Neighbourhood Survey – over 50 per cent of respondents said that they thought it was unlikely that something would be done as a result of them making a complaint against the police. This indicates a worryingly low level of confidence in current police accountability mechanisms.

Greater public confidence in the police complaints system will also lead to greater trust in the police service as a whole and this in turn will contribute to increasing the overall effectiveness of the police service. **The Panel recommends that IPCC should develop and implement a strategy to close the gap in trust levels in the police complaints system between the overall public and BAME communities by 2013.**

Over 50 per cent of people the Panel surveyed felt that nothing would be done as a result of complaints they made against the police. **The Panel recommends all police services should make their local arrangements for dealing with complaints more widely known and understood to prevent escalation of issues.**

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[104] Northern Ireland has a Police Ombudsman and in Scotland the Police Complaints Commissioner has responsibility for noncriminal complaints, and the Procurator Fiscal for allegations of criminality.

[105] Grace, K and Bucke, 'Public Annoyance and Complaints about the Police' findings from 2006/07 British Crime Survey IPCC Research and Statistics Series Paper 16, T 2009, London: IPCC.

[106] 'Confidence in the police complaints system: A survey of the general population in 2011', IPCC Research and Statistics Series: Paper 20.

[107] Ibid, page 15.

Robustness of system for dealing with complaints

The IPCC received over 6,000 appeals during 2010/2011 and overall upheld around a third.[108] The figures for the number of appeals upheld vary across different police services. This suggests there may be scope to improve the robustness of the complaints procedure in a number of police services.

When the IPCC looked at appeals against police forces refusing to record complaints, they upheld over half of these. As the new complaints system has been in place for seven years, and is supported by clear guidance from the IPCC, it is disappointing that police services are still refusing to record legitimate complaints. In fact, the figures have been getting worse in recent years. This issue clearly needs to be addressed.

The problem is exacerbated where the public are unaware of the relevant accountability mechanisms. While awareness of the existence of the IPCC among the general public as a whole is currently relatively high at 64 per cent, the figures are much worse when broken down by age (27 per cent awareness among young people aged 15 to 24 year) and by ethnic minority groups (31 per cent awareness).

Police services are required to notify individuals of their right to appeal to the IPCC. However, they do not currently have to indicate the success rate of appeals against their decisions. Our view is that this data should be made more transparent in order to allow the public to better hold their police service to account. It should be provided at the same time as a complainant is informed about the outcome of a decision against them.

A third of rejected complaints are currently overturned on appeal and there are variations across public services. **The Panel recommends that police services should review their individual complaints system in order to reduce the number of rejected complaints subsequently overturned on appeal.**

Information transparency is vital to proper accountability. **The Panel recommends that when rejecting a complaint, the police should highlight the percentage of complaints from their force that are overturned on appeal.**

Independence

One of the difficulties faced by the IPCC has been the need for it to effectively demonstrate independence from the police service. For an organisation that exists to provide accountability in a system, it is vital that it is independent and is seen to be independent.

The IPCC has proved an improvement on its predecessors – with 85 per cent of people agreeing that the IPCC would treat a complaint against the police fairly.[109] However, the IPCC is still struggling to define its independent status. A significant minority of the public believes that the IPCC is part of the police. In the 2011 survey, 31 per cent of the general population thought the IPCC was part of the police, and the figure for the black community was noticeably higher at 43 per cent.[110]

The key role played by former police officers in IPCC investigations does create a risk that they will not be perceived as independent. While only 18 out of 85 investigators are former police officers, eight out of nine senior investigators are former police officers and over half of deputy investigators are ex-police officers or ex-civilian police officers.[111]

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[108] Police Complaints: statistics for England and Wales 2010/11, page 19.

[109] Confidence in the police complaints system: A survey of the general population in 2011', IPCC Research and Statistics Series: Paper 20, page 43.

[110] Ibid, page 18.

[111] Annual report and statement of accounts 2010/11, IPCC, Appendix 2.

Similarly, if the IPCC is to be a fully independent investigator it must have practical as well as legal direction of its investigators. The replacement of 'managed' investigations by fully independent IPCC investigations will improve its credentials as an organisation able to effectively hold the police to account.

We are acutely conscious of the budgetary pressures police forces currently face and how they are seeking to preserve resources at the frontline wherever possible. However, time and effort invested in good-quality complaints handling is not a luxury, but an investment. It is a virtuous circle. It contributes to public confidence, feeds through into better performance and reduces future complaints. Poor handling of complaints costs money. Staff have to re-visit them and also recover the confidence of a complainant when an appeal is upheld. One of the key messages to be drawn from this report is that getting it right first time saves money and provides a better service to the public.

The very high percentage of former police officers currently serving as senior investigators in IPCC creates a risk that it will not be perceived as sufficiently independent from the police. **The Panel recommends that the IPCC should look to reduce its use of former police officers and staff as investigators, particularly at senior levels.**

The Panel recommends that managed investigations should no longer be undertaken by the IPCC. Resources should instead be transferred so the IPCC's own investigators can undertake more independent investigations.

Police and Crime Commissioners

The introduction of Police and Crime Commissioners (PCCs) will present a new and unique challenge for the service. PCCs will have a mandate to hold the police to account on behalf of the public and will be the recipient of all funding, including the government grant and precept, related to policing and crime reduction. PCCs will also have a role in holding chief constables to account for the way that a police service responds to complaints about persons serving with the police or the policing service provided.

There are important issues around the future use of mutual aid and cross-border collaboration between forces. We heard evidence from numerous sources that it will be extremely difficult once PCCs are appointed to ensure that the principle of Mutual Aid and cross force collaboration continue. There will need to be a mechanism in place to ensure that it does. We are particularly mindful of the fact that the riots in August only stopped when the streets were flooded by 16,000 officers drawn from across the country via the use of mutual aid. It is vital that this can happen again – and at pace – if required.

It is vital the mutual aid mechanism continues to function following the introduction of PCCs. **The Panel recommends that the Home Office introduces a mechanism to ensure the principle of mutual aid can still function effectively once Police and Crime Commissioners are appointed.**

2.7 Community engagement, involvement and cohesion

Community engagement, involvement and cohesion

When we spoke to communities after the riots, people told us they believed that poor parenting was an underlying cause of the riots. When asked, aside from the parents themselves, who was responsible for putting it right, they felt it was down to the community. Yet residents also told us that they felt they had lost the ability to intervene.

This 'disconnect' may go some way to explaining why in the Panel's Neighbourhood Survey 61 per cent do not agree that theirs is a close, tight knit community and 59 per cent agree that members of the community not treating each other with respect is a problem in their area. The inability of residents to address concerns within their neighbourhoods has lead to greater problems, and resentment. Research has shown that a lack of social control among community members to regulate and supervise youth encourages the development of deviant ideals and behaviours.[112] A recent report[113] highlights participation, responsibility and common ground as three key factors in building relationships in communities. Wider research highlights that communities with active social networks are better able to generate trust and enforce shared community values that promote non-delinquent behaviours.[114] Residents want to be involved in improving their areas. By helping them to do so we can hope to better tackle the issues they face and improve cohesion, but at present they are not being meaningfully engaged and involved in devising or delivering the solutions.

Only one in three residents we surveyed feel that public services listened to them, and involve them in decision-making. Around half do not agree that they are informed of decisions that had been made. Around half do not feel that the anti-social behaviour in their neighbourhood is being tackled.

By not properly engaging with communities or involving them in delivery, public services fail to take advantage of a hugely valuable resource.

Neighbourhood engagement

We believe that public services need to develop better neighbourhood level engagement capabilities, especially in those areas that suffer multiple disadvantages or particular cohesion issues.

