To The Point:
An investigation into London’s knife crime problem.
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Forword

I started noticing a worrying trend in knife crime offence figures in 2014; offences had increased by 51% in a six month period yet the percentage of knife crimes getting solved in London was at its lowest rate in five years. I began to ask questions at City Hall about the issue. At the time I was dismissed by the Metropolitan Police Commissioner, Sir Bernard Hogan-Howe who told me the problem was “seasonal”. Less than a year later violence against the person offences have risen by 26% in the capital and in September it was reported that knife crime had risen by 18% across the capital.

Over the last six months I have been meeting with people, researching and scoping this report and we’ve seen a General Election and a new government formed. General Elections are a time when politicians campaign on issues that they think matter to people. I noticed with sadness that this time most politicians seemed to think that crime was not one of these issues. I beg to differ.

In London during the six-week general election period, 26 March – 8 May, there were 789 victims of serious youth violence, 1,231 victims of knife crime and 441 victims of knife crime with injury. That’s the equivalent of 40 reported victims of knife crime a day, every day over that six week period across the capital.

In the last decade 125 young people have been fatally stabbed on our streets, with hundreds more wounded. Yet this number doesn’t paint the real picture, it’s just a number. It can’t show or represent the countless lives affected by these losses, victims’ families and friends, perpetrators’ families and friends. Lives forever scarred by senseless violence that must be stopped.

This is a public health issue that needs addressing and needs addressing now before another life is lost on our streets. Our young people need to be educated and supported in putting down their knives and ending this cycle of violence.

Caroline Pidgeon MBE AM
Liberal Democrat London Assembly Police and Crime Spokesperson
The current picture

Violence amongst young people is too often seen as an inevitable part of life; this violence is responded to rather than prevented. This violence occurs in communities, on our streets, in schools, at work, in bars and clubs and in institutions and homes. The consequences of this violence are devastating, leading to the deaths of 15,000 young people annually across Europe\(^3\) where violent crime is the third leading cause of death among people aged between 10–29 years. The young people who do survive these crimes must cope with both terrible physical and emotional scars.

Estimates suggest that for every young person that is murdered, another 20 are admitted to hospital with knife injuries. Based on this, in Europe more than 300,000 young people are admitted to hospital annually due to violent crime, and millions more seek help and support from our health and criminal justice services.

Knife crime is on the rise in our capital and our young people are dying. In 2014/15 knife crime with injury offences rose by 14% compared to the previous year. There was an increase of 22% in victims under the age of 25. 43% of all victims of knife crime with injury are black males under the age of 25.

On 21 July this year at a MOPAC Challenge meeting at City Hall, Commissioner Hogan-Howe said:

\[\text{“It’s pretty obvious that there is now a substantial increase in knife assisted violence with injury and we need to watch that.”}\]

Stop and search procedures have been reduced as a London-wide policy by the Metropolitan Police Service (MPS). Searches for offensive weapons have decreased by 70% since 2012. Arrests for offensive weapons however have increased from 3% in 2012 to 10% in 2014/15.

These numbers are frightening, but more frightening is that knife crime is not always reported, meaning that these figures don’t give a true picture of the problem. Having met with Redthread and The Ben Kinsella Trust I have been told that young people who are cut or stabbed do not always report these crimes or even seek medical treatment for their injuries. There is a lot of under-reporting of such offences because many of the young people involved feel they can’t trust the police to protect them, or to be fully on their side if they do get threatened. Fear of being attacked by someone with a knife leads to other young people carrying knives for protection and getting involved with gangs.

The Ben Kinsella Trust collect anonymised data through a survey taken of school children who visit their educational exhibition. They kindly shared their 2014/15 data. This data shows that:
- **93%** of children think that knife crime is a big problem.
- **85%** of children think that youth violence is a big problem.
- **71%** of children are worried about knife crime.
- **50%** of children think that knife crime is getting worse.

Education and early intervention are crucial in helping to solve this growing problem. There are over 2.3 million young people in London; they represent over 30% of the London population. The one place that these young people have in common is school. Schools have the greatest opportunity to engage with, and make a difference to, the safety and well-being of London’s young people. However, charities and police officers I spoke to all have the same problem; limited access to schools and to the young people they are trying to help. Schools do not want the stigma of being associated with organisations that help to tackle knife crime. Schools do not want to be labelled as having a gang or knife crime problem and so choose to spend their budgets elsewhere. This needs to change.

