

## Time for Action

Equipping Young People for the Future and Preventing Violence - the Mayor's proposals and call to partners





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# Mayor's foreword

by Boris Johnson, Mayor of London

So many of us are lucky in our childhoods. We grow up with parents who love us. We grow up in households with books, and the concept of a shared family meal followed by an amicable but decisive argument about whose turn it is to do the washing-up.

We are given boundaries, and discipline, and by the judicious application of reasonable punishment we acquire a sense of right and wrong. From our very earliest years we are encouraged to think of ourselves as achievers. We see role models all around us, and we genuinely believe we could follow in the steps of that person. We develop ambition, and we take steps to make our ambitions come true.

So many children are growing up in London without any such ambition, without any real sense of what they can achieve. It is a sad comment on the educational politics of the last few decades that the material gap between rich and poor has widened so dramatically. There is more child poverty in London than anywhere else in Britain. But the real poverty is spiritual, emotional and intellectual.

Too many children are growing up without boundaries, and therefore without a coherent sense of their identity or the role they could play



in this society. They lack respect and self-respect, and though they seem to lack shame, their cockiness often masks a fragility and anger that no one has taken the trouble to give them discipline or give them hope.

It is this minority of children, inevitably, that is tempted or bullied into crime, with all the consequent destruction for their lives and the lives of those around them. It is their behaviour that can sap the morale of teachers, cast a pall of apprehension over the top deck of a bus, and impair the educational opportunities of other children.

Of course we need to be tough on any kind of criminal activity, and there is no substitute for strong policing solutions. But we also need to recognise that there are huge opportunities to help these youngsters, before their lives go irretrievably wrong.



In the last 18 months I have met literally hundreds of people – social entrepreneurs, teachers, pastors, charity workers, social workers – all working for different organisations dedicated to changing the lives of young people. It is our job in the new London mayoralty to give this sector every possible encouragement and support. I do not believe it makes sense to try to impose some

kind of systematisation of this effort, though it would be useful to have a clearer sense of where there is provision, and where there are gaps.

It is our job to champion and recognise the achievements of these groups, and, where possible, to give financial help. That is why we support the Mayor's Fund for





London, an independent charity of which I am the patron, and that is why we are today announcing our programme for action. We are focusing on the critical moments when things can go wrong: early years, the transition to secondary school, the entry to the job market and the disastrous consequences of incarcerating young offenders without a serious strategy for education and rehabilitation, particularly during their first time inside.

Our emphasis is on education – basic education in reading, writing and maths. It is on helping parents, and encouraging volunteering, especially on projects that will lead to the greening and beautification of the city, as well as championing sport, with all its potential for generating teamwork and emotional maturity.

Neither Kit Malthouse nor I are so naïve as to believe that we can crack this problem, and certainly not crack it on our own. We know how much we have to gain from the experiences of the London boroughs, and others who have been working for so long in this field.

But no one should underestimate our determination to make a difference, and to make a start. This is not just a strategy to tackle

knife crime. It is an attempt to unleash the talents of thousands of young people across London who are not being given the opportunities they deserve.



**Boris Johnson**  
Mayor of London



# Introduction

by Kit Malthouse, Deputy Mayor for Policing

A dreadful number looms over London.

As I write it is 27: The number of teenagers stabbed, shot, beaten to death on London's streets in 2008. By the time you read this, it may well have risen.



Since May we have worked with the Met to fight this violence. Operation Blunt 2 has taken thousands of knives off the streets. Operation Tyrol will put hundreds more crime fighters on the transport system. There will be more assertive work by the police in the months to come.

During the election campaign, Boris's insistence that urgent action was needed to stop the killings caught the mood of Londoners. Of course, many politicians promise to cut crime. What was different, though, was the realisation that simply locking up young people in ever-increasing numbers would never be the real answer. Alongside rigorous law enforcement, he asserted that solutions are complex and lie in longer-term work that may take years.

There was also a recognition that while there is a swarm of activity taking place across London, all loosely based on "intervention and diversion", performance is patchy at best. Many of the organisations in the field, small and large alike, can't

show that what they are doing works or offers value for money. There isn't any sense of a pan London strategy or consensus about where to go next. Lots of money is being spent, driven more by guilt than conviction, and often with scant evidence of results.