The riots highlighted how far behind many public services are around the use of widely used modern methods of communication, such as social media. Effective use of tools that allow for a continual dialogue with neighbourhoods can help build trust in services and ensure residents can highlight issues, shape priorities and hold services to account. Services can reach out to more people more quickly and use resources more effectively – especially important when they are under pressure.

Building capability is also important should the threat of future disturbances arise, including in terms of mechanisms for obtaining neighbourhood level intelligence and mobilising residents and neighbourhood services to action.

We know it can be done – police forces are beginning to recognise the value of social media as a tool to interact with the public.

The Panel would like to see this rolled out elsewhere. Wherever possible this should be seen by public services as a joint enterprise – both to reduce costs, but also because the public want their services joined up and do not currently believe that they are.[115]

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[112] Osgood, S. and Anderson, A. (2004) Unstructured socialising and rates of delinquency', Criminology, Vol. 42 (3), pp.519–550.

[113] Creating the Conditions for Integration, DCLG, 2012.

[114] Sampson, R.J and Laub, J.H (1993) Crime in the Making: Pathways and Turning Points Through Life. London: Harvard University Press.

[115] 46 per cent of residents we surveyed did not agree that services are working together effectively.

It is clear from the Panel's Neighbourhood Survey that residents have deep concerns over the performance of some local public services. The Panel believes there are opportunities to provide more information to communities at the neighbourhood level, so they can better hold them to account. This is increasingly important following moves to localise and increase accountability in public services such as GP consortia and Police and Crime Commissioners – residents need the right data to assess performance and encourage different players to consider how to better join up services for the benefit of communities.

The Panel recommends that the Department for Communities and Local Government work with local areas to develop better neighbourhood level engagement and communication capabilities, and consider what performance information can be provided to communities at neighbourhood level.

Neighbourhood engagement to neighbourhood involvement

By interacting with individuals at the level to which they most instinctively respond to we can also increase the number of people willing to get involved in tackling shared concerns.

We know the willingness is there. The Mayor of London received 4,000 responses to his request for 1,000 volunteers to mentor young black children. Voluntary and community sector organisations the Panel has spoken to report no difficulties obtaining high-quality offers of support around diverse issues such as parenting, mentoring and support for offenders. Those using volunteers report excellent programme outcomes – often because those at the receiving end of interventions better relate to a 'peer' than an 'official'. We do not believe, at present, that local public services are paying sufficient attention to creating and publicising opportunities for individuals to make a difference in their own community.

Some people the Panel have spoken to have expressed scepticism over the idea that volunteers can be used more systematically, raising questions about ongoing commitment. Organisations that are skilled at recruiting and making use of volunteers disagree. They point to screening processes that weed out those who are unlikely to be able to make sufficient commitment or are more generally unsuitable. It has been emphasised to the Panel that it is critical that volunteering programmes are run to a high standard, so volunteers feel they are getting back as well as putting in. We accept that there is an upfront cost attached to providing the training and support a good quality volunteering programme demands. But the dividends are significant and wide ranging. In addition to community cohesion benefits, community ownership empowers residents and ensures that there are more hands available to tackle shared concerns. The volunteers themselves enjoy making a difference and in some cases the opportunity to study towards qualifications. Especially for young people, the experience provided may be key to demonstrating they have the experience required to obtain paid work.

Public services, including from local authorities and schools as well as private providers such as housing associations can help create and publicise wide-ranging, high quality neighbourhood opportunities that will interest different individuals and groups. Contracts could include requirements to recruit support from the community in delivery. More voluntary and community sector groups should look to develop the skills required to make a success of harnessing community support.

The Department for Communities and Local Government should work with public services and neighbourhoods to develop community involvement strategies, with volunteering at their heart.

We have made recommendations throughout this report around the sorts of ways in which communities can be better engaged and involved. This includes use of new communication methods, the provision of better information at the local (preferably neighbourhood) level, the types of issues engagement should take place over and the opportunities that should be provided to communities to help tackle issues in their own neighbourhoods.

3 Conclusions

Conclusions

The riots last August shocked the nation. Up to 15,000 individuals actively participated, with countless more observing from close quarters.

The majority of rioters were under 24. Individuals had poor academic records and histories of criminality. We found that 70 per cent of those brought before the courts came from the 30 per cent most deprived areas.

These facts forced us all to consider – how did these individuals end up in the circumstances they found themselves in? What impact does this have on the communities they live in?

These questions prompted us to visit over 20 areas since September 2011 and undertake further work in six neighbourhoods since November 2011. We spoke in detail with communities and the public services that work for them. The neighbourhoods we visited are facing significant issues. These are areas of high crime and unemployment. Many feel their quality of life is poor. There are concerns

around cohesion, with the majority feeling individuals do not treat each other with respect.

As the charts below highlight, riot neighbourhoods where rioters live have more negative perceptions around the issues they face and the services they receive than similarly deprived non-riot neighbourhoods. Whether this was always so, or relates to the legacy of the riots, is difficult to say. The fact remains that a disparity exists.

Over the course of this review, those with similar backgrounds to the rioters we spoke with explained they didn't participate because they had something to lose – a job, the respect of their family, their education. We need to ensure that everyone feels they have a stake in society.

Normally, a combination of parental, community and state cooperation ensures that children have around them responsible adults who provide support and a sense of belonging.

Figure 23: Views of residents in six deprived neighbourhoods
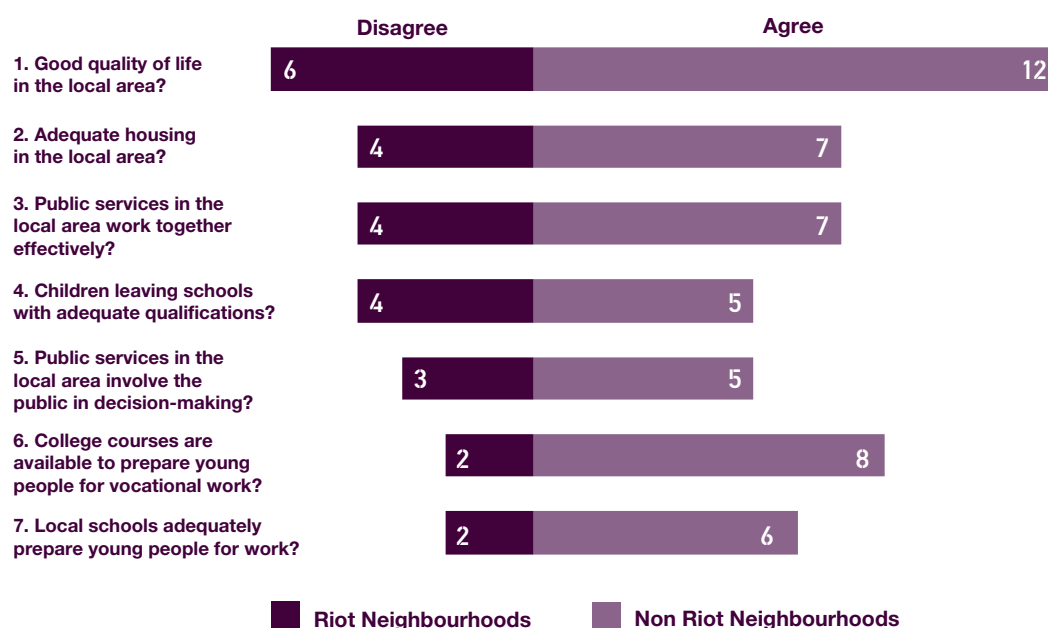
Source: Panel's Neighbourhood Survey

Figures represent differences in perceptions compared against the overall survey results. For instance, the proportion of residents who (a) live in neighbourhoods where rioters live and (b) disagree that there is good quality of life in the local area is six percentage points higher than the overall survey result.