**Islington stabbing:**
**teenager stabbed to death with machete at children's playground**

*Evening Standard 11th June 2015*

**Man killed near West Ruislip is London's 13th teenage fatality.**

*BBC London 10th November 2015*
Teenager jailed for life for London stabbing of 15-year-old cyclist
– The Guardian 18th September 2015

Teen jailed for stabbing Notting Hill Carnival policeman
– GetWest London 24th September 2015

Kenton stabbing: Boy, 17, knifed to death outside party hours after mother gave birth to baby brother
Evening Standard 9th November 2015
Metropolitan police say knife crime up 18% in London
- The Guardian 20th September 2015

One man shot and another stabbed in attacks on Peckham estate – The Evening Standard 18th October 2015

Boy, 17, stabbed to death in broad daylight as hundreds of children leave school for the day

A teenager has been stabbed to death in broad daylight as hundreds of pupils left school for the day.

Police rushed to the scene in Acton in West London after reports of a stabbing at 11.50am on Friday morning.

ITV 16th October 2015
Figure 1: Violence with injury offences have risen by 26% in the last three years.  

Figure 2: Serious youth violence offences have risen by 20% in the last three years.
Figure 3: Knife crime with injury offences have risen by 15% in the last three years.  

Figure 4: Searches have decreased by 55% since 2011/12.
The Metropolitan Police approach

Metropolitan Police Commissioner Sir Bernard Hogan-Howe ordered a reduction of stop and search in 2011 after the force was criticised for using the powers too often, causing anger among some communities who claimed innocent people were being targeted unfairly. However since this reduction Commissioner Hogan-Howe said on 21 July 2015 at a City Hall Police and Crime Committee meeting that:

“…I think we have probably got to a point where if we carry on reducing stop and search it could be an issue. So we’ve said that we will increase the amount of targeted stop and search.”

At this meeting Commissioner Hogan-Howe admitted that more needs to be done and he is correct, however I’m uncertain that his approach will be an effective one. In June this year he told the BBC that he needed help on this issue."

“If a family member, friend or gang member carries a knife they are just as likely to use it against you as someone else, so I’d like people to tell us when they know someone is carrying a knife.”

I am not clear how the MPS expect to have an increase in reporting from friends or families of those carrying knives when the Commissioner and the Mayor both lobbied the Government for longer fixed-term sentences for those caught carrying knives. These two approaches to the problem are contradictory at best. They send out a mixed message.

Stop and search and weapons’ sweeps are both operational tactics the MPS uses to tackle knife crime in London. These tools are being used by Trident Gang Command, Operation Omega, Operation Teal and trial Operation Shield.

Tackling knife crime from a policing perspective is intrinsically linked to policing gang crime in the capital. Trident is currently led by Detective Chief Superintendent Dean Haydon. Dean Haydon told The Guardian earlier this year that he thought four key factors were behind the rise in knife crime:

- The dark web being used to purchase weapons, such as the zombie knife which has a foot-long blade.
- A cultural change among young people that is encouraging them to use knives, even for trivial disputes or minor theft.
• Reductions in the use of stop and search.
• Improved recording of knife crime statistics.

It is welcome that the recording of knife crime statistics has improved but I believe this now means we are getting a clearer picture of the scale of the problem. However there are still concerns over the accuracy of statistics, as these crimes are underreported and some of the tactics that the MPS use to combat these are also not properly recorded.

When questioning the Commissioner about knife crime over the last year I have been told that weapons’ sweeps were used as a tactic to help tackle knife crime yet no one could tell me how many weapons had been retrieved or how many weapons’ sweeps had been conducted as they do not record the information.

These sweeps are often documented on twitter and in the press with pictures of the knives retrieved in the Evening Standard and on social media to help improve public confidence in policing efforts.