So on 2 May the work of tackling this issue started in earnest, based on four principles:

- Working with other organisations is the only way to get things done in London;
- Duplication of effort is a waste of effort;
- As an organisation, we have limited but powerful tools at our disposal; and
- Our job is to be strategic and set the direction of travel.

In addition, both the Mayor and I brought certain beliefs to the process. The first and most important of these is faith in the power of education over entertainment. Boris summed this up succinctly in his speech to the

Conservative Party conference earlier this year:

“People have invested a lot of money in expensive sound equipment intended to turn youngsters into rappers and DJs but I’d like to see some more effort going into basic literacy and mathematics.”

Our other conviction was the profound value of self-discipline and self-respect. Ultimately any young person holds the solutions to their problems in their own hands. They will take the decisions that set the course of their lives. We can persuade and educate and cajole all we want, but we will achieve nothing unless we help young people value their own lives and futures.

We also recognised that focus is important. Better to do a few things very well than try to do many things, and do them all badly.

So between May and October we met with myriad groups and individuals to outline our intentions, listen, and seek support. Organisations large and small, grieving parents and relatives, charities, councillors and many, many young people, spoke with intensity about what was going wrong and where solutions might lie. We heard many frank and moving stories.

There was thoughtful concern about the awkward transition phases in a young person’s life when things can go wrong: the entry to primary school, the switch to secondary, and then the movement into the job market. The lack of role models and disciplined activities also featured large. The youth justice system aroused particular passion, with a general acceptance that while many young offenders deserved to be locked up, incarcerating them in what amount to crime academies, was counter-productive.

This exasperated outpouring of strong feeling was overlaid with a profound sense of sadness that the appalling behaviour of a small group was colouring our views of all young people, filling adults and kids alike with fear and mistrust.

With all that in mind, we made a start, and this document is the first step. Next comes the planning stage. There will undoubtedly be amendments, and more themes added in the months to come, but for the moment we will be working with our partners on six core projects:

1. Giving young offenders in custody for the first time the life tools that will enable careers other than professional criminality. It makes sense on all levels, even financially.

2. Teachers can only educate kids if they are actually in school. Truancy needs more co-ordinated and assertive effort.
3. Only a tiny minority of children in care go to university. They are much more likely to end up in prison. We want to change these numbers.
4. Their behaviour shows that too many young people lack self-respect and what used to be called "character". Uniformed children's organisations know a lot about character, and we need their help.
5. Sport can unify and redeem. Healthy bodies lead to healthy minds, and we want more sporty, active kids in our city.
6. Quality and results matter. We have to establish what really works and then spread the news.

In addition to these themes, Boris wants to support the establishment of some specialist academies across London to help equip the city and its youth with the skills needed for our future.

We will also work to portray a positive image of our young people, most of whom have perfectly normal ambitions and dreams.

The publication of this document represents the beginning of a smarter, more focussed approach. We have a

busy few months ahead of us as we work together to make these projects happen. And in that time we want your views: details of how to respond to this consultation are at the back of the document. Please let us have them before Christmas.

Some people may decide not to help in our endeavours. Vested interests and personal animosity will bar progress, and of course party politics may well get in the way. But we come to this project with an open hand, an honest approach and the certainty that we can only succeed if we do this together.



**Kit Malthouse**

Deputy Mayor for Policing





# Executive Summary

## Overview

About a quarter of Londoners are under 19 years old. You see these young people everywhere: making their way home from school on the Tube, playing football with their mates, queuing for the cinema. We don't need to worry about the vast majority of them.

But a minority of the capital's youth engage in destructive behaviour, in violent acts that devalue themselves, their communities and our city. Armed with bravado, they take decisions whose enormity and consequence they do not recognise. This document is aimed at them. Its purpose is not to philosophise or navel gaze. Instead, it sets out practical strategies for harnessing and re-directing the energies that lead to youth violence.

For while the current level of teenage murders grabs headlines and seizes the imagination, it is simply the most dramatic sign of a deeper culture of violence that requires an urgent, broad-based and long-term response.