Figure 24: Views of residents in six deprived neighbourhoods
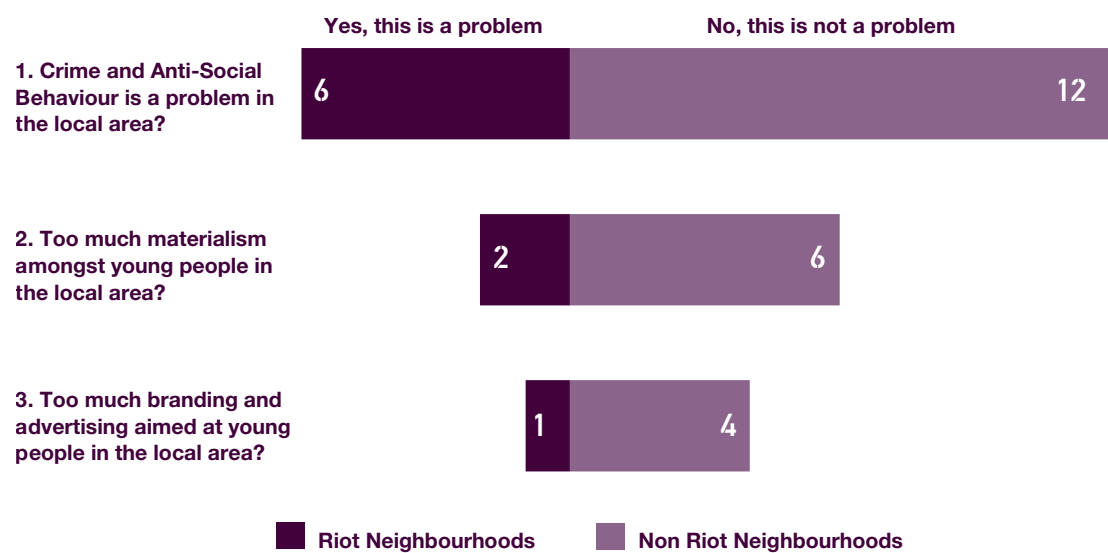
	Yes, this is a problem	No, this is not a problem
1. Crime and Anti-Social Behaviour is a problem in the local area?	6	12
2. Too much materialism amongst young people in the local area?	2	6
3. Too much branding and advertising aimed at young people in the local area?	1	4

■ **Riot Neighbourhoods** ■ **Non Riot Neighbourhoods**

Source: Panel's Neighbourhood Survey

Figures represent differences in perceptions compared against the overall survey results. For instance, the proportion of residents who (a) do not live in neighbourhoods where rioters live and (b) think that crime and asb is not a problem in the local area is 12 percentage points higher than the overall survey result.

As a result of the support they receive, young adults will have the tools they need to succeed in life and in turn contribute to the success of others.

However, where parents are, for various reasons, temporarily or permanently unable to play their part, the system fails. At this point, just when children and families need support the most, they are unable to obtain it. In the worst cases:

– families who need help to get back on their feet sometimes receive no help at all. What support is provided is directed at individuals. State agencies don't tell each other what they know or what they're doing, wasting time and money;

– if parents cannot do it, no one else teaches children basic soft skills and builds character attributes vital to succeed in life;

– schools do not address truancy and 'difficult' children are dumped into inadequate 'pupil referral units';

– children leave school without qualifications and unable to read or write properly and are ignorant of the wider skills and experiences required to enter work;

– young adults unable to find work find that the agencies that should help them, do not work with each other to support them;

– offenders are placed from prison back into communities with no rehabilitative support. Many go on to re-offend multiple times; and

– residents have concerns over the way they treat each other. They would like to intervene to help address local issues, but residents have become distant with one another and public services do not adequately help re-build the bonds between them.

If we are to strengthen communities, we must address these issues urgently.

The Panel's recommendations are together designed to tackle these issues – ensuring public services work together and accept accountability for turning around the lives of individuals, families and in turn, communities. In addition, we want to create a series of red lines outlining the sort of treatment every child, family and community can expect from public services. **We ask the three party leaders and local public services to sign up to these red lines to help ensure individuals and communities are put back on their feet.**

– Every child should be able to read and write to an age appropriate standard by the time they leave primary and then secondary school. If they cannot, the school should face a financial penalty equivalent to the cost of funding remedial support to take the child to the appropriate standard.

– No child should be transferred into an unsatisfactory Pupil Referral Unit or alternative provision until standards are improved (unless there is an immediate danger).

– Every child should be prepared for work on leaving education, in terms of skills and character attributes.

– No offender should be placed back into a community on leaving prison without wraparound support, otherwise the community is put at risk.

– No young person should be allowed to be left on the Work Programme with insufficient support to realistically hope to obtain work.

– Government and local public services should together fund a 'Youth Job Promise' scheme to get young people a job, where they have been unemployed for one year or more.

– All families facing multiple difficulties should be supported by public services working together, not in isolation. This will require joining up help for the 500,000 forgotten families.

However, this cannot just be about public services. All parts of the community need to play their part:

Every community should:

– Engage positively with public services and help them understand neighbourhood issues.

– Volunteer their time to help tackle the issues their neighbourhood faces – such as supporting others to be good parents or mentoring a child who has no positive adult in their life.

Every business should:

– Look to see how they can support their local community – through youth engagement projects, providing an apprenticeship, work experience, or linking with their local school and responsible advertising to young people.

Figure 25

Building community resilience

Public services, especially the police, to build better neighbourhood engagement and involvement in decisions including through widespread use of social media tools.
Public services work together with businesses and providers including the VCS to greatly increase work experience, apprenticeship and volunteering opportunities in each neighbourhood; strengthening community engagement, building community cohesion, individual skills and experience and helping provide better services.

Community Mothers provide support to other at risk groups

Push for **community youth service volunteers** to support resilience building efforts

Local and national Business ambassadors link the school and the workplace

Much greater range of high quality **community voluntary opportunities** improves employment prospects

No offender place back into the community without **comprehensive rehabilitative support**

Family nurse partnerships provide lasting outcomes for all mothers under 20

Issues identified and a **statutory presumption to share data** across agencies allow for low cost early intervention

Community volunteers to become **positive role models** where fathers are absent

Support built around every child displaying poor resilience

Where parents deemed unable or unwilling an **advocate represents** the child to ensure a fair deal from public services

Destination data by course helps improve the standard of vocational education on offer

Secondary school Ofsted ratings linked to PRUs to ensure they take an active interest in the children sent to them

Youth job promise to get young people who have been unemployed for a year a job

Police engagement strategies in trust hotspots helps build understanding and cooperation in neighbourhoods

Family nurse partnerships provide lasting outcomes for all mothers under 20

Fathers at risk of losing contact with their children provided with support, guidance and reminded about their responsibilities

At risk children tested for **resilience** and character qualities at school

Greater **information transparency** ensures schools handling truancy issues poorly are identified

Primary schools penalised financially if they fail to bring reading and writing up to a basic minimum standard

Secondary schools penalised financially if they fail to bring reading and writing up to a basic minimum standard

Family and area based approaches to the work programme ensures available funds used most effectively

'First and final chance' triage ensures children get support without being pushed unnecessarily into the criminal justice system

Intensive alternative to custody and **through the gate support** to young offenders leaving prison lowers re-offending rates.

| Pre-birth | Early behavioural difficulties | Family breakdown | Low self esteem | School attendance issues | Disengaged at school | Very poor academic results | Unemployed | In trouble with police | Repeat offender |

Family Partnership approach

A holistic approach to dealing with the approx. 500,000 families with multiple issues outside of the 120,000 encompassed by the Troubled Families Programme.
Partnership of public services share information, pool resources and fund holistic interventions to address the needs of both individuals and the wider family. Lead professionals hold accountability for ensuring support is wrapped around the family.