These sweeps obviously do have some effect in taking these weapons off our streets but how can we really know if this tactic is an effective tool if no one is measuring its success? Surely if more accurate data was collected from these sweeps the MPS would know where or if there were any hotspots for hiding knives and how this correlates with crime hotspots and the residence of offenders and victims.
Large Samurai sword found in N7 as part of #OpRedkite today
Crime

Police seize hundreds of knives and guns stashed in London churchyards, parks and estates

JUSTIN DAVENPORT | Friday 24 July 2015 12:04 BST

Deadly: A 'zombie killer' knife found in Hackney earlier this month (Picture: Metropolitan Police)

Police have seized hundreds of knives and guns after conducting nearly 1,000 “weapon sweeps” in estates, parks and churchyards across London.
There are stupid, vicious stabbings going on of young kids in our city and it is absolutely intolerable.

Mayor, Boris Johnson July 2015
The Mayor’s response

The Mayor made tackling knife crime a key pledge when he was first elected to City Hall in 2008, a year in which 21 teenagers were stabbed to death. Some six years later, The Mayor launched his report “Strategic Ambitions for London: Gangs and Serious Youth Violence” saying:

“There is a knife carrying culture that must be challenged…Gangs continue to feature as a key crime concern for Londoners and there are still too many victims of serious youth violence.”

Within his report he promises to reduce the number of victims of gun and knife crime: “London Crime Reduction Board (LCRB) partners will ensure that by 2017: There will have been a reduction in the number of victims of gun and knife crime”.

In his report the Mayor also acknowledges that education is a key part of solving this problem: “One of the key elements of what works to prevent involvement with gangs and youth violence is…the education process.”

A year on from the publication of this report sadly a knife carrying culture still exists in our city, knife crime has risen and there are more, not fewer, victims of this crime.

The Mayor lobbied the Government for longer fixed term sentences for those caught carrying knives. In July this year I asked what he was doing to tackle this problem. In his response he told me:

“I have successfully lobbied Government for tougher sentences to help deal with the knife carrying culture ensuring that any offender caught in possession of a knife for a second time will automatically face a custodial sentence. This will become part of sentencing guidelines this month.”

More recently the Mayor has allocated £200,000 of funding for the MPS trial of Operation Shield. Operation Shield is an MPS gang prevention, intervention and enforcement project currently being piloted in three London boroughs: Lambeth, Westminster and Haringey. The Shield pilot is based on the Group Violence Intervention (GVI) model devised by Professor David Kennedy and pioneered in the United States. It successfully reduced gang violence in several US cities including Boston, Chicago and Los Angeles.

Glasgow adopted a similar model in 2008. Its Community Initiative to Reduce Violence (CIRV), worked with Strathclyde Police and local communities in Glasgow to improve intelligence, open a dialogue with gang members and provide housing, education, health and welfare advice. This model cut overall gang violence in Glasgow by 46% and weapon possession was down 85%. There was also an 18% reduction in violence among gang members who did not sign up to the initiative. The Mayor clearly hopes that this pilot will have similar success in London.
However, its implementation in London has not been entirely successful with problems rolling it out in pilot boroughs and several civil rights campaigns condemning its tactics as “archaic”.

The London Campaign against Police & State Violence (LCAPSV) listed their three main concerns over the tactics used in the initiative:

1. **Collective punishment especially for families in social housing** – Shield can result in families paying fines or being evicted because a family member has been accused of crimes or associating with alleged offenders.
2. **Racist targeting and outcomes** – The criteria used to identify “gangs” are racially biased.
3. **Miscarriages of Justice** – Shield promises “fast track” justice, which will risk unfair trials and stigmatise defendants.

I believe the roll out of this pilot may be counter-intuitive to solving London’s knife crime problem as the Mayor and the MPS could risk alienating those they most need to engage with. There have also been problems with the pilot Boroughs and the pilots may not now proceed.

The Mayor’s work on helping to introduce “mandatory” sentencing is clearly at odds with Commissioner Hogan Howe’s request for friends and family members of those carrying knives to inform the police. Why would people report their loved ones to the police if they thought they would face longer sentences of between six months and four years if caught?

The Mayor and his team have identified the problem. However, the evidence suggests that despite his words he has not tackled the problem effectively or managed to keep his pledge to the electorate. And most importantly, young people are still being stabbed, injured and killed in increasing numbers.