The only way to tackle this issue is by working together. And make no mistake: there are countless organisations and agencies in London committed to challenging this insidious and growing problem. Our starting point, then, was not to ask what more we can do. Instead we

asked ourselves how to be smarter, more focused and more strategic. We engaged partners and agencies in discussions about approaches and delivery, and identified two essential contributions the Mayor can make:

- to provide leadership, and
- to use the resources of the GLA Group – and especially the Metropolitan Police and the London Development Agency – to facilitate programmes in which the Group can play a key role, alongside partners whose work will maximise effectiveness.

The Mayor's programme for action presents young people that may have a tendency towards violence with alternatives to the choices they've made by giving them the tools to imagine and build a better future. At the same time, it provides all young people across London with positive opportunities to develop themselves and engage with their peers.

The Mayor's programme focuses on these areas:

- supporting young people who are in custody for the first time (Project Daedalus);
- keeping young people in education (Project Brodie);
- Mayor's Scholars, London Academies and Apprentices;

- developing character and responsibility (Project Titan);
- expanding sport and music opportunities; and
- establishing and disseminating what works best (Project Oracle).

While each of these programmes has its own focus and goals, they will undoubtedly be most effective when they complement and reinforce one another. They are also designed to provide help and stability through the 'pressure points' in childhood: the awkward, transitional periods when young people often stumble and occasionally fall.

In addition, the Mayor has supported the establishment of the Mayor's Fund for London, chaired by Sir Trevor Chinn. This innovative programme is raising private funds to help tackle a wide range of issues, including youth opportunity, and will be working closely with the Mayor to enable and help where it can.

We should, however, note that the Mayor recognises that child poverty is one of the fundamental issues at the heart of youth violence. Because this issue is being tackled through the London Child Poverty Commission, it is not directly addressed in this document, although many of the actions

proposed here will help address some of the causes of child poverty.

Of course, these ambitious initiatives will only be sustainable with the input and participation from the communities where much of this crime occurs. This includes the young people who are most affected by violent crime, and the climate of fear it has created. Our plans start and end with them.

### **A smarter approach to young people in custody for the first time – Project Daedalus**

Everyone accepts that most young offenders' institutions are effectively academies of crime. Seventy-eight percent of their "alumni" re-offend within 12 months and are then locked up again and again, at vast cost.

Yet what better opportunity to get to grips with young criminals than when they first enter custody? Literally a captive audience and one with sadly familiar characteristics: a poor record of school attendance resulting in a lack of basic skills. We can do something about this, there, in prison, but at the moment first timers are mixed in with hardened inmates and it is that teaching and influence which prevails.

Project Daedalus will develop a smarter approach to educating and training young first-timers in custody.

Whilst we aspire to have an entire unit devoted just to first-timers, for the moment constructive conversations with the Ministry of Justice mean that we will start by reducing mixing between first-timers and repeat offenders, and then get to work on literacy, maths and skills. This work will link with the current Youth Resettlement initiatives and will build on exciting and helpful discussions we have had with the London Criminal Justice Board, Youth Justice Board and the Prison Service.

Critical elements in this programme will be highly focused work with first-timers in their initial 48 hours in custody; working with those on remand who currently miss out on any education or training activity; placing young people in secure establishments closer to home; enhancing basic skills training for those in custody to improve their subsequent employment chances; and expanding employment programmes, building on existing work by companies such as National Grid and Sainsbury's.

Their first time in prison is often our last chance to turn them round. It is time we made the most of it.

### **Getting and keeping kids in education – Project Brodie**

A pattern of truancy is common to almost all young offenders. Simply



put, if we can keep more kids in school in their early teens, we won't have to lock up so many later in life.

Project Brodie will work with schools and councils to focus on consistently keeping children in school. We will ask the police to give greater priority to working with Education Welfare Officers to bear down on truancy. In addition, we will ask councils to intervene early and assertively, with parental fines if warranted, where patterns of unauthorised absence start to develop.

The initial causes of truancy can be complex: bullying, mental health problems, parental substance abuse or just a sense of alienation from the educational process, often play a part. Where we can, we will help schools and councils to tackle these issues.

Given that so many children cross borough boundaries to go to school, the work currently underway to develop pan-London protocols on attendance and exclusion covering schools, education authorities and

police is vital; and the Mayor is well-placed to co-ordinate this action and will work with partners to ensure these new protocols lead to real results.

And we need to encourage schools to harness new technology such as instant texting and calls to parents when their child is not in the classroom on time.