4 Appendices

Appendix A
The Panel's final recommendations

THEME	RECOMMENDATION
1. Children and parents	The Family Nurse Partnership programme has already demonstrated clear social and economic benefits. **The Panel therefore recommends that all local areas should have commissioned the Family Nurse Partnership programme for all first time teenage mothers by the end of the next Spending Review Period.**
2. Children and parents	In order to be able to properly hold local authorities to account, communities need to know what actions their local authorities are taking to tackle forgotten families, and why. **The Panel recommends that all local authorities should immediately produce fully transparent family intervention commissioning statements supported by a robust evidence base. These statements should set out what steps they are taking, at what cost, the evidence base supporting it, and what outcomes they achieve.**
3. Children and parents	The evidence is clear that the most effective interventions are those that take a whole family approach. **The Panel recommends that all local public services should work with partners to identify all families with multiple issues and coordinate relevant interventions by the end of the current Spending Review period.**
4. Children and parents	Despite calls over very many years, existing advice on best practice for data sharing is still not being followed. **The Panel recommends that Government immediately produce statutory guidance to public services. This guidance should create a presumption to share data around the early warning signs of criminal behaviour or child protection concerns.**

THEME	RECOMMENDATION
5. Children and parents	In order to ensure that every child gets a fair deal from public services, **the Panel recommends local authorities should work with other public services and local neighbourhoods to ensure that every child without an appropriate parent or adult has an advocate who is able to effectively represent the best interests of a child to ensure services are delivered properly.**
6. Children and parents	**Where it is in the best interests of the child,** public services should seek to build positive relationships between children and adults. The Panel recommends: – **Where it is in the best interests of the child, public services should work to facilitate the inclusion of all members of the family who can make a positive contribution to a child's development, including fathers and grandparents.** – All targeted support, including Family Nurse Partnerships, should seek to engage with fathers around their responsibilities and provide support and advice. – **Where safe to do so and in the best interests of the child, there should be a presumption that schools and statutory children services should, as a matter of course, contact fathers at the same time as mothers about their children. This should be considered by inspectorates as part of wider engagement strategies, for example by Ofsted.** – **There should be a presumption that public services should share data about vulnerable families. Using this information, local public services should seek to provide high risk groups of fathers with support and guidance about their rights and responsibilities.** – Local leaders should consider the case for rolling out mentoring programmes for vulnerable children nationwide. Government should look to provide match funding to support this in areas of high deprivation. – The Panel recommends that local public services look at ways, such as the Community Mothers Programme, to ensure the community can become more engaged in supporting children in their neighbourhoods.
7. Personal resilience	There are many families who are often unable to provide the level of support required to help build character in their children. Many children are leaving school with out the essential skills needed in the workplace and more widely. **The Panel recommends that a new requirement should be made of schools to publish their policies for building the character of their pupils, by September 2013.**

THEME	RECOMMENDATION
8. Personal resilience	Because of its importance to future success, steps to build positive character traits in the most at risk pupils must be mainstreamed within the curriculum. **The Panel recommends that character building should form a central part to the Government's review of Personal, Social, and Economic education.**
9. Personal resilience	Schools should take steps to identify all those pupils in need of support to build their resilience. **The Panel recommends that primary and secondary schools should undertake regular assessments of pupil's strength of character, as standard practice within three years.**
10. Personal resilience	Schools must be accountable for helping to build character in the most at risk pupils. **The Panel recommend that Ofsted undertake a thematic review into how primary and secondary schools build character in their pupils. The Panel would expect a thorough review could be timetabled to commence by October 2013.**
11. Personal resilience	Schools must have the best information available about the most effective support to help build character. **The Panel recommends that local authorities should maintain a register of local specialist service providers. In future, programmes and services in the register could be made subject to validation by the Early Intervention Foundation. The timing is subject to the timescales of the EIF, but the Panel expects that preliminary work could be carried out by local authorities within six months.**
12. Personal resilience	Youth services can play an important part in supporting young people to build character. **The Panel recommends that councils review youth service provision with the aim of maximising its impact on strengthening the character of young people in the most deprived areas at the earliest practical opportunity.**
13. Personal resilience	Local uniformed groups, such as the Girl Guides and Air Cadets, and other youth groups provide opportunities for young people to build character. **The Panel recommends that local authorities make a public commitment to driving up the numbers of volunteers in their local areas, uniformed groups at the earliest practical opportunity.**

THEME	RECOMMENDATION
14. Personal resilience	Local services should work together to ensure that youth groups and services can operate to maximum capacity. **The Panel recommends local authorities work with local services to maximise the availability of buildings, facilities, and equipment, to local youth groups and services, and challenge instances where this is not happening. The need is urgent and so work should commence on this at the earliest opportunity.**
15. Personal resilience	It is important that youth services and activities are delivered when young people need them most. **The Panel recommends that local authorities ensure that young people have access to youth groups and services at weekends and over the school holidays.**
16. Hopes and dreams	Young people are not prepared for the workplace. No child should leave school without basic levels of literacy. There should be more transparency in the levels of literacy children achieve. **Schools should publish data on literacy levels for all pupils on entering and leaving an establishment.**
17. Hopes and dreams	To improve accountability and ensure value for money in the funding for a childs education **the Panel recommends that primary and secondary schools failing to raise the literacy rate of a child to an age appropriate minimum standard should receive a financial penalty to cover the cost of raising their attainment as they move on to a new provider.** The financial penalty should cover remedial learning to bring the child's literacy levels up to the appropriate standard and allocated to the new provider.
18. Hopes and dreams	Transparency on the number of school exclusions and suspensions is required to improve accountability for the education of all children. The number and type of transfers (managed moves) to Pupil Referral Units and alternative provision is required to understand where pupils are transferred to and how often. **The Panel recommends that schools publish the full details of the number of pupils suspended, excluded or transferred (including the destination) to PRUs and alternative provision on a fixed or permanent basis. This information should be made available on all school websites by the end of the next full academic year (September 2014) and refreshed annually.** **The Government should consider how to make transparent the number of Special Education Needs and Free School Meals pupils suspended, excluded or transferred whilst paying regard to data protection and not identifying any individual child.**

THEME	RECOMMENDATION
19. Hopes and dreams	It is unacceptable that a school is able to transfer its most vulnerable pupils to poor quality provision which is not subject to any form of quality control. **We recommend that all alternative providers should be subject to appropriate inspection.**
20. Hopes and dreams	Schools should have the right to exclude but this needs to be in the best interest of the child. Where pupils are transferred we must ensure they are transferred to quality provision. **The Panel recommends that schools should not be allowed to transfer pupils to an unsatisfactory PRU or alternative educational provision until standards are improved** (unless there is an immediate risk).
21. Hopes and dreams	There should be an increased emphasis on data sharing to support transfers where they are necessary and appropriate. **The Panel recommends placing a legal obligation on schools, PRUs and special schools to share knowledge of the circumstances of individual pupils among themselves and organisations they refer their pupils to, using the Common Assessment Framework as a model.**
22. Hopes and dreams	Young people at risk of becoming NEET are not being identified in time to support them to improve their chances. **The Panel recommends that the Government produces an agreed suite of indicators shown to work in identifying those at risk of becoming NEET, by 2015.** This should be done by fully evaluating, publishing and implementing the findings from the Risk of NEET Indicator (RONI) trials, immediately following the current trials.
23. Hopes and dreams	To support young people not in education, employment or training we **recommend that local authorities flag those identified as *at risk of becoming NEET* on their current young people's database to enable local providers to take action. This should be carried out from at least age 11. To be taken forward when indicators are agreed.**
24. Hopes and dreams	Careers guidance in schools is not preparing young people for work. Too many young people are leaving school without a clear route into work. Unaware of their options. **The Panel recommends that all schools develop and publish a Careers Support Guarantee by 2013 – setting out what a child can expect in terms of advice, guidance, contact with businesses and work experience options. This should make clear what links the school has to businesses. This should form part of the planned Department for Education guidance.**