An intensive programme in schools and with gang members may be the best way to react to this escalating violence in our young communities.
Government Policy

A Home Office consultation was launched in July 2013 on the future of stop-and-search powers and received more than 5,000 responses. These responses showed that young people and black people had very different attitudes towards stop and search than white and older age groups.

Following this consultation the Home Secretary, Theresa May, introduced a set of reforms to the police’s use of the stop and search powers in 2014. These reforms included:

- Telling chief constables and police commissioners they must open up police stop-and-search records to public scrutiny, under threat of statutory legislation.
- A review of national police training to include "unconscious bias awareness training" to reduce the possibility of prejudice in officers’ approach to stop and search.
- An official assessment of individual officers’ fitness to use stop-and-search powers.
- A new “best use of stop and search scheme” including better recording and improved public accountability and limiting the use of section 60 "no suspicion" stop-and-search powers to 15 hours.

In response to the recent rise in knife crime in London, Theresa May told the National Black Police Association Conference in October 2015 that:

“...it is simply not true that knife crime is rising because the police are no longer stopping and searching those carrying knives”.15

The Government has introduced a new offence of threatening with a knife in a public place or school, which is intended to help improve prosecution rates. They have also introduced a mandatory “two strikes and you’re out” minimum six-month prison sentence for those caught carrying a knife which came into law in July this year.

This new “two strikes” law means that adults convicted of being in possession of a blade for a second time will face a prison sentence between a minimum of six months and a maximum of four years. Young offenders aged 16 and 17 will face a minimum four-month detention and a training order.

A Ministry of Justice impact assessment16 showed that every year around 1,300 adults who had previously been convicted of carrying a knife were again caught in possession of a knife without receiving an immediate custodial sentence.
The Ministry of Justice has estimated that about 1,000 offenders a year will be jailed as a result of this new law. This means there will be an extra 350 prison places needed in already overcrowded jails across England and Wales. A further 110 young offenders are expected to be jailed each year. It is also estimated to add an extra £10 million a year to the costs of the criminal justice system.

The official impact assessment adds that published evidence shows making sentences more severe only has a minimal impact as a deterrent and that increasing the likelihood of being caught is actually more effective.
A Way Forward

I have long campaigned for the London-wide implementation of the Cardiff Model as an approach to tackling knife crime and have been asking the Mayor about this since 2010. The implementation of this model across the UK was not only part of the 2010 Coalition Agreement\textsuperscript{17}, but was also part of Boris Johnson’s 2012 Mayoral manifesto. In 2010 in response to a formal written question, the Mayor gave this response on the issue:\textsuperscript{18}

“The MPS has supported work by the Government Office for London and the National Health Service (NHS) since early 2008 to develop processes for the routine sharing of non-personal data. The immediate emphasis of this work has been on sharing details of knife crime injuries, but the efforts cover a wider range of non-accidental injuries reported to the NHS. The London Accident & Emergency (A&E) data-sharing project is aware of the Cardiff work and taking the learning from the work done there. GLA officers have met with the Head of A&E at St Thomas’s Hospital to discuss this issue.”

Unfortunately, five years later, this model is still not in place across London.

The Cardiff Model is an approach to sharing and using data on violence related A&E admissions to inform and develop crime reduction responses. The model was developed by Cardiff University. In areas where the Cardiff Model has been implemented there has been a 42% reduction in A&E admissions due to violent crime.\textsuperscript{19}

The University of Cardiff commissioned the Cardiff Violence Prevention Programme to research the causes of violence and implement research findings to improve violence prevention, services for the injured and policy relating to problems of substance abuse. The project was to evaluate violence prevention initiatives, particularly those which involve health services in multi-agency partnerships with social services, criminal justice agencies, local government and the voluntary sector to evaluate the effectiveness of interventions designed to reduce the psychological and social impact of violence.

To measure the success of the model Cardiff figures were measured against 14 cities considered “most similar” by the Home Office\textsuperscript{20,21}. In Cardiff rates of hospital admissions fell from seven a month per 100,000 population in the 36 months before implementation of the model, to five a month per 100,000 population in the 36 months after implementation, but increased in comparison cities from five to eight a month per
Rates of violence recorded by the police increased across all the study cities. The increase in Cardiff, from 54 a month per 100,000 population in the 33 months before implementation to 82 a month per 100,000 population in the 51 months after, was much less than the increase in the comparison cities, in which woundings recorded by the police increased from 54 to 114 a month per 100,000 population.