Initial discussions with London Councils and the Met have been constructive and there is recognition on all sides that by working together on this we can make real progress.

It is no accident that the best schools have the best attendance and the least association with crime, irrespective of area, race or class.

### **Mayor's Scholars, London Academies and Apprentices**

Kids in long-term care are three times more likely to end up in custody. We are collectively responsible for this shameful fact. Councils have struggled for years to make progress, but in the finite world of local government finance, children in care often have to compete for resources, and rarely fare well.

Yet later in life they cost us a fortune, over-represented in prison, homeless shelters and mental health institutions. Investment up front

would help them immensely, reduce crime and save us all money down the line.

To help tackle this problem, we intend to facilitate the establishment of a programme of Mayor's Scholars, where very young children entering the care system would receive individual educational support through the early years, including both tutoring and consistency of supervision as they move among foster homes; someone to help them with their homework and even read them a story if they need it.

We also want to support the establishment of a number of new Academies in deprived neighbourhoods, helping students to develop the skills, confidence and responsibility they and London need for the future. Transport for London is already looking at building an Academy focused on developing skills for the transport industry and we will look to fill further skills gaps as the city's needs develop.

In the same vein, the Mayor, through the London Skills and Employment Board, will promote more apprenticeships in the city in order to help those who leave education at 16 to access the job market in a structured, disciplined and targeted way.

## Building Character and Responsibility – Project Titan

Young people will never respect others unless they respect themselves first. They will never resist malign influences unless they have the inner strength to do so. For decades now the uniformed children's organisations have been teaching precisely these qualities and building what used to be known as "character".

We will work with all uniformed organisations, and some non-uniformed, such as Duke of Edinburgh's Award, Scouts, Guides and Police and Services' Cadets to spread their work throughout the capital. With grants, premises, co-ordination and publicity, we want to help them help our children.

But more than that, we want their help with some of the most difficult kids, those on the fringe of criminality. Working with the Police, the Probation Service, the Parole Board and London Councils, we want to use our powers to compel attendance at these organisations by those who need it.

This project will incorporate and enhance the Metropolitan Police's fantastic 'Project YOU' programme ("Youth Organisations Uniformed"), which is already engaging young people in structured activities, and



potentially build on the model within the Volunteer Police Cadets.

Scout troops and Army Cadet Squads are the kind of gangs we like. It's time to expand their turf.

## Sport and music for all

Well-exercised kids are better behaved and better motivated. More than that, sport helps to socialise children, teach them about conflict resolution, fair play, and respect for others.

Boris wants to mix our national enthusiasm for sport with the optimism generated by the 2012 Olympics and turn it into an explosion of sporting activity across London. Boxing, swimming, cycling, basketball and of course table tennis: All girls and boys should have plenty of access to facilities and equipment to play the sport that excites and suits them.

The Mayor, advised by Kate Hoey, is currently developing an Olympic sporting legacy plan, aimed at increasing participation in sport and physical activity, which will be announced shortly in more detail.

It is also important to recognise that whilst music and the arts can be great to engage children in a fun way, success in both requires rigour, patience and self-discipline. The Mayor wants to improve the spread and quality of education in both music and the arts, and his cultural advisor is working hard with providers in this area to develop a delivery plan as part of his cultural strategy.

### **Establishing and disseminating best practice – Project Oracle**

There is an awful lot of work going on in London and an awful lot of money being spent trying to sort out young people. Sadly few of the dozens of groups and charities involved can consistently demonstrate that what they are doing has any significant effect.

We need to concentrate our energies on understanding what really works, and then allocate resources accordingly.

The Mayor believes that he is strategically best placed to initiate joint work to audit and evaluate programmes that have greatest benefits and to identify those that don't, so that the Boroughs and others can target resources precisely and effectively.

Input from academics and community leaders has proved invaluable in developing the Mayor's proposals in

this plan. Project Oracle will take this forward by establishing a mechanism for the audit, and collation and dissemination of information about what works. This will be undertaken jointly with London Councils, Directors of Children's Services and with the London Criminal Justice Board, and in partnership with London higher education institutions working in this area.

### **Combating the fear of youth**

At the beginning his seminal book, *Youth & Crime*, John Muncie points out that while the words "child" and "adult" have a largely neutral meaning, the word "youth" conjures up a number of emotive and troubling images.