THEME	RECOMMENDATION
25. Hopes and dreams	The private sector has a role to play in helping young people into work. **The Panel recommends that businesses become part of the solution acting as Business Ambassadors for local schools. The Panel believe schools could put initial arrangements in place by September 2013. Local Enterprise Partnerships should play a key role in establishing and supporting these relationships.** Business Ambassadors would work with schools, the public and voluntary sector across communities to promote youth employment.
26. Hopes and dreams	There are too many low quality vocational courses that do not lead to jobs. **The Panel recommends that all schools and colleges publish destination data, by course for all of their provision within the year of completion.**
27. Hopes and dreams	It is vital to get businesses in deprived areas to offer opportunities to local young people, particularly through providing Apprenticeships. **We recommend that the Department for Business, Innovation and Skills work to specifically engage businesses from the most disadvantaged areas in offering apprenticeships over the next year. If the number of apprenticeship places in the most deprived neighbourhoods lags behind the rest of the country, the employer subsidy should be raised for those businesses offering true apprenticeships in the most deprived neighbourhoods.**
28. Hopes and dreams	There are very high levels of NEETs in some areas so services must be targeted at them effectively. **The Panel recommends local areas develop NEET hubs in neighbourhoods with high numbers of NEETs led by local authorities, in their strategic role, and bringing together key players including schools, colleges, alternative providers, Local Enterprise Partnerships, businesses and work programme providers. Given the scale of this issue we believe areas should take action now.** A clear neighbourhood plan would promote joint working, data sharing, clear accountability, ensuring all young people in the neighbourhood are accounted for, to achieve full participation up to age 19. Youth Contract funding could be specifically targeted to these areas to facilitate this.
29. Hopes and dreams	No one should be left on the Work Programme with insufficient support to get a job. **The Panel recommends that DWP identifies whether and to what extent young people furthest from work are left on the Work Programme with insufficient support to realistically hope to obtain work, and if so set out what they intend to do as a result. This should be done within a year.**

THEME	RECOMMENDATION
30. Hopes and dreams	The Work Programme should lead to jobs. The Government are committed to providing different support where the Work Programme has not been successful after two years. **The Panel recommends that following two years on the Work Programme any claimant under 25 is offered a guaranteed job and additional support.** However, two years is a long time. Having a job is key to people feeling that they have a stake in society. Therefore **we also recommend that the Government and local public services should fund together a Youth Job Promise to get as many young people as possible a job, who have been unemployed for one year or more.**
31. Hopes and dreams	To prevent Work Programme providers 'parking' those hardest to reach from the most disadvantaged areas **we recommend that when contracts are reviewed the Government consider ways to incentivise providers to work successfully with those in the most deprived areas – introducing financial incentives in the payment structure.**
32. Brands	To harness and promote effective CSR activity. **The Panel recommends the Government and local authorities should lead by example by publishing their CSR commitments, making clear what they are doing to support key Government initiatives such as the number and type of Apprenticeships offered, work experience opportunities and links to local communities. The Department for Business, Innovation and Skills should take this forward in their role as CSR champion in 2012.**
33. Brands	To promote Shareholder Participation schemes which give employees a stake in the businesses within which they work **the Panel calls for the Government's responsible capitalism work to focus on shareholder participation. It should be a priority to support businesses who take this approach.**
34. Brands	Following the Social Value Bill awareness should be raised of social value provided by employers. **The Panel recommend that all contracts over a significant value (£50,000) make transparent how the successful contractor benefits the local community, for example by publishing details of: the number of local jobs and apprenticeships created, work experience offered and links to schools, colleges and wider youth provision.**
35. Brands	Better information should be provided to parents and schools about marketing techniques and the way they seek to influence behaviour. **The Panel recommends that the Advertising Standards Authority make the impact of advertising and branding techniques on young people a feature of its new school education programme to raise resilience amongst children.**

THEME	RECOMMENDATION
36. Brands	Communities are concerned about the aggressive marketing by brands to young people, who often cannot afford their products. **The Panel recommends that the Advertising Standards Authority incorporate commercialism and materialism into their engagement work with young people and take action on the findings.**
37. Brands	Children must be protected from excessive marketing, whilst supporting business and not harming commerce. **We also recommend that the Government appoint an independent champion to manage a dialogue between Government and big Brands to further this debate.**
38. Brands	The Panel heard that the press promotes negative images of young people which shapes society's views of this cohort and the value they can add to society. **The Panel therefore recommends that Brands use their marketing expertise, working together to launch a campaign promoting positive perceptions of young people.** This could particularly consider what opportunities the Olympics provide for show casing Britain's young people.
39. Usual suspects	Evidence shows that young offenders that are provided a second chance often go on to turn their lives around. Youth Offending Teams which adopt a 'triage' approach, where teams work in partnership to assess first time youth offenders before decisions are made about their sentences appears to have had a positive impact on reducing re-offending and encouraging victim engagement. **The Panel recommends that all Youth Offending Teams adopt the triage approach, within the next two years.**
40. Usual suspects	Restorative Justice can lead to high levels of victim satisfaction and may also have a positive impact on reducing reoffending. **The Panel recommends that the Youth Justice Board, National Offender Management Service and the Police undertake a joint review, within six months, of the use of restorative justice in riots related cases. The review should seek to establish why restorative justice has not been used more extensively.**
41. Usual suspects	Giving a nominated officer responsibility for management of cases transferred between the youth and adult justice systems can help with effective transfer of information, multi-agency engagement and supporting the offender through the transitional period. **The Panel recommends that a nominated officer be assigned to each young adult whose case is passed between Youth Offending and Probation teams. This approach should be routinely adopted in all areas within the next 12 months.**

THEME	RECOMMENDATION
42. Usual suspects	Young adult offenders often have a different set of circumstances from older adult offenders. For example, by establishing teams specialising in young adults probation services resources could be better targeted to provide the skilled, specialist workers needed to assess and manage their needs. **The Panel recommends that all Probation Trusts take a specialist approach to dealing with young adults within the next two years.**
43. Usual suspects	Members of the public in high crime areas should be able to influence community payback schemes, which help reduce reoffending. **The Panel recommends that Probation Trusts and local authorities work together to raise awareness of local people's ability to influence schemes and to help boost support for them.**
44. Usual suspects	Community sentences are shown to be effective in reducing reoffending, but public confidence in them is not always high. **The Panel recommends that Probation Trusts publish clearly accessible data on the outcome of community sentences in their area (including details of payback schemes and reoffending rates) to improve accountability and public perception, within the next two years.**
45. Usual suspects	Intensive alternatives to short prison sentences have proved effective in significantly reducing re-offending rates among young adults. **The Panel recommends that Probation Trusts and their partners develop intensive alternatives to custody schemes for young adults across the country, with roll out in those areas which experience the highest levels of reoffending within two years.**
46. Usual suspects	Having a mentor can help young people leaving prison feel more positive about their future and act as motivation to reoffending. **The Panel recommends that Probation, Prisons and voluntary and community sector partners work together with the aim of ensuring every young adult (aged 18 to 24) is offered a mentor to support them on completion of their prison sentence. Mentors should be positive and inspirational role models, such as former offenders who have turned their lives around. The Panel consider this should be achievable within three years.**
47. Usual suspects	We need to ensure that communities are provided with easily accessible information on the performance of services working to reduce reoffending. **The Panel recommends that local partners agree to publish a shared action plan to tackle high local reoffending rates, where those rates are higher than the average rates among comparable local authority areas, by the end of the current Parliament.**

THEME	RECOMMENDATION
48. Usual suspects	The Panel is encouraged by pilots designed to test the ability of prisons to reduce the reoffending of their inmates. **The Panel recommends wider rollout of models to incentivise probation and prisons to tackle reoffending, as soon as practicable.**
49. Police and public	It is important that communities' perceive the police to act with integrity at all times. **The Panel recommends that police services proactively engage directly with their communities to debunk myths on issues that affect the perception of their integrity, in particular around deaths of black men in police custody. In doing so they must be entirely transparent with the data and explain and evidence the accountability mechanisms in place.**
50. Police and public	Communities want better engagement and better quality contact with all levels of police, not just community police officers. There should be a common set of values across the entire police force. **The Panel recommends that police services continue integrating community policing values into wider teams. Services should look to give greater recognition to excellence in building community relationships when considering advancing officers. Police services should look to improve the percentage of people happy with their contact with the police – as measured by the IPCC confidence survey.**
51. Police and public	Police services that use social media well are more likely to have better engagement with communities. **The Panel recommends that every neighbourhood policing team should have its own social media capability by the end of 2013.**
52. Police and public	Communities with diverse community reference groups can help to defuse tensions and provide accurate intelligence to the police. **The Panel recommends that all police services immediately review their mechanisms for engaging with the community and in particular the use of community reference groups. These must be relevant and representative, in particular including young people, and their membership should be refreshed on a regular basis.**
53. Police and public	Communities trust the police more when they feel involved in decision-making processes and have a better understanding of why the police take certain decisions. **The Panel recommends that all police services put strategies in place to ensure the views of their communities are taken into account and to clearly demonstrate how and why they carry out their activities. This should be done within six months.**

THEME	RECOMMENDATION
54. Police and public	Many communities, but particularly those in London, do not feel that stop and search is conducted fairly. **The Panel recommends that:** – **The MPS needs to improve success rates and satisfaction levels, particularly amongst black and ethnic minority communities, in their use of stop and search powers.** – **The MPS needs to be more transparent in the justification for and use of their stop and search powers. In particular demonstrating the link between stop and search and crime reduction.**
55. Police and public	**The Panel recommends that police services should identify all 'trust hotspots' – particular neighbourhoods were there is very low trust in the police – and immediately put in place a programme to improve confidence in these areas.**
56. Police and public	Greater public confidence in the police complaints system will also lead to greater trust in the police service as a whole and this in turn will contribute to increasing the overall effectiveness of the police service. **The Panel recommends that the IPCC should develop and implement a strategy to close the gap in trust levels in the police complaints system between the overall public and black and minority ethnic communities by 2013.**
57. Police and public	Over half of people the Panel surveyed felt that nothing would be done as a result of complaints they made against the police. **The Panel recommends all police services should make their local arrangements for dealing with complaints more widely known and understood in order to prevent escalation of issues.**
58. Police and public	A third of rejected complaints are currently overturned on appeal and there are considerably variations across public services. **The Panel recommends that police services should review their individual complaints system in order to reduce the number of rejected complaints subsequently overturned on appeal.**
59. Police and Public	Information transparency is vital to proper accountability. **The Panel recommends that when rejecting a complaint, the police should highlight the percentage of complaints from their force that are overturned on appeal.**
60. Police and public	The very high percentage of former police officers currently serving as senior investigators in IPCC creates a risk that it will not be perceived as sufficiently independent from the police. **The Panel recommends that the IPCC should look to reduce its use of former police officers and staff as investigators, particularly at senior levels.**

THEME	RECOMMENDATION
61. Police and Public	**The Panel recommends that managed investigations should no longer be undertaken by the IPCC. Resources should instead be transferred so the IPCC's own investigators can undertake more independent investigations.**
62. Police and public	It is vital that the Mutual Aid mechanism continues to function following the introduction of Police and Crime Commissioners. **The Panel recommends that the Home Office introduces a mechanism to ensure the principle of mutual aid can still function effectively once Police and Crime Commissioners are appointed.**
63. Community engagement, involvement and cohesion	Residents in the most deprived areas display worrying signs of community cohesion issues, and are concerned that public services aren't listening or engaging with them around resolving neighbourhood issues. **The Panel recommends that the Department for Communities and Local Government work with local areas to develop better neighbourhood level engagement and communication capabilities, and consider what performance information can be provided to communities at neighbourhood level.** **The Department for Communities and Local Government should work with public services and neighbourhoods to develop community involvement strategies, with neighbourhood volunteering at their heart.**

Appendix B
About the Panel

The Panel members are:

Darra Singh OBE;

Simon Marcus;

Heather Rabbatts CBE; and

Baroness Maeve Sherlock OBE.

Darra Singh OBE

Darra Singh was, until the end of September 2011, Chief Executive of Jobcentre Plus and the Department for Work and Pensions' second Permanent Secretary from November 2009. Before joining the Department, Darra was the Chief Executive of Ealing Council for four years and, prior to that, the Chief Executive of Luton Council. Darra is currently Local Government Consultant at Ernst and Young.

Darra started his career in 1984 as a volunteer and housing case worker in Tyneside before moving to London to work for The Single Homelessness charity and as a Senior Policy Officer for the London Housing Unit. He became a Regional Director of the North British Housing Association in 1991, and later Chief Executive of the ASRA Greater London Housing Association. He has also been the Northern Region Director for the Audit Commission.

In 2006, Darra was appointed the Chair of the Commission for Integration and Cohesion which published its report, 'Our Shared Future', the following year. He was appointed Chair of the London Serious Youth Violence Board in 2009.

Baroness Maeve Sherlock OBE

Maeve Sherlock was made a life peer in 2010 and focuses her work mainly on issues affecting families with children, particularly health and welfare.

Maeve has spent much of her working life in the voluntary sector including heading up the Refugee Council and the National Council for One Parent Families. Maeve also spent three years in the Treasury advising ministers on families with children, poverty and employment issues. She has served on various boards and chaired an Advisory Panel on the role of the Third Sector in Economic and Social Regeneration. She is the Chair of Chapel St, a social enterprise working for change in under-resourced areas. Maeve is also doing research on faith schools for her PhD at Durham University.

Simon Marcus

Simon founded the Boxing Academy in 2006. This is a full-time alternative education project for teenagers at risk of gang crime and social exclusion with sites in both Tottenham and Hackney. He also acts as an advisor to other alternative education projects. Before this Simon worked for the British Chamber of Commerce in Brussels and has been involved in small business management and investment in both the publishing and leisure sectors.

Heather Rabbatts CBE

Heather Rabbatts has a singular biography ranging across law, Government, sport and media. Beginning her career as a Barrister at Law she then moved to become a government advisor, a senior executive in public services and the youngest CEO in the UK. During this time she began an on-screen media career as a social commentator and then moved behind the scenes. She became a governor of the BBC followed by an appointment as a senior executive at Channel 4, commissioning programmes across genres and developing a range of talent development initiatives.

She then became Chairman of Shed Media, a publicly-listed media production and distribution company, recently bought by Time Warner.

Heather is currently advising a number of UK production companies, is a non-executive for Arts Alliance (a major film/digital investment fund) and sits on the Board of the Royal Opera House.

She was recently appointed as a non-executive director of the Football Association, the first woman ever to be on the Board.

Appendix C

An update on the recommendations made in our Interim Report

Theme	Recommendation	Progress update
Community Heroes	Riot heroes should be honoured nationally and locally	On 11 January 2012 a Downing Street reception was held to recognise the bravery and significant contribution made by the police and fire services during the disorder.
		On March 14 2012 the Panel hosted a reception with the Deputy Prime Minister and Leader of the Official Opposition at Admiralty House. This was to acknowledge people who were affected by, or demonstrated bravery, during the riots.
		Local events and awards ceremonies have also taken place in a number of riot affected areas for people involved in clean ups, preventing people rioting and demonstrating bravery.
Bringing rioters to justice	The police must continue to prioritise the pursuit and arrest of suspected rioters and should ensure victims are kept up-to-date about the progress of their cases.	On 23 February 2012 Ministry of Justice figures released revealed some 2,710 people had appeared before the courts by the start of last month following the looting and violence which spread across English cities last August. At the Crown Court, 827 people have been sentenced of whom 701 (85 per cent) received immediate custodial sentences
		A total of 945 of the 1,483 found guilty and sentenced for their role in the riots were jailed immediately, with an average sentence of 14.2 months.

Theme	Recommendation	Progress update
Restorative Justice	Central and local government and the police should ensure all victims who want to face people who committed crimes against them can have the opportunity do so.	The Panel's findings suggest that little use has been made of restorative justice in riots cases to date and has therefore called for an urgent review to determine the reasons why (see 'Building Social and Economic Resilience' section). The Government consultation 'Getting it right for victims and witnesses' proposes through reform of the victim's code that victims would have an entitlement to request restorative justice in their case and to receive this where it is available and resources allow.
Release of rioters who have completed their sentences	Public services, including the probation service, youth offending teams and local government, should develop strategies which ensure: – a clear system of 'wrap around' support is put in place which starts before release and continues until ex-offenders are resettled; – arrangements are made immediately to ensure local authorities are provided with information about offenders' release dates; – that youth offending and the probation service are able to deal with any spikes in demand; and – the transition for 18-year-olds to the adult justice system is well managed.	Many Youth Offending Teams surveyed by the Panel indicated that they had been able to put in place measures to support those rioters that had been released from prison. Our discussions with areas suggest that the same is not generally true of rioters over 18, consistent with the minimal support prisoners receiving custodial sentences under 12 months receive more widely. A sizable minority of YOTs (46 per cent) do not feel that the transition from the youth to the adult justice system is well handled. We examine both these issues in more detail in Section 2.

Theme	Recommendation	Progress update
Review of IPCC and police protocols on how complaints about police action are handled	Police authorities and the IPCC should urgently review their communications protocol to ensure they remain fit for purpose and are being correctly adhered to.	On 16 February 2012 the IPCC published its guidance on communicating with the media and the public in IPCC independent and managed investigations. On 29 February 2012 the IPCC upheld a complaint by Mark Duggan's family, that they had not been informed of his death by either the Metropolitan Police or the IPCC. The Metropolitan Police Service have also apologised to the Duggan family.
Stop and search	The police should urgently work with communities and across forces to improve the way in which stop and search is undertaken to ensure confidence in the police is widespread.	On 14 December 2011 the Home Secretary Teresa May MP announced that she had asked the Association of Chief Police Officers to review of how police stop and search powers are used. On 15 December 2011 ACPO announced that they would with the Home Office to identify best practice in the use of stop and search powers and ensure the service learns from any lessons that are identified. On 12 January 2012, the Metropolitan Police Service announced new measures to make stop and search more effective. The Commissioner, Bernard Hogan-Howe, has said he wants the arrest rate from all stop and searches carried out to increase from six per cent (at this rate the lowest for an urban force) to 20 per cent.

Theme	Recommendation	Progress update
Communication policy	The Government should ensure that the evidence and experiences of public authorities, community organisations and others affected by the August riots is considered when new principles are being developed.	HMIC's report said police need a central information hub to help them anticipate future disorder by drawing together all available information, including from direct contact with members of the community and social media monitoring.
		HMIC also said there is a need to develop a shared understanding between police and (through their elected representatives) the public of the tactics that might be used in different scenarios and the associated levels of preparation. HMIC recommends that this is set out in new rules of engagement.
		Although social media was used to mobilise rioters, it has also been acknowledged that a number of forces used social media extensively to engage with their communities and provide reassurance. The Metropolitan Police Service Twitter followers rose from 4,500 before the riots to 42,000 afterwards, a figure which seems to have been sustained. As early as 9 August 2011, Operation Withern's gallery of images for identification had received four million hits.
		ACPO is taking the lead on making sure that expertise on using social media as a positive tool for communication is mainstreamed across police forces.
		The Home Secretary has held a meeting with the main internet service providers to look at what it would be right to do in order to prevent criminality in social media spaces and work is underway to take forward the actions agreed.

Theme	Recommendation	Progress update
Broadcast media	Broadcast media coverage should continue to work to ensure that TV coverage is accurate, the highest journalistic standards are maintained and that the link between the issue being reported and the accompanying images is clear.	Throughout the five days of the riots media coverage was intense, especially across the 24 hours news channels. Images of the fire in Croydon were repeatedly shown even when the journalists were covering events in other parts of the country. There is a careful balance between capturing the events and contributing to an 'excitement' and 'sensationalising' agenda. Broadcasters should ensure that they review their editorial guidelines, especially continued use of images over a number of days and whether they accurately portray the unfolding news events, reporting events derived from social media platforms (i.e. rumours) as facts to only later have them stood down and to have effective editorial resource to ensure there is integrity to stories provided by citizens. For many people, especially those in the riot effected areas, both radio and broadcasts were hugely powerful in providing information as to what was happening especially for many radio listeners a 'trusted' voice. Trust in our broadcasters, especially at times of 'high stress' plays a major role in civic society and the importance of balance, coverage, accuracy and journalistic integrity is paramount.

Theme	Recommendation	Progress update
Riot (Damages) Act 1886 (RDA)	The Government should fix the deadline for submission of a claim under the RDA to 90 days.	On 11 August, the Prime Minister stated that the deadline would be extended from 14 to 42 days for those who wished to make a claim as a result of the riots.
	Any delays in processing legitimate claims need to be urgently addressed.	The Home Affairs Select Committee (HASC), in the light of the concerns expressed by Panel, urged the Government to speed up the process of reimbursing people under the Riot (Damages) Act 1886 (RDA).
	The Government should work with insurers, local authorities and other relevant organisations to find ways to streamline compensation and support processes following disturbances.	It is now almost eight months after the August riots and there are still small businesses which have yet to receive a penny in compensation for the losses they have experienced. This is threatening the viability of some businesses and needs to be addressed immediately.
	The Government should either extend the scope of the RDA to include loss of trade, or conduct an awareness-raising campaign to encourage businesses to review their insurance arrangements and ensure their coverage is sufficient.	Whilst the RDA remains fundamentally fit for purpose it does need updating. In particular it needs to widen its scope to include coverage for loss of motor vehicles and clarity is needed on whether the RDA provides coverage for 'business interruption' losses. There is also considerable scope to improve the processes around the RDA.
		The Home Office is currently undertaking a review of the RDA, and will consider all options for reform, including all alternatives to the current mechanism for compensation under the RDA.
		The Home Office is currently conducting an internal review of the RDA and its operation. **Once this internal review is completed, we urge the Government to undertake a public consultation to ensure that communities and victims can have their say on how an updated RDA should work.**

Theme	Recommendation	Progress update
Complexity of different compensation processes	Each local authority should identify an officer who can provide a knowledgeable single point of contact on financial recovery to local people and businesses affected by the riots. The police should discuss these issues now with local businesses and ensure insurance considerations are taken into account in responding to future disturbances.	Many local authorities have reviewed their emergency plans. We urge them to ensure as part of those plans that they have considered in advance how support individuals and business through the compensation processes.
Insurance	The Panel seeks further information from insurers about the handling of insurance claims relating to the riots. Any delays in processing legitimate claims need to be urgently addressed	As at end of February 2012, over 90 per cent of claims for damages to domestic property had been settled. For claims from small- and medium-sized enterprises for property damage, in 85 per cent of cases the claim has either been settled or the business has recieved some form of interim payment from their insurer.
Supporting high streets	The Government should start a fund to support struggling high streets, including considering using any potential underspend from the High Street Support Scheme (or other earmarked funds) to provide extra help to areas still struggling to recover.	Mary Portas and the Local Government Minister, Grant Shapps, have launched a competition to choose 12 towns to become 'Portas Pilots', with the winners benefiting from a share of £1 million to help turn around their 'unloved and unused' high streets.

Theme	Recommendation	Progress update
Practical measures to help reduce the future risk of riots	Part of our interim report considered what practical measures could be taken to help prevent the risk of future riots. We summarise some of these below. When Police and Crime Commissioners are introduced, new arrangements will need to ensure there is adequate provision of public order trained officers and to guarantee their strategic deployment across the country when needed.	In response to the HASC, the Home Office stated that 'The statutory Strategic Policing Requirement (SPR) will set out the national expectations of capacity, capability and interoperability to which Police and Crime Commissioners will be required to have regard from November 2012. It will be their responsibility to ensure that their forces have the capacity to contribute to national policing requirements, and to hold their Chief Constable to account for delivering their policing functions in a way that has due regard to the SPR, including the ability to respond to public disorder.' However, we a number of senior policing figures have raised concerns to the Panel about the workability of the SPR in a crisis situation. The Panel urges the Government to ensure is it fully 'road tested' in advance of any emergency.
Practical measures to help reduce the future risk of riots	Effective partnerships	In response to the HASC, the Government said 'There were many examples of Community Safety Partnerships and Business Crime Reduction Partnerships acting with forces to protect businesses and business areas, benefiting from effective local communication arrangements. The Home Office will support the sharing of effective practice in this regard through a user-friendly database on its website.' The Panel would like to re-emphasise the importance of effective partnerships, including businesses, public sectors workers, VCS and community leaders in helping avoid and mitigate the threat of disturbances. We have seen some excellent emergency plans which reflect this fact. **However, in some areas, partners we would have expected to play a part in avoiding future disturbances were clearly not aware of any expectations on them. We urge all areas to ensure, especially around communication and use of stakeholders, to ensure plans are well developed.**

Appendix D

Links to external reports, inquiries and investigations about the August riots 2011

We have included links below that are editorially relevant to the Riots Communities and Victims Panel's remit. These provide further relevant information or other key source material.

The reports we have included are those which have been published and shared with the Panel and are available online, although we recognise that there are others.

All external links were selected and reviewed when this report was published. However, the Panel is not responsible for the content of external websites.

National reports:

Nat Cen report:

http://www.natcen.ac.uk/study/the-august-riots-in-england-

Home Affairs Select Committee report:

http://www.parliament.uk/business/committees/committees-a-z/commons-select/home-affairs-committee/news/plsd-report-publication/

Home Office response to Home Affairs Select Committee:

http://www.official-documents.gov.uk/document/cm82/8292/8292.pdf

Her Majesty's Inspectorate of Constabularies report:

http://www.hmic.gov.uk/media/a-review-of-the-august-2011-disorders-20111220.pdf

The Guardian and London School of Economics: Reading the riots report

http://www.guardian.co.uk/uk/series/reading-the-riots

The Riot Report How housing providers are building stronger communities, including several case studies:

http://www.cih.org/resources/PDF/Policy%20free%20download%20pdfs/The_RIot_Report_.pdf

Local reports:

Ealing Council Riots Scrutiny Review Panel

http://www2.ealing.gov.uk/ealing3/export/sites/ealingweb/services/council/committees/agendas_minutes_reports/scrutiny/ealing_riots_scrutiny_review_panel/24may2011-15may2012/13th_February_2012./Item_6_Draft_Final_Report_Appx_.pdf

Clapham report

http://ww3.wandsworth.gov.uk/moderngov/mgConvert2PDF.aspx?ID=15102

Tottenham Community Panel

http://www.haringey.gov.uk/index/community_and_leisure/communitypanel.htm

Tottenham Citizens Panel

http://www.citizensuk.org/2012/01/launch-of-the-citizens-inquiry-into-the-tottenham-riots-the-report/

Croydon Panel

http://www.croydononline.org/lirp/

Hackney Research

http://www.hcvs.org.uk/news/2011/hackney-disturbances-partnership-project/default.aspx

Southwark Report – Harriet Harman MP

http://www.harrietharman.org/uploads/9330b557-34b8-58b4-bd46-1a683e3f5ffc.pdf

Manchester University report of deprivation

http://www.manchester.ac.uk/aboutus/news/display/?id=8022

The Riots Communities and Victims Panel hosted a reception to acknowledge those who showed bravery, or who helped their communities during or following the riots. The event was attended by individuals from a range of riot affected areas including business owners, youth workers, volunteer organisations and the emergency services. Deputy Prime Minister, Nick Clegg, and Leader of the Official Opposition, Ed Miliband, were also present.

ABOVE: Nick Clegg and Ed Miliband with Liz Pilgrim and Amrit and Ravinder Khurmy, whose businesses were badly damaged in Ealing

ABOVE: Adrian Willis, Harry Singh and Martin Sears, security guards from Debenhams Wandsworth, who recorded looters on CCTV despite the store being over-run by around 600 people

ABOVE: Chair of the Riots Communities and Victims Panel, Darra Singh, addresses those who have attended the reception

ABOVE: Individuals from London Fire Brigade who were commended for their actions in tackling numerous fires across the Capital throughout the disorder

LEFT: Nick Clegg speaks with Marlon Bruce, a Community Youth Outreach Officer from Haringey who went out on the streets to persuade youths not to riot

ABOVE: Ed Miliband with Louis Fisher, Helen Constantine, Muzahid Choudhury and Alban Tuohy – who helped those who had lost their homes or businesses in Tottenham

ABOVE: Nick Clegg with Louise and Jacqueline Johnson, business owners from Wolverhampton who defended their shop from rioters

ABOVE: PC James Arthan, Sergeant Gavin Durnell and PC Jon Whitehead from Wandsworth Borough Police Service who received Borough Commander Commendations for their work during the riots

ABOVE: Nick Clegg meets Jeremy Myers, Rebekah Angus and Jen Perry who used social media to organise a large clean-up operation in Manchester

LEFT: Ed Miliband with Arfan Naseem, Colin Trew, Jim Dixon and Mary Mensah-Shofolan all from the London Borough of Barking and Dagenham who helped their local community during, or after the riots, in a variety of ways