The Cardiff Model requires that:

- A&E departments have electronic data collection systems administered by reception staff and this data is collected over 24 hours, seven days a week.
- Hospitals have the IT capacity to anonymise and share this A&E department data.
- Hospitals share this anonymised data with Community Safety Partnerships (CSP) on a monthly basis.
- Community Safety Partnerships combine police and A&E department data and summarise monthly, tracking violence trends.
- There is at least one A&E department consultant who is prepared to lead implementation of the model and attends Community Safety Partnership meetings.
- A Community Safety Partnership task group is established that includes senior police, local authority representatives and A&E department practitioners.

The Cardiff Model or similar models have been established in a handful of London A&E departments. However, I have been lobbying the Mayor to ensure all A&E departments in London adopt such a model. Although implementing the Cardiff Model was part of the Mayor’s 2012 Crime Manifesto when I asked him about progress last year the response was concerning.
Speaking at Mayor’s Question Time on 17 September 2014 he said:

"We are making implementation of the Cardiff Model a priority. It is not quite as easy in London as I would like, but we are certainly getting on with it....it is disappointing that at the moment only 30% of the data about crimes from A&Es and walk-in centres is actually shared with the police. That means there is a huge amount of information that is going missing. There are difficulties in collecting and distributing that data."

Earlier this year I met with Redthread, a charity that since 2006 has been embedding youth workers within the A&E department at King’s College Hospital, and now also in St Mary’s Hospital in Paddington and St George’s Hospital in Tooting, to help young people reduce their cycle of violence. Hearing about their work showed how important another objective of the Cardiff Model is: to deliver intervention advice.

The Cardiff Model requires that:

- All A&E nurses get dedicated intervention advice training.
- Intervention advice is given to patient/victims admitted due to violent crime.
- Intervention advice in hospital trauma and out-patient clinics is delivered by wound care nurses, at the time of suture or plaster removal.
- Early patient referral to mental health professionals for the treatment of post-traumatic stress disorder.

Redthread has been delivering this advice for victims and patients in selected A&E departments, but unfortunately this approach is not yet commonplace across London.

The World Health Organisation (WHO) European report Preventing violence and knife crime among young people says of young victims of violent crime that:

“They may not report the crime but they will need medical intervention, through ambulance emergency aid or attending hospital trauma centres. These windows of opportunity must be harnessed to support young people to change their lives.”

The WHO is right that this window of opportunity of access to victims is vital. This advice and support is vital in recognising violent crime as a public health issue. Young victims of knife crime and victims of gang crime are often suffering from undiagnosed post-traumatic stress and other mental health issues that are
associated with being exposed to trauma and violence such as depression, alcohol abuse, anxiety, suicidal behaviour and sometimes an increased likelihood of violence in later life. Being witness to violence in the community such as in schools is also associated with adverse emotional adjustment and can influence educational achievement. I don’t believe that currently we have the right level of provision in place to offer these victims the support they need to end the cycle of violence that we are currently seeing.

Admission to A&E is a critical moment, not just in terms of physical health but in terms of mental health and vulnerability. The young person is at a crossroads and with the right intervention advice the young person can be supported away from violence and/or gangs.
Conclusions

Violence among young people and violence involving knives can be prevented. I think more needs to be done to prevent the deaths we are seeing on our streets. The approaches taken by the MPS, the Mayor and the Government don’t seem to have been effective in tackling this problem. 21 teenagers have died in the last 21 months in London. It is clear to me more needs to be done and a new approach needs to be taken.

The MPS’s use of stop and search has been significantly reduced. This is a tool that the police need to use carefully in order not to alienate those that they are trying to protect. I would not advocate using this tool as widely as it once was, but I do believe that an increase in targeted stop and search used in tandem with other operational tools, such as an increased use of knife arches and properly recorded weapons’ sweeps, could help take knives and offensive weapons off our streets.

Police and health workers need to work together on this public health issue. The Cardiff Model needs to be implemented across London. This would help the police to identify knife crime hotspots and better understand which communities need supporting the most. This A&E data is vital to intervention and saving lives. Admission to A&E for victims of knife crime is a key moment that needs to be harnessed in helping to stop the cycle of violence. There should be a youth worker in place in every A&E and walk-in centre available to give intervention advice and mental health support for those young people suffering from post-traumatic stress.

Access to mental health provision shouldn’t end there. There needs to be wider availability for these services offered not only to direct victims of knife crime but also to in-direct victims; families and friends of the victim, families and friends of the perpetrator. There needs to be wider acknowledgement that the scars this crime causes are not always physical.

As with any problem, prevention is always better than intervention. Better prevention of knife crime in London would mean that schools need to be more involved; young people need better education on this issue and the issues that create a knife carrying culture. There should be educational programmes in every school, including primary schools, delivered every year across London.

The Mayor needs to commit greater funding to tackle this problem, through educational initiatives, targeted programmes in A&E departments and the implementation of the Cardiff Model across London.

Every death as a result of knife crime is a tragic, preventable waste and this waste of life must be stopped.
Recommendations

**Recommendation 1**
MOPAC should fund an anti-knife crime educational programme to be delivered in every school in London every year.

**Recommendation 2**
MOPAC should increase their funding of Redthread or similar projects so that there are dedicated youth workers focusing on intervention in every London A&E.

**Recommendation 3**
The Cardiff Model should be rolled out across every A&E in London.

**Recommendation 4**
The MPS and MOPAC to ensure an offer of multi-agency mental health provision to anyone affected by knife crime or gang crime, including ex-gang members and perpetrators. This should specifically include post-traumatic stress care.

**Recommendation 5**
The MPS should roll out a mental health, post-traumatic stress training package to all first responders and specifically any officer working in the Trident Gang Command to make them more sensitive to the mental health issues facing the young people they are trying to protect.

**Recommendation 6**
The MPS should trial the use of handheld metal detectors in stop and search procedures across three London boroughs where knife crime is prevalent.

**Recommendation 7**
The MPS should increase the operational use of knife arches in known violent crime hotspots across London based on data collected by A&E departments.

**Recommendation 8**
The MPS should keep centralised records of when and where weapons’ sweeps take place across the city, including the number and type of weapons were retrieved on these sweeps, in order to review the effectiveness of this tactic.

**Recommendation 9**
The Mayor should review and renew his anti-gang strategy taking feedback from communities, victims, the MPS, A&E departments and special interest groups.

**Recommendation 10**
MOPAC should establish a new independent process for collecting information to feed to the MPS. This process should be community led and information should be sanitised before it reaches the Police, giving the public more confidence in coming forward with sensitive information, such as knowing someone who carries a knife.
The Trident Gang Crime Command was launched on the 8 February last year (2012). Historically Trident focused primarily on gun crime and homicide within the black community. The launch last year saw Trident re-focus its efforts through a new command [http://content.met.police.uk/Site/gangcrime](http://content.met.police.uk/Site/gangcrime).

Operation Omega comprises a range of tactics to target burglary, robbery, violence, thefts of and from vehicles and thefts from people.

An MPS-wide three month initiative Operation Teal was launched in June 2015 as part of MPS activity to tackle the increase in knife and gun crime offences. This operation was led by the Met’s ‘Trident’ command in conjunction with Local Policing Teams and the Territorial Support Group.

Community safety partnerships (CSPs) are made up of representatives from the ‘responsible authorities’, which are the: police, local authorities, fire and rescue authorities, probation service, health.

The responsible authorities work together to protect their local communities from crime and to help people feel safer. They work out how to deal with local issues like antisocial behaviour, drug or alcohol misuse and reoffending. They annually assess local crime priorities and consult partners and the local community about how to deal with them. CSPs were set up under Sections 5-7 of the Crime & Disorder Act 1998. There are about 300 CSPs in England and 22 in Wales.

http://questions.london.gov.uk/QuestionSearch/searchclient/questions/question_277118
http://www.euro.who.int/__data/assets/pdf_file/0012/121314/E94277.pdf