But the vast majority of our young people are law abiding, good kids. They want to walk the streets without fear, be respectful of adults and each other, and live out their lives without needing any contact with the police.

More police on London's transport system, and a greater focus by the Met on youth violence, should in time lead to a reduction in crime and hence, in this fear. But in the meantime, the Mayor wants to work with young people to help promote a positive image of youth for the sake of all young people.





Once fear subsides we hope adults will once again become more tolerant of what used to be called “mischief”. When it snows, the police receive several hundred 999 calls about kids throwing snowballs. But a child who hasn’t thrown a snowball hasn’t lived. Kids misbehave, and we adults must learn to identify when they are just being kids, and not criminals.

### **Working together**

To deliver these plans, we will need a lot of help. In particular London’s boroughs and schools, who are doing a lot already, will be crucial.

The Mayor recognises the significant work undertaken to date by the London Youth Crime Prevention Board (under the chairmanship of Lord Victor Adebawale), the London Community Safety Partnership’s Serious Youth Violence Steering Group (chaired by London Councils) and the Government’s recent Youth Crime Action Plan (published jointly by the Home Office, Dept. of Children, Schools and Families and the Ministry of Justice).

It is the Mayor’s role to draw all this valuable work together and provide leadership and assistance where he can. He now wants to work with everyone, including communities and young people, to refine and develop

his proposals and move them into delivery phase.

### **What is left to do?**

We are acutely conscious that there is a gaping hole in this plan, and that is parenting and preschool. More often than not poor parenting leads to bad kids, and bad kids become even worse parents. Parenting education programmes are needed across London.

We also know that pre-school “intellectual enrichment” programmes in nurseries work well. Home visits by health professionals in infancy can be important, as can early years training to teach children the consequences of their actions.

The LDA is already working on its affordable childcare programme, and the Met is currently offering the Miss Dorothy, Watch Over Me and Calling the Shots programmes to more than 250,000 children in London over the next year.

Both of these are positive steps, but we have yet to establish additional programmes where we can add significant value in this area without duplication. We will be talking to others to develop and bring forward plans to tackle these key issues too – so watch this space.



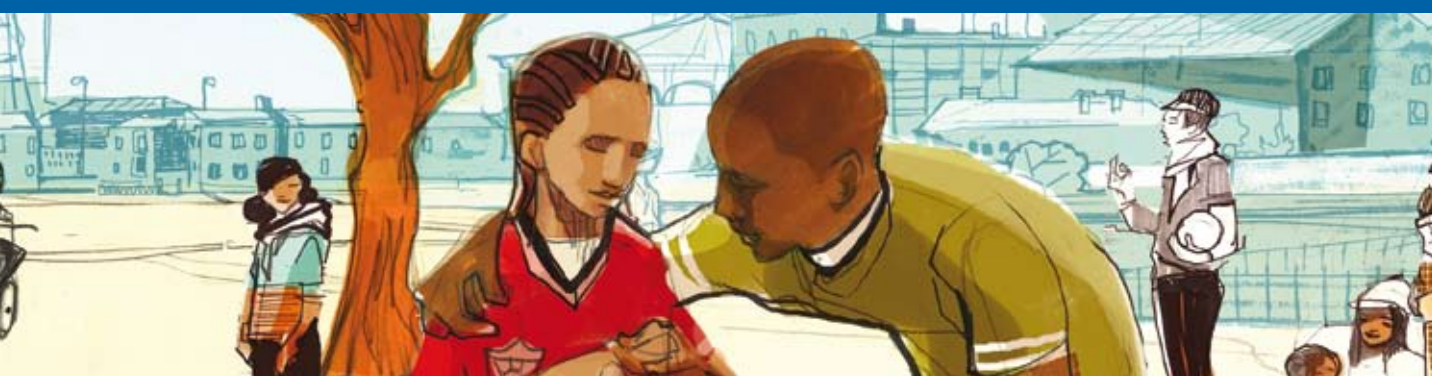
# Consultation

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The Mayor is keen to hear the views of Londoners, London agencies and voluntary sector organisations on this proposed programme for action. To participate in the consultation process please visit the consultation website at **[www.london.gov.uk/mayor/consultation/current.jsp](http://www.london.gov.uk/mayor/consultation/current.jsp)** and submit your response to the specific questions by 16 December 2008.

In addition the Mayor will be having discussions with key organisations over the coming months.

Based on the consultation responses and other discussions, the Mayor intends to publish a series of delivery programmes for each of the agreed projects in Spring 2009.



# Acknowledgements

The Greater London Authority is grateful for the input to this document from a range of organisations including:

Metropolitan Police Service  
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London Criminal Justice Board  
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London Youth Crime Prevention Board  
London Councils

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Viv Ahmun, In-Volve  
Edith Akenkide, Magistrate  
Supt. Dal Babu, MPS  
Shaun Bailey, My Generation  
Ken Barnes, CAN-I  
Phil Boorman, King's College Hospital  
Peta Boucher, LEAP Confronting Conflict  
Anwar Bourazza, Ascension Trust/Street Pastors  
Prof. Ben Bowling, Kings College, London  
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Patsy Cummins, Brixton Beacon  
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Julia Margo, IPPR  
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Tiggey May, Kings College  
Sean McFadden, St Giles Trust  
Mohamed Mohamud, Somali Community  
John O'Brien, London Councils  
Paul Olaitan, Hackney YOT  
Prof. John Pitts, University of Bedfordshire  
Mark Prince, Kiyan Prince Foundation  
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Daniel Silverstone, Southwark IAG  
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Prof. Peter Squires, Brighton University  
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Prof. Kevin Stenson, University of Middlesex  
Malcom Stevens  
Raymond Stevenson, Urban Concepts  
Jonathon Toy, Southwark Community Safety  
Claudia Webb, Trident IAG  
Dr. Tara Young, London Metropolitan University

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### Chinese

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### Vietnamese

Nếu bạn muốn có văn bản tài liệu này bằng ngôn ngữ của mình, hãy liên hệ theo số điện thoại hoặc địa chỉ dưới đây.

### Greek

Αν θέλετε να αποκτήσετε αντίγραφο του παρόντος εγγράφου στη δική σας γλώσσα, παρακαλείστε να επικοινωνήσετε τηλεφωνικά στον αριθμό αυτό ή ταχυδρομικά στην παρακάτω διεύθυνση.

### Turkish

Bu belgenin kendi dilinizde hazırlanmış bir nüshasını edinmek için, lütfen aşağıdaki telefon numarasını arayınız veya adrese başvurunuz.

### Punjabi

ਜੇ ਤੁਹਾਨੂੰ ਇਸ ਦਸਤਾਵੇਜ਼ ਦੀ ਕਾਪੀ ਤੁਹਾਡੀ ਆਪਣੀ ਭਾਸ਼ਾ ਵਿਚ ਚਾਹੀਦੀ ਹੈ, ਤਾਂ ਹੇਠ ਲਿਖੇ ਨੰਬਰ 'ਤੇ ਫ਼ੋਨ ਕਰੋ ਜਾਂ ਹੇਠ ਲਿਖੇ ਪਤੇ 'ਤੇ ਰਾਬਤਾ ਕਰੋ:

### Hindi

यदि आप इस दस्तावेज की प्रति अपनी भाषा में चाहते हैं, तो कृपया निम्नलिखित नंबर पर फोन करें अथवा नीचे दिये गये पते पर संपर्क करें

### Bengali

আপনি যদি আপনার ভাষায় এই দলিলের প্রতিলিপি (কপি) চান, তা হলে নীচের ফোন নম্বরে বা ঠিকানায় অনুগ্রহ করে যোগাযোগ করুন।

### Urdu

اگر آپ اس دستاویز کی نقل اپنی زبان میں چاہتے ہیں، تو براہ کرم نیچے دئے گئے نمبر پر فون کریں یا دیئے گئے پتے پر رابطہ کریں

### Arabic

إذا أردت نسخة من هذه الوثيقة بلغتك، يرجى الاتصال برقم الهاتف أو مراسلة العنوان أدناه

### Gujarati

જો તમને આ દસ્તાવેજની નકલ તમારી ભાષામાં જોઈતી હોય તો, કૃપા કરી આપેલ નંબર ઉપર ફોન કરો અથવા નીચેના સરનામે સંપર્ક સાધો